

# Agenda

## Cabinet

Date: **Thursday 22 October 2026**

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Time: **2.30 pm**

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Place: **Conference Room 1 - Herefordshire Council, Plough Lane Offices, Hereford, HR4 0LE**

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Notes: Please note the time, date and venue of the meeting.

For any further information please contact:

**Samantha Gregory, Democratic Services Officer**

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If you would like help to understand this document, or would like it in another format, please call Samantha Gregory, Democratic Services Officer on (01432) 260176 or e-mail [samantha.gregory@herefordshire.gov.uk](mailto:samantha.gregory@herefordshire.gov.uk) in advance of the meeting.

# **Agenda for the meeting of Cabinet**

## **Membership**

|                         |                                                                     |
|-------------------------|---------------------------------------------------------------------|
| <b>Chairperson</b>      | <b>Councillor Jonathan Lester, Leader of the Council</b>            |
| <b>Vice-Chairperson</b> | <b>Councillor Elissa Swinglehurst, Deputy Leader of the Council</b> |
|                         | <b>Councillor Graham Biggs</b>                                      |
|                         | <b>Councillor Harry Bramer</b>                                      |
|                         | <b>Councillor Barry Durkin</b>                                      |
|                         | <b>Councillor Carole Gandy</b>                                      |
|                         | <b>Councillor Dan Hurcomb</b>                                       |
|                         | <b>Councillor Ivan Powell</b>                                       |
|                         | <b>Councillor Philip Price</b>                                      |
|                         | <b>Councillor Pete Stoddart</b>                                     |

## Agenda

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Pages    |
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| <b>1. APOLOGIES FOR ABSENCE</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                        |          |
| To receive any apologies for absence.                                                                                                                                                                                                                                                                                                                                                                                                                                                  |          |
| <b>2. DECLARATIONS OF INTEREST</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                     |          |
| To receive declarations of interests in respect of Table A, Table B or Other Interests from members of the committee in respect of items on the agenda.                                                                                                                                                                                                                                                                                                                                |          |
| <b>3. MINUTES</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | 11 - 46  |
| To approve and sign the minutes of the meeting held on 24 September 2026                                                                                                                                                                                                                                                                                                                                                                                                               |          |
| <b>HOW TO SUBMIT QUESTIONS</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                         |          |
| The deadline for submission of questions for this meeting is:                                                                                                                                                                                                                                                                                                                                                                                                                          |          |
| 5pm on 16 <sup>th</sup> October 2026.                                                                                                                                                                                                                                                                                                                                                                                                                                                  |          |
| <i>Questions can be submitted via the <a href="#">Online questions portal</a> Further information and guidance is available at <a href="#">Get involved - Herefordshire Council</a></i>                                                                                                                                                                                                                                                                                                |          |
| <i>Accepted questions and the response to them will be published as a supplement to the agenda papers prior to the meeting.</i>                                                                                                                                                                                                                                                                                                                                                        |          |
| <i>Full details about asking questions and the deadlines at public meetings can be found here: <a href="#">constitution of the council</a>.</i>                                                                                                                                                                                                                                                                                                                                        |          |
| <b>4. QUESTIONS FROM MEMBERS OF THE PUBLIC</b>                                                                                                                                                                                                                                                                                                                                                                                                                                         |          |
| To receive questions from members of the public.                                                                                                                                                                                                                                                                                                                                                                                                                                       |          |
| <b>5. QUESTIONS FROM COUNCILLORS</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                   |          |
| To receive questions from councillors.                                                                                                                                                                                                                                                                                                                                                                                                                                                 |          |
| <b>6. REPORTS FROM SCRUTINY COMMITTEES</b>                                                                                                                                                                                                                                                                                                                                                                                                                                             |          |
| To receive reports from the Council's scrutiny committees on any recommendations to the Cabinet arising from recent scrutiny committee meetings.                                                                                                                                                                                                                                                                                                                                       |          |
| <b>6.1 EARLY HELP TASK AND FINISH GROUP - FINAL REPORT</b>                                                                                                                                                                                                                                                                                                                                                                                                                             | 47 - 78  |
| <b>7. TRAVEL PLAN STRATEGY</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                         | 79 - 200 |
| This report seeks approval to adopt the Herefordshire Travel Plans Framework and its supporting developer guidance. The framework establishes a consistent council-wide approach to securing, delivering, monitoring and enforcing Travel Plans associated with new development. It will support sustainable growth, improve travel choices and ensure that development contributes towards the council's transport, environmental, health and Child Friendly Herefordshire objectives |          |



## The Public's Rights to Information and Attendance at Meetings

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- Attend all Council, Cabinet, Committee and Sub-Committee meetings unless the business to be transacted would disclose 'confidential' or 'exempt' information.
- Inspect agenda and public reports at least five clear days before the date of the meeting. Agenda and reports (relating to items to be considered in public) are available at [www.herefordshire.gov.uk/meetings](http://www.herefordshire.gov.uk/meetings)
- Inspect minutes of the Council and all committees and sub-committees and written statements of decisions taken by the Cabinet or individual Cabinet Members for up to six years following a meeting.
- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.
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- Have access to a list specifying those powers on which the Council have delegated decision making to their officers identifying the officers concerned by title. Information about councillors is available at [www.herefordshire.gov.uk/councillors](http://www.herefordshire.gov.uk/councillors)
- Copy any of the documents mentioned above to which you have a right of access, subject to a reasonable charge (20p per sheet subject to a maximum of £5.00 per agenda plus a nominal fee of £1.50 for postage).
- Access to this summary of your rights as members of the public to attend meetings of the Council, Cabinet, Committees and Sub-Committees and to inspect and copy documents.

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The reporting of meetings is subject to the law and it is the responsibility of those doing the reporting to ensure that they comply.

The council may make a recording of this public meeting or stream it live to the council's website. Such recordings form part of the record of the meeting and are made available for members of the public via the council's web-site.

## **Public transport links**

The Herefordshire Council office at Plough Lane is located off Whitecross Road in Hereford, approximately 1 kilometre from the City Bus Station.

The location of the office and details of city bus services can be viewed at:

<http://www.herefordshire.gov.uk/downloads/file/1597/hereford-city-bus-map-local-services->

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## Guide to Cabinet

The Executive or Cabinet of the Herefordshire Council consists of a Leader and Deputy Leader and eight other Cabinet Members each with their own individual programme area responsibilities. The current Cabinet membership is:

|                                          |                                           |
|------------------------------------------|-------------------------------------------|
| Cllr Jonathan Lester (Leader)            | Corporate Strategy and Budget             |
| Cllr Elissa Swinglehurst (Deputy Leader) | Environment and Culture                   |
| Cllr Ivan Powell                         | Children and Young People                 |
| Cllr Harry Bramer                        | Community Services and Assets             |
| Cllr Pete Stoddart                       | Finance and Corporate Services            |
| Cllr Carole Gandy                        | Adults, Health and Wellbeing              |
| Cllr Graham Biggs                        | Economy and Growth                        |
| Cllr Barry Durkin                        | Roads and Regulatory Services             |
| Cllr Philip Price                        | Transport and Infrastructure              |
| Cllr Dan Hurcomb                         | Local Engagement and Community Resilience |

The Cabinet's roles are:

- To consider the overall management and direction of the Council. Directed by the Leader of the Council, it will work with senior managers to ensure the policies of Herefordshire are clear and carried through effectively;
- To propose to Council a strategic policy framework and individual strategic policies;
- To identify priorities and recommend them to Council;
- To propose to Council the Council's budget and levels of Council Tax;
- To give guidance in relation to: policy co-ordination; implementation of policy; management of the Council; senior employees in relation to day to day implementation issues;
- To receive reports from Cabinet Members on significant matters requiring consideration and proposals for new or amended policies and initiatives;
- To consider and determine policy issues within the policy framework covering more than one programme area and issues relating to the implementation of the outcomes of monitoring reviews.

### Who attends cabinet meetings?

- Members of the cabinet, including the leader of the council and deputy leader – these are the decision makers, only members of the cabinet can vote on recommendations put to the meeting.
- Officers of the council – attend to present reports and give technical advice to cabinet members
- Chairpersons of scrutiny committees – attend to present the views of their committee if it has considered the item under discussion

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- Political group leaders attend to present the views of their political group on the item under discussion. Other councillors may also attend as observers but are not entitled to take part in the discussion.

## **The Seven Principles of Public Life (Nolan Principles)**

### **1. Selflessness**

Holders of public office should act solely in terms of the public interest.

### **2. Integrity**

Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.

### **3. Objectivity**

Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.

### **4. Accountability**

Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.

### **5. Openness**

Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing.

### **6. Honesty**

Holders of public office should be truthful.

### **7. Leadership**

Holders of public office should exhibit these principles in their own behaviour and treat others with respect. They should actively promote and robustly support the principles and challenge poor behaviour wherever it occurs.



Herefordshire Council

# **Draft Minutes of the meeting of Cabinet held at Conference Room 1 - Herefordshire Council, Plough Lane Offices, Hereford, HR4 0LE on Thursday 24 September 2026 at 2.30 pm**

**Cabinet Members Physically Present and voting:**

**Councillor Jonathan Lester, Leader of the Council (Chairperson)**  
**Councillor Elissa Swinglehurst, Deputy Leader of the Council (Vice-Chairperson)**

**Councillors Harry Bramer, Barry Durkin, Ivan Powell, Philip Price and Pete Stoddart**

**Cabinet Members in remote attendance**

**None**

*Cabinet members attending the meeting remotely, e.g. through video conferencing facilities, may not vote on any decisions taken.*

**Group leaders / representatives in attendance**

Councillors Liz Harvey, Stef Simmons,  
Clare Davies (left after Q1 Performance report),  
Terry James (left after Q1 Performance report and Councillor Proctor acted as substitute)

**Scrutiny chairpersons in attendance**

Councillors Ben Proctor, Toni Fagan and Louis Stark

**Officers in attendance:**

John Hobbs, Claire Porter, Rachel Gillot, Rachael Sanders, Paul Satoor, Samantha Gregory (secretary), Donna Thornton,

## **116. APOLOGIES FOR ABSENCE**

There were apologies from Councillors Biggs, Gandy and Hurcomb

## **117. DECLARATIONS OF INTEREST**

None.

## **118. MINUTES**

**Resolved:** That the minutes of the meeting held on 30 July 2026 be approved as a correct record and signed by the Chairperson.

## **119. QUESTIONS FROM MEMBERS OF THE PUBLIC (Pages 17 - 34)**

Questions received and responses given are attached as appendix 1 to the minutes.

## **120. QUESTIONS FROM COUNCILLORS (Pages 35 - 36)**

Questions received and responses given are attached as appendix 2 to the minutes.

## **121. REPORTS FROM SCRUTINY COMMITTEES**

There were no reports from scrutiny committees for consideration at this meeting.

## **122. Q1 2026/27 BUDGET REPORT**

Councillor Stoddart cabinet member for cabinet member for finance and corporate services introduced the report.

Cabinet noted a forecast revenue overspend of £11.6m, reducing to £10.7m following identified management actions. Significant budget pressures remain within adult social care, temporary accommodation, SEND services and home-to-school transport. Members were

advised that, while these pressures reflect national trends, continued local action is required to maintain financial resilience.

It was reported that £7.5m of planned savings had been achieved, although £6.5m of approved savings remained at risk. Cabinet noted the need for ongoing focus on delivery of savings, particularly within adult social care and home-to-school transport.

Cabinet reviewed the Quarter 1 financial position, noted the management actions identified to reduce the forecast overspend, and supported the continuation of recovery measures to strengthen financial control and improve the year-end position. Members acknowledged that reliance on reserves was not a sustainable solution and that early intervention and robust financial management would be essential.

Cabinet also noted that the external audit of the council's 2025/26 accounts had been completed successfully, with auditors confirming the accounts were free from material error and prepared in accordance with proper accounting standards. Appreciation was expressed to the Section 151 Officer and finance team for their work, providing assurance regarding the reliability of the council's financial reporting and decision-making framework.

#### **Comments from cabinet members:**

It was noted that the largest forecast overspend remained within Adult Social Care but expressed confidence that the position would improve by Quarter 2. Members were assured that work to address cost pressures was focused on improving efficiency and value for money rather than reducing services for residents with assessed needs.

Cabinet heard that a range of measures were being implemented, including regular reviews of care packages, use of cost-assessment tools, strengthened brokerage arrangements, improved demand management, and enhanced financial and governance controls. It was emphasised that care would continue to be tailored to individual needs, with efforts focused on removing unnecessary costs rather than reducing support.

Members noted that demand pressures had stabilised following an early-year increase and that ongoing transformation activity, including greater use of assistive technology and digital solutions to support residents to remain independent at home, was expected to contribute to improved outcomes and reduced costs over time. Cabinet was advised that these combined measures were intended to address the forecast overspend while maintaining appropriate care and support for vulnerable residents.

A range of measures within the Economy and Environment Directorate aimed at delivering savings and reducing budget pressures were outlined. Members heard that greater control of the public realm contract was expected to support further efficiencies and provide improved oversight of costs.

It was noted that reducing expenditure on home-to-school transport remained a key priority. Planned actions included route optimisation, increased use of council-operated transport in place of taxis on longer routes, greater sharing of transport, increased uptake of direct payments, and independent travel training where appropriate.

Members also noted work to reduce waste disposal costs, identify opportunities to increase income across the directorate, including through advertising on council assets, and rationalise the council's property estate. It was emphasised that reducing the number of properties owned by the council could lower ongoing maintenance and operational costs while generating capital receipts to relieve pressure on revenue budgets.

Cabinet was advised that further opportunities for savings would continue to be explored across all service areas as part of the council's wider financial recovery programme.

Cabinet was advised that the council and its health partners jointly oversee SEND and alternative provision through the Special Educational Needs and Alternative Provision Strategic Board, supported by an operational group. Members noted that the council is actively engaged with the Government's SEND reform programme and maintains a positive working relationship with the Department for Education.

Cabinet heard that, while national reforms will take time to be implemented, Herefordshire is well positioned to respond quickly and take advantage of opportunities arising from the changes to improve services and outcomes for children and young people with special educational needs.

It was reported that the contract with M Group was proceeding well, it was reported that initial concerns regarding service delivery had been effectively addressed. Members noted that the county's highways resurfacing programme was progressing well and delivering positive outcomes for road users across Herefordshire.

Cabinet also heard that regulatory services continued to provide effective support to residents and that Trading Standards had undertaken a number of significant enforcement activities. Ongoing joint working with community safety and enforcement partners was noted, with a commitment to maintaining strong collaborative arrangements to support compliance and protect local communities.

#### **Group Leaders were invited to offer their views:**

*The Leader for Independents for Herefordshire outlined the views of their group and raised that:*

Concern was expressed that the forecast overspend reflected long-standing issues with the delivery of planned savings rather than new cost pressures. It was noted that a significant proportion of the overspend related to savings assessed as at risk, with concerns raised that warnings previously made by scrutiny regarding the deliverability of savings and the absence of detailed delivery plans had not been adequately addressed. Concerns were also raised regarding the capital programme, with a substantial proportion of the annual budget forecast to slip into future years, including major projects such as the museum redevelopment and Shirehall refurbishment. Questions were raised over the treatment of cost inflation and the potential risks associated with project delays, including the possibility of grant funding being affected.

There was a call for greater transparency regarding savings delivery plans, clearer reporting of risks within the capital programme, and more definitive information on project timelines and delivery.

*The Green Group Leader outlined the views of their group and raised that:*

Concerns were raised about the council's deteriorating financial position, noting that forecast overspends and at-risk savings reflected ongoing issues rather than new pressures. It was highlighted that a significant proportion of the forecast overspend remained unaddressed, with a substantial level of planned savings assessed as at risk and reserves significantly reduced in recent years.

Concerns were also expressed regarding the potential sale of council assets as a means of reducing revenue pressures and the implications this may have for the council's long-term asset base. It was queried what assets were being considered for sale.

Concerns were noted about delays within the capital programme, including major projects such as Shirehall library and the Museum and Art Gallery, and the impact that project slippage and construction inflation could have on future costs and value for money.

The member called for greater transparency regarding financial recovery plans, capital investment priorities and borrowing decisions, and emphasised the importance of an open discussion on priorities to protect essential services and environmental commitments.

*The Liberal Democrat Group Leader outlined the views of their group and raised that:*

The seriousness of the council's financial position was acknowledged but cautioned that it was still too early in the financial year to determine whether the forecast overspend could be successfully addressed. It was noted that the Quarter 2 position would provide a clearer indication of whether the current trend could be reversed.

Concerns were expressed about the deliverability of some proposed savings, particularly in relation to home-to-school transport, where achieving significant reductions in expenditure was described as challenging in practice. While recognising the planned actions to reduce costs, the member highlighted the operational difficulties involved and emphasised the need to closely monitor progress over the coming months.

*The True Independents Leader outlined the views of their group and argued that:*

Three key issues were highlighted: increasing demand for statutory services, particularly adult social care, home-to-school transport and temporary accommodation, as the main driver of financial pressures; the non-delivery of planned savings as a significant contributor to the forecast overspend; and the council's limited ability to rely on reserves.

It was noted that sustainable service redesign and demand management, alongside short-term recovery measures, will be essential. It was also emphasised the need for robust recovery plans and accountability arrangements to secure the remaining savings at risk and stressed the importance of implementing corrective action at the earliest opportunity given the limited level of reserves available.

#### **In response to the comments made:**

It was emphasised that, once a clearer picture is available, the position will be communicated accordingly.

The Leader sought confirmation that the council inherited an £8.7m overspend from the previous administration's 2023/24 budget, that the 2024/25 budget was delivered with a £0.5m surplus, and that the 2025/26 budget was delivered on budget. Councillor Stoddart confirmed all three points.

It was also noted that, while the council is legally required to set a balanced budget, delivering a balanced outturn requires ongoing work and difficult decisions. Cabinet and officers remain committed to taking the responsible actions necessary to achieve a balanced budget for the coming year.

Concerns regarding temporary accommodation were noted and welcomed progress on the refurbishment of the John Venn Building, which is intended to provide council-managed temporary accommodation and help reduce associated costs. An update on the anticipated opening date was requested. Members also noted the range of measures being implemented to manage home-to-school transport costs through alternative and

innovative delivery approaches, alongside ongoing work to reduce costs within adult social care while maintaining service provision.

Cabinet emphasised its strong focus on delivering the required savings and noted that, given the significant pressures on reserves, there was no alternative but to achieve the planned financial recovery measures. Members acknowledged scrutiny's concerns and reaffirmed that all possible actions were being taken to bring expenditure under control.

It was also highlighted the additional costs faced by rural authorities and noted ongoing lobbying by the Rural Services Network, the Local Government Association and other sector bodies for a fairer funding settlement that better reflects the cost of delivering services in rural counties such as Herefordshire. It was emphasised that the council is actively contributing evidence and financial modelling to support this case and is taking a leading role in advocating for improved funding arrangements for rural areas.

The Leader of the Council concluded the discussions. Councillor Stoddart proposed the recommendations, the Leader seconded the recommendations. The Leader directed that the decision to be put before Cabinet is:

**That:**

- a) Reviews the financial forecast for 2026/27, as set out in the appendices A-D, and identifies any additional actions to be considered to achieve future improvements;**
- b) Notes the management action identified to reduce the forecast outturn position for 2026/27; and**
- c) Agrees the continuation of management actions to reduce the forecast overspend as identified in this report.**

**The recommendations were unanimously approved.**

## **123. Q1 PERFORMANCE REPORT**

Councillor Stoddart cabinet member for cabinet member for finance and corporate services introduced the report.

Cabinet noted that overall performance remained positive, with 104 of 124 Delivery Plan milestones due to be in progress by the end of Quarter 1 either completed or on track for delivery. Significant progress was reported across all priority areas, including the implementation of Families First and Family Hub reforms, enhanced support for unpaid carers, the successful transition to the new Public Realm operating model, continued development of skills and housing initiatives, and improvements to digital access and engagement with the voluntary and community sector.

Good progress in the capital programme, including the Hereford Transport Hub, Holme Lacy Road Active Travel improvements, Peterchurch Primary School, and a number of school expansion and maintenance projects were noted. Performance against key indicators was generally encouraging, particularly in children's services, planning performance and affordable housing delivery, although some areas would continue to be monitored closely.

Cabinet approved updates to the Delivery Plan to reflect carried-forward milestones, emerging priorities and revised actions, noting that these changes did not alter the council's agreed strategic priorities.

### **Comments from cabinet members:**

It was highlighted that Peterchurch Primary school would have an official opening in January 2027.

## **Group Leaders were invited to offer their views:**

*The Green Group Leader outlined the views of their group and raised that:*

The progress made across a number of key projects, including the transition to the new Public Realm contract, the Merton Meadow flood alleviation scheme, the Hereford Transport Hub and the Peterchurch Primary School project were acknowledged and commended staff for their work.

However, concerns were raised regarding the presentation of performance information, with some milestones recorded as completed despite limited evidence of outcomes or published results.

Greater clarity on the reporting of major projects, including the development of the Western Bypass business case, was sought to ensure that progress updates and performance assessments accurately reflect the current position and associated risks.

*The Leader for Independents for Herefordshire outlined the views of their group and raised that:*

Progress was welcomed on a number of capital projects, including Peterchurch Primary School, Hampton Dene and the Hereford Transport Hub, and acknowledged the benefits these schemes would bring to local communities. Concerns were raised, however, regarding the performance reporting methodology, noting that the reported Quarter 1 achievement figures were measured against a revised Delivery Plan that included carried-forward milestones, new priorities and amended actions. The timing of approving plan revisions alongside reporting performance against them was queried and greater transparency regarding changes to the baseline was sought.

Concern was expressed about a number of carried-forward commitments, including the development of alternative provision for children and school reorganisation proposals, where progress remained dependent on identifying suitable premises. Delays or lack of progress relating to certain climate initiatives and financial resilience measures were also noted. While recognising genuine achievements, it was emphasised that performance reporting should provide a clear and transparent picture of both progress and areas of delay. A request was made for relevant scrutiny committees to consider ongoing issues and for future performance reporting to be based on an agreed baseline established prior to assessment.

*The Liberal Democrat Group Leader outlined the views of their group and raised that:*

It was noted that, while the overall performance report appeared positive, there was a lack of comparative data against previous years to provide context for the reported results. Concerns were also raised regarding the delivery timescales of smaller capital projects, with some schemes experiencing significant delays. It was noted that prolonged delivery periods can lead to frustration among residents, and the need to improve the implementation of smaller projects, including those funded through Section 106 agreements, to ensure timely delivery of agreed benefits was highlighted.

It was noted that Councillor James had to now leave the meeting and Councillor Proctor would substitute.

*The True Independents Leader outlined the views of their group and argued that:*

The successful implementation of the new Public Realm contract was noted, which ensured continuity of service delivery while providing a platform to improve outcomes for

residents. It was also recognised that a number of strategic projects, particularly affordable housing schemes and digital transformation initiatives, remained subject to external factors and delays. The importance of maintaining oversight and continued focus on delivery to ensure progress remains on track was emphasised.

**In response to the comments made:**

It was noted that, while some projects had been carried forward into subsequent years, this should be viewed in the context of the council's significant capital investment programme and the broad range of initiatives included within the Delivery Plan. It was emphasised that securing alternative provision for children with special educational needs remains a key priority. Although progress has been affected by external challenges, assurance was provided that substantial work is ongoing to deliver the required provision and that the complexity of the issue means it cannot be resolved immediately.

Councillor Powell reaffirmed the council's commitment to meeting its statutory duty to provide sufficient school places, including alternative provision, and to ensuring that children and young people can access suitable education locally. It was noted that the increasing demand for SEND and alternative provision is a national challenge and that the council continues to work closely with the Department for Education on reforms and local capacity planning.

It was noted that the proposed 80-place special free school had been cancelled, but work continues with the Department for Education on the redevelopment of Westfield School and on identifying suitable sites and buildings for additional provision. It was highlighted that, since 2022, the council has delivered 92 inclusion places in mainstream schools and 56 specialist places, although further capacity is still required.

The council continues to work with partners to expand provision and will refresh its SEND and Alternative Provision Strategy, which was developed in collaboration with parents and carers. Cabinet was assured that property, education and other council teams are working jointly to address the ongoing challenges and deliver further improvements.

In response to concerns regarding baselining, it was noted that milestones carried forward from the previous year had been identified and discussed during Quarter 3 and confirmed within the Quarter 4 outturn report. It was highlighted that the inclusion of these items in the current year's Delivery Plan reflected a transparent approach to reporting, acknowledging work that had not been completed in the previous year and carrying it forward for delivery. It was emphasised that this process was intended to provide openness and accountability regarding ongoing commitments rather than alter performance reporting.

It was highlighted that the Library Strategy had been finalised and would be published shortly. In relation to the proposed solar car ports at Plough Lane, it was noted that the business case had been reviewed but was not considered financially viable. While the scheme would not have made a significant contribution to the council's carbon management targets due to the council already purchasing 100% renewable electricity, it had been explored for its potential leadership value and possible revenue savings. It was noted that the council had not ruled out future solar energy opportunities and would continue to explore suitable sites, while recognising that grid connection capacity remains a significant constraint.

In summary the positive progress reported across the Delivery Plan was welcomed and recognised the significant effort involved in delivering projects and priorities. Cabinet placed on record its thanks to officers for their hard work, commitment and continued

efforts in progressing the council's objectives and achieving positive outcomes for residents.

The Leader of the Council concluded the discussions. Councillor Stoddart proposed the recommendations, the Leader seconded the recommendation. The Leader directed that the decision to be put before Cabinet is:

**That:**

- a) review performance for Q1 2026/27**
- b) approve the changes to the Delivery Plan 2026/27 (as set out in Appendix A) since Cabinet on 26th March 2026. Once approved, the revised version of the Delivery Plan 2026/27 will be published.**

**The recommendations were unanimously approved.**

**124. RISK MANAGEMENT UPDATE Q1 2026/27**

Councillor Stoddart cabinet member for cabinet member for finance and corporate services introduced the report.

Cabinet received the Quarter 1 Risk Management Update for 2026/27 and noted that the Corporate Leadership Team had reviewed all nine corporate risks, including their scores, controls and mitigation measures, and was satisfied that they were being appropriately managed. Members noted that no new corporate risks had been identified and that no changes to existing risk scores were proposed.

It was recognised that recent extreme weather events had highlighted the need for continued preparedness, with ongoing work taking place alongside partners to strengthen resilience and response arrangements for flooding, wildfires and other severe weather incidents.

Cabinet also considered the Risk Appetite Statement for 2026/27 and noted that no changes were proposed following review. Members were advised that recent Value for Money audit work had provided assurance that the council's risk management arrangements were appropriate and effective.

**Comments from cabinet members:**

None

**Group Leaders were invited to offer their views:**

*The Leader for Independents for Herefordshire outlined the views of their group and raised that:*

The report was welcomed but raised concerns that the stability of corporate risk scores over successive quarters may not fully reflect emerging challenges facing the council. It was noted that increasing demand pressures, financial challenges and service improvement requirements could warrant ongoing review of risk scoring and assessment processes.

Concerns were also expressed regarding the presentation of Risk 7 (Emergency Response and Infrastructure), with clarification being sought on why the residual risk score remained unchanged despite existing mitigation measures and recent severe weather events.

Questions were raised about whether the current risk register adequately reflects a number of strategic risks, including local government reorganisation and devolution, cyber and data protection risks, care market sustainability, and succession planning for key statutory officer roles.

It was suggested that some sections of the Risk Appetite Statement could be strengthened to provide greater consistency across all risk categories. While supporting the overall report, it was requested that a continued review of the risk framework to ensure emerging risks were appropriately captured, controls remain effective, and risk assessments accurately reflect the council's operating environment.

*The Green Group Leader outlined the views of their group and raised that:*

It was noted that, while the report suggested a stable corporate risk position, significant financial pressures, reserve depletion, savings delivery risks and challenges within the capital programme warranted continued scrutiny of the council's risk assessments. Questions were raised as to whether the existing risk scores fully reflected the changing risk environment and what factors would trigger a reassessment of those scores.

Concerns were also expressed regarding the impact of extreme weather events and the need for greater visibility of climate adaptation and resilience risks within the council's risk management framework. It was suggested that additional transparency would be beneficial, including clearer explanations where risk scores remain unchanged despite changing circumstances, publication of escalation triggers for major project risks, and further consideration of climate adaptation as a distinct area of risk. It was noted that these measures would strengthen oversight and provide greater assurance that the risk register remains responsive to emerging challenges.

*The representative for the Liberal Democrat Group Leader outlined the views of their group and raised that:*

The progress made in embedding the council's revised approach to risk management was welcomed and supported many of the observations raised during the discussion. It was noted that, as the council moves into the second year of the framework, there was an expectation that risk scores would evolve over time to reflect both changing circumstances and the impact of mitigation measures.

Concern was expressed that no changes to risk scores had been recorded despite ongoing developments and efforts to reduce risk.

A question was also raised regarding the Risk Appetite Statement, noting the contrast between the council's open appetite for transformation and its more cautious appetite towards data and technology. Clarification was sought on whether this difference could be affecting the pace of transformation activity.

*The True Independents Leader outlined the views of their group and argued that:*

Councillor Davies had left the meeting

#### **In response to the comments made:**

It was highlighted that the corporate risk register focuses on strategic corporate risks rather than individual operational risks and that it is important to distinguish between these levels of risk when considering the register. It was also noted that the council has a strong track record of managing leadership changes and filling senior roles in a timely

manner. The comments and questions raised by group leaders were acknowledged, and further clarification was invited regarding the distinction between corporate and operational risks within the council's risk management framework.

In response to comments regarding the absence of changes to corporate risk scores, it was noted that changes had been made over the previous year and that the risk register is reviewed regularly. Members were advised that the council's approach to risk management had been endorsed by the Audit and Governance Committee, with the view that the corporate risk register should remain focused on a limited number of high-level strategic risks rather than a larger number of operational or project-specific risks.

It was explained that many of the issues raised during the debate are managed through directorate and project-level risk registers, while the corporate register is reserved for the most significant strategic risks facing the authority. It was also noted that recent discussions with parish councils on climate-related matters would inform future risk assessments and ongoing reviews of the register.

While acknowledging that the framework could continue to evolve and improve, it was emphasised that the council's risk management strategy is considered robust and would remain subject to ongoing review and refinement.

It was emphasised that the Corporate Risk Register is intended to capture the council's highest-level strategic risks and should be distinguished from the wider range of operational and service-level risks managed across the organisation. It was noted that limiting the register to a small number of significant corporate risks provides a clear focus on the issues most likely to impact the council's ability to deliver its objectives. It was acknowledged that many operational, project and directorate-level risks are managed through separate risk management processes, and that a number of the strategic risks identified are common to local authorities given the complexity of delivering local government services.

The Leader of the Council concluded the discussions. Councillor Stoddart proposed the recommendations, the Leader seconded the recommendation. The Leader directed that the decision to be put before Cabinet is:

**That Cabinet:**

- a) Approves the updates to the Corporate Risk Register and actions to mitigate identified risks at Quarter 1 2026/27; and**
- b) Approves the Risk Appetite Statement for 2026/27**

**The recommendations were unanimously approved.**

#### **125. HEREFORDSHIRE'S 2026-27 SECTION 75 AGREEMENT**

The Leader introduced the report highlighting its role in supporting integrated health and adult social care services that help residents maintain independence, avoid unnecessary hospital admissions, receive timely support following discharge, and remain living safely within their communities. Members noted that the programme also supports carers, preventative services, community-based support and the delivery of Disabled Facilities Grants.

Cabinet was advised that the proposed agreement replaces the previous annual variation process with a longer-term five-year framework, providing greater certainty for planning and commissioning, strengthening partnership working and reducing

administrative requirements, while retaining annual review of financial schedules and partner contributions.

It was noted that the Better Care Fund programme for 2026/27 is valued at over £31m and includes appropriate governance, financial management and risk management arrangements. The report reflected the strong partnership between the council, the Integrated Care Board and health and care providers, with the overall aim of delivering joined-up services, improving outcomes for residents and ensuring the effective use of public resources.

**Comments from cabinet members:**

None

**Group Leaders were invited to offer their views:**

*The Green Group Leader outlined the views of their group and raised that:*

It was recognised that the Section 75 agreement was a statutory requirement and supported its progression, noting that services needed to continue operating within a formal partnership framework. However, concerns were raised that elements of the agreement remained incomplete, including references to outdated governance arrangements and the absence of a finalised risk-sharing mechanism for managing any overspend within the pooled budget.

While expressing confidence in the council's financial oversight within partnership arrangements, greater clarity was sought regarding the financial implications of the agreement and requested consideration of further governance measures. These included reporting the final risk-sharing arrangements to Cabinet, providing greater transparency regarding key financial figures, and undertaking a formal review of the agreement through the Health and Wellbeing Board and scrutiny processes after implementation. It was emphasised that these measures would strengthen oversight while avoiding any delay to service delivery.

*The Leader for Independents for Herefordshire outlined the views of their group and raised that:*

The objectives of the Better Care Fund and the services it enables, including hospital discharge arrangements, community-based support and Disabled Facilities Grants were supported. However, concerns were raised that the agreement was being presented retrospectively, having operated for approximately 18 months without formal approval. The reasons for the delay were questioned and sought assurance that future renewals would be completed in a more timely manner.

Concerns were also expressed regarding the completeness of the agreement, including references to outdated organisational structures, outstanding administrative details and the need for further legal refinement.

The importance of robust risk management, governance arrangements and learning from the previous agreement period was highlighted. Questions were raised regarding the operation of the Disabled Facilities Grant programme, whether any schemes had underperformed, and what lessons had been learned from the previous five-year arrangement.

While supporting approval of the agreement in principle, it was requested that outstanding issues within the documentation be addressed within a defined timescale

and that a formal lessons-learned review be undertaken and reported to Cabinet to inform future agreements and strengthen oversight of the partnership.

*The representative of the Liberal Democrat Group Leader outlined the views of their group and raised that:*

No comments

*The True Independents Leader outlined the views of their group and argued that:*

Councillor Davies had left the meeting.

**In response to the comments made:**

In response to concerns raised, members were advised that the report set out the overarching framework and principles of the Section 75 agreement, with authority delegated to officers to finalise the detailed operational and implementation arrangements. It was emphasised that this approach formed part of the council's established process for managing such agreements.

Members were assured that issues relating to community hospitals, service integration and wider health system developments were regularly considered by the Health and Wellbeing Board. The review of community hospitals was noted as an ongoing piece of work, with findings expected later in the year.

It was further highlighted that the agreement reflected the strong strategic partnership between Herefordshire Council and health partners, as well as the close operational collaboration between adult social care and health services. Members noted that this integrated approach was helping to deliver more joined-up services and positive outcomes for residents.

The Leader of the Council concluded the discussions. The Leader proposed the recommendations, Councillor Stoddart seconded the recommendation. The Leader directed that the decision to be put before Cabinet is:

**That:**

- a) Approves the Section 75 Partnership Agreement between Herefordshire Council and NHS Herefordshire and Worcestershire Integrated Care Board for the period 1 April 2025 to 31 March 2030;**
- b) Approves the pooled budget arrangements and financial contributions for 2025/26 and 2026/27 between Herefordshire Council and NHS Herefordshire and Worcestershire Integrated Care Board, as detailed within the agreement and associated schedules;**
- c) Authorises the Corporate Director Community Wellbeing to take all operational decisions necessary to finalise, implement and manage the agreement.**

**The recommendations were unanimously approved.**

**126. WESTERN BYPASS PHASE ONE – UPDATE REPORT**

Cllr Price, cabinet member for roads and regulatory services introduced the report.

Cabinet received an update on the Western Bypass Phase 1 project following the award of the Pre-Construction Services Agreement (PCSA). It was noted that the contractor had progressed the scheme design and engaged with key stakeholders, including National Highways and Network Rail. During this work, amendments to the design were identified as necessary to accommodate revised highway and bridge standards.

Progress on land acquisition was also noted, with the majority of required land parcels either already in council ownership or subject to agreed heads of terms. It was noted that one remaining landowner had declined further negotiations and that preparations for a Compulsory Purchase Order process were therefore progressing. Additional land and rights identified through the detailed design process would also be incorporated into the necessary orders.

Cabinet noted that the PCSA includes mechanisms to manage cost pressures through corrective actions. Ongoing considerations include compliance with updated highway standards, value-engineering proposals and potential cost increases arising from wider economic factors.

It was noted that, if the Corporate Director for Economy and Environment is satisfied that the corrective actions will deliver a construction contract within the approved governance framework and budget, a full business case and assessment against the agreed criteria will be brought back to Cabinet for approval before the construction contract is awarded. Should this not be achievable, alternative procurement options and proposals will be presented to Cabinet for consideration.

**Comments from cabinet members:**

None

**Group Leaders were invited to offer their views:**

*The Green Group Leader outlined the views of their group and raised that:*

It was recognised that additional work was being undertaken to review land acquisition, costs and corrective actions associated with the Western Bypass Phase 1 project. However, concerns were raised regarding increasing project costs, changes to design standards, planning and environmental considerations, and the ongoing uncertainty surrounding land acquisition.

It was noted that further work was required to validate costs, assess risks and complete the business case before any construction contract could be awarded. The need for transparency in decision-making was highlighted. Concerns were also expressed regarding delegated authority arrangements and the importance of ensuring that any decision to proceed is supported by confirmed costs, an approved budget and the necessary statutory approvals.

A request was made for firstly, any decision on whether to proceed with the current procurement approach or undertake a re-procurement exercise to be brought back to Cabinet for consideration in a public meeting, supported by the relevant financial information. Secondly, that publication of revised project costs, the project risk register, contingency arrangements and outstanding business case appendices in advance of any future contract decision. Thirdly, it was requested that no construction contract be awarded until costs had been confirmed as being within the approved budget and all necessary approvals had been secured. It was noted that these measures would strengthen transparency and governance without preventing progression of the scheme.

*The Leader Independents for Herefordshire outlined the views of their group and raised that:*

The additional work being undertaken on land acquisition, cost validation and corrective actions were welcomed, but raised concerns about the overall deliverability, affordability and governance of the Western Bypass Phase 1 project. It was noted that changes to highway design standards, construction inflation, the inability to realise some anticipated value-engineering savings, and ongoing land acquisition challenges had increased project risks and uncertainty.

Reference was made to previous scrutiny recommendations seeking greater clarity on project affordability, contingency arrangements and the implications of costs exceeding the approved budget. Concern was expressed that these matters remained unresolved and highlighted the need for clear evidence that the scheme remains deliverable and financially viable.

It was requested that, before Christmas, that firstly, the council publish the full 2025 traffic modelling study and the assumptions relating to induced traffic demand. Secondly, a comprehensive reconciliation of project costs, including the approved £45.3m budget, expenditure incurred since 2023, the impact of lost value-engineering savings and inflationary pressures. Thirdly, a written assessment of the council's financial exposure should a construction contract be awarded before all land is secured through the Compulsory Purchase Order process. Fourthly, for the publication of clear criteria that would trigger a recommendation to re-procure or cancel the scheme.

Concern was expressed that the project could face challenges similar to those which led to the scheme's previous cancellation and emphasised the importance of transparency in any future decision-making. It was suggested that any decision on whether the scheme remains affordable and deliverable should be taken openly and, given its significance, consideration should be given to referring the matter to Full Council before any further major commitments are made. Members requested a report back on these matters by December.

*The representative of the Liberal Democrat Group Leader outlined the views of their group and raised that:*

It was noted that the additional work proposed on the scheme should be undertaken and acknowledged that the update represented a challenging position for the project. It was recognised that communities in the south of the county stand to benefit significantly from the bypass, and concerns were expressed about the impact of further delays. It was requested that the outstanding issues be resolved as quickly as possible to enable progress on the scheme.

*The True Independents Leader outlined the views of their group and argued that:*

Councillor Davies had left.

#### **In response to the comments made:**

The Leader noted the requests made during the debate and asked that they be provided in writing so that a formal response could be prepared and considered in due course.

It was reiterated that the Western Bypass was a critical infrastructure project for the county. It was stated that previous government funding had been allocated to deliver the scheme and that the current administration was progressing the project following its cancellation by the previous administration. Assurance was provided that the council would continue to address the issues and challenges identified through the project

development process while seeking to deliver the scheme in a robust and informed manner.

**That:**

- a) Notes the progress that has been made to date following the award of the Pre Construction Services Agreement (PCSA) on 30 April 2026;**
- b) Receives an update from the Corporate Director Economy and Environment on the progress which has been made with land acquisition and the Compulsory Purchase Order;**
- c) Delegates authority to the Corporate Director Economy and Environment to conclude corrective action in the PCSA process with the contractor to achieve construction works and costs under the NEC4 Engineering and Construction Contract ('Construction Contract') within the agreed governance and budget;**
- d) Following the conclusion of the Corporate Director Economy and Environment's review in recommendation c), then delegates authority to the Corporate Director to implement the actions in paragraph 24 or 25 of this report in consultation with the Cabinet Member Infrastructure and Transport.**

**The recommendations were unanimously approved.**

It was confirmed the next meeting of cabinet was 22 October 2026 at 2:30pm.

The meeting ended at 4.40 pm

**Chairperson**



#### Agenda item no. 4 - Questions from members of the public

| Question No.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Questioner              | Question                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | Question to       |
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| PQ 1.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Rhys Griffiths, Tupsley | In March meeting the council they were going to conduct a feasibility study on the Whitehouse community hub building so I am asking has this been done and when is the work going to begin or is the building going to be left in its current state for another winter of storms to deteriorate further therefore costing more than the budget the council has set aside for repairs.                                                                                              | Councillor Bramer |
| <b>Response:</b><br><br><p>The council recognises the importance of the Whitehouse Community Hub to local residents and is committed to bringing the building back into safe and active community use. Following assessment of the condition of the building, the council has confirmed that the approach will be to repair the existing building. The procurement process to appoint the consultant team needed to progress the works is now underway, with the tender due to close on 2 October. Once appointed, the consultant team will support the council to develop the detailed scope and progress the repair works.</p> <p>Alongside this, officers are working with the local community on the future use of the hub. Officers have met with representatives of the Tupsley Whitehouse Project and the local ward member to update them on the council's plans, and further discussions are taking place to consider how the building can best meet the needs of the local community when it reopens.</p> |                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                   |
| <b>Supplementary Question:</b><br><br><p>No question</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                   |
| <b>Supplemental Response:</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                   |
| PQ 2.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Paul Newman, HR2 7LR    | <p>The Western Bypass Phase 1 Update Report to Cabinet claims the benefit of the road is to “reduce traffic on Walnut Tree Avenue, Holme Lacy Road and on a section of the Belmont Road”.</p> <p>At the last Cabinet meeting I was told “A series of Quiet Route schemes have been designed that will connect the Belmont area to the new cycle improvements being constructed on the Holme Lacy Road.”</p> <p>The capital programme makes no mention of the delivery of these</p> | Councillor Price  |

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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                          | cycle schemes between Belmont and Holme Lacy Road. With £4million spent already on the road scheme, please explain why the Council has decided not to fund and deliver these Quiet Routes ahead of a more complex, expensive £45million road, when the former would reduce overall vehicle use and doesn't destroy the natural environment South of Hereford? |                         |
| <b>Response:</b><br><br><p>The council has not abandoned the Quiet Route proposals. They are referenced within the business case for the Hereford Bypass as routes linking Belmont Road, Holme Lacy Road and the city centre, with the aim of encouraging more travel choices through walking and cycling. Traffic reductions resulting from the bypass would support the development of western "Quiet Routes" and improve conditions for pedestrians and cyclists. Quiet Routes</p> <p>However, the bypass and the Quiet Routes are intended to address different transport challenges. While active travel measures can reduce some local car journeys, they would not remove the significant volume of cross-city and freight traffic that currently uses routes such as Belmont Road, Walnut Tree Avenue and Holme Lacy Road. The council's position is therefore that the schemes are complementary rather than alternatives, with the bypass helping to reduce through-traffic on local roads while creating better conditions for walking, cycling and public transport.</p> |                                          |                                                                                                                                                                                                                                                                                                                                                               |                         |
| <b>Supplementary Question:</b><br><br><p>A Bypass will not reduce the large majority of journeys that are local to Hereford, and true to "Induced Demand" the proposed new road increases the overall number of vehicle movements and speed.</p> <p>On the other hand good Active Travel measures, along with public transport linking directly between Belmont and Rotherwas, have the potential to significantly reduce the number of short car trips, especially those involved in the "school run", whilst improving health and cheaper travel choices, at a time when household budgets are facing increasing costs.</p> <p>If Herefordshire Council has money for a road purely to help motorists and freight companies travelling through Hereford (less than 7% of total city traffic) please confirm whether capital funding is also available for delivering the Quiet Route schemes either alongside or ahead of the road scheme?</p>                                                                                                                                     |                                          |                                                                                                                                                                                                                                                                                                                                                               |                         |
| <b>Supplementary Response:</b><br><br><p>Yes, we have a budget and are delivering the quiet roads scheme.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                          |                                                                                                                                                                                                                                                                                                                                                               |                         |
| <b>PQ 3.</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | <b>Haydn Osborne-Brookes<br/>HR6 9EA</b> | <b>Local residents are facing increasing costs for fuel as wars continue across the world, and many residents would welcome good, low cost and sustainable transport alternatives to using the</b>                                                                                                                                                            | <b>Councillor Price</b> |

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| <p><b>Response:</b></p> <p>The council recognises the real pressures that many residents are facing from the increasing costs of living, including fuel and transport costs, and understands the importance of affordable, reliable and sustainable travel options. Investment in public transport, walking and cycling remains an important part of the council's wider transport approach.</p> <p>However, the council also has to plan for the long-term needs of Herefordshire. The bypass is intended to address longstanding congestion in and around the city, including traffic that currently uses residential and unsuitable local roads. By helping to unblock congestion, the scheme is expected to support improved journey reliability, reduce traffic pressure in key residential areas and contribute to better air quality over the longer term. Relief from congestion will benefit all road users, including those using public transport, walking, cycling and travelling by car. Journey time reliability is particularly important for running dependable bus services, and the bypass is expected to help create more consistent conditions for public transport as part of a wider transport network. When fully realised, the bypass will support regeneration, open up space for thousands of new homes and jobs, improve access to employment areas, and help grow the local economy. Without the necessary infrastructure, future housing, employment and regeneration opportunities would be much harder to deliver in a planned and sustainable way. The council is mindful that major infrastructure projects involve significant costs, particularly at a time when public finances and household budgets are under pressure. That is why the scheme is subject to detailed business case assessment, scrutiny and governance before further commitments are made. The council's approach is to ensure that any investment is carefully considered, affordable, deliverable and represents value for money for residents over the long term.</p> |  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |  |
| <p><b>Supplementary Question:</b></p> <p>"The answer says that the “Council has to plan for the long-term needs of Herefordshire”.</p> <p>Today the External Audit Report 2025/26 was published which says that the Council has a significant cumulative funding gap of £83.4m from 2027/28 to 2029/30, larger than the Council's total usable reserves balance and threatening the Council's financial sustainability in the medium term.</p> <p>The Bypass Road scheme utilises £10million of Capital reserves, increases borrowing and loan interest costs, all at a time when the Council has been unable to meet its cost savings plans for last year (2025/26) and already appears to be looking at an £11million revenue overspend in 2026/27.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |  |

Please explain how this £45.3million road scheme is affordable, deliverable and is planning for the long-term needs of the residents of Herefordshire against such a dire financial prediction?"

**Supplementary Response:**

The financing costs for this scheme have been included in the council's revenue budget and Medium Term Financial Strategy which was approved by full Council in February 2026. The report presented to Cabinet today identifies the resource implications and actions required prior to any decision to award the contract for construction works.

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| <b>PQ 4.</b> | <b>Tracey Bowes HR2 7ZW</b> | <p><b>The Bypass Phase 1 Full Business Case identifies that only 43% of residents have access to an hourly bus service (in morning peak and early daytime off peak periods) falling to only 8% of residents with access to services that run every 30 minutes (para 2.8.1).</b></p> <p><b>“Buses are the most used form of public transport in Herefordshire, with 1.5 million trips made in 2023 and 2024, rising from 1.1 million in 2022 (Herefordshire Council – Local Transport Plan 5)”.</b></p> <p><b>The Hereford Bypass Phase 1 Full Business Case identifies a high level of travel by private motor vehicle between Belmont and the HEZ. To improve city connectivity and reduce the number of vehicles driving between Belmont and the HEZ, why is the Council not proposing to provide regular, low cost bus services directly between Belmont and Rotherwas?</b></p> | <b>Councillor Price</b> |
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**Response:**

The council recognises the importance of improving bus services, including better links between residential areas and key employment locations such as Rotherwas. There are existing bus services serving parts of South Wye, Belmont and the Hereford Enterprise Zone, but the council accepts that these do not provide the type of direct, high-frequency Belmont to Rotherwas service you have mentioned.

Any new or enhanced direct service would need to be considered alongside passenger demand, operating costs, available funding and the ability of operators to run the service sustainably. The council is considering bus improvements through its wider transport work, including the Local Transport Plan, Bus Service Improvement Plan, city bus priority measures, the new Transport Hub and future discussions with operators.

The bypass is not intended to be an alternative to public transport investment. Rather, it is part of a wider package of transport measures. By reducing congestion on key routes and improving access to the Hereford Enterprise Zone, the scheme is expected to create better conditions for more reliable bus services, alongside walking and cycling improvements.

**Supplementary Question:**

No question.

**Supplementary Response:**

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| PQ 5. | Amanda Martin, HR2 6BD | <p><b>The Bypass Phase 1 report at 4.3 Legal Implications states that:</b></p> <p><b>“Construction can commence in advance of any residual land acquisitions providing that there remains a realistic route to acquiring the residual land (whether through conclusion of private negotiations or through compulsory purchase).”</b></p> <p><b>In theory the Authority could commence construction prior to completion of transfers of all land required. No planning consent has been granted for haul roads, attenuation ponds, etc. to enable the full construction works. Due to the financial risk to County residents of any cost overruns arising from potential delays to land acquisition of 12 to 18 months, or as a result of outstanding planning permissions interrupting construction works, will the Cabinet confirm that no contractual commitment to road construction contract will be made until these matters are resolved?</b></p> | <b>Councillor Price</b> |
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**Response:**

The council recognises the financial and delivery risks associated with a major infrastructure project of this scale. No decision to award the main construction contract is being made through this update report. The report asks Cabinet to note progress under the Pre-Construction Services Agreement and to allow further corrective work to be completed on design, cost and programme. The Corporate Director will report back to Cabinet before any construction contract is awarded, and that decision will need to consider the full business case, affordability, deliverability, value for money, land position, planning matters and outstanding third-party approvals. Construction can legally begin before every residual land interest is completed, provided there is a realistic route to securing the remaining land. However, a decision to proceed will only proceed where it is satisfied that the risks are understood, manageable and within the agreed governance and budget.

**Supplementary Question:**

My principal question asked if the Cabinet would confirm that no construction contract would be awarded for the proposed SLR unless, among other matters, planning consent had been granted for the supplementary and enabling works. The response would only say this would be considered with a 'decision to proceed where it is satisfied that the risks are understood'.

We currently have no live applications for these works affecting more than ten acres of ecological habitat, historic environment and prime farmland or for the screening opinion as to whether they constitute EIA development. Will the Cabinet member please confirm that the construction contract will not be let before these planning matters are dealt with?

**Supplementary Response:**

As previously stated, the Council is seeking to take further corrective action on design, cost and programme. It will take a decision on whether to progress when it is happy that this work has been successfully completed and risks are understood.

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| <b>PQ 6.</b> | <b>Mrs J Morris, HR4 OSP</b> | <b>The Hereford Bypass Phase 1 Full Business Case references numerous appendices to support the commentary in the main document.</b><br><br><b>Despite the Council's website news page advising that the supporting documents would be available, at the time of this question, the various appendices have not yet been published.</b><br><br><b>As the Full Business Case is marked as final, where may I find the missing supporting appendices?</b> | <b>Councillor Price</b> |
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**Response:**

Ahead of the Connected Communities Scrutiny Committee (held on 20/7/2026) the council published the full business case for Hereford Bypass Phase One, alongside the following documents: Assessment Criteria Hereford Western Bypass Phase One Full Business Case; Hereford Western Bypass Phase One Full Business Case, Appendices A-H and Appendices I-S. These can be viewed here:

<https://councillors.herefordshire.gov.uk/ieIssueDetails.aspx?IId=50055499&PlanId=0&Opt=3#AI73052>. However, we have now added this full link to the news item to make it easier for viewers to access the all the papers.

**Supplementary Question:**

Thank you for adding the link to the news page.

However, the Hereford bypass has its own page on the Council website, where the original Scheme Information Report is published and which also directs us to the roads own website "Back the Bypass" where we are told we can follow progress of the road scheme.

It therefore seems odd that the Full Business Case and related appendices have only been published either on a Council news page or in the agenda of a Scrutiny meeting rather than on the "Back the Bypass" website and/or the Hereford Council Hereford Bypass page.

Where will the public need to look for future information and updates on this Council Road scheme?

#### Supplementary Response:

As an important document linked to the governance of the project it was right and proper that the business case was on the Hereford Council official website. We will update the 'Back the Bypass' pages with further links to business case and other key documents.

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| PQ. 7 | Kate Seekings, HR4 0LQ | Para 36 of the Q1 2026/27 Budget report makes it clear that "Where capital projects are funded by external grants, there is further risk that delays in delivery mean that grant conditions and time constraints cannot be met resulting in the loss or clawback of grant". With time running short for starting and completing significant capital works to historic buildings for both the museum and library, can the Cabinet member is on the monthly board meetings of the Stronger Towns Fund and the Project boards, please update the public and the many volunteers in these services, as to what the timeline for successful completion looks like? | Councillor Biggs |
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#### Response:

The council remains committed to securing the long-term future of both Shire Hall and Hereford Museum & Art Gallery. As work has progressed, further surveys, technical investigations and cost reviews have been undertaken to ensure both projects remain affordable, deliverable and provide lasting benefits for residents and visitors. We are currently reviewing the detailed designs and corresponding cost plans in the context of budget and funding timelines. We will work closely with partners to maximise the benefits delivered through these investments and ensure the best possible value is achieved within the available budget and funding deadlines. We will provide a further update on this work in October.

#### Supplementary question:

In June the public were told "For both the Hereford Museum and Art Gallery and Shirehall project we are working through respective Pre-Construction Services Agreement periods with the selected contractors to finalise designs and costings which are commercial in confidence at this stage.... We are aiming to be able to say more about the next steps and timescales over the next few weeks."

As three months have now elapsed, can the Cabinet member assure the public, and grant funders, that a timeline for successful completion of both projects will definitely be provided to the public in October 2026?

**Supplementary response:**

I confirm that information will be made available during the month of October.

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| PQ. 8 | M Burns, Hereford | <p><b>The Council was reported as having allocated £200,000 to the Burcott Bridge, Hereford in May this year.</b></p> <p><b>Due to safety concerns the pedestrian bridge has now been closed, reducing the road bridge to a single, one-way system, increasing congestion in the City Centre.</b></p> <p><b>Resolving this situation would do much to tackle Hereford traffic congestion and yet there seems to be no mention of any capital project in the Q1 finance reports.</b></p> <p><b>The Council say that works to resolve the situation cannot be considered until the outcome of a grant application.</b></p> <p><b>With no additional funding or capital project in the Cabinet reports, please advise how long Hereford residents will need to wait for this situation to be resolved?</b></p> | Councillor Price |
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**Response:**

We recognise the inconvenience this has caused to residents, businesses and road users, and we thank them for their patience. The £200,000 allocation referred to in May relates to design work for the future replacement of the College Road road bridge in partnership with Network Rail and is separate from the current closure of the pedestrian footbridge.

The footbridge was closed following a condition assessment that identified deterioration requiring urgent action to protect public safety. To maintain a safe route for pedestrians, it has been necessary to divert them across the adjacent road bridge, which in turn has required the introduction of a one-way traffic system.

Resolving the issue is complex and involves a number of organisations. Any repair or replacement work requires specialist contractors with expertise in working over a live railway, agreement from Network Rail for track access, and further surveys to determine the most appropriate solution. The footbridge also carries important utilities services that local homes and businesses rely on, including pipes, cables and other connections, providing energy supply and telecommunications, which must be protected throughout any works.

Officers are currently assessing the available options for repair or replacement and are programming further surveys with Network Rail. Once the likely costs, funding requirements and delivery timescales are better understood, the council will provide a further update and a clear programme for the next stages of work.

**Supplementary question:**

With the pedestrian footbridge built in 1963 and so close to the Burcott/College Road bridge the £200,000 design work in May 2026 for replacing the road bridge must surely have included some element of replacing the pedestrian footbridge. The Hereford Bypass Phase 1 includes a road bridge over the main Hereford to Cardiff line, which requires working with Network Rail over a live railway, and the Council seems to have resourced specialist contractors to probably deliver this bridge scheme. With 4 months' work already on the Burcott/College Road bridge redesign, please confirm exactly when a work programme will be made public and a tender contract will be published?

**Supplementary response:**

I am sorry if the previous response was unclear. The £200k funding had already been secured and allocated for this year to enable a joined up piece of work to be undertaken to look at an alternative arrangements at the road bridge on College Road, given that Network Rail have identified a future desire to replace their structure. This allocation of funding was prior to the closure of the footbridge.

Options for repair or replacement of the foot bridge are in progress and are being undertaken in parallel to discussions with Network Rail on the future of the adjacent road bridge. Officers have taken this approach as there is currently no certainty associated with Network Rail's plans for the road bridge.

As I said in my original answer, once the likely costs, funding requirements and delivery timescales are better understood, the council will provide a further update and a clear programme for the next stages of work associated with the foot bridge.

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| PQ. 9 | Mr E Morfett, Hereford | <p>Since the procurement strategy was agreed by Cabinet in July 2025 and the PCSA was awarded in March 2026 there has been significant disruption to global supply chains due to conflict in the Middle East.</p> <p>This has led to significant construction inflation with the Department of Business and Trade publishing preliminary figures showing that Construction materials prices for “All Work” rose by 6.0% in the 12 months to June 2026.</p> | Councillor Stoddart |
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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |  | <p><b>How will this Council Cabinet judge the risk of further capital cost escalation when, the detail in the documents for its consideration to proceed only cover the impact of supply disruption up until June 2026?</b></p> <p><b>The 42% rise in the oil price since June 2026 suggests we have already missed the boat.</b></p> <p><b>(The international oil price has risen 42% from under \$70 to over \$100 per barrel, with most projections of third quarter prices remaining above \$100 per barrel).</b></p> |  |
| <p><b>Response:</b></p> <p>The council recognises that construction inflation, supply chain disruption, energy, labour and wider market conditions can affect the cost and deliverability of major capital schemes. This wider context, including continuing volatility in construction costs and supply chains, is part of the reason, alongside findings from the PCSA, why the matter is being brought back to Cabinet now, so that members can consider the latest position before any further decisions are taken. The risk and impact of increases in capital costs will be considered as part of work to review and confirm total project costs prior to the award of the construction contract.</p>                                                                                                          |  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |  |
| <p><b>Supplementary Question:</b></p> <p>In my first question I highlighted the 42% increase in oil prices in the last three months and asked how cabinet can assess the risk of capital overruns without these latest figures? No clear answer was given.</p> <p>The global supply chain disruption will clearly impact the cost of the £45 million project through its direct bitumen &amp; fuel weighting (~£51.3 million to £51.6 million).</p> <p>Roughly one-third of the total road project cost consists of direct oil-derivatives (like asphalt) and heavy machinery diesel, applying the 42% price increase directly onto that segment yields a budget increase of £6.3m to £6.6m.</p> <p>How will the Council fund this inevitable increase and what further cuts to essential services will be made?</p> |  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |  |
| <p><b>Supplementary Response:</b></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |  |

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| The risk and impact of increases in capital costs will be considered as part of work to review and confirm total project costs prior to the award of the construction contract. This will also inform the development of the council's revenue budget, Medium Term Financial Strategy and Capital Programme which will be submitted for full approval by full Council in February 2027.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                            |
| <b>PQ .<br/>10</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | <b>Mrs E Morawiecka, Hereford</b> | <p><b>The S151 officer must be congratulated for her honesty in the Q1 2026/27 Budget report about the pressure from revenue overspends on the Council's reserves and the immediate action required to protect the Council's overall financial resilience (para 13).</b></p> <p><b>The risk of overspends in future years on so many significant capital projects has increased due to design changes, delays and construction inflation.</b></p> <p><b>However, the Capital report 2026/27 Table B shows no significant increase in the anticipated costs for some major construction projects, which is inconsistent with the narrative.</b></p> <p><b>In a capital rationing situation what projects are prioritised for delivery, so that at least some can be completed in the next 5 years, without impacting local services and the Council tax paid by residents?</b></p> | <b>Councillor Stoddart</b> |
| <p><b>Response:</b></p> <p>Last year, Herefordshire Council delivered one of its most ambitious capital programmes in recent history, with £86 million being invested in vital infrastructure, from roads to emergency housing, to support long-term local growth and improve residents' daily lives. This year, many of our priority projects are well underway, nearly completed or recently completed, including Merton Meadow flood alleviation works, the Hereford Transport Hub, Holme Lacy Road safer travel improvements, Peterchurch Primary School redevelopment and John Venn building for temporary housing. At the same time, we are keeping our important historical assets, such as the Shire Hall and HMAG maintained for future development, and are about to begin works to increase capacity at Aylestone School, Hereford while seeking public views on proposals to establish a new school for SEN in Ross-on-Wye. Future capital decisions will continue to be assessed through the council's governance and budget monitoring processes, taking account of affordability, deliverability, risk, value for money and the potential impact on local services and council tax payers.</p> |                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                            |
| <p><b>Supplementary Question:</b></p> <p>In October 2025 Cllr Lester wrote to the Transport Secretary explaining that a £40million (now £45million) A49/A465 link road posed significant risk to the Council's finances and services.</p> <p>Nevertheless, the Council has continued to progress this road scheme, utilising capital reserves to fund this project.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                            |

The Cabinet agenda includes an update report on the “bypass” and yet the answer says that the HMAG and Shirehall are “maintained for future development” with no update report available for these capital projects.

Taking account of affordability, deliverability, risk, value for money and the potential impact on local services and council taxpayers will the Cabinet member explain which capital projects are being reassessed, and possibly cancelled, if Herefordshire Council needs to deliver savings and protect reserves to maintain financial sustainability in the medium term?

#### **Supplementary Response:**

Activity to develop proposals to set a balanced revenue budget for 2027/28 are underway and draft proposals will be presented by Cabinet in early January 2027.

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| <b>PQ. 11</b> | <b>Charlotte Stidston, Hereford</b> | <b>Many parishes to the West of Hereford, such as Madley, Bishopstone, Stretton Sugwas, Breinton, etc are concerned about the prospect of “rat running” on narrow rural lanes during and after construction of the Southern Link Road, especially with the original planning condition for the road to restrict HGVs on Belmont Road. For these parishes to understand the impact on their communities of the extra vehicle movements arising from the new road and to appropriately locate future development in neighbourhood plans, will the Cabinet member make available the Hereford Strategic Transport Model (HSTM) data for the traffic on their parish roads during construction of the SLR and then 1 year post opening, 5 years post opening and 10 years post opening, at no cost to the parishes affected by this council road scheme?</b> | <b>Councillor Price</b> |
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#### **Response:**

The council recognises the importance of local communities being able to understand the potential impacts of the bypass scheme, including on parish roads and local traffic movements. We have a strong record of transparency on this project and have made available thousands of pages of documentation, modelling data and evidence to support public scrutiny and informed debate.

Traffic modelling has been undertaken to inform the development of the Full Business Case, including forecast years for the opening year (2028), design year (2043) and forecast horizon year (2061). These outputs have been used to assess the scheme’s wider impacts and benefits, including changes in traffic flows, journey times, congestion, access to employment areas and the wider transport network.

The council will continue to be transparent as the project progresses and will publish further information, data and evidence where it is appropriate and practicable to do so, so that residents, parish councils and members can continue to scrutinise the scheme and understand its impacts.

**Supplementary question:**

Standard practise is that new roads are normally evaluated '1 year after' and '5 years after' following the opening of a road scheme. Assessing the road's performance against traffic forecasts at "15 years after" and "33 years after" fails to inform the Council of the impact, future decision making, value for money and emissions calculations.

Residents have already paid millions for the Herefordshire Strategic Transport Model, and yet it seems this model does not provide relevant traffic forecasts for Parish Councils 1 year after and 5 years after opening, unless the parish council are prepared to pay, using their local residents precept. However, the same residents have already paid for the modelling through their council tax bill.

Why will the Cabinet not release the traffic data requested at no cost to the individual parishes and their residents?

**Supplementary response:**

The council has published detailed flow plots, validation reports, and forecast summaries that allows for public scrutiny without releasing the full operational model. The data presented is enough for an independent transport planner to assess whether the conclusions appear robust, without access to the model itself. As previously stated, the model is operated by AECOM and requires their supervision/approval for use. The model is developed by specialist consultants using proprietary software, coding structures and methodologies.

In addition, the model incorporates data obtained under licence from third parties, such as:

- Traffic count databases
- Mobile phone movement data
- Sat-nav or GPS datasets
- Census and demographic datasets

The council is permitted to use the data for scheme development but not to redistribute it publicly.

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| <b>PQ.<br/>12</b> | <b>Chris Parnell Smith, HR4 7JH</b> | <b>The Full Business Case accepts that traffic will increase on roads near the new route as drivers re-route, and the Statement of Reasons confirms fresh modelling was carried out in 2025. The C1098 Bridge Sollers Road — 4 to 7 metres wide, already signed unsuitable for HGVs, and carrying 2,290 (2016) vehicles a day — was outside the 2015 study area, and no forecast for it has been published.</b> | <b>Councillor Price</b> |
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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |                               | <b>Before the construction contract is awarded, will Cabinet publish the 2025 modelling outputs for the C1098 and commit to a prohibition of through traffic and a 7.5-tonne weight limit on that road, funded as scheme mitigation — the same instrument the scheme already requires on the A465 Belmont Road under planning condition 21?</b> |                         |
| <b>Response:</b><br><br><p>The council recognises the importance of local communities being able to understand the potential impacts of the bypass scheme, including on parish roads and local traffic movements. We have a strong record of transparency on this project and have made available thousands of pages of documentation, modelling data and supporting evidence to inform public scrutiny and debate. These assessments consider a wide range of impacts, including traffic flows, journey times, congestion, access to employment areas and the wider transport network. The council will continue to publish further information, data and evidence where appropriate and practicable as the project progresses, so that residents, parish councils and members can continue to scrutinise the scheme and understand its impacts. While weight restrictions operate elsewhere in the county, they have been introduced to address specific local circumstances. The council continues to assess the impact of the bypass scheme on both the strategic and local highway network, and the concerns raised about the C1098 will be considered as part of that ongoing work.</p> |                               |                                                                                                                                                                                                                                                                                                                                                 |                         |
| <b>Supplementary question:</b><br><br><p>The C1098 forecasts already exist: the HSTM link flows by vehicle class for the Base, Do Minimum and Do Something scenarios were released to me under EIR this month, so publication is plainly practicable. Will Cabinet state for the record the forecast change in daily and HGV traffic on the C1098 with Phase One? The "specific local circumstances" test has already been applied to this road: in 2018 officers accepted its unsuitability and refused a 7.5-tonne limit solely because no alternative route existed. Has that objection been reassessed against the Phase One network, who leads the "ongoing work", when will it report, and will the C1098 be included in the before-and-after monitoring scrutiny required on 20 July</p>                                                                                                                                                                                                                                                                                                                                                                                               |                               |                                                                                                                                                                                                                                                                                                                                                 |                         |
| <b>Supplementary response:</b><br><br><p><u>24 September 2026</u><br/> In the meeting the Cabinet member advised a written supplementary response would be provided in due course.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                               |                                                                                                                                                                                                                                                                                                                                                 |                         |
| <b>PQ.<br/>13</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | <b>Michelle Green, Madley</b> | <b>Phase 1 of the bypass will increase use of the C1098 which is 'unsuitable for HGVs', single track in many places, blind corners, no pavement and habitations on the roadside. Parish footpaths and Bridleways cross/end on this road, yet it is unsafe to walk.</b>                                                                          | <b>Councillor Price</b> |

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|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |  | <p>HGVs use this road, often causing gridlock and could be disastrous if emergency services needed access. Last week Greyfriars Bridge was shut, lorries were stuck on the road; one reversed and damaged our property. I wrote to the company who said their driver was diverted by the Police.</p> <p>I asked my Counsellor why the road cannot exclude HGVs and was told that the Police do not have sufficient resources. Yet the new development at Hereford Point has a restriction in place. So does the bridge at Holme Lacy.</p> <p>Please consider excluding HGVs over 7.5t (except access) from C1098 to improve safety for all road users in advance of phase 1</p> |  |
| <p><b>Response:</b></p> <p>The council acknowledges local concerns raised about the C1098, particularly given its rural nature and the impact that large vehicles can have on local communities. The council continues to assess the impact of the bypass scheme on both the strategic and local highway network, including potential effects on traffic movements on local roads such as the C1098. While weight restrictions operate elsewhere in the county, they have been introduced to address specific local circumstances and do not automatically justify a similar restriction on this route. Any proposal for a weight restriction would need to be supported by evidence, assessed against wider network impacts and progressed through the appropriate statutory processes. The concerns raised by residents and parish councils will continue to be considered as part of the council's ongoing assessment of the scheme and its wider impacts.</p> |  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |  |
| <p><b>Supplementary question:</b></p> <p>How do we initiate the process to have the road monitored, assessed against the wider network impacts and progressed through the statutory processes?</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |  |
| <p><b>Supplementary response:</b></p> <p>Thank you for your supplementary question. In order for officers to initiate monitoring and assessments in relation to a proposed Traffic Regulation Order (TRO), you will first need to seek support from your Ward Member and Parish Council, as per our Traffic Regulation Order process. This process can be found on the Council's website: <a href="http://www.herefordshire.gov.uk/travel-and-transport/roads/close-a-road/traffic-regulation-orders">www.herefordshire.gov.uk/travel-and-transport/roads/close-a-road/traffic-regulation-orders</a></p>                                                                                                                                                                                                                                                                                                                                                          |  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |  |

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| PQ .<br>14                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | Jeremey Milln, Hereford | In respect of the Museum and Library projects in Hereford the Council has nearly £12million of Stronger Town Fund grant of which £4.435m appears in the Capital Report to have been spent on the Museum & Art Gallery and £430k on the Library. The original proposals for the Museum were estimated to be £14million over the capital budget. With the Council's revenue budget looking to be overspent by £11million by the end of this financial year, reducing reserves, and with costs on other capital projects increasing, what is the latest forecast capital funding shortfall and what savings may be made by the proposed design reductions in the two schemes? | Councillor Bramer |
| <p><b>Response:</b></p> <p>The council remains committed to securing the long-term future of both Shire Hall and Hereford Museum &amp; Art Gallery. As work has progressed, further surveys, technical investigations and cost reviews have been undertaken to ensure both projects remain affordable, deliverable and provide lasting benefits for residents and visitors. We are currently reviewing the detailed designs and corresponding cost plans in the context of budget and funding timelines. We will work closely with partners to maximise the benefits delivered through these investments and ensure the best possible value is achieved within the available budget and funding deadlines. We will provide a further update on this work in October.</p>                                      |                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                   |
| <p><b>Supplementary Question:</b></p> <p>From the response it appears little progress has been made on design and costing for the Museum and Library schemes since Cabinet on 25<sup>th</sup> June 2026 when you said that you were "working through respective Pre-Construction Services Agreement periods with selected contractors to finalise designs and costings".</p> <p>In this context it is noted that the external auditor has now highlighted that there is a £83.4m cumulative funding gap, which is larger than the Council's total usable reserves balance.</p> <p>How will the Council, needing to find savings, ensure that its capital funding contribution as well as those of the Lottery and Stronger Town Fund required to complete the museum and library projects, are protected?</p> |                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                   |
| <p><b>Supplementary response:</b></p> <p>Capital and grant funding for the museum and library projects are as per the Council Capital Programme approved by full Council in February this year. The Capital Programme will be reviewed as part of development of future financial plans to be approved by full Council in February 2027.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                   |





## Agenda item no. 5 - Questions from Councillors

| Question No.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | Questioner       | Question                                                                                                                                                                                                     | Question to      |
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| MQ 1.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | Cllr Ben Proctor | Why was the council not aware of the deteriorating condition of the pedestrian bridge between Barrs Court Road and Burcott Road in time to plan a replacement rather than implementing an emergency closure? | Councillor Price |
| <b>Response:</b><br><br><p>The council acknowledges that the condition of the pedestrian bridge between Barrs Court Road and Burcott Road should have been identified earlier, allowing for a planned repair or replacement rather than an emergency closure. The defects were identified following an inspection undertaken through the council's new Public Realm contract arrangements and, as soon as they were brought to our attention, we acted swiftly to close the bridge on public safety grounds. We recognise there are legitimate questions about why the issue was not identified sooner. Initial findings indicate that the previous inspection and maintenance arrangements did not provide the level of assurance or direct operational oversight now exerted under the new arrangements, and the council is reviewing that history carefully. Strengthening this oversight was one of the reasons for bringing the Public Realm service under more direct council control. We are continuing to progress repair and replacement options.</p> <p>Resolving the issue is complex and involves specialist contractors with experience of working over a live railway, agreement from Network Rail for track access, and further surveys. The footbridge also carries important utility services used by local homes and businesses, including pipes, cables and other connections for energy supply and telecommunications, which must be protected throughout any works. The council will provide a further update and a clear programme for the next stages of work once this information is available, and in the meantime we thank local residents, businesses and users of the bridge for their patience.</p> |                  |                                                                                                                                                                                                              |                  |
| <b>Supplementary Question:</b><br><br><p>The emergency closure of the pedestrian college road bridge has necessitated closing half of the vehicle traffic bridge to enable pedestrians to use it. It's causing very significant disruption to my residents and council Andrew's residents and worsening the congestion in the north part of the city. It would be really helpful if the council made some sort of assessment publicly of how long it will be before there is a resolution to that. And I wonder if the cabinet member agrees with me, it's likely to be years rather than months. And that would enable people to understand what to plan for. But my substantive supplementary question is more significantly for the whole of the county.</p> <p>How can we be assured that we don't have other assets that are in a similar condition that will be subject to emergency closure when an inspection occurs?</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |                  |                                                                                                                                                                                                              |                  |
| <b>Supplementary Response:</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                  |                                                                                                                                                                                                              |                  |

It is of concern that we had to have a footway closure brought about as quickly as it was. There was earlier inspections done, but it was only from the top down where you couldn't actually see where the damage was occurring. It was only since the advent of the Public Realm contract change earlier this summer that we got to have an inspection from underneath, and bear in mind underneath is the railway and the property of Network Rail. Immediately we found the seriousness of it, the road closure was the best option to deal with it.

The second part of your question is the time scale to do it. We will fix this bridge at the earliest opportunity. We can fund it through the normal channels. But the question is with Network Rail saying that their road bridge adjacent to it, is due for renewal at some point and they haven't given us an answer as to when that point is. We are thinking of putting some repairs to the foot bridge in anticipation of what they might be doing in years to come. We are in negotiation with Network Rail about this issue and it's strange that the two bridges are alongside each other and one is Network Rail and one is ours. I'm hoping to be able to say to the public that we will have a response for repair and reopening of it sooner rather than later but I can't put a time scale on that today.

The last point you raised - are we going to have this happening again? And I have the assurance with the Director, who sat next to me earlier this morning in a meeting, that as a result of this particular episode the in bridge inspections is going to be much tighter going forward under our management rather than the previous Public Realm contractor.



# Title of report: Early Help Task and Finish Group - final report

**Meeting: Cabinet**

**Meeting date: Thursday 22 October 2026**

**Report by: Statutory Scrutiny Officer**

## **Classification**

Open

## **Decision type**

Key

## **Wards affected**

(All Wards);

## **Purpose**

To provide Cabinet with the final report of the Children and Young People Scrutiny Committee's Early Help Task and Finish Group.

## **Recommendation(s)**

**That:**

- a) Cabinet note the report; and**
- b) Respond to the recommendations contained in the report.**

## **Alternative options**

1. Cabinet could choose not to consider this report. This is not recommended. Scrutiny is an integral part of the council's democratic function, that serves in part to strengthen the council's decision-making processes.
2. Cabinet can also choose how to respond to the recommendations contained in the report, which are also listed in paragraph 5 of this covering report.

## **Key considerations**

3. On 22 July 2025, the Children and Young People Scrutiny Committee agreed a terms of reference for a task and finish group to:

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Further information on the subject of this report is available from  
Danial Webb, Tel: 01432 260659, email: [Danial.Webb@herefordshire.gov.uk](mailto:Danial.Webb@herefordshire.gov.uk)

- a. recognise strengths in Herefordshire's current Early Help provision,
  - b. identify good practice across different communities, and
  - c. highlight gaps or inconsistencies in Herefordshire's provision and the work taking place to address them.
4. The task and finish group concluded its work earlier this year. Its report summarising its work, alongside recommendations to support the council and wider partnership's early help for children, young people and families, is appended to this report.
  5. The task and finish group made four recommendations:
    - a. **Develop a Long-Term Sustainability Plan for Family Hubs Beyond 2029**  
Family Hubs represent a major opportunity to rebuild universal early years support, improve Good Level of Development outcomes and strengthen integrated pathways from conception to age 19 (or 25 for SEND). However, funding is time-limited. Herefordshire should develop a sustainability plan that embeds successful interventions into core budgets, strengthens rural outreach models, expands coproduction with families and aligns Family Hubs with Families First, Talk Community and the Youth Strategy. This recommendation mitigates the most significant strategic risk identified in the report: the long-term viability of the universal early help infrastructure.
    - b. **Increase the availability of safe youth spaces**  
As part of the Youth Strategy work the partnership should ensure there is a workable plan to increase the availability and range of spaces young people can access which are safe, free to access and welcome young people. These may include youth clubs but should go wider to public open spaces, libraries, and informal hang out spaces. This is to emphasise within the Youth Strategy work the need for this very specific type of youth provision.
    - c. **Request the council's Scrutiny Management Board (SMB) reviews the council's support for the voluntary and community sector**  
This review highlighted the key role played by the voluntary and community sector in a range of aspects of early help and the significant pressures on the sector and individual organisations. As the group was not in a position to make recommendations to the executive about ways in which the sector might be strengthened, it recommends that SMB consider this issue in the overall scrutiny work programme.
    - d. **Share the good practice**  
The task and finish group identified a range of long-established good practices in early help that deliver good outcomes to families. The principles of good practice here should be shared across the authority and across the system (beyond Children's Services) for other services to consider when addressing their challenges. Herefordshire Council and its partners should identify, share and embed the wide range of good practice demonstrated across the early help network. This includes using the service user feedback framework, coproduced assessments, relational practice, locality working and other community development models. Partners should share these strengths through simple tools such as a good practice pack, short case studies and locality learning sessions. Sharing the full Early Help Task and Finish Group report widely will also help services see what is working well in early help provision.

## Community impact

6. The report demonstrates how coordinated early help strengthens communities by making support easier to access, more consistent, and more responsive to real family needs. By improving collaboration between schools, health services, midwifery, voluntary organisations

and locality teams, families receive help earlier and closer to home. This reduces isolation in rural areas, builds resilience, and prevents problems from escalating.

7. As the document notes, partners “demonstrated commitment, creativity and a shared ambition to strengthen early intervention,” which helps create safer, more connected and more confident communities. Overall, early help fosters a culture where children, families and communities thrive together.

## **Environmental impact**

8. As this is a decision on a democratic function of Herefordshire Council, it will have minimal environmental impacts. Nonetheless, consideration has been made to minimise waste and resource use in line with the council’s environmental policies.

## **Equality duty**

9. The Public Sector Equality Duty requires the Council to consider how it can positively contribute to the advancement of equality and good relations, and demonstrate that it is paying ‘due regard’ in our decision making in the design of policies and in the delivery of services.
10. The mandatory equality impact screening checklist has been completed for this project and it has been found to have low impact for equality.
11. Due to the potential impact of this project/decision/activity being low, a full Equality Impact Assessment is not required. However, the following equality considerations should be considered when making a decision about this activity/project:
  - a. The impact on services for children and young people.

## **Resource implications**

12. There are no direct resources implications arising from this report. The report however makes recommendations which, if implemented, could have an impact on council resources. These should be considered in any future report to Cabinet or Council recommending any new services or expansion or extension of existing services.

## **Legal implications**

13. The role of the scrutiny committees is to help develop policy, to carry out reviews of council and other local services, and to hold decision makers to account for their actions and decisions. The Constitution includes a mechanism where recommendations from scrutiny committees must be considered by Cabinet.

## **Risk management**

14. There are no direct risks arising from consideration of this report.

## **Consultees**

15. This report has been approved by the Children and Young People Scrutiny Committee, who commissioned the task and finish group that produced the report.

## **Appendices**

Appendix 1 Early help in Herefordshire – Herefordshire Council Children And Young People Scrutiny Committee Early Help Task And Finish Group final report

## **Background papers**

None identified.

# **EARLY HELP IN HEREFORDSHIRE**

**HEREFORDSHIRE COUNCIL  
CHILDREN AND YOUNG PEOPLE SCRUTINY COMMITTEE  
EARLY HELP TASK AND FINISH GROUP**

**FINAL REPORT**

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## Chair's Foreword



For Herefordshire to thrive, its children, young people and their families must thrive too. Herefordshire Council makes this belief clear in its council plan, which states the priority to *support children and young people to thrive, be safe, and for families to be supported*. Our children are the future, and their future is best safeguarded in their families and communities.

The council has reinforced this belief in its commitment to a Child-Friendly Herefordshire, a major long-term partnership commitment to making the county a place where every child feels included, valued, happy, healthy and safe in their homes and communities.

Children are most likely to thrive when they are supported by strong family networks, attend high-quality schools, and live in vibrant, connected communities. That is why it is so important for the council to support not only children and young people, but also the families and communities around them. This support is delivered through effective council services, strong partnerships with schools, and our ongoing commitment to strengthening communities across Herefordshire.

Providing the right help at the right time enables families to build on their strengths, overcome difficulties, and flourish. Supporting families from the earliest days and through the often-challenging journey of parenting is likely to strengthen them, develop resilience, and help prevent difficulties from escalating into issues that require more intensive and intrusive intervention. By working together to offer timely and compassionate support, we can help children, young people, and their families achieve the best possible outcomes.

The Children and Young People Scrutiny Committee has long recognised the value of early help for children, young people and their families, and the need to provide this in partnership with our schools and communities. This has been an incredible opportunity to explore the depth and complexity of early help available in Herefordshire. The committee has met with many of the council services and community organisations that provide this support and has been impressed by their hard work, creativity and commitment to a shared vision of flourishing children, young people, families and communities. Herefordshire is lucky to have so many people dedicated to improving the lives of its residents.

Providing this support is not without its complexities and challenges, as we recognise an increased need to support vulnerable children and those with additional needs. The committee heard about new ways of supporting all children and families earlier, and helping family life to thrive, through initiatives such as Families First, Family Hubs and changes to youth services. We welcome these positive developments, while recognising that bringing them into practice can be challenging. It requires organisations to adapt and work together in new ways, and it is important that the dedicated professionals supporting families have the right guidance, resources and support to help them manage both opportunities and risks within families and their communities.

The committee recognises these realities and has made its recommendations with the aim of helping these services to build on their achievements and to continue to grow, develop, and succeed.

We hope this review highlights the outstanding work taking place across Herefordshire every day and acknowledges the dedication of the people, communities, and organisations who make it possible. By recognising these achievements and sharing opportunities for improvement, we aim to support partners in building on their successes and continuing to make a positive difference to the lives of children, young people, and their families.

I am grateful to everyone who took part in this review. We thank you for taking the time to share your work, your challenges and your ambitions for the children and families of Herefordshire.

**Toni Fagan**  
**Chair, Children and Young People Scrutiny Committee**

## Task and Finish Group Members



### **Cllr Toni Fagan – Chair**

Cllr Toni Fagan is a Green Party councillor representing Birch ward on Herefordshire Council. As ward member for a rural ward, she is familiar with the challenges that rural isolation poses for children and families. She serves as chairperson of the Children and Young People Scrutiny Committee, helping oversee services affecting children, young people and families across the county. Cllr Fagan previously sat on the Children's Services Improvement Board through the improvement journey and is also a member of the Scrutiny Management Board.



### **Cllr Frank Cornthwaite**

Cllr Frank Cornthwaite is the Conservative councillor for Holmer ward. He serves as vice-chairperson of the Connected Communities Scrutiny Committee, contributing to scrutiny of community services, local engagement and council performance.



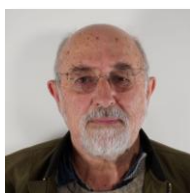
### **Cllr Clare Davies**

Cllr Clare Davies represents Bromyard West ward and is leader of the True Independents Group on Herefordshire Council. She also serves as vice-chairperson of the Planning and Regulatory Committee, helping oversee major planning applications and regulatory matters.



### **Cllr David Davies**

Cllr David Davies is the Conservative councillor representing Dinedor Hill ward. He serves local residents through his role on Herefordshire Council and contributes to council decision-making on services, budgets and policy. He is the chair of governors for Little Dewchurch CofE Primary School. He is also a member of the Hereford and Worcester Fire and Rescue Authority, as well as being a member of the Children and Young Peoples Scrutiny Committee, Scrutiny Management Board, Planning and Regulatory Committee, and Healthcare and Wellbeing Scrutiny Committee.



### **Cllr Robert Highfield**

Cllr Robert Highfield is the Conservative councillor for Castle ward. As a member of Herefordshire Council, He is also a member of the council's Adoption Panel.



### **Cllr David Hitchiner**

Cllr David Hitchiner is an Independents for Herefordshire councillor representing Stoney Street ward. He serves as chairperson of the Audit and Governance Committee, overseeing governance arrangements, risk management and financial accountability within the council.



### **Cllr Ben Proctor**

Cllr Ben Proctor is the Liberal Democrat councillor for College ward. He serves as chairperson of the Scrutiny Management Board and Vice-Chairperson of the Children and Young People Scrutiny Committee. Beyond Herefordshire Council, he is a representative on the Hereford City Youth Council and Stronger Hereford, supporting community engagement and youth participation initiatives.

# Acknowledgements

The Early Help Task and Finish Group wishes to formally express its sincere appreciation to all those who generously contributed their time, insight, and expertise throughout this review.

| <b>Name</b>              | <b>Role</b>                                                                   | <b>Organisation</b>                            |
|--------------------------|-------------------------------------------------------------------------------|------------------------------------------------|
| <b>Abigail Allcock</b>   | Children's Community Development Officer (formerly)                           | Herefordshire Council (formerly)               |
| <b>Susan Brace</b>       | Director and Founder, Herefordshire Young & Young Adult Carers CIC            | Herefordshire Young and Young Adult Carers CIC |
| <b>John Burgess</b>      | Commissioning Manager, Living Well                                            | Herefordshire Council                          |
| <b>Niall Crawford</b>    | Education Lead for Safeguarding, Social Inclusion and Elective Home Education | Herefordshire Council                          |
| <b>Dawn Knight</b>       | Service Manager, Families First                                               | Herefordshire Council                          |
| <b>Victoria Leader</b>   | Service Manager, Early Help                                                   | Herefordshire Council                          |
| <b>Will Lindesay</b>     | Chief Executive hvoss                                                         | hvoss                                          |
| <b>Wendy Long</b>        | Practice Lead, School Nursing Team                                            | Wye Valley NHS Trust                           |
| <b>Lindsay MacHardy</b>  | Public Health Principal                                                       | Herefordshire Council                          |
| <b>Jane Marshall</b>     | Team Manager, Families First/Early Help South Team                            | Herefordshire Council                          |
| <b>Sian Jenkins</b>      | Maternity Outpatient Manager                                                  | Wye Valley NHS Trust                           |
| <b>Victoria Roe</b>      | Team Manager, Families First/Early Help North Team                            | Herefordshire Council                          |
| <b>Tina Russell</b>      | Corporate Director Children and Young People                                  | Herefordshire Council                          |
| <b>Tracey Spencer</b>    | Team Manager, Families First/Early Help Central Team                          | Herefordshire Council                          |
| <b>Julia Stephens</b>    | Public Health Lead (Children and Families)                                    | Herefordshire Council                          |
| <b>Emily Strange</b>     | Named Midwife for Safeguarding                                                | Wye Valley NHS Trust                           |
| <b>Nicola Stroud</b>     | Community Capacity and Partnerships Manager                                   | Herefordshire Council                          |
| <b>Hilary Thomas</b>     | Families Team Programme Lead (formerly)                                       | Vennture (formerly)                            |
| <b>Michelle Trussler</b> | Children's Community Development Officer                                      | Herefordshire Council                          |

# Introduction

The Early Help Task and Finish Group was established to take a holistic, evidence-based look at how Herefordshire supports children, young people and families at the earliest stage of need.

The early help system in Herefordshire operates across several levels of need, beginning with universal services that are accessible to all families, such as schools, health visiting and community provision. These services play a critical role in early identification and prevention.

Where needs become more complex, families may receive targeted early help, typically aligned with Level 3 of the [Right Help Right Time Levels of Need Framework](#). This involves structured multi-agency support, coordinated through an Early help Assessment and led by a designated practitioner and at the highest level, the involvement of statutory services.

Across the review, partners consistently demonstrated commitment, creativity and a shared ambition to strengthen early intervention. The evidence gathered from Herefordshire Council, the Families First team, schools, health services, voluntary organisations and community partners, shows a system that is evolving with purpose and optimism. The Families First reforms underway nationally and locally present a genuine opportunity to reshape early help into a more integrated, accessible and family-centred offer.

At the same time, the group recognised that transformation brings challenges. Partners described pressures relating to workforce capacity, clarity of roles, rural access, mental health demand and the complexity of navigating multiple reforms simultaneously. These concerns were raised constructively and with a shared desire to improve the system rather than criticise it. The group's role has been to listen carefully, identify themes, and translate them into practical recommendations that support sustainable improvement.

The report that follows presents twelve thematic sections, each offering an overview of progress, a balanced reflection on challenges, and a forward-looking account of how these challenges can be overcome. Together, they provide a comprehensive picture of early help in Herefordshire and a clear pathway for strengthening support for families.

# Early Help in Herefordshire

## Implementing Families First

The group heard that Herefordshire's implementation of the [national Families First reforms](#) is progressing well, with a clear sense of purpose from officers delivering the reforms. The county is already well aligned with the Department for Education's expectations, meaning partners have been able to refine existing practice rather than undertake wholesale redesign. The introduction of Family Help, Multi-Agency Child Protection Teams (MACPTs) and Family Group Decision Making has been met with strong professional engagement, and early signs suggest these reforms are helping to streamline processes, reduce duplication and improve the experience for families. The development of the Family Help Assessment, co-produced with practitioners and families, reflects a genuine commitment to designing services around the lived experience of families. The expansion of community development officers, the creation of a Families First Team to support those acting as family help lead practitioners in universal and community settings and strengthening the community-based early help offer, all demonstrate a positive shift towards earlier, more accessible support.

Despite this strong progress, partners raised potential areas of concern. Schools expressed concerns about workload, particularly around the family help lead practitioner role, and some uncertainty remains about the distinction between Early Help and Family Help. There were also concerns about administrative burden, the pace of change and the need for clearer communication across agencies. The removal of traditional early help assessment and referrals and introduction of a single assessment model, represents a significant cultural shift, and some practitioners described the transition period as challenging. Additionally, while MACPTs are welcomed, partners emphasised the importance of ensuring they are fully resourced and supported to deliver consistent, high-quality safeguarding decisions.

The group heard that these concerns are being addressed with collaboration and practical action. Training programmes have already been expanded, including sessions on risk, thresholds and restorative conversations. Schools are receiving targeted support, including case studies, In-service Education and Training (INSET) engagement and clearer messaging that the reforms are designed to simplify – not increase – workloads.

The Families First Team is providing hands-on assistance to partners in supporting the administrative burden, it continues to offer direct work with children as part of a Family Help plan alongside parenting programmes and the new assessment is being piloted gradually to allow feedback from families and practitioners to shape improvements. Communication is being strengthened through glossaries, visual process maps and regular briefings.

MACPT operating principles have been co-designed with police, health and education, ensuring shared ownership. Overall, the task and finish group is confident that Herefordshire's positive culture, strong partnerships and commitment to continuous improvement will ensure Families First becomes a well-embedded, effective and valued model of early support.

Family Hubs

The development of [Family Hubs](#) in Herefordshire represents one of the most exciting opportunities within the early help system. The programme is ambitious, well-funded in its development and implementation years and strongly aligned with national priorities to improve early childhood outcomes, reduce inequalities and strengthen integrated support.

The first Family Hub at Widemarsh has already launched, and plans to convert five existing children's centres into Family Hubs demonstrate a clear commitment to accessibility and continuity across the county. The group noted that the hub-and-spoke model, including library-based provision and community venues, is particularly well suited to Herefordshire's rural geography. It concluded that the service the hubs offer is rich and varied, including parenting programmes, infant feeding support, speech and language interventions, SEND services, universal portage, inclusion practitioners and expanded outreach. The programme's strong focus on improving [Good Level of Development](#) (GLD) outcomes shows a clear strategic link between the [Healthy Babies Programme](#) and long-term educational success.

Funding for family hubs is time-limited to 2029, creating understandable concern about the long-term future of services. Rural communities face challenges relating to transport, digital access and outreach, and some families may struggle to engage with hub-based provision. National workforce shortages in health visiting, midwifery and early years services also present potential risks to delivery. Additionally, partners highlighted the need for stronger co-production with families and clearer communication about the role of hubs within the wider Families First system.

The group learned that officers are already engaged in sustainability planning with partners, exploring how successful interventions can be embedded within core provision should funding not be renewed after 2029. They are strengthening outreach models, including library Stay-and-Plays, community spokes and targeted rural engagement. Workforce development is being supported through skill-mix approaches, local recruitment and strong professional supervision. The council is also expanding co-production through family engagement activities, feedback loops and community events. The alignment between Family Hubs, Families First, the [Holiday Activities and Food](#) (HAF) programme and the Youth Strategy ensures a coherent system rather than isolated initiatives. With continued partnership working, continuity planning and strategic oversight, Family Hubs are well positioned to become a lasting foundation of early help in Herefordshire.

## Locality-Based Early Help

Recent developments in locality-based working have delivered clear and meaningful benefits across Herefordshire. Co-location of multi-agency partners in the north and south of the county has strengthened partnership relationships, improved communication and enabled more responsive support. Families experience smoother transitions, practitioners benefit from shared intelligence, and rural travel pressures have been reduced. Feedback from Team Around the Family processes shows that families value the timeliness and coordination of support. The model reflects the strengths of Herefordshire's communities, recognising the importance of local knowledge, trusted relationships and place-based delivery. The group found strong evidence that locality working is helping to embed early help more deeply within communities and improve outcomes for families.

Co-location in the central locality is not yet complete, limiting the full benefits of the model. While qualitative feedback is strong, partners noted the need for clearer performance measures to demonstrate impact on outcomes, referral times and family satisfaction. Some practitioners described variation in multi-agency practice across localities, and there were concerns about capacity pressures as Families First reforms increase demand for locality-based support. Additionally, partners highlighted the need for clearer communication about locality roles within the wider early help system.

The group learned that these issues are being addressed. Plans to complete co-location in the central locality are progressing, and partners are working collaboratively to ensure the model is fully embedded countywide. Development of a quality assurance programme for Families First is underway to ensure the partnership can understand impact and experiences of families under the reforms. Similarly, multi-agency practice is being strengthened through shared training, locality meetings and cross-locality learning. Capacity concerns are being mitigated through the Families First team, community development officers and strengthened partnership working. Overall, migration to locality-based early help across the county is a clear success story, and continued investment will ensure it remains a strong foundation for future service development.

## Schools

Schools play a central and highly valued role within Herefordshire's early help system. They are often the first to identify emerging concerns, hold trusted relationships with families and provide consistent daily contact with children. The group found strong evidence of commitment, professionalism and compassion across the education sector. Many schools already undertake substantial early help activity, and recent improvements in publishing early help offers have increased transparency and awareness. The locality model has strengthened connections between schools and early help practitioners, and designated safeguarding leads have welcomed training on thresholds, risk and restorative practice. Schools' contribution to safeguarding, early intervention and multi-agency working is both significant and deeply appreciated.

Schools described pressures relating to workload, particularly around early help assessments and the family help lead practitioner role. Some schools remain uncertain about thresholds, referral pathways and the distinction between universal support, early help and statutory intervention. The consent-based nature of early help can create challenges when families are reluctant to engage. Schools also face an increasingly complex safeguarding landscape, including mental health pressures, online harms, misogyny, AI-generated abuse, harmful sexual behaviour and substance misuse. These issues are undermining the wellbeing of our children and placing enormous additional demands on schools and highlight the need for strong multi-agency support.

In response to challenges, threshold training is being expanded, and revised level of need guidance is being developed to support consistent application and decision-making supporting the "right services at the right time". Schools are receiving targeted support through locality teams, Families First practitioners and specialist services. Communication with parents is being strengthened to reduce stigma and encourage engagement. Emerging risks are being addressed through updated safeguarding training, multi-agency pathways and stronger links with mental health services. As a result, the group is confident that schools will continue to play a vital role in

early help, supported by clearer guidance, stronger partnerships and a shared commitment to improving outcomes for children and families.

## Commissioned Targeted Early Help Services (Vennture)

Commissioned by the local authority's children's services, targeted early help services play a vital role in Herefordshire's early help system, and the contribution of [Vennture](#) stood out to the group as a clear strength. The organisation brings a deeply relational, family-centred approach that complements statutory provision and offers families a trusted route into support. The group noted that Vennture's practitioners work with compassion, persistence and skill, often supporting families with complex needs who require sustained engagement. Their ability to build trust, navigate systems and provide tailored interventions has also been widely praised by partners. It found strong evidence that Vennture's work helps prevent escalation, improves family resilience and supports children's wellbeing. The organisation's flexibility, community presence and commitment to relationship-based practice make it a valued partner within the wider early help system.

Vennture reported that the nature of need among families has changed significantly, with increasing levels of mental health difficulties, neurodiversity-related challenges, emotional-based school avoidance and behavioural concerns. These issues often require specialist knowledge and longer periods of support, stretching capacity and increasing pressure on staff. The organisation also highlighted challenges relating to diagnosis-led thresholds within education and SEND systems, which can leave families waiting for assessments before receiving appropriate support. Sustainability was a major concern: the current contract does not fully cover delivery costs, requiring Vennture to subsidise provision through charitable income. This creates financial vulnerability and risks undermining long-term stability. Additionally, the group noted that early help terminology can be confusing, with families and professionals sometimes unclear about the distinction between universal, targeted and statutory support.

To meet these challenges, Herefordshire Council Children's Services is reviewing commissioning arrangements as the current contract comes to an end and will ensure they reflect the complexity of modern early help work and support long-term sustainability. Partners are working together to strengthen integration between early help, education and SEND, promoting needs-led approaches rather than diagnosis-dependent thresholds. Vennture's relational model is being recognised within performance frameworks, ensuring that quality of engagement is valued alongside quantitative measures. The Families First reforms, including the Family Help Assessment and Family Help Lead Practitioner role, will help reduce duplication and streamline pathways, making it easier for families to access support.

## Midwifery Services

Midwifery and [antenatal care](#) services provide one of the earliest and most trusted points of contact for families, and their contribution to early help is both significant and deeply valued. The group found strong evidence that midwives play a crucial role in identifying emerging needs, supporting parents during pregnancy and helping families access appropriate support. The named safeguarding midwife provides strategic oversight, training and professional advice, ensuring that safeguarding practice remains robust. Midwives' ability to build relationships,

observe family dynamics and offer compassionate support place them in a unique position to identify concerns early and act upon them. Improvements in joint working with health visiting services, including near-100% compliance with handover standards, demonstrate a positive commitment to integrated early help. The [Baby Steps](#) programme for care-experienced young parents was highlighted as an example of excellent practice, reducing unnecessary safeguarding involvement and supporting vulnerable families effectively.

Midwifery services nationally and locally face significant staffing challenges, with increasing demands limiting capacity for preventative work. The named safeguarding midwife role carries substantial responsibility, and the group heard concerns that strategic oversight can be constrained by operational pressures. Short appointment times, high caseloads and complexity of referral forms can limit opportunities for professional curiosity, reducing the ability to explore wider family circumstances. Referral processes were identified as a key barrier: early help referrals were described as lengthy, complex and prone to technical issues, while safeguarding referrals through MASH were seen as quicker and more straightforward. This creates an unintended incentive to escalate concerns unnecessarily. The discontinuation of the First Steps programme for young parents also created uncertainty, with practitioners unclear about replacement support.

To address these challenges, Herefordshire Council Public Health is reviewing safeguarding capacity within maternity services, exploring options for additional roles or team-based models to strengthen oversight. The group was reassured to learn that early help referral processes are being redesigned to be simpler, digital-friendly and co-produced with frontline practitioners. Training and reflective supervision are also being prioritised, with protected learning time recognised as essential for staff wellbeing and effective early intervention. The Families First reforms will help clarify thresholds, reduce unnecessary escalation and support midwives to make confident decisions about early help. Work is underway to assess the impact of withdrawing First Steps and identify alternative support for young parents. As a result of this work, the group is confident that with strengthened pathways, improved referral processes and continued partnership working, midwifery services will remain a strong and valued component of early help in Herefordshire.

## Health Visiting Services

The [health visiting service](#) is one of the strongest pillars of early help in Herefordshire. As a universal public health offer for children aged 0–5, health visitors provide consistent, trusted and relationship-based support that reaches families at the earliest stage. The group found clear evidence that health visitors are highly skilled at identifying developmental concerns, parenting challenges, health inequalities and emerging risks. Enhanced reviews at 4–6 months and age three demonstrate a proactive, data-led approach to early identification, particularly around speech and language, oral health and school readiness. Health visitors' ability to work flexibly, through home visits, clinics, group sessions and digital communication, helps ensure families receive support in ways that suit their circumstances. Their role is especially important in rural communities, where isolation, transport barriers and limited access to services can make early help harder to reach. The service's commitment to prevention, relationship-based practice and multi-agency working is a clear strength to the group.

The group noted that the historical reduction of children's centre services and informal drop-in support has created gaps in early preventative provision, leaving health visitors as one of the few remaining universal contacts for families. This increases pressure on the service and risks over-reliance. Workforce shortages, particularly in qualified health visitors and school nurses, present challenges to sustainability. Some families, particularly migrant communities, transient populations and those not registered with a GP, remain harder to reach. Parents often seek advice from informal networks before engaging with professionals, and the system can feel difficult to navigate when concerns do not meet statutory thresholds. These issues highlight the need for stronger universal provision, clearer pathways and targeted outreach.

The Family Hubs programme will help rebuild universal early help provision, offering accessible community-based support that complements health visiting. Targeted outreach strategies are being developed to improve engagement with underrepresented communities, supported by interpreters and specialist organisations. The council is strengthening workforce sustainability with skill-mix models, local recruitment and strong professional supervision. The additional health reviews are being evaluated to demonstrate impact and inform future practice. The group believes that the Families First reforms will help simplify pathways, reduce duplication and ensure families can access support earlier.

## School Nursing Services

The School Nursing Service provides essential preventative and early intervention support for children and young people aged 5–19, and its contribution to early help is evident to the group. School nurses are trusted, approachable, and skilled at identifying emerging health, wellbeing and safeguarding concerns. Their open referral routes, school drop-ins, one-to-one interventions and health education programmes reach thousands of young people each year. It was clear to the group that school nurses act as a vital bridge between universal services and more formal early help or social care pathways. For example, their ability to engage young people who may be reluctant to access statutory services is a clear strength. The service plays an important role in addressing public health concerns, including vaping, healthy relationships, sexual health and school readiness. School nurses' commitment to prevention, early identification and multi-agency working is appreciated across the system.

Mental health concerns now account for 80–85% of the service's caseload, with anxiety, self-harm and eating disorders increasingly common. Many referrals do not meet [Child and Adolescent Mental Health Services](#) (CAMHS) thresholds, creating a "missing middle" where young people have needs too complex for school nursing but not severe enough for specialist intervention. This places significant pressure on school nurses, who often support complex cases without access to appropriate escalation pathways. Workforce capacity is stretched, with around ten specialist nurses covering a large rural county - a lack of safe youth spaces also makes it harder to deliver services, especially outside of central Hereford. Preventative work has been reduced as staff respond to immediate need. Demonstrating impact is challenging, with evidence often based on activity data rather than long-term outcomes. Sustainability is a concern, as commissioning arrangements can create uncertainty and inhibit long-term planning.

The group learned that partners are exploring additional mid-tier mental health provision - such as that provided by [Wellbeing and Emotional Support Teams in Schools](#) (WEST) - to bridge the gap

between school nursing and high-tier CAMHS, ensuring young people receive timely support. Workforce capacity is being reviewed, with consideration of targeted investment and skill-mix approaches. The council's public health team is developing outcome measurement frameworks to capture improvements in health appointment attendance, wellbeing and prevention of escalation. Public health programmes are being strengthened, with increased focus on vaping, emotional wellbeing and healthy relationships. Communication strategies are being refined to reduce stigma and encourage earlier engagement with early help. The group was pleased to learn of this development work, and looks forward to seeing improved pathways, stronger commissioning and continued good partnership working.

## Support for Young Carers

Support for young carers in Herefordshire is an area of service the group felt was notable for compassion, commitment and a growing recognition of the unique challenges these children and young people face. The group found strong evidence that practitioners work with sensitivity and care, offering whole-family support that helps young carers feel seen, understood and valued. The early help team provides assessments, home visits, advocacy, emotional support and liaison with schools, ensuring that young carers receive tailored assistance that reflects their age, circumstances and caring responsibilities. The voluntary sector, particularly bodies such as [Herefordshire Young and Young Adult Carers CIC](#) (HYYAC CIC), plays a vital role in reducing isolation, building resilience and creating safe spaces where young carers can connect with peers. The proposed [No Wrong Doors for Young Carers](#) model represents a positive step towards a more coordinated, consistent and accessible system of support.

The group noted that only 39 young carers were recorded in the 2024 School Census, far below comparable authorities, suggesting that many young carers remain hidden. Some do not recognise themselves as carers, while others fear stigma or intervention. Caring roles linked to parental mental ill-health or substance misuse are particularly difficult to detect. Support pathways can vary depending on which service first encounters the child, creating potential inconsistency and delays. Limited funding for practical assistance and reliance on grant-funded voluntary provision add further pressure. These challenges highlight the need for clearer identification processes, stronger multi-agency coordination and more sustainable support arrangements.

The No Wrong Door model will introduce a shared screening tool, clearer pathways, improved information sharing and dedicated young carer assessments. Awareness programmes for schools, health professionals and frontline staff will help ensure young carers are identified earlier and supported without stigma. Whole-family approaches are being strengthened across children's and adult services, ensuring that adult needs are considered in relation to their impact on children. Rural access barriers are being tackled through outreach, satellite provision and digital support. With these improvements already underway, the group believes Herefordshire is well positioned to create a more visible, consistent and supportive system for young carers.

## Youth Provision and HVOSS

Youth provision in Herefordshire is characterised by passion, creativity and a strong voluntary and community sector that steps up to support young people across the county. The group found clear evidence that youth organisations provide safe spaces, trusted relationships and positive

activities that help young people build confidence, resilience and social networks. [Herefordshire Voluntary Organisations Support Service](#) (hvoss) plays a vital enabling role, supporting around 2,000 voluntary organisations and facilitating collaboration across the sector. The [Herefordshire Youth Provision Roadmap](#), developed with input from around 80 youth practitioners, provides a clear strategic vision for strengthening youth work, rebuilding workforce capacity and improving access to training. Youth provision aligns closely with early help principles, offering preventative support that helps young people thrive before difficulties escalate.

Youth services exist in areas such as Ledbury, Leominster and parts of Hereford, while some rural communities face significant gaps. The national decline of youth work as a viable career has reduced access to training and made recruitment difficult. Short-term funding creates instability, limiting continuity of relationships and inhibiting long-term planning. Smaller voluntary organisations can struggle with complex commissioning processes, despite delivering highly valued local services. Transport barriers make it difficult for young people, in both rural and urban areas, to access provision, even when services exist. Safeguarding requirements, while essential, can feel daunting for volunteer-led groups.

The group learned that the local authority children's services-led reforming of a core Youth Forum partnership, which has engaged each of the town councils and key partners, is developing a Youth Strategy, which will align the Youth Provision Roadmap, agreed partnership priorities and national policy within a shared framework. A mixed funding model – combining commissioning, small grants and support for anchor organisations – will create a more accessible and sustainable funding environment. Hvoss and the council are exploring practical safeguarding support, including training and advisory services, to reduce barriers for community groups. Mapping of provision and unmet need will help target resources more effectively. Engagement with town and parish councils is being strengthened to increase local ownership and investment. Transport considerations are being integrated into service planning, with outreach models and community transport explored as potential solutions. These developments should ensure that identified gaps within the youth provision network are filled and that youth provision continues to become a stronger and better coordinated contributor to early help.

## Community Development

The work of children's community development officers (CCDOs) is rooted in building relationships, connecting services, and nurturing the strengths already present within neighbourhoods. CCDOs spend time in schools, community centres, voluntary groups and local networks, helping partners identify emerging needs early and shaping support that feels accessible and human. They champion prevention, encourage collaboration, and act as a bridge between families and the wider system. Their involvement in early help roadshows has broadened professional networks, improved awareness of local services and clarified referral pathways. In many communities, CCDOs have become trusted figures who understand local contexts deeply and help create the kind of joined-up, place-based support that families say makes the biggest difference.



*Image 1: Early Help Roadshow – Kindle Centre, Hereford*

To support the work of the Task and Finish Group, the CCDO team organised a series of roadshow events in Leominster, Hereford and Ross-on-Wye. These events brought together councillors, community organisations, council teams and local families to showcase the wide range of community-based early help services available across Herefordshire.

The roadshows provided Task and Finish Group members with an early opportunity to engage directly with local providers and gain a deeper understanding of the support available to families throughout the county. A list of the organisations that generously contributed their time and expertise to the roadshow events can be found in **Appendix 1** at the end of this report.

The breadth of the role can make expectations wide and sometimes unclear, particularly where partners are still learning how CCDOs fit within existing early help pathways. Some officers have faced pressures linked to rural geography, where travel time and dispersed communities make relationship-building slower. In a few areas, schools and voluntary groups have needed more clarity about how CCDOs complement – rather than duplicate – other roles such as family help practitioners or community coordinators. As the role has grown, CCDOs have also encountered capacity pressures, with demand for their support sometimes outpacing the time available to build the deep, sustained relationships that community development requires.

These challenges are being steadily resolved through clearer role definitions, stronger partnership communication, and more structured locality working. The introduction of Families First and Family Hubs has helped anchor CCDOs within a wider, coherent model of prevention, giving partners a shared understanding of how community development supports early intervention. Locality teams are now meeting more regularly, reducing duplication and strengthening joint planning. Rural pressures are being eased through smarter scheduling, shared outreach with partners, and better use of community venues.

Data-led early intervention, supported by the [Crisis and Resilience Fund](#) (CRF) and the [Low Income Family Tracker](#) (LIFT) platform, enables CCDOs to focus effort where it will have greatest impact, identifying households and areas of heightened need and supporting targeted outreach such as Healthy Start vouchers, free school meals and, from September 2026, the [Holiday](#)

[activities and food](#) (HAF) programme. Improved communication through schools, hubs, parish councils and community venues ensures families who are less digitally confident receive clear information - ensuring CCDOs can continue to build strong, connected communities where children and families feel supported early and well.

## Conclusions

The Early Help Task and Finish Group found a system with considerable strengths, clear commitment across the services, a significant appetite for self-reflection and a willingness to constantly develop alongside a deep appreciation of the value of relational practice. Across all evidence sessions, partners demonstrated a shared ambition to improve early help, strengthen multi-agency working and deliver better outcomes for children, young people and families. The Families First reforms, Family Hubs programme, Youth Service development and locality model, alongside school partnerships, health services, voluntary sector and community networks should all contribute to a rich and evolving early help landscape. The group was impressed by the compassion, professionalism and creativity shown by practitioners across the system.

Critical reflections were raised constructively and with a shared desire for improvement, concerns included workforce pressures, rural access, mental health demand, sustainability, clarity of roles, data sharing, and the complexity of navigating multiple reforms. These challenges are real but not insurmountable. They reflect the pressures facing early help nationally and the need for continued investment, coordination and strategic oversight.

It is clear to the group that Herefordshire is well placed to overcome these challenges. The reforms underway provide a clear framework for improvement, and partners are already taking steps to strengthen pathways, simplify processes, improve communication and build sustainable models of support. It hopes that the recommendations developed through this review offer practical and evidence-based actions that will help ensure early help becomes more accessible, consistent and effective for the children and families of Herefordshire.

Herefordshire's early help system is building on its strengths by encouraging earlier intervention, building stronger partnerships, clearer pathways and more family-centred support. With continued collaboration, investment and shared commitment, the county can deliver an early help offer that gives every child, young person and their family the best possible start.

# Recommendations

The committee makes four recommendations.

## **Develop a Long-Term Sustainability Plan for Family Hubs Beyond 2029**

Family Hubs represent a major opportunity to rebuild universal early years support, improve Good Level of Development outcomes and strengthen integrated pathways from conception to age 19 (or 25 for SEND). However, funding is time-limited. Herefordshire should develop a sustainability plan that embeds successful interventions into core budgets, strengthens rural outreach models, expands coproduction with families and aligns Family Hubs with Families First, Talk Community and the Youth Strategy. This recommendation mitigates the most significant strategic risk identified in the report: the long-term viability of universal early help infrastructure.

## **Increase the availability of safe youth spaces**

As part of the Youth Strategy work the partnership should ensure there is a workable plan to increase the availability and range of spaces young people can access which are safe, free to access and welcome young people. These may include youth clubs but should go wider to public open spaces, libraries, and informal hang out spaces. This is to emphasise within the Youth Strategy work the need for this very specific type of youth provision.

## **Request the council's Scrutiny Management Board reviews the council's support for the voluntary and community sector**

This review highlighted the key role played by the voluntary and community sector in a range of aspects of early help and the significant pressures on the sector and individual organisations. We are not in a position to make recommendations to the executive about ways in which the sector might be strengthened. We recommend that SMB consider this issue in the overall scrutiny work programme as it has consequences across the organisation.

## **Share the good practice**

The task and finish group identified a range of long-established good practices in early help that deliver good outcomes to families. The principles of good practice here should be shared across the authority and across the system (beyond Children's Services) for other services to consider when addressing their challenges.

Herefordshire Council and its partners should identify, share and embed the wide range of good practice demonstrated across the early help system. This includes using the service user feedback framework, coproduced assessments, relational practice, locality working and other community development models. Partners should share these strengths through simple tools such as a good practice pack, short case studies and locality learning sessions. Sharing the full Early Help Task and Finish Group report widely will also help services see what is working well in early help.

# Glossary

|                  |                                                |
|------------------|------------------------------------------------|
| <b>CAMHS</b>     | Child and Adolescent Mental Health Services    |
| <b>CCDO</b>      | Children's Community Development Officer       |
| <b>CIN</b>       | Child in Need                                  |
| <b>CYPS</b>      | Children and Young People's Services           |
| <b>DfE</b>       | Department for Education                       |
| <b>EHA</b>       | Early Help Assessment                          |
| <b>FGDM</b>      | Family Group Decision Making                   |
| <b>FHLP</b>      | Family Help Lead Practitioner                  |
| <b>FHA</b>       | Family Help Assessment                         |
| <b>FFP</b>       | Families First Partnership                     |
| <b>FSM</b>       | Free School Meals                              |
| <b>FNSP</b>      | Family Network Support Package                 |
| <b>GLD</b>       | Good Level of Development                      |
| <b>HV</b>        | Health Visitor                                 |
| <b>HYYAC CIC</b> | Herefordshire Young and Young Adult Carers     |
| <b>ILACS</b>     | Inspecting Local Authority Children's Services |
| <b>INSET</b>     | In-Service Education and Training              |
| <b>LCPP</b>      | Lead Child Protection Practitioner             |
| <b>LIFT</b>      | Low Income Family Tracker                      |
| <b>MACPT</b>     | Multi-Agency Child Protection Team             |
| <b>MASA</b>      | Multi-Agency Safeguarding Arrangements         |
| <b>MASH</b>      | Multi-Agency Safeguarding Hub                  |
| <b>PLO</b>       | Public Law Outline                             |
| <b>SEND</b>      | Special Educational Needs and Disabilities     |
| <b>SCCIF</b>     | Social Care Common Inspection Framework        |
| <b>TAF</b>       | Team Around the Family                         |
| <b>WT</b>        | Working Together to Safeguard Children (2026)  |

# Appendix 1

## Early Help Roadshow Participants

To support the task and finish group, Herefordshire Council's Children's Services arranged a series of roadshow events in Leominster, Hereford and Ross-on-Wye. These roadshows brought together councillors, community organisations, council teams and local families to share the wide variety of community-based early help available to families in Herefordshire. The events enabled everyone to gain a better understanding of the available support throughout the county.

The committee would like to offer its thanks to the following organisations who gave their time to participate in the roadshow events.

|                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                                |
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|   | <p><a href="#"><u>Citizens Advice Herefordshire</u></a></p> <p>We aim to provide the advice people need for the problems they face and improve the policies and practices that affect people's lives. We provide free, independent, confidential and impartial advice to everyone on their rights and responsibilities. We value diversity, promote equality and challenge discrimination.</p> |
|  | <p><a href="#"><u>NHS Child and Adolescent Mental Health Services WEST</u></a></p> <p>The Wellbeing and Emotional Support Teams (WEST) in schools service is designed to help children and young people ages 5-18 years access mental health and wellbeing support early on in educational settings.</p>                                                                                       |
|  | <p><a href="#"><u>Home Start Herefordshire</u></a></p> <p>Home Start Herefordshire is an independent, local charity run by Trustees. It has provided invaluable support and friendship to families since 1982 and achieved positive outcomes for hundreds of families across Herefordshire.</p>                                                                                                |
|  | <p><a href="#"><u>Hope Support Services</u></a></p> <p>Hope is the UK's leading registered charity helping young people aged 5-25 when a loved one has a serious illness.</p>                                                                                                                                                                                                                  |
|  | <p><a href="#"><u>SENDIASS</u></a></p> <p>Free, confidential and impartial SEND advice for parents and young people. Get clear SEND information and support to understand your options.</p>                                                                                                                                                                                                    |

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|    | <p><a href="#"><u>Tu Vida</u></a></p> <p>At TuVida we support thousands of carers and people they care for. It's our aim to provide individualised support that helps carers live life with independence, choice and peace of mind.</p>                                                                                                                                                                                                                     |
|    | <p><a href="#"><u>The Cart Shed</u></a></p> <p>Based in north Herefordshire, we use enriching and engaging woodland activities such as woodcraft and coppice craft as well as horticulture to empower people to self-manage their mental and physical health in a sustainable way.</p>                                                                                                                                                                      |
|    | <p><a href="#"><u>Catch 22</u></a></p> <p>Catch22 is a social business: a not-for-profit business with a social mission. For over 200 years we have designed and delivered services that build resilience and aspiration in people and communities.</p>                                                                                                                                                                                                     |
|  | <p><a href="#"><u>Children's Help and Advice Team (CHAT)</u></a></p> <p>This confidential service is open to all families living in Herefordshire, with a child or children aged 0 to 18 years, or up to 25 years old for those with special educational needs and disabilities (SEND).</p> <p>Our friendly and professional team will listen to your concerns and offer advice and support to help you and your family.</p>                                |
|  | <p><a href="#"><u>Early Help</u></a></p> <p>Our Early Help Team work with children, young people and their parents and carers, to support families to deal with problems as soon as they start to emerge and to help prevent situations from escalating.</p>                                                                                                                                                                                                |
|  | <p><a href="#"><u>Health Visitors</u></a></p> <p>Our health visiting teams work with families, early years, health colleagues and other agencies to support the health and wellbeing of pre-school children across Herefordshire.</p> <p>Health visitors are qualified nurses or midwives who have additional training in specialist community and public health nursing. They have specialist training in children's development and health promotion.</p> |

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|    | <p><a href="#"><u>Healthy Lifestyles</u></a></p> <p>Talk Community Directory is a website for all residents in Herefordshire. You can use the website to find helpful information and advice, discover hundreds of local groups and activities and find out what events are happening across the county.</p> <p>It's a way to enable people to stay happy, healthy and independent, by providing clear, up-to-date information, when people need it. It's a great way to connect people to what's on in their local area, to the variety of voluntary and community groups in Herefordshire.</p> |
|    | <p><a href="#"><u>Mentor Link</u></a></p> <p>Mentor Link has been in operation for over 23 years and provides a one-to-one mentoring service to children facing social or emotional difficulties in school. We provide dedicated long-term listening and therapeutic support from a safely recruited and professionally trained mentor.</p>                                                                                                                                                                                                                                                      |
|  | <p><a href="#"><u>School Nursing Team</u></a></p> <p>School Nurses are public health nurses working in the community, they are registered nurses with an additional public health nursing qualification. School Nurses have specialist knowledge and skills to enable them to work with children and young people aged from 5-19.</p>                                                                                                                                                                                                                                                            |
|  | <p><a href="#"><u>Hereford Food Bank</u></a></p> <p>Committed to the relief of poverty in Hereford and the surrounding area through the provision of seven-day emergency food parcels.</p>                                                                                                                                                                                                                                                                                                                                                                                                       |
|  | <p><a href="#"><u>Megan Baker House</u></a></p> <p>Megan Baker House (MBH) provides conductive education sessions for children and adults with motor disorders such as Cerebral Palsy, Developmental Coordination Disorder (DCD), Parkinson's, Stroke and Acquired Brain Injury, and other movement disorders.</p>                                                                                                                                                                                                                                                                               |
|  | <p><a href="#"><u>Stonewater Domestic Abuse Services</u></a></p> <p>We can support you if you're experiencing domestic abuse. Stonewater is Domestic Abuse Housing Alliance accredited.</p>                                                                                                                                                                                                                                                                                                                                                                                                      |

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|    | <p><a href="#"><u>Herefordshire Wildlife Trust</u></a></p> <p>Herefordshire Wildlife Trust's mission is to lead local action for nature's recovery. With the support of our 8,000 members and over 300 volunteers, we care for a network of nature reserves, collaborate with others to restore nature to our rural and urban landscapes and inspire people of all ages to discover and take action to restore Herefordshire's wildlife.</p> |
|    | <p><a href="#"><u>Marches Energy Agency</u></a></p> <p>Marches Energy Agency is an independent charity offering impartial, truly person-centred expert energy advice, promoting wellbeing and supporting households to save energy.</p>                                                                                                                                                                                                      |
|   | <p><a href="#"><u>The Real Birth Studio CiC</u></a></p> <p>Supporting pregnant women, people and birth partners with, midwifery &amp; clinician-led antenatal education, postnatal preparation and specialist workshops. Supporting you to feel confident, informed and ready for the journey ahead.</p>                                                                                                                                     |
|  | <p><a href="#"><u>Hereford &amp; Worcester Fire and Rescue Service</u></a></p> <p>Responsible for providing day-to-day fire and rescue services across the two counties of Herefordshire and Worcestershire.</p>                                                                                                                                                                                                                             |
|  | <p><a href="#"><u>Leominster Food Bank</u></a></p> <p>Working to relieve and prevent food poverty. Supporting people in Leominster and the surrounding area.</p>                                                                                                                                                                                                                                                                             |
|  | <p><a href="#"><u>Get Safe Team</u></a></p> <p>The GET SAFE partnership is committed to tackling child exploitation and supporting victims and their families who experience this. Our Herefordshire partnership includes: West Mercia Police, a range of NHS health services, Education, Youth Justice, Early Help services and our voluntary sector all working together with district councils and other support agencies</p>             |

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|    | <p><a href="#"><u>West Mercia Police</u></a></p> <p>West Mercia Police provides a policing service to the people and businesses of Herefordshire, Shropshire (inc. Telford &amp; Wrekin) and Worcestershire 24-hours a day, 365-days of the year</p>                                                                                                                        |
|    | <p><a href="#"><u>Vennture</u></a></p> <p>Our mission is simple: to support those in need and ignite positive change. From lending a helping hand on the streets of Hereford and nurturing families in their homes, to supporting individuals through life's challenges.</p>                                                                                                |
|    | <p><a href="#"><u>WMRASAC</u></a></p> <p>WMRSASC offers specialist support to anyone across Herefordshire &amp; Worcestershire who is experiencing, or who has experienced, any form of sexual violence or abuse at any times of their lives.</p>                                                                                                                           |
|   | <p><a href="#"><u>NCLP Parenting Programmes</u></a></p> <p>NCLP is a not for profit organisation with charitable aims which provides educational and welfare-based courses with embedded life skills for young people, parents, and parents to be. We promote partnership working with professionals from government, statutory, community and voluntary organisations.</p> |
|  | <p><a href="#"><u>Kindle Centre</u></a></p> <p>We work with the community &amp; for the community to provide resources such as hall space, meeting rooms, internet access &amp; activities for all.</p>                                                                                                                                                                     |
|  | <p><a href="#"><u>Herefordshire Council Libraries</u></a></p> <p>Herefordshire Council libraries provide welcoming community spaces, free book lending, digital resources, learning opportunities, local history collections, public computers, and events promoting literacy, inclusion, creativity, and lifelong learning for residents.</p>                              |
|  | <p><a href="#"><u>Challenge Community Church</u></a></p> <p>Challenge Community Church is a place where Sunday worship is central to everything we do. Our gatherings are relaxed but reverent, with teaching that's practical and easy to understand, helping you apply biblical lessons to everyday life.</p>                                                             |

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|  | <p><a href="#"><u>Halo Leisure</u></a></p> <p>Supporters of active lifestyles providing eight sport and leisure centres across Herefordshire. Dedicated to providing the best, inclusive sport and leisure facilities for everyone</p>                                                                                                                          |
|  | <p><a href="#"><u>Portage</u></a></p> <p>Portage is a home-visiting educational service for preschool children (between 0 and 4 years old) and their families who may have special educational needs or disabilities. Portage can be offered to children who are not in an educational setting or who attend an educational setting for less than 15 hours.</p> |





# Title of report: Herefordshire Travel Plan Strategy Framework

**Meeting:** Cabinet

**Meeting date:** Thursday 22 October 2026

**Report by:** Councillor Price, transport and infrastructure;

**Report by:** Director Economy and Environment

**Report writer:** Transport Planning Services Manager

## **Classification**

Open

## **Decision type**

Key

This is a key decision because it is likely to result in the council incurring expenditure which is, or the making of savings which are, significant having regard to the council's budget for the service or function concerned. A threshold of £500,000 is regarded as significant.

This is a key decision because it is likely to be significant having regard to: the strategic nature of the decision; and / or whether the outcome will have an impact, for better or worse, on the amenity of the community or quality of service provided by the authority to a significant number of people living or working in the locality (two or more wards) affected.

Notice has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

## **Wards affected**

(All Wards);

## **Purpose**

This report seeks approval to adopt the Herefordshire Travel Plans Framework and its supporting developer guidance. The framework establishes a consistent council-wide

approach to securing, delivering, monitoring and enforcing Travel Plans associated with new development. It will support sustainable growth, improve travel choices and ensure that development contributes towards the council's transport, environmental, health and Child Friendly Herefordshire objectives

### **Recommendation(s)**

That:

- a) That the new Travel Plans Framework and supporting development guidance is adopted cabinet;
- b) delegates authority to the Chief Operating Officer for Economy and Environment, in consultation with the Cabinet Member for Transport and Infrastructure, to make non-material technical and operational updates required to reflect changes in legislation, national policy, planning guidance, indexation or administrative arrangements, provided that such updates do not alter the framework's strategic objectives or introduce a new financial commitment for the council.

### **Alternative options**

1. Do not adopt the Travel Plan Strategy - This option is not recommended as it would leave the council without a consistent strategic framework for securing, monitoring and enforcing travel plans associated with new development. This could lead to a less coordinated approach to managing travel demand, increased reliance on private car travel, and reduced ability to support the council's objectives relating to congestion, air quality, public health and carbon reduction. It could also weaken the council's ability to secure and demonstrate travel plan compliance through the planning process.
2. Delay adoption pending further review - This option is not recommended as the strategy has already been informed by national guidance, local policy and stakeholder engagement. Delaying adoption would postpone the introduction of a consistent approach to travel plan delivery and monitoring, limit opportunities to improve travel behaviour associated with new developments, and create uncertainty for developers, planning officers and stakeholders. It may also result in missed opportunities to influence developments currently progressing through the planning system.
3. Continue with existing arrangements without adopting the Travel Plan Strategy - This option is not recommended as it would perpetuate a developer-led approach to travel planning whereby the council has limited control over delivery, monitoring and achievement of travel plan outcomes. The current approach also restricts opportunities to secure financial contributions that can be invested in countywide travel planning initiatives and sustainable transport measures. Without the strategy, the council would have less ability to influence travel behaviour, ensure consistent standards across developments and maximise the benefits of travel planning in reducing congestion, improving air quality and supporting active travel.

### **Key considerations**

4. Herefordshire is forecast to accommodate significant housing and employment growth over the coming years. Without appropriate mitigation, this growth has the potential to increase traffic congestion, place additional pressure on the highway network and reduce opportunities for sustainable travel. Travel Plans provide an important mechanism to manage travel demand and promote behavioural change, ensuring that developments contribute positively to the wider transport network whilst supporting economic growth and accessibility

5. The Travel Plan Strategy introduces a more structured and transparent approach to funding, implementation and monitoring. Through the Council Managed Travel Plan approach, developer contributions can be secured to support the ongoing delivery of travel planning initiatives, behavioural change programmes and monitoring activities, reducing reliance on core council budgets and providing greater certainty of delivery
6. A significant benefit of the strategy is the introduction of a Council Managed Travel Plan option. This enables the council to coordinate implementation and monitoring across multiple developments, creating economies of scale, ensuring consistency of approach and reducing the risk of travel plans becoming ineffective following changes in ownership or management arrangements
7. The strategy establishes the Council's expectations for Travel Plans as a mechanism to mitigate the transport impacts of development and to support the delivery of sustainable growth across the county. It defines a Travel Plan as a long-term management strategy that seeks to deliver sustainable transport objectives and requires regular monitoring and review.
8. This strategy sets out how Herefordshire Council will apply those requirements in practice, ensuring a consistent, robust and effective approach to securing, implementing and monitoring Travel Plans through the planning process.
9. The makes clear that total reliance on private car travel will contribute to increased congestion, poorer air quality and wider environmental and health challenges across the county; however in a rural county such as Herefordshire removal of private car use is not possible therefore a proactive and hands-on approach is needed.
10. At a policy level, the strategy directly supports the Herefordshire Local Plan, particularly Policy TR1 (Sustainable Transport Networks), which seeks to enable a high-quality, integrated transport network that supports growth, and Policy TR2 (Transport and Development), which requires developments to reduce the need to travel and promote sustainable transport choices. Travel Plans are the primary mechanism through which these policy objectives are secured and monitored at the development level.
11. The adoption of a coordinated Travel Plan Strategy is therefore essential in ensuring that development contributes positively to addressing these issues.
12. The strategy establishes clear thresholds at which Travel Plans or Travel Plan Statements are required, ensuring that proposals likely to generate significant movement are supported by proportionate mitigation. These include, for example, residential developments of 50 dwellings or more, as well as a range of employment, retail and leisure uses defined by floorspace thresholds. The strategy provides the framework through which these requirements are applied consistently across planning applications.
13. A key component of the Herefordshire approach is the use of the Modeshift STARS platform, which enables Travel Plans to be developed, monitored and managed digitally. This aligns with the digital approach of the council and the platform is a nationally recognised system that a high number of councils use meaning we add a nationally used consistent approach to developments.
14. The strategy requires Travel Plans to remain active for a minimum of five years following full occupation, ensuring that they operate as live management tools rather than one-off submissions. The strategy supports this by embedding monitoring, reporting and performance management processes within the Council's ongoing service delivery.

15. The strategy also sets out two delivery options for Travel Plans.
  - a. Under Option One, Herefordshire Council assumes responsibility for implementation and monitoring in return for a financial contribution secured through a Section 106 agreement. This allows for a coordinated and strategic approach across multiple developments, delivering economies of scale and stronger integration with wider transport initiatives.
  - b. Under Option Two, developers retain responsibility for delivery but are required to provide funding, monitoring arrangements and a financial bond to ensure compliance with agreed targets.
16. The Travel Plan Strategy formalises how these options will be applied in practice, ensuring clarity for developers and consistency in decision-making across the Council.

### **Community impact**

17. The strategy identifies Travel Plans as an important mechanism for delivering wider community benefits, including reducing congestion, improving accessibility and promoting healthier lifestyles. Within Herefordshire, where rurality and accessibility challenges can significantly impact residents' ability to access services and employment, Travel Plans play a critical role in improving connectivity.
18. The Travel Plans framework supports the council's Child Friendly Herefordshire ambitions by giving greater priority to the travel needs, safety and wellbeing of children and young people. The approach includes dedicated work with schools and educational settings to develop and maintain School Travel Plans, informed by pupils, parents, staff, governors and local communities. These plans will identify barriers to safer journeys and support practical initiatives that improve road safety and give children and families greater opportunities to walk, wheel, cycle, use public transport or share journeys where appropriate. This will ensure that children's experiences and needs are considered directly when travel initiatives are developed and monitored
19. School Travel Plans are a core part of the programme and will support safer journeys to education, healthier travel habits and the council's commitment to prioritising children and young people
20. By promoting walking, cycling, public transport and shared travel, the strategy supports improved access to employment, education and services, particularly for residents without access to a private car. In doing so, it contributes to reducing social exclusion and improving overall quality of life across the county.
21. The implementation of a consistent Travel Plan approach also ensures that new development contributes positively to existing communities, mitigating traffic impacts and supporting more sustainable patterns of movement.

### **Environmental impact**

22. Transport remains a significant contributor to carbon emissions within Herefordshire, and the strategy highlights the importance of Travel Plans in reducing transport-related environmental impacts. By encouraging a shift away from single-occupancy car journeys and promoting sustainable modes of travel, Travel Plans directly support the Council's environmental and climate objectives.

23. The Travel Plan Strategy will contribute to reducing congestion, lowering emissions and improving air quality, particularly within urban areas such as Hereford where traffic pressures are most acute. It also supports increased levels of active travel, delivering associated health and wellbeing benefits alongside environmental improvements.
24. The strategic and consistent implementation of Travel Plans through this framework will therefore play a key role in supporting the Council's ambition to reduce carbon emissions and promote sustainable development.

### **Equality duty**

25. Due to the potential impact of this decision being low, a full Equality Impact Assessment is not required.
26. The Travel Plan Strategy seeks to improve accessibility and travel choice for all residents by promoting walking, cycling, public transport and shared travel opportunities. The strategy is intended to support access to employment, education, healthcare and other services and may have positive benefits for people who do not have access to a private vehicle.
27. Implementation of travel plans will be undertaken on a site-by-site basis and any equality impacts arising from specific developments will continue to be assessed through the planning process. The strategy itself does not introduce restrictions on any protected group and is not anticipated to create adverse equality impacts.

### **Resource implications**

28. Implementation of the Travel Plans framework will be supported initially through Local Transport Grant funding, which will fund the necessary staffing capacity while the new approach is established. As qualifying developments progress and Section 106 contributions are secured, the cost of administering, implementing and monitoring development-related Travel Plans will progressively transfer to developer contributions and away from Local Transport Grant subsidy.
29. The Council Managed Travel Plan service will operate on a full-cost-recovery basis, with contributions calculated to recover the reasonable costs of staff time, monitoring, administration, travel initiatives and associated delivery requirements. The model is therefore not expected to create an additional ongoing revenue pressure for the council. Income and expenditure will be monitored to ensure that charges remain proportionate and that the service continues to recover its delivery costs.
30. For residential schemes, a standard per-dwelling contribution is applied under Option One, while employment and commercial developments are subject to a per-square metre charge. These contributions are secured through Section 106 agreements and enable Herefordshire Council to deliver Travel Plans directly, ensuring consistency and efficiency across the county.
31. Under Option Two, developers are required to fund and deliver their own Travel Plans, alongside providing a monitoring fee and a financial bond. This bond enables the Council to intervene where necessary to ensure delivery of agreed outcomes and targets.
32. The strategy establishes a developer-funded model for travel plan delivery and monitoring. Subject to planning obligations being secured, the implementation of travel plans will be funded through developer contributions, monitoring fees and associated planning obligations. This reduces financial risk to the council and supports a sustainable long-term delivery model.

33. The strategy does not introduce new financial requirements but provides a structured and transparent approach to applying these mechanisms. This ensures that Travel Plans are adequately resourced without placing additional burden on the Council's core budgets.

### Legal implications

34. The relevant legal provisions for this decision can be found in the council's constitution, [www.herefordshire.gov.uk/constitution](http://www.herefordshire.gov.uk/constitution).

### Risk management

| Risk / opportunity                                                                                    | Mitigation                                                                                                                              |
|-------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------|
| Developers do not engage with travel plan requirements resulting in poor compliance.                  | The strategy establishes clear procedures, monitoring requirements and enforcement mechanisms secured through planning obligations.     |
| Insufficient resources to monitor Travel Plans.                                                       | Monitoring and administration costs will be secured through developer contributions in accordance with the strategy                     |
| Travel Plans fail to deliver expected behavioural change outcomes.                                    | Annual monitoring, target setting and intervention measures will be used to identify underperformance and implement corrective actions. |
| Failure to adopt the strategy could lead to inconsistent application of travel planning requirements. | Adoption provides a clear countywide framework and consistent approach across all qualifying developments.                              |
| Opportunity to secure additional investment in sustainable travel initiatives.                        | Developer contributions can be used to support implementation, monitoring and sustainable travel promotion activities.                  |

35. Risks associated with implementation will be managed through the Transport Planning Service and recorded within the service risk register where appropriate.

### Consultees

36. The Travel Plan guidance has been developed to support implementation of the adopted Travel Plan strategy. The strategy has been informed by national guidance, existing council policies and discussions with relevant internal services including Planning, Development Management and Section 106 officers.
37. The strategy primarily establishes operational arrangements for the delivery of existing planning policy and therefore a separate public consultation has not been undertaken. The requirements that underpin the strategy have already been subject to consultation through the preparation and adoption of the Travel Plan.
38. A PGC has been arranged for 20th October at 10am and political group comments will be published as a supplement thereafter.

### Appendices

39. Appendix 1 Travel Plan Strategy

## Appendix 2 Travel Plans for development – Developer Guide



# TRAVEL PLANS

A GUIDE FOR DEVELOPERS IN  
HEREFORDSHIRE

# 1. What is a Travel Plan

A travel plan is defined as a long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives and is regularly reviewed. Herefordshire Council requires developers to produce and implement travel plans to a consistent standard to help mitigate the transport impacts of their development.

## 1.1 Benefits of a travel plan

A Travel Plan will assist in bringing about a wide range of benefits to the wider community such as:

- Reducing peak time congestion
- Reducing harmful transport emissions and reducing energy use
- Improving accessibility and tackling social exclusion
- Improved public transport
- Reduction in vehicular trips potentially reducing the cost of off-site highway works
- Enhancing the image of the company/organisation in question in environmental terms which supports Corporate Social Responsibility
- Promotion of healthy lifestyles through more physical activity and use of active travel modes

# 2. Purpose of this guidance

Travel Plans have an important role in reducing traffic and increasing accessibility for all, which will contribute to local and regional targets aligned with national policy. Herefordshire Council is seeking to ensure that all travel plans produced in the County are consistent in terms of structure, content and approach. This guidance has been written to provide a framework to ensure the consistency of quality but aims to allow flexibility to adapt travel plans to site specific conditions. It is acknowledged that best practice and requirements change over time, and this guidance will be reviewed every three years.

## 2.1 Travel Plan Policy Landscape

The effects of the unsustainable way we frequently travel can be clearly seen on the environment, our health and on our quality of life. Our towns are becoming more and more congested with increased levels of car traffic. Travel plans are an integral part of the Government's policies on sustainable transport.

The primary national planning policy impetus for Travel Plans is provided by the **National Planning Policy Framework (NPPF) (2026)**. The Framework promotes a **vision-led approach** to planning and development, requiring transport considerations to be integrated from the earliest stages of the design process in order to create sustainable, well-designed and popular places. It also reinforces the need for developments that generate significant travel demand to demonstrate how sustainable transport opportunities have been maximised and how the transport impacts of the proposal will be managed and monitored through appropriate supporting documentation, including Transport Assessments, Transport Statements and Travel Plans.

## Do I need to produce a travel plan?

The Council will normally require a Travel Plan or Travel Plan Statement for developments that meet or exceed the indicative thresholds set out in Table 1. However, these thresholds should not be applied rigidly and will not be the sole determinant of whether a Travel Plan is required.

The need for a Travel Plan will be assessed on a case-by-case basis, taking account of the scale, nature, location and likely transport impacts of the proposed development. In line with current national planning policy and guidance, particular consideration will be given to the extent to which proposals support sustainable travel choices and the potential impacts on the local transport network.

A Travel Plan may therefore be required for developments below the indicative thresholds where they are likely to generate significant travel demand or have material transport impacts. This may include, but is not limited to:

- developments comprising employment, retail, leisure, education, healthcare, community or service uses that are likely to generate significant numbers of trips;
- extensions to existing developments, changes of use, or intensification of existing uses that would materially increase travel demand;
- developments involving a material increase in parking provision, particularly at employment, retail, leisure, education or healthcare facilities;
- developments located in areas experiencing congestion, parking stress, road safety concerns or air quality issues;
- developments in locations where sustainable travel opportunities may be limited or require enhancement; and
- developments that form part of a wider site allocation, strategic development or phased scheme.

All new schools should provide a School Travel Plan. Significant extensions to existing schools and nurseries, or proposals that are likely to have a material impact on travel patterns and traffic movements, will also be expected to prepare and implement an appropriate Travel Plan.

**Note:** The thresholds set out in Table X are intended to provide guidance and consistency for applicants. The Council reserves the right to require a Travel Plan, Travel Plan Statement or other proportionate transport evidence where the characteristics or impacts of a development justify such an approach, irrespective of whether the development exceeds the thresholds identified in the table.

Table 1

| Land Use                                                                                                                                                        | Threshold or above which a Travel Plan is required (GFA)                                                                                                                                                                                                                          | Threshold at which a Travel Plan Statement is required  |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------|
| Class E(a) Shops (Food Retail)                                                                                                                                  | 800m <sup>2</sup>                                                                                                                                                                                                                                                                 | 250m <sup>2</sup>                                       |
| Class E(a) Shops (Non-Food Retail)                                                                                                                              | 1500m <sup>2</sup>                                                                                                                                                                                                                                                                | 800m <sup>2</sup>                                       |
| Class E(c) Financial and Professional Services                                                                                                                  | 2500m <sup>2</sup>                                                                                                                                                                                                                                                                | 1000m <sup>2</sup>                                      |
| Class E(b) Food and Drink, Sui Generis Drinking Establishments and Hot Food Takeaways                                                                           | 2500/600/500m <sup>2</sup>                                                                                                                                                                                                                                                        | 300m <sup>2</sup>                                       |
| Class E(g)(i) Offices and Other Appropriate Class E Employment Uses                                                                                             | 2500m <sup>2</sup>                                                                                                                                                                                                                                                                | 1500m <sup>2</sup>                                      |
| Class B2 General Industrial                                                                                                                                     | 4000m <sup>2</sup>                                                                                                                                                                                                                                                                | 2500m <sup>2</sup>                                      |
| Class B8 Storage and Distribution                                                                                                                               | 5000m <sup>2</sup>                                                                                                                                                                                                                                                                | 3000m <sup>2</sup>                                      |
| Class C1 Hotels                                                                                                                                                 | 100 bedrooms                                                                                                                                                                                                                                                                      | 20 bedrooms                                             |
| Class C2 Residential Institutions <ul style="list-style-type: none"> <li>Hospitals and nursing homes</li> <li>Residential education</li> <li>Hostels</li> </ul> | 50 beds<br><br>2500m <sup>2</sup><br>2500m <sup>2</sup>                                                                                                                                                                                                                           | 30 beds<br><br>1500m <sup>2</sup><br>1500m <sup>2</sup> |
| C3 Residential                                                                                                                                                  | 50+ dwellings                                                                                                                                                                                                                                                                     | 20 dwellings                                            |
| D1 Non-residential institutions                                                                                                                                 | 1000m <sup>2</sup>                                                                                                                                                                                                                                                                | 500m <sup>2</sup>                                       |
| Class F1 Learning and Non-Residential Institutions                                                                                                              | 1,000m <sup>2</sup>                                                                                                                                                                                                                                                               | 500m <sup>2</sup>                                       |
| Schools                                                                                                                                                         | State Schools: All will be required to have a School Travel Plan<br><br>Independent schools: All new schools and extensions that are likely to have a material impact on traffic movements.<br><br>Nurseries that cater for 30+ children daily are required to have a travel plan | n/a                                                     |
| Further and Higher Education Establishments (Class F1, where applicable)                                                                                        | 1000m <sup>2</sup>                                                                                                                                                                                                                                                                | n/a                                                     |

|                                                |                                                                                                                                              |       |
|------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|-------|
| Class F2 Local Community Uses and Leisure Uses | 1500m2                                                                                                                                       | 500m2 |
| Mixed-use developments                         | Where a planning application covers mixed land uses, a single or overarching travel plan will be required covering the complete development. | n/a   |

## Types of travel plan

A Travel Plan will be negotiated for all developments as defined in Table 1 and for planning applications which are likely to have significant transport implications.

### INTERIM Travel Plan:

Prepared when the exact scale and split of users cannot be identified at the planning application stage

### FRAMEWORK Travel Plan:

The framework is an umbrella plan used to devise subsequent individual plans for each element of the development. It sets out basic principles for the site as a whole

### FULL Travel Plan:

Prepared where the proposed use and accessibility needs are known. Will be tailored to the end occupier(s) eg residential/ school/ workplace

### Travel Plan STATEMENT

For smaller developments.

Can take the form of an 'Action Plan' promoted by the developer or occupier of the site.

## 2.2 Securing the Travel Plan

Travel plans will be secured through a Section 106 obligation, which requires the legal binding of a Section 106 agreement. Section 106 agreements are more effective in securing travel plans given the range of elements required within them. In rare circumstances, Herefordshire Council may use a planning condition to secure the travel plan or Travel Plan Statement. You can find our model conditions in Appendix B

## 3. Options for producing the travel plan

Developers find that implementing a travel plan over a lengthy period can be a challenge, and Herefordshire Council are able to take enforcement action against developers who fail to implement their travel plan obligations.

For this reason, Herefordshire Council offers two options, the decision on which option will be chosen by the developer and cannot be mandated by the Council.

### 3.1 Option One - Herefordshire Council takes responsibility for managing and implementing the travel plan on behalf of the developer in return for a set contribution.

Herefordshire Council would be responsible for the implementation of the travel plan, incentives, and the appointment of a designated travel plan coordinator. The travel plan coordinator (TPC) takes responsibility for implementing the travel plan, and provides a contact point for the plan.

This option requires a "per dwelling" (for residential) or "per square metre" (for employment) contribution.

This option removes any responsibility from the developer for the implementation of the plan

(other than providing hard infrastructure measures such as electric charging infrastructure, signage, lighting, walking/cycling paths, cycle parking etc, which are secured separately to the travel plan).

To ensure the travel plan duties are undertaken in a timely fashion, contributions via a Section 106 agreement will be requested in line with the below trigger points outlined in Table 1.1 below. The trigger points are subject to the size and nature of the development and can be agreed within the legal agreement.

Table 1.1 – Suggested phasing of Section 106 contribution

| Phase of development             | % of contribution due |
|----------------------------------|-----------------------|
| Commencement of development      | 25%                   |
| 1 <sup>st</sup> Occupation       | 20%                   |
| 50% Occupation of site           | 40%                   |
| Prior to 100% occupation of site | 15%                   |

3.2 Option Two - The owner / developer retains responsibility for managing and implementing the travel plan and is required to agree to a financial bond / monitoring fee. This bond would be repayable on successful completion of the travel plan, minus the monitoring fee (deposit).

Under this option, the developer/owner retains responsibility for funding and implementing the travel plan, its incentives and measures, the appointment and retention of a travel plan coordinator, monitoring for a period covering full build out and occupation, likely to be for at least 5 years (potentially longer if slower build-out), and identifying remedial measures.

In addition to funding the travel plan, this option also requires a bond to be paid to Herefordshire Council, repayable on successful completion of the travel plan. A travel plan monitoring fee is also required, which is non-refundable. Herefordshire Council will use the bond to implement remedial measures if the developer/owner does not meet the agreed set targets and / or comply with the agreement.

A travel plan submitted by a developer would need to meet the required specifications set out in this guidance, detailed at Chapter 6 (Employment) and Chapter 7 (Residential).

The costs of each option, and their justifications are outlined in more detail in Appendix A.

### 3.3 Introducing STARS Business and STARS Community (formerly Starsfor) (<https://www.modeshiftstars.org>)

3.3.1 STARS Business and STARS Community (formerly known as STARSfor) is the national travel plan rating scheme that has been established to recognise excellence in supporting walking, cycling and other forms of sustainable transport. It is an online platform where residential or business travel plans can be stored, developed, managed and monitored over time. The platform is free for all Herefordshire-based organisations and developers to use, and is suitable for workplaces, retail, leisure, residential sites and colleges / universities. Schools and nurseries are covered separately.

STARS Business and STARS Community allows users to collect data and information linked to a site or a collection of sites and to input into the system. This process is more efficient than paper and PDF travel plans. Users of the system will save time when putting together a

travel plan and they will be able to access and update their site's information online at any time.

Three steps to getting started with STARS:

1. Visit <https://www.modeshiftstars.org>
2. Select the Contact/Register dropdown from the top of the page
3. Complete the appropriate form and click send

Once registered, the Local Authority will approve your access and you can then work on the travel plan.

### **Creating your travel plan**

For developers choosing Option One above, please complete the site details within the Site Audit section of the system. This is all that is required, as Herefordshire Council will take responsibility for the remainder of the plan and its implementation.

For developers choosing Option Two above, please complete the full travel plan within the Stars system, detailed at Chapter 6 (Employment) and Chapter 7 (Residential). You will need to liaise with the travel plan officer to assign a survey through the system, and to set targets. For consistency, a minimum set of actions are required in the sustainable travel action plan. These are set out in Chapter 6 (Employment) and Chapter 7 (Residential). Plans will not be approved without the minimum actions in place.

The life of a travel plan starts on commencement of the development, and lasts for 5 years post full occupation.

#### **5.4 Introducing STARS Education for schools**

Modeshift STARS Education is the national travel plan rating scheme for schools that has been established to recognize excellence in supporting walking, cycling and other forms of sustainable transport. It is an online platform where travel plans can be stored, developed, managed, and monitored over time.

STARS is free for all Herefordshire based schools (primary and secondary) to use. STARS allows users to collect data and information linked to a school site and to input into the system. This process is more efficient than paper and PDF travel plans. Users of the system will save time when putting together a travel plan and they will be able to access their sites information online at any time. Schools can also aim for bronze, silver, and gold accreditation.

More detail on producing school travel plans is given in Chapter 8

## **4. Employment travel plans**

Table 2 below relates to headings required for an employer travel plan produced in Stars Business. Framework and Interim travel plans can be inputted into the system, but the full travel plan of the end occupier will also be required as the main evidence of implementation.

Under Option One, Herefordshire Council will follow this structure, and under Option Two, the developer will be responsible for ensuring that all headings are completed and updated for the duration of the travel plan obligation

Table 2- Section and Requirements

|                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
|-------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. About the site | <p>Basics are required about the employment site, such as</p> <ul style="list-style-type: none"> <li>• Site name, address, introduction to the organisation</li> <li>• Details of occupation and build out</li> <li>• Main contacts, including senior management</li> <li>• Details of Travel Plan Coordinator (If not yet appointed, the authors of the travel plan will be held accountable as the Travel Plan Coordinator until this field is updated). A TPC needs to be appointed prior to first occupation and employed for a minimum of 5 years, or until completion of the plan, whichever is later.</li> <li>• Aims and objectives of travel plan</li> </ul> |
| 2. Working Group  | <ul style="list-style-type: none"> <li>• Add working group contacts in this section, once known. (This may include developer, other sections of the organisation (eg HR / Facilities), public transport operator, neighbouring business contacts, and resident group.)</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                     |
| 3. Site Audit     | <p>Site Audit This section deals with the operational side of the development, such as</p> <ul style="list-style-type: none"> <li>• Location details, site plans, layouts</li> <li>• Details of staff, visitors and deliveries, such as numbers, working patterns, opening hours, sickness levels (once known)</li> <li>• Travel and transport infrastructure (eg cycle stands, storage, facilities, bus routes and stops, access arrangements)</li> <li>• Arrangements for car travel and parking The site audit should be reviewed and resubmitted annually</li> </ul>                                                                                              |
| 4. Travel Surveys | <ul style="list-style-type: none"> <li>• Herefordshire Council's travel plan officer will assign a staff travel survey through the system – this can be completed electronically or on paper (and inputted into the system), or a mixture of both.</li> <li>• Prior to development, baseline data can be ascertained using census data for the relevant ward (available from the Office for National Statistics), or data from a similar organisation, or the same organisation in a different town. This data can be uploaded as PDF or image file from the "Additional Surveys" tab.</li> </ul>                                                                     |

|                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|-----------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                   | <p>Trip rates – if you have them - can be stored here too.</p> <ul style="list-style-type: none"> <li>• We require a baseline staff survey to be undertaken on Stars Business within 3 months of first occupation, and annually thereafter for the life of the travel plan.</li> <li>• Automatic Traffic Counts may also be appropriate over the same timescales.</li> <li>• A response rate of 30% and higher is acceptable for travel surveys.</li> </ul>                                                                |
| 5. Targets                        | <p>From the baseline survey, we require a target to be set to reduce single occupancy vehicle trip rates. As a guide we suggest a target of 8-10 percentage point reduction over the life of the travel plan, to be agreed with HC. These targets can be negotiable, depending on the nature and location of the development. With the decrease of car rates, an increase in active travel, public transport use and reducing the need to travel (i.e. by working from home / video conferencing) should be evidenced.</p> |
| 6. Travel and transport issues    | <ul style="list-style-type: none"> <li>• This section is to record issues associated with the development site as they develop.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                 |
| 7. Sustainable Travel Action Plan | <p>This is a key section to add, create and report on actions that support, encourage and promote sustainable travel at your site. See table 3 below. Developers choosing Option Two will need to include the minimum requirement of each section for their plans to be approved. For larger or more complex sites, we will be looking for recommended requirements to be met, where appropriate. The list below is not exhaustive and additional measures are welcomed.</p>                                               |

Table 3 below outlines items for a Sustainable Travel Action plan. For developers choosing Option Two, we will require commitment to the minimal requirements to be met in order to approve your plan.

The minimal requirements match the level of provision given by HC for developers choosing Option One.

Table 3- Sustainable Travel Action Plan

|                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|-----------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Car Travel Disincentives          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Minimum requirement for all sites | <ul style="list-style-type: none"> <li>• Provide directions to the site (online and embed into marketing materials) that promote active travel, public transport and car sharing over solo car travel.</li> <li>• Regular monitoring of car park capacity and take steps to address any issues around excess demand for spaces</li> </ul>                                                                                                                                                                                                                                                                                                                                                            |
| Recommended Requirement           | <ul style="list-style-type: none"> <li>• Consideration of how parking will be managed. This may include permits, barriers, car share areas, charging.</li> <li>• Develop business mileage policy that encourages local journeys to be undertaken by sustainable travel.</li> <li>• Enforcement action for unauthorised parking</li> <li>• Incentives for commuting by sustainable means</li> </ul>                                                                                                                                                                                                                                                                                                   |
| Promotion of walking              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Minimal Requirement for all sites | <p>Provision of walking maps / magazines / websites for users of the site</p> <ul style="list-style-type: none"> <li>• Provision of personalised route maps for commuting to work on foot as part of a Personalised travel planning offer</li> <li>• Provide pool umbrellas at reception to aid trips on foot</li> <li>• Hold annual pedometer challenges for staff</li> <li>• Hold promotional events for users of the site as part of "Walk to Work week"</li> </ul>                                                                                                                                                                                                                               |
| Promotion of Cycling              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Minimal Requirement for all sites | <ul style="list-style-type: none"> <li>• Provision of cycling maps / magazines / information for users of the site</li> <li>• Cycle maps provided within new starter welcome pack and on the company intranet.</li> <li>• Borrow a bike scheme – Free use of a bicycle for up to 4 weeks to "try cycling". Employees taking up the offer should be helped to purchase a bike afterwards through (for example) a bike discount voucher, cycle to work scheme and information about local bike shops.</li> <li>• Regular (at least 2 annually) events for users of the site - such as bike breakfasts and doctor bike sessions, security bike marking, led bike ride, cycle skills training</li> </ul> |

|                         |                                                                                                                                                                                                                                                                       |
|-------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Recommended Requirement | <ul style="list-style-type: none"> <li>• Cycling club and / or Bike User Group set up for staff</li> <li>• Pool bike scheme</li> <li>• CCTV installed in the bike sheds</li> <li>• Lockers and showers available</li> <li>• Cycle to work scheme for staff</li> </ul> |
|-------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

|                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
|-----------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Public Transport Actions          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |
| Minimal Requirement for all sites | <ul style="list-style-type: none"> <li>• Active dissemination of public transport information. Information on public transport options should be actively disseminated in new starter welcome packs and on the employer's website</li> <li>• Current bus timetables should be made available on noticeboards, online and at reception</li> <li>• Employees offered a week's pass to try the bus for free.</li> <li>• Event to promote "Catch the Bus week" each year</li> </ul> |
| Recommended Requirement           | <p>Mechanism to provide bus season tickets / loans for staff</p> <ul style="list-style-type: none"> <li>• Promote bus / rail travel for business journeys</li> </ul>                                                                                                                                                                                                                                                                                                            |

|                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|-----------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Monitoring Actions                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| Minimal Requirement for all sites | <ul style="list-style-type: none"> <li>• Baseline staff travel survey within 3 months of first occupation, followed by annual staff travel survey for at least 5 years subsequently.</li> <li>• Review actions annually and update according to survey results</li> <li>• Physical trip counts annually across all modes at the development entry and exit points</li> <li>• Annual report to monitor progress towards targets, and report on activity over the past 12 months. Submit to developer (Option One) or HC (Option Two)</li> </ul> |
| Recommended Requirement           | <ul style="list-style-type: none"> <li>• Counts of bikes on bike stands</li> <li>• Increase bike stands if demand exceeds capacity</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                  |

|                                           |                                                                                                                                                                                                                          |
|-------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Smarter Driving Actions (inc car sharing) |                                                                                                                                                                                                                          |
| Minimal Requirement for all sites         | <ul style="list-style-type: none"> <li>• Promotion of a car-share matching service</li> <li>• Annual event (eg coffee morning) for staff to meet each other with a view to setting up car share arrangements.</li> </ul> |
| Recommended Requirement                   | <ul style="list-style-type: none"> <li>• Promote eco driving</li> </ul>                                                                                                                                                  |

|                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|---------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                             | <ul style="list-style-type: none"> <li>• Installation of electric charging points</li> <li>• Provide pool cars for staff (or corporate membership of the car club if applicable)</li> <li>• Offer driver training to improve safety and skills</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| Promotion, Communications and Event Actions |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Minimal Requirement for all sites           | <ul style="list-style-type: none"> <li>• Sustainable transport information on the company website and intranet</li> <li>• Welcome packs for new starters to contain: - <ul style="list-style-type: none"> <li>- Details of online journey planning</li> <li>- Local bespoke travel map</li> <li>- Herefordshire Cycle Map</li> <li>- Local Get Walking magazine - Herefordshire Cycling magazine</li> <li>- Advice leaflets (range)</li> <li>- Car share information</li> <li>- Details of development website / journey planner</li> <li>- Car Club information / membership voucher (if relevant)</li> <li>- Bus timetables, details of ticketing options, smartcard details and voucher for a week's pass</li> </ul> </li> <li>• Company travel policies / benefits</li> <li>• Promotional events</li> <li>• The Travel Plan Coordinator should conduct two promotional events each year, it is often appropriate to use national' events such as bike to work day, catch the bus week or lift share week.</li> </ul> |
| Recommended Requirement                     | <ul style="list-style-type: none"> <li>• Commitment for the travel plan Coordinator to undertake free travel plan training, courtesy of <a href="http://www.travelplans365.com">www.travelplans365.com</a></li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |

#### Fail-safe Mechanisms For developers Choosing Option Two

Mechanisms need to be in place to ensure that best endeavors are made to meet the travel plan targets. Funds from the bond will need to be retained to allow Herefordshire Council to implement additional measures if the targets set are not met.

Examples of remedial measures could include – but is not limited to:

- Intensified Personalised Travel Planning with staff
- Additional promotional events
- Creation of walking groups for commuters
- Cycle training for individuals or teams
- Use of video to promote infrastructure, or highlight routes, incentives and interventions
- Traffic Regulation Orders (TROs)
- Implementation of “real time” information boards

## Evaluation Criteria

For developers choosing Option Two, we will evaluate the initial travel plan using the following criteria:

1. To approve the travel plan, all sections in Stars Business (outlined in Table 2 above) need to be completed and kept up to date.
2. We require a named Travel Plan co-ordinator. Where the TPC has yet to be appointed, an interim named contact (such as the author of the travel plan) will need to be retained and held responsible for the plan until the TPC is appointed.
3. Baseline survey data is required to set targets from
4. Targets need to be set. We have suggested a minimum as a guide in Table 2, but these are negotiable depending on baseline data and level of infrastructure installed.
5. A commitment to annual monitoring is required for a period of the life of the travel plan; this can be included as an action in the Sustainable Travel Action Plan.
6. All the minimum requirements in the Sustainable Travel Action Plan (outlined in Table 3 above) need to be included with a realistic target date for completion.
7. For larger or more complex sites, recommended requirements from Table 3 will need to be included

## Residential travel plans

Table 4 below relates to headings required for a residential travel plan produced in Stars Community.

Under Option One, Herefordshire Council will follow this structure, and under Option Two, the developer will be responsible for ensuring that all headings are completed and updated for the duration of the travel plan obligation

Table 4

|                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
|-------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. About the site | <p>Basics are required about the site, such as</p> <ul style="list-style-type: none"> <li>• Site name, address</li> <li>• Details of occupation and build out</li> <li>• Main contacts, including senior management</li> <li>• Details of Travel Plan Coordinator (If not yet appointed, the authors of the travel plan will be held accountable as the Travel Plan Coordinator until this field is updated). A TPC needs to be appointed prior to first occupation and employed for a minimum of 5 years, or until completion of the plan, whichever is later.</li> <li>• Aims and objectives of travel plan</li> </ul> |
| 2. Working Group  | <ul style="list-style-type: none"> <li>• Add working group contacts in this section once known. (This may include developer, public transport operator, neighbouring business contacts, and resident group.)</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                  |
| 3. Site Audit     | <p>This section deals with the operational side of the development, such as</p> <ul style="list-style-type: none"> <li>• Location details, site plans, layouts</li> <li>• Travel and transport infrastructure (eg cycle stands, storage, facilities, bus routes and stops, access arrangements)</li> <li>• Arrangements for car travel and parking</li> </ul> <p>We require the site audit to be reviewed and resubmitted annually</p>                                                                                                                                                                                   |
| 4. Travel Surveys | <ul style="list-style-type: none"> <li>• The travel plan officer will assign a resident travel survey through the system – this can be completed electronically or on paper (and inputted into the system), or a mixture of both.</li> <li>• Prior to development, baseline data can be ascertained using census data for the ward, or data from a similar development. This data can be uploaded as PDF or image file from the “Additional Surveys” tab. Trip rates can be stored here too.</li> <li>• Automatic Traffic Counts may also be appropriate over the same timescales.</li> </ul>                            |

|                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-----------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                   | <ul style="list-style-type: none"> <li>• A response rate of 30% and higher is acceptable for resident travel surveys, which need to be completed within 6 weeks of survey launch date.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                 |
| Targets                           | <ul style="list-style-type: none"> <li>• From the baseline survey, we require a target to be set to reduce single occupancy vehicle trip rates. As a guide we suggest a target of 8-10 percentage point reduction over the life of the travel plan, to be agreed with HC. These targets can be negotiable, depending on the nature and location of the development. The decrease of car rates, an increase in active travel, public transport use and reducing the need to travel (i.e. by working from home / video conferencing) should be evidenced</li> </ul> |
| 5. Travel and transport issues    | <ul style="list-style-type: none"> <li>• This section is to record issues at the development site as they develop</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| 6. Sustainable Travel Action Plan | <ul style="list-style-type: none"> <li>• This is a key section to add, create and report on actions that support sustainable travel at your site. Developers choosing Option Two will need to include the minimum requirement of each section for their plans to be approved.</li> <li>• For larger or more complex sites, we will be looking for recommended requirements to be met, where appropriate. The list below is not exhaustive and additional measures are welcomed.</li> </ul>                                                                        |

Table 5- Section and Requirements

|                          |                                                                                                                                                                                                                                                                                                                                   |
|--------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Car Travel Disincentives | <ul style="list-style-type: none"> <li>• Provide directions to the site (online and embed into marketing materials) that promote active travel, public transport and car sharing over solo car travel.</li> <li>• Regular monitoring of on street parking and take steps to address any issues around problem parking.</li> </ul> |
| Promotion of walking     |                                                                                                                                                                                                                                                                                                                                   |
| Minimal Requirement      | <ul style="list-style-type: none"> <li>• Provision of walking maps / magazines for residents</li> <li>• Provision of personalised route maps for regular journeys on foot as part of a personalised travel planning offer</li> </ul>                                                                                              |

|  |                                                                                                                                                                      |
|--|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  | <ul style="list-style-type: none"> <li>• Hold annual pedometer challenges for residents</li> <li>• Hold promotional events as part of “Walk to Work Week”</li> </ul> |
|--|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|

|                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|-------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Promotion of cycling    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| Minimal Requirement     | <ul style="list-style-type: none"> <li>• Provision of cycling maps / magazines / information for users of the site</li> <li>• Cycle maps provided within resident household welcome pack.</li> <li>• Borrow a bike scheme – Free use of a bicycle for up to 4 weeks to “try cycling”. Employees taking up the offer should be helped to purchase a bike afterwards through (for example) a bike discount voucher, cycle to work scheme and information about local bike shops.</li> <li>• Regular (at least 2 annually) events for users of the site - such as bike breakfasts and Dr Bike sessions, security bike marking, led bike ride, cycle skills training</li> </ul> |
| Recommended Requirement | <ul style="list-style-type: none"> <li>• Cycling club and / or Bike User Group set up for residents</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |

|                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|--------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Public Transport Actions |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| Minimal Requirement      | <ul style="list-style-type: none"> <li>• Baseline resident travel survey within 3 months of first occupation, followed by annual travel surveys for the life of the travel plan</li> <li>• Review actions annually and update according to survey results</li> <li>• Physical trip counts annually across all modes at the development entry and exit points</li> <li>• Annual report to monitor progress towards targets, and report on activity over the past 12 months. Submit to developer (Option One) or HC (Option Two)</li> </ul> |
| Recommended Requirement  | <ul style="list-style-type: none"> <li>• Counts of bikes on bike stands in community spaces (if applicable)</li> <li>• Increase bike stands if demand exceeds capacity</li> </ul>                                                                                                                                                                                                                                                                                                                                                         |

|                                         |                                                                                                                                                                                                                                                                                          |
|-----------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Smarter Driving Actions (inc car share) |                                                                                                                                                                                                                                                                                          |
| Minimal Requirement                     | <ul style="list-style-type: none"> <li>• Promotion of a car-share matching service</li> <li>• Free membership to the car club (where provided)</li> <li>• Annual event (eg coffee morning) for residents to meet each other with a view to setting up car share arrangements.</li> </ul> |
| Recommended Requirement                 | <ul style="list-style-type: none"> <li>• Promote eco driving</li> <li>• Installation of electric charging points</li> <li>• Provide one car club vehicle and space for every 500 dwellings</li> </ul>                                                                                    |

|                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|---------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Promotion, Communications and Event Actions |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Minimal Requirement                         | <ul style="list-style-type: none"> <li>• Sustainable transport information for residents on the development website</li> <li>• Sustainable transport information for residents on the development website</li> <li>• Householder welcome packs to contain: <ul style="list-style-type: none"> <li>- Details of online journey planning</li> <li>- Local bespoke travel map</li> <li>- Herefordshire Cycle Map</li> <li>- Local Get Walking magazine</li> <li>- Advice leaflets (range)</li> <li>- Car share information</li> <li>- Details of Borrow a Bike scheme</li> <li>- Car Club information / membership voucher (if relevant)</li> <li>- Bus timetables, details of ticketing options, smartcard details and voucher for a week's pass.</li> </ul> </li> <li>• Promotional events</li> <li>• The Travel Plan Coordinator should conduct two promotional events each year, it is often appropriate to use national' events such as Bike to Work Day, Catch the Bus Month or Liftshare Week.</li> </ul> |
| Recommended Requirement                     | <ul style="list-style-type: none"> <li>• Commitment for the Travel Plan Coordinator to undertake free travel plan training, courtesy of <a href="http://www.travelplans365.com">www.travelplans365.com</a></li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |

### Fail-safe Mechanisms For developers choosing Option Two

Mechanisms need to be in place to ensure that best endeavours are made to meet the travel plan targets. Funds from the bond will need to be retained to allow Herefordshire Council to implement additional measures if the targets set are not met.

Examples of remedial measures could include – but is not limited to:

- Intensified Personalised Travel Planning with residents
- Additional promotional events
- Cycle training for individuals or families
- Use of video to promote infrastructure, or highlight routes, incentives, and interventions
- Traffic Regulation Orders (TROs)

### Evaluation Criteria

For developers choosing Option Two, we will evaluate the initial travel plan using the following criteria:

1. To approve the travel plan, all sections in Stars Community (outlined in Table 4 above) need to be completed and kept up to date.
2. We require a named Travel Plan Co-ordinator. Where the TPC has yet to be appointed, an interim named contact (such as the author of the travel plan) will need to be retained and held responsible for the plan until the TPC is appointed. The TPC will need to be appointed prior to occupation and be retained for the life of the travel plan.
3. Baseline survey data is required to set targets from
4. Targets need to be set. We have suggested a minimum as a guide in Table 4, but these

are negotiable depending on baseline data and level of infrastructure installed.

5. A commitment to annual monitoring is required; this can be included as an action in the Sustainable Travel Action Plan.

6. All the minimum requirements in the Sustainable Travel Action Plan (outlined in Table 3 above) need to be included with a realistic target date for completion.

7. For larger or more complex sites, recommended requirements from Table 3 will need to be included. Smaller residential developments:

### **Developments between 20 and 50 dwellings**

Option One is not appropriate for developments of between 20 and 50 dwellings, so developers are responsible for these requirements. However, no bond will be taken and the travel planning requirement can be secured by condition.

A shorter travel statement will be required within Stars Community, along with commitment to providing the following;

- Cycle storage for residents and visitors as per Herefordshire Council's cycle parking guidelines.
- Household travel information packs along with the option of choosing either a bus pass for an agreed duration (value considered reasonable is approx. £100) or a cycle discount voucher of equivalent value. The packs should include details about the local walking, cycling and bus routes and times, the car share scheme, localised maps, contact details of where to find out more information and the facilities and incentives available.
- Broadband connection to allow on-line shopping and home working, reducing the need for travel
- Travel information provision and promotion of sustainable transport in estate agent's particulars/ show rooms etc.

### **Developments of flats and apartments**

Cycle parking will be required for all flats/apartments regardless of the size of development. This will depend on the density of flats and location but as a general rule, there should be one space provided per flat. Visitor cycle parking is also required; the number of stands will depend on the size of development, number of blocks etc.

Cycle parking for residential developments should be as per Herefordshire Council's Cycle Parking Guidelines.

### **Car-free developments or developments with a reduced car parking provision**

Given that this will mean some households will have no access to a car, provision for other modes of transport are essential. Additional travel plan measures, such as a car club, are likely to be requested for such developments. Where the majority of houses have parking but some don't, additional incentives should be provided to these households (e.g. free car club membership, cycle vouchers in addition to bus passes for the household, taxi discounts etc). These should be discussed with Herefordshire Council prior to the submission of a planning application.

## School travel plans

All new schools in Herefordshire are required to submit and implement a travel plan. We define a school as any educational facility for children up to the age of 16, including (but not limited to) nurseries, primary, secondary, academy, independent, Voluntary Aided and SEN.

A School Travel Plan (STP) is a document which sets out how a school will promote safer, active and sustainable travel to school, with the main emphasis being on reducing the number of children being driven to and from school. A good STP should be based on consultation with teachers, parents, pupils and governors and the local community. In order to ensure that the plan remains relevant and appropriate to changing circumstances it is essential that the plan is reviewed and updated annually.

### Using Modeshift STARS Education to support your planning application.

Herefordshire Council are now incorporating Modeshift STARS into the planning process to make it easier for schools to implement and maintain their STP, once the development has been completed.

The information required to support a planning application should be submitted via an Interim School Travel Plan form.

The Interim School Travel Plan form is designed in such a way as to allow the information to be transferred easily to the School's STARS application once the development is complete. The STARS application will then become the school's live travel plan and should continue to be maintained

As a minimum standard we will be looking for

- A designated STP champion / coordinator
- Establishment of a working group
  - Clear identification of the travel and transport issues (that the plan will seek to mitigate)
- Travel surveys and consultation exercises undertaken at least yearly
- A range of initiatives to increase active and sustainable travel to the site that will be implemented before and after occupation – We advise using Modeshift Stars list of initiatives
  - Monitoring schedule
  - A commitment to achieve accreditation: bronze accreditation within 1 year of opening, and silver accreditation (or higher) within 5 years.

There is no Option One for schools, as the school community need to take responsibility for its own travel plan, and embed this into the school culture for future generations.

Herefordshire Council will not be seeking a bond nor monitoring fee for School Travel Plans.

## 9. Contacts and links

For further information and advice on travel plans contact:

[travelplans@herefordshire.gov.uk](mailto:travelplans@herefordshire.gov.uk)

## Appendices

### Appendix A

Example of contribution costs under Option One and Option Two

#### 1. Employment Travel Plan

The Employment Travel Plan package (Option One) would require a 'per square metre' (GFA) contribution from each developer to Herefordshire Council, who would then effectively adopt the management, implementation and monitoring of the travel plan for the development.

#### Benefits of the Employment Travel Plan Package

By committing to the Employment Travel Plan package, the developer is benefitting from the scale and strategic nature of Herefordshire Council's resources, rather than relying on the final occupiers creating their own individual travel plan. A Herefordshire wide approach to employment travel planning allows for stronger connections to be made between the new developments and existing communities, as well benefitting from economies of scale with town wide schemes, such as online travel surveys, a car club and "borrow a bike" scheme.

What measures are included in the Employment Travel Plan Package?

The breakdown of what will be provided under Option One for the Employment Travel Plan package, has already been outlined in the document.

What level of funding are developers required to contribute to join the Employment Travel Plan package?

The level of funding required to join the Employment Travel Plan package is outlined in Table 6. This amount has been calculated using costs for the measures outlined in Chapter Six multiplied up over a proposed 5 year delivery period. We can then convert this per employee cost to a square metre (GFA) cost- per land use- using the HCA employment densities table 1 . This amount is index linked (base date July 2019), and published figures will be updates before obligations are calculated.

Is it a compulsory charge?

It is not compulsory to pay the Employer Travel Plan contribution, but Herefordshire Council consider it a more cost effective option for all concerned. Furthermore, the developer would be released from certain obligations such as monitoring their development after construction commences

Table 6 below demonstrates the contribution cost per square metre GFA based on the planning land use

| Land use                                                                              | Cost per square metre (GFA) |
|---------------------------------------------------------------------------------------|-----------------------------|
| Class E(a) Shops (Food Retail)                                                        | £28.10                      |
| Class E(a) Shops (Non-Food Retail)                                                    | £28.10                      |
| Class E(c) Financial and Professional Services                                        | £35.13                      |
| Class E(b) Food and Drink, Sui Generis Drinking Establishments and Hot Food Takeaways | £28.10                      |

|                                                                                                                                                                              |                                                                                |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|
| Class E(g)(i) Offices and Other Appropriate<br>Class E Employment Uses                                                                                                       | £46.84                                                                         |
| Class B2 General Industrial                                                                                                                                                  | £15.61                                                                         |
| Class B8 Storage and Distribution                                                                                                                                            | £8.03                                                                          |
| Class C1 Hotels                                                                                                                                                              | £281.07 per bedroom                                                            |
| Class C2 Residential Institutions <ul style="list-style-type: none"> <li>• Hospitals and nursing homes</li> <li>• Residential education</li> <li>• Hostels</li> </ul>        | £281.07 per bed                                                                |
| <b>Class C2 Residential Institutions</b> <ul style="list-style-type: none"> <li>• Hospitals and nursing homes</li> <li>• Residential education</li> <li>• Hostels</li> </ul> | Discuss with Herefordshire Council based on predicted staffing and user level  |
| Schools                                                                                                                                                                      | No contribution sought                                                         |
| Higher and Further Education                                                                                                                                                 | Discuss with Herefordshire Council. Based on predicted staffing and user level |
| Class F2 Local Community Uses and Leisure Uses                                                                                                                               | Discuss with Herefordshire Council. Based on predicted staffing and user level |

What if I decide to do Option Two instead?

Developers can choose to be responsible for funding and implementing their own travel plan, including providing incentives, the appointment of a travel plan coordinator, conducting monitoring and implementing remedial measures should targets not be met. This option also requires a bond, repayable on successful completion of the travel plan, or retained to implement remedial measures if the developer/owner does not meet the set targets and / or comply with the S106 agreement.

The bond for Option Two (in addition to funding the travel plan) will follow the same cost as the “per square metre” costs outlined in Table 6 above. We also require a non-refundable monitoring deposit of £10000 for a travel plan covering 5 years. For developments phased beyond a five year period, further monitoring deposits would be required. For illustration purposes, the contributions for the following sized developments would be as follows:

| Employment Land                                     | Option One | Option Two        |
|-----------------------------------------------------|------------|-------------------|
| 1000 Sq metre Class E(a)<br>Shops (Food Retail)     | £28,100    | £28,100 + £10,000 |
| 5000 Sq metre Class E(a)<br>Shops (Non-Food Retail) | £40,150    | £40,150 + £10,000 |
| 200 bedroom hotel                                   | £56,214    | £56,214 + £10,000 |

## 2. Residential Travel Plan

The residential travel plan package would require a ‘per dwelling’ contribution from each developer to Herefordshire Council, who would then effectively adopt the management, implementation and monitoring of the travel plan for the development.

**Benefits of the Residential Travel Plan Package**

By committing to the Residential Travel Plan package, the developer is benefitting from the

scale and strategic nature of Herefordshire Council's resources, rather than creating their own individual travel plan. A Herefordshire wide approach to residential travel planning allows for stronger connections to be made between the new developments and existing communities, as well benefitting from economies of scale with town wide schemes.

What measures are included in the Residential Travel Plan Package?

The breakdown of what will be provided under Option One for the Residential travel plan has already been outlined in the document.

What level of funding are developers required to contribute to join the Residential Travel Plan?

The level of funding required to join the Residential Travel Plan package is £288.00 per dwelling. This amount is index linked and updated annually. This has been calculated by determining costs for the measures outlined in this document over the proposed delivery period. This approach is considered to offer greater benefits to HC, developers and prospective residents, rather than through the delivery of piecemeal travel plans.

Is it a compulsory charge?

It is not compulsory to pay the Residential Travel Plan contribution, but HC consider this is a more cost effective option for all concerned. Furthermore, the developer would be released from certain obligations such as monitoring their development for years after construction commences.

What if I decide to do Option Two instead?

Developers can choose to be responsible for funding and implementing their own travel plan, including providing incentives, the appointment of a travel plan coordinator, conducting monitoring and implementing remedial measures should targets not be met. This option requires an additional bond, repayable on successful completion of the travel plan, or kept to implement remedial measures if the developer/owner does not meet the set targets and / or comply with the S106 agreement.

We also require a non-refundable monitoring deposit of £10,000 for a travel plan covering 5 years. For developments phased beyond a five year period, further monitoring deposits would be required. For illustration, the contributions for the following sized developments are as follows

| Residential Units | Option One | Option Two         |
|-------------------|------------|--------------------|
| 60                | £17, 280   | £17,280 + £10,000  |
| 90                | £25, 920   | £25,920 + £10,000  |
| 150               | £43, 200   | £43, 200 + £10,000 |
| 250               | £72,000    | £72,000 + £10,000  |
| 500               | £144,000   | £144,000 + £10,000 |
| 1000              | £288,000   | £288,000 + £10,000 |



# **TRAVEL PLANS FOR DEVELOPMENT**

## **Developer Guide**

**Version 1.0 (Draft)**

Prepared by Herefordshire Council

# Foreword

## Welcome

Welcome to the Herefordshire Council Travel Plans for Development – Developer Guide.

This guide has been prepared to assist developers, planning consultants, architects, transport consultants and other professionals in understanding the Council's Travel Plan requirements and preparing high-quality Travel Plans that support sustainable development across Herefordshire.

Travel Plans are an important part of the planning process. They help ensure that new developments are designed to encourage sustainable travel choices from the outset, reducing reliance on private cars while promoting walking, cycling, public transport and shared travel. When implemented effectively, Travel Plans help create developments that are healthier, more accessible and better connected to the communities they serve.

The purpose of this guide is to explain the Council's requirements in a practical and straightforward way. It complements the Herefordshire Travel Plan strategy by describing what developers need to do at each stage of the planning process, from pre-application discussions through to monitoring and completion.

While this guide provides practical advice, it does not replace the adopted strategy. Where there is any conflict between this guide and adopted planning policy and the Development Plan will take precedence.

The Council encourages developers to engage with the Travel Plan process as early as possible. Early consideration of sustainable transport can reduce delays during the planning process, improve the quality of development proposals and help create places that are attractive, accessible and resilient.

# How to Use this Guide

This guide follows the same journey as a development project.

Each chapter explains what is required at that stage of the planning process and provides practical advice to help applicants prepare a compliant Travel Plan.

Throughout the guide you will find:

## **Good Practice**

Examples of approaches that have successfully supported sustainable travel.

## **Planning Officer Tips**

Advice based on common issues encountered during the planning process.

## **Worked Examples**

Illustrations showing how the guidance may be applied to different types of development.

## **Developer Checklists**

Simple checklists to help ensure that all relevant information has been considered before submitting a planning application.

# What is a Travel Plan?

A Travel Plan is a long-term strategy for managing travel to and from a development. It combines physical measures, management practices and promotional initiatives to encourage residents, employees and visitors to choose sustainable modes of travel wherever practical.

A successful Travel Plan does more than provide infrastructure. It seeks to influence travel behaviour by making sustainable transport convenient, attractive and well supported throughout the life of a development.

Travel Plans are living documents. They are reviewed regularly and adapted as travel patterns change, ensuring that the agreed objectives continue to be achieved over time.

# Why Travel Plans Matter

The way people travel has a significant influence on congestion, air quality, public health and the attractiveness of our towns and villages.

New development inevitably creates additional travel demand. Without careful planning, this can place pressure on the highway network, increase congestion and reduce accessibility for existing communities.

Travel Plans help manage these impacts by encouraging people to consider a wider range of travel options, including walking, cycling, public transport, car sharing and, where appropriate, home working and digital connectivity.

Well-designed Travel Plans can deliver a range of benefits:

## For Developers

- Support planning applications by demonstrating compliance with planning policy.
- Reduce long-term transport impacts.
- Enhance the attractiveness and marketability of developments.
- Improve environmental performance.
- Create well-connected places that appeal to residents, businesses and investors.

## For Residents and Businesses

- Greater choice in how people travel.
- Improved access to local facilities and employment.
- Reduced household transport costs.
- Health benefits through increased active travel.
- Better access to public transport.

## For the Wider Community

- Reduced congestion.
- Improved air quality.
- Lower carbon emissions.
- Safer streets.
- More sustainable patterns of development.

# The Developer Journey

This guide follows the same journey as a typical development.

## **Step 1**

Understand whether a Travel Plan is required.



## **Step 2**

Choose the most appropriate type of Travel Plan.



## **Step 3**

Decide how your Travel Plan will be delivered.



## **Step 4**

Prepare and submit your Travel Plan.



## **Step 5**

Implement agreed measures.



## **Step 6**

Monitor and review performance.



## **Step 7**

Complete your Travel Plan obligations.

# Good Practice

## **Start Travel Planning early.**

The most successful Travel Plans are developed alongside the design of the site rather than after the layout has been finalised. Considering sustainable travel from the outset can reduce the need for later design changes and help ensure that walking, cycling and public transport are fully integrated into the development.

## Planning Officer Tip

Early discussions with Herefordshire Council's transport officers can help identify the appropriate level of Travel Plan required, agree the preferred delivery option and reduce the likelihood of requests for additional information during the planning application process.

## Chapter Summary

Travel Plans are an important part of delivering sustainable development in Herefordshire. They should be viewed as a long-term management strategy rather than simply a planning requirement. By considering sustainable travel from the earliest stages of design and following the guidance in this document, developers can help create places that are accessible, attractive and resilient while meeting the Council's planning requirements.

# Chapter 2 – Do I Need a Travel Plan?

## What you'll learn

After reading this chapter you will understand:

- when a Travel Plan is required;
- the difference between a Travel Plan Statement and a Full Travel Plan;
- how development thresholds are applied;
- when Herefordshire Council may require a Travel Plan for developments below published thresholds;
- the next steps if your development requires a Travel Plan.

## Introduction

One of the first questions asked by developers is whether a Travel Plan is required to support a planning application.

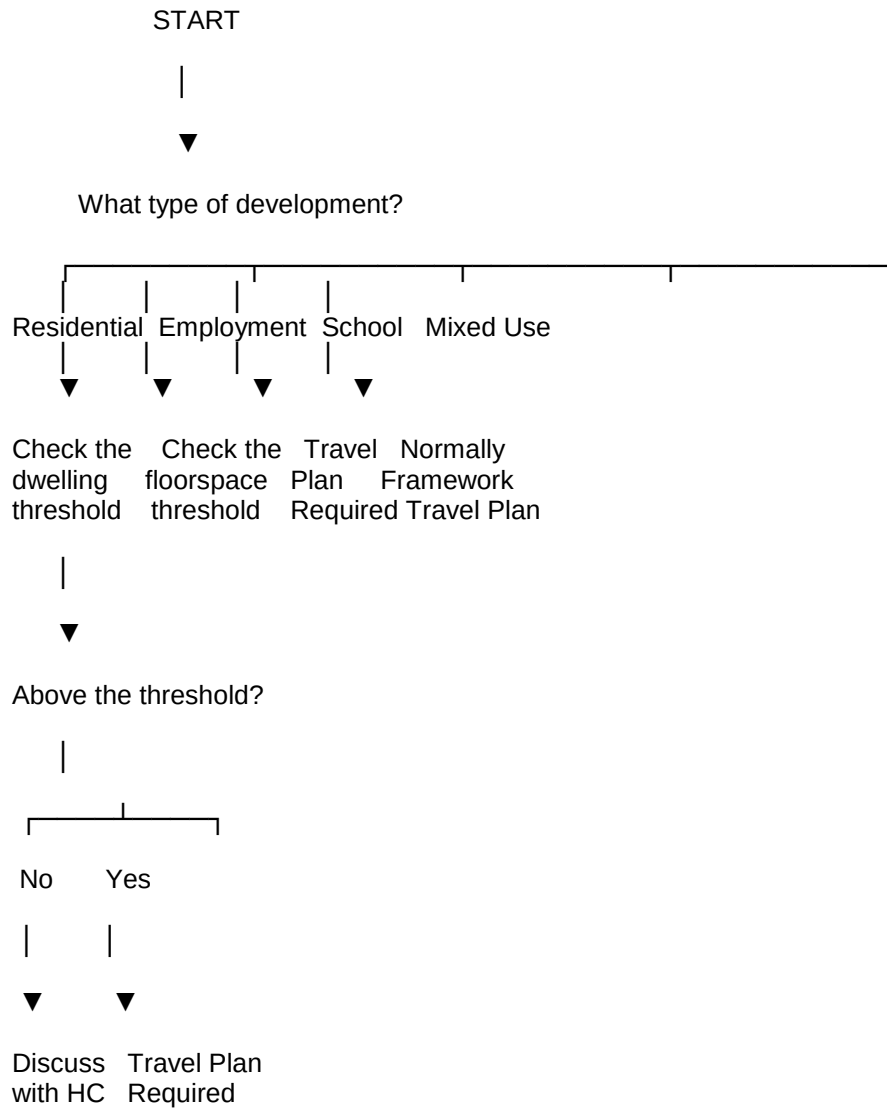
The answer will depend on several factors, including the type, scale and location of the proposed development, together with the level of travel demand it is likely to generate.

The thresholds published by Herefordshire Council provide a useful starting point; however, they should not be regarded as the only consideration. In some circumstances, developments below these thresholds may still require a Travel Plan where there are likely to be significant transport impacts or where sustainable travel measures are needed to address local transport issues. Early discussion with the Council is therefore strongly encouraged.

# Start Here

## Does my development need a Travel Plan?

The following flowchart provides a simple guide.



# Residential Development

Residential development is the most common form of development requiring a Travel Plan.

As a general guide:

| Development Size       | Requirement                       |
|------------------------|-----------------------------------|
| Less than 20 dwellings | Normally no Travel Plan required* |
| 20–49 dwellings        | Travel Plan Statement             |
| 50 or more dwellings   | Full Residential Travel Plan      |

\* Smaller developments may still require a Travel Plan where they are likely to create significant transport impacts or where local highway conditions justify additional mitigation.

## Planning Officer Tip

Don't assume that developments below the threshold are automatically exempt. Local circumstances, cumulative impacts and site constraints may justify the need for a Travel Plan.

# Employment Development

Employment developments should be assessed according to the proposed land use and anticipated travel demand.

Typical thresholds include:

| Development Type           | Full Travel Plan Threshold |
|----------------------------|----------------------------|
| Retail (Food)              | 800 m <sup>2</sup>         |
| Retail (Non-food)          | 1,500 m <sup>2</sup>       |
| Offices                    | 2,500 m <sup>2</sup>       |
| Industrial                 | 4,000 m <sup>2</sup>       |
| Warehousing & Distribution | 5,000 m <sup>2</sup>       |
| Hotels                     | 100 bedrooms               |
| Assembly & Leisure         | 1,500 m <sup>2</sup>       |

Developments below these thresholds may still require a Travel Plan Statement or other sustainable transport measures where justified.

# Schools

All new schools are expected to prepare and implement a School Travel Plan.

This includes:

- Primary Schools
- Secondary Schools
- Academies
- Independent Schools
- Special Schools
- Nurseries where applicable

School Travel Plans are managed through **Modeshift STARS Education** and should form part of the school's long-term approach to sustainable travel.

## Mixed Use Development

Where a planning application includes more than one land use, Herefordshire Council will normally expect a single overarching Travel Plan covering the entire development.

Individual phases or occupiers may subsequently prepare their own detailed Travel Plans where appropriate.

## What if my development is below the threshold?

The published thresholds should be regarded as guidance rather than absolute limits.

Herefordshire Council may request a Travel Plan where a development:

- is located in an area with known transport constraints;
- is expected to generate significant travel demand;
- forms part of a wider phased development;
- would materially increase traffic on the local highway network;
- could benefit from measures promoting sustainable travel.

Applicants are encouraged to discuss proposals with the Council during the pre-application stage if there is any uncertainty.

## What happens next?

If your development requires a Travel Plan, the next step is to determine how it will be delivered.

Herefordshire Council provides **two delivery options**.

## **Council Managed Travel Plan (Option One)**

### **Recommended for most developments**

Under this approach, Herefordshire Council manages the implementation and monitoring of the Travel Plan on behalf of the developer.

The Council will:

- appoint the Travel Plan Coordinator;
- manage the Travel Plan through the appropriate STARS platform;
- coordinate surveys and monitoring;
- prepare annual monitoring reports;
- review progress against agreed targets;
- recommend additional measures where appropriate.

The developer remains responsible for delivering the agreed physical infrastructure secured through the planning permission, together with the agreed financial contribution.

For many developments, this approach provides a straightforward and efficient route to meeting Travel Plan obligations while reducing long-term administrative commitments.

## **Developer Managed Travel Plan (Option Two)**

Developers may choose to retain responsibility for implementing and monitoring their own Travel Plan.

This option requires the developer to:

- appoint and retain a suitably qualified Travel Plan Coordinator;
- implement all agreed Travel Plan measures;
- manage surveys and monitoring;
- prepare annual reports;
- maintain the Travel Plan throughout the agreed monitoring period;
- provide any required bond and monitoring fee.

Option Two may be appropriate where developers or occupiers already have experience in managing Travel Plans and wish to retain direct responsibility for implementation.

# Which option is right for me?

For most developments, Herefordshire Council recommends the **Council Managed Travel Plan (Option One)**.

It is likely to be the most suitable option where:

- you are delivering a residential development;
- you do not have in-house Travel Plan expertise;
- you wish to minimise long-term administration;
- you would prefer the Council to coordinate monitoring and reporting;
- you want continuity throughout the life of the Travel Plan.

Developers who have established Travel Plan management systems and experienced staff may prefer to retain responsibility through Option Two.

## Worked Examples

- **Example 1 – Residential Development**

**Proposal:** 35 dwellings

**Requirement:** Travel Plan Statement

**Recommended Delivery:** Council Managed Travel Plan (where applicable) to reduce ongoing administration and provide continuity of management.

- **Example 2 – Residential Development**

**Proposal:** 85 dwellings

**Requirement:** Full Residential Travel Plan

**Recommended Delivery:** Council Managed Travel Plan (Option One), allowing the Council to coordinate implementation and monitoring throughout the Travel Plan period.

- **Example 3 – Office Development**

**Proposal:** 3,500 m<sup>2</sup> office building

**Requirement:** Full Employment Travel Plan

**Recommended Delivery:** The developer should consider whether they have the resources and expertise to manage a Travel Plan. Where this is not the case, the Council Managed Travel Plan offers a practical alternative.

# Good Practice

## Discuss delivery options early.

Identifying the preferred delivery option during pre-application discussions allows the scope of the Travel Plan and any associated planning obligations to be agreed at an early stage, reducing the potential for delays during the planning process.

# Chapter Summary

Before preparing your planning application:

- Determine whether your development requires a Travel Plan or a Travel Plan Statement.
- Check the relevant thresholds for your development type.
- Engage with Herefordshire Council if you are unsure whether a Travel Plan is required.
- Consider the available delivery options.
- For most developments, the **Council Managed Travel Plan (Option One)** offers the simplest and most efficient route to implementing and maintaining a compliant Travel Plan.

# Chapter 3 – Choosing the Right Type of Travel Plan

## What you'll learn

After reading this chapter you will understand:

- the different types of Travel Plan;
- when each type is appropriate;
- what information should be included;
- how Travel Plans develop as a project progresses;
- how to select the most appropriate approach for your development.

## Introduction

Not every development requires the same type of Travel Plan.

The level of information required should be proportionate to the scale and nature of the proposed development, the stage of the project and the level of certainty regarding future occupiers.

Herefordshire Council recognises four principal types of Travel Plan together with the Travel Plan Statement used for smaller developments.

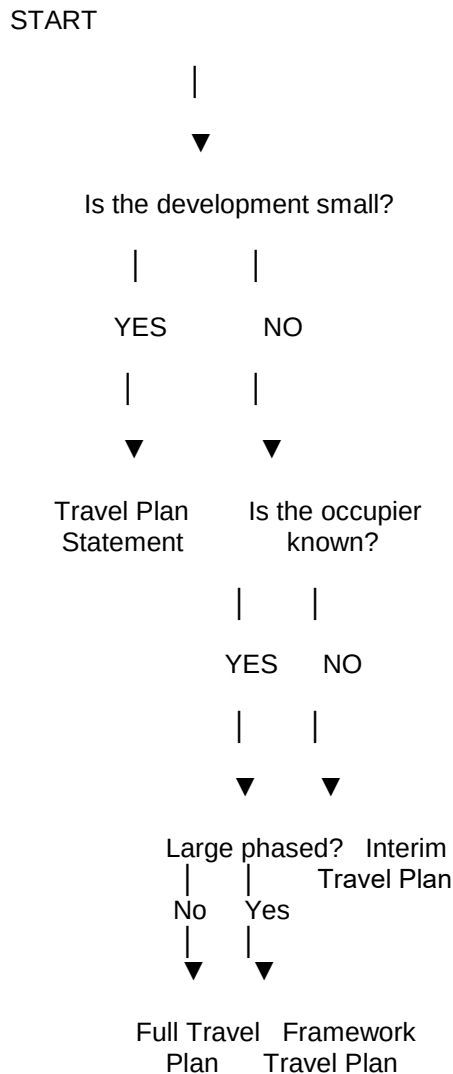
Selecting the correct type of Travel Plan at the outset will help ensure that the planning application is supported by the appropriate level of information and reduce the need for revisions later in the planning process.

## At a Glance

| Type                  | Typical Use                | Monitoring                |
|-----------------------|----------------------------|---------------------------|
| Travel Plan Statement | Smaller developments       | Limited                   |
| Full Travel Plan      | Known occupier/development | Full monitoring           |
| Interim Travel Plan   | Occupier unknown           | Updated later             |
| Framework Travel Plan | Large phased development   | Phase-specific monitoring |
| School Travel Plan    | New schools                | STARS Education           |

## Choosing the Right Travel Plan

The diagram below illustrates the typical decision-making process.



# Travel Plan Statement

## What is a Travel Plan Statement?

A Travel Plan Statement is a simplified version of a Travel Plan intended for developments where the anticipated transport impacts are relatively modest.

It focuses on delivering practical measures that encourage sustainable travel without requiring the comprehensive monitoring arrangements associated with larger developments.

The Statement should demonstrate that sustainable travel has been considered as part of the design and operation of the development and should identify measures that will encourage residents, employees or visitors to travel sustainably.

## Typical Developments

A Travel Plan Statement is normally appropriate for:

- residential developments between 20 and 49 dwellings;
- smaller employment developments;
- developments where transport impacts are limited but sustainable travel measures are still required.

## **Typical Content**

A Travel Plan Statement should normally include:

- description of the development;
- site location and accessibility;
- walking and cycling opportunities;
- public transport accessibility;
- proposed sustainable travel measures;
- implementation responsibilities.

The level of detail should be proportionate to the scale of the proposal.

# Full Travel Plan

## What is a Full Travel Plan?

A Full Travel Plan is required where the development is expected to generate significant travel demand and sufficient information is available to understand how the site will operate.

Unlike a Travel Plan Statement, a Full Travel Plan is a long-term management strategy that continues beyond the grant of planning permission.

It establishes measurable objectives, identifies the actions required to achieve them and provides a framework for monitoring progress throughout the agreed implementation period.

## Typical Developments

A Full Travel Plan will normally be required for:

- residential developments of 50 dwellings or more;
- employment developments above the relevant thresholds;
- hotels;
- major retail developments;
- larger leisure developments;
- residential institutions.

## A Full Travel Plan should include

- ✓Site information
- ✓Travel Plan Coordinator
- ✓Site Audit
- ✓Baseline information
- ✓Travel surveys
- ✓SMART targets
- ✓Sustainable Travel Action Plan
- ✓Monitoring programme
- ✓Annual reporting

# Interim Travel Plan

## What is an Interim Travel Plan?

Sometimes planning permission is sought before the final occupier of a development is known.

This is common for speculative employment developments where future tenants have not yet been identified.

In these circumstances it is not possible to prepare meaningful travel surveys or establish realistic travel targets.

An Interim Travel Plan provides a framework that can later be developed into a Full Travel Plan once occupation details become available.

## Typical Developments

- speculative office developments;
- employment parks;
- industrial estates;
- commercial premises awaiting tenants.

## Typical Content

An Interim Travel Plan should include:

- description of the proposed development;
- accessibility assessment;
- parking strategy;
- sustainable transport infrastructure;
- outline Travel Plan measures;
- process for producing the Full Travel Plan.

# Framework Travel Plan

## What is a Framework Travel Plan?

Large developments are often delivered over many years and may contain a range of land uses.

In these circumstances a Framework Travel Plan establishes the overall strategy for the whole site.

Individual phases or occupiers then prepare more detailed Travel Plans as development progresses.

## Typical Developments

- urban extensions;
- strategic housing sites;
- mixed-use regeneration schemes;
- major employment parks;
- garden communities.

## Benefits

A Framework Travel Plan:

- establishes consistent objectives;
- coordinates infrastructure delivery;
- supports phased implementation;
- provides flexibility as development progresses.

# School Travel Plans

All new schools should prepare a School Travel Plan using **Modeshift STARS Education**.

School Travel Plans differ from other Travel Plans because they focus on:

- pupils;
- parents and carers;
- school staff;
- safe journeys to school.

They are expected to evolve alongside the school and form part of its wider commitment to promoting healthy and sustainable travel.

## Which Travel Plan is right for me?

| Question                          | Answer                |
|-----------------------------------|-----------------------|
| Is it a small development?        | Travel Plan Statement |
| Is the occupier known?            | Full Travel Plan      |
| Is the occupier unknown?          | Interim Travel Plan   |
| Is it a large phased development? | Framework Travel Plan |
| Is it a school?                   | School Travel Plan    |

## Planning Officer Tip

**Choose the correct Travel Plan from the outset.**

Preparing the wrong type of Travel Plan is one of the most common reasons for delays during the planning process. If you are unsure which approach is appropriate, discuss your proposal with Herefordshire Council before submitting your application.

## Good Practice

Where a Full Travel Plan is required, applicants should also consider the preferred delivery route at an early stage. For many developments, the **Council Managed Travel Plan (Option One)** provides a simpler and more efficient approach to implementation, monitoring and reporting, allowing developers to focus on delivering the development while the Council coordinates the Travel Plan.

## Common Mistakes

Avoid:

- preparing a Full Travel Plan where an Interim Travel Plan would be more appropriate;
- assuming a Travel Plan Statement is sufficient without checking the thresholds;
- leaving the appointment of the Travel Plan Coordinator until after occupation;
- failing to consider long-term monitoring requirements when selecting a Travel Plan type.

## Chapter Summary

Choosing the correct type of Travel Plan is one of the first and most important decisions in the planning process. By selecting the appropriate approach at the outset, applicants can provide the right level of information, reduce delays during determination and establish a Travel Plan that remains effective throughout the life of the development.

# Chapter 4 – Delivering Your Travel Plan

## What you'll learn

After reading this chapter you will understand:

- the two Travel Plan delivery options available in Herefordshire;
- what each option involves;
- the responsibilities of the developer under each option;
- why Herefordshire Council recommends the Council Managed Travel Plan for most developments;
- how to choose the option that best suits your development.

## Delivering Your Travel Plan

Once you have established that your development requires a Travel Plan, the next step is deciding how it will be delivered.

Herefordshire Council recognises that developers have different levels of experience and resources available to implement and monitor Travel Plans. To provide flexibility, two delivery options are available.

For most developments, Herefordshire Council recommends the Council Managed Travel Plan (Option One). This approach provides a straightforward and efficient way of meeting Travel Plan obligations by placing the responsibility for coordination, monitoring and reporting with the Council.

Developers may instead choose to deliver and manage their own Travel Plan through the Developer Managed Travel Plan (Option Two). This option may be appropriate where an organisation has the necessary expertise, resources and long-term commitment to manage the Travel Plan throughout the monitoring period.

The choice of delivery option should be discussed with the Council during pre-application discussions and agreed before the planning application is submitted.

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## At a Glance

|                            | <b>Council Managed Travel Plan (<i>Option One</i>)</b> | <b>Developer Managed Travel Plan (<i>Option Two</i>)</b> |
|----------------------------|--------------------------------------------------------|----------------------------------------------------------|
| Travel Plan Coordinator    | Herefordshire Council                                  | Developer                                                |
| Travel Plan administration | Council                                                | Developer                                                |

|                           | <b>Council Managed Travel Plan (<i>Option One</i>)</b> | <b>Developer Managed Travel Plan (<i>Option Two</i>)</b> |
|---------------------------|--------------------------------------------------------|----------------------------------------------------------|
| STARS management          | Council                                                | Developer                                                |
| Travel surveys            | Council coordinates                                    | Developer                                                |
| Annual monitoring reports | Council                                                | Developer                                                |
| Review of targets         | Council                                                | Developer                                                |
| Ongoing administration    | Low                                                    | High                                                     |
| Long-term commitment      | Reduced                                                | Significant                                              |
| Suitable for              | Most developments                                      | Developers with in-house expertise                       |

## Council Managed Travel Plan (Option One)

### Recommended for most developments

The Council Managed Travel Plan has been developed to provide developers with a straightforward and effective way of delivering Travel Plan obligations.

Under this approach, Herefordshire Council takes responsibility for coordinating and managing the Travel Plan throughout the agreed monitoring period.

This enables developers to focus on delivering the development while benefiting from a consistent and professionally managed Travel Plan.

### What the Council will do

Where Option One is selected, Herefordshire Council will:

- appoint a Travel Plan Coordinator;
- establish and manage the Travel Plan using the appropriate Modeshift STARS platform;
- coordinate travel surveys;
- monitor progress against agreed targets;
- prepare annual monitoring reports;
- update the Travel Plan where appropriate;
- coordinate promotional events and sustainable travel initiatives;
- recommend additional measures where monitoring indicates these are required.

This provides continuity throughout the Travel Plan period and ensures that implementation is managed by officers with experience of delivering Travel Plans across Herefordshire.

## **What the developer will do**

Selecting Option One does **not** remove all developer responsibilities.

The developer remains responsible for:

- preparing the initial Travel Plan to support the planning application (or providing the information needed for the Council to prepare it, depending on the agreed process);
- paying the agreed Travel Plan contribution;
- delivering the physical infrastructure secured through the planning permission or legal agreement, such as footways, cycle parking, EV charging infrastructure, signage and wayfinding;
- providing information required to support monitoring.

## **Benefits of the Council Managed Travel Plan**

The Council Managed Travel Plan offers a number of practical benefits.

### **Reduced administration**

Developers are not required to recruit or retain a Travel Plan Coordinator or manage the day-to-day administration of the Travel Plan.

### **Continuity**

The same organisation remains responsible for implementing and monitoring the Travel Plan throughout the agreed period, even where site ownership or management changes.

### **Experienced delivery**

Travel Plans are managed by officers with experience of delivering sustainable travel initiatives and using the Modeshift STARS platform.

### **Consistency**

A consistent approach to monitoring and reporting helps ensure that Travel Plans across Herefordshire are implemented to the same standard.

### **Reduced compliance risk**

By coordinating monitoring and reporting, the Council helps ensure that Travel Plan obligations continue to be met throughout the monitoring period.

---

## **Recommended for most developments**

The Council considers the Council Managed Travel Plan to be the most appropriate option for the majority of residential and commercial developments. It provides a simple and effective route to meeting Travel Plan obligations while reducing the long-term administrative burden on developers.

# **Developer Managed Travel Plan (Option Two)**

Developers who wish to retain responsibility for implementing their own Travel Plan may choose the Developer Managed Travel Plan.

This option gives the developer direct control over implementation but also places responsibility for managing the Travel Plan throughout the agreed monitoring period.

## **What the developer will do**

Where Option Two is selected, the developer will be responsible for:

- appointing a suitably qualified Travel Plan Coordinator before first occupation;
- implementing all Travel Plan measures;
- managing the Travel Plan using the appropriate Modeshift STARS platform;
- undertaking travel surveys;
- preparing annual monitoring reports;
- reviewing progress against agreed targets;
- implementing remedial measures where required;
- retaining responsibility throughout the monitoring period.

In addition, developers will be required to provide the agreed bond and monitoring fee in accordance with the legal agreement.

## **Is Option Two right for me?**

Option Two may be appropriate where:

- your organisation already manages Travel Plans across multiple sites;
- you employ experienced Travel Plan Coordinators;
- you have established monitoring and reporting systems;
- you wish to retain direct control over implementation.

Applicants should carefully consider the long-term resource implications before selecting this option.

# Which option should I choose?

The following questions may help.

## **We recommend the Council Managed Travel Plan if:**

- you are delivering a residential development;
- you do not have specialist Travel Planning expertise;
- you want to minimise long-term administration;
- you would prefer the Council to manage monitoring and reporting;
- you want continuity throughout the Travel Plan period;
- you are seeking a straightforward route to meeting your Travel Plan obligations.

## **The Developer Managed Travel Plan may be appropriate if:**

- your organisation has dedicated Travel Planning expertise;
- you regularly manage Travel Plans;
- you have established monitoring systems;
- you wish to retain direct control over implementation.

# Worked Example

## **Residential Development – 120 Dwellings**

A developer proposes a residential development of 120 dwellings.

A Full Residential Travel Plan is required.

During pre-application discussions, the developer confirms that they do not have an in-house Travel Plan Coordinator and would prefer to minimise the long-term administration associated with monitoring.

The developer therefore chooses the **Council Managed Travel Plan (Option One)**.

The Council assumes responsibility for coordinating the Travel Plan throughout the monitoring period, while the developer delivers the agreed physical infrastructure and pays the agreed contribution.

This allows the developer to focus on delivering the development while ensuring that the Travel Plan is implemented and monitored in accordance with the agreed programme.

# Planning Officer Tip

**Discuss delivery options at the earliest opportunity.**

Identifying the preferred delivery option during pre-application discussions allows the Council to advise on the appropriate scope of the Travel Plan and any associated planning obligations, helping to avoid delays later in the planning process.

## Chapter Summary

Herefordshire Council offers two options for delivering a Travel Plan.

Both approaches can satisfy planning requirements when implemented correctly.

For **most developments**, the **Council Managed Travel Plan (Option One)** provides the simplest and most efficient approach. It reduces the long-term administrative burden on developers, provides continuity throughout the monitoring period and ensures that implementation, monitoring and reporting are coordinated by an experienced Travel Plan team.

Developers who have the necessary expertise and resources may instead choose the **Developer Managed Travel Plan (Option Two)**, accepting responsibility for managing and delivering the Travel Plan throughout its lifecycle.

# Chapter 5 – The Development Journey

## What you'll learn

After reading this chapter you will understand:

- how the Travel Plan process fits within the planning process;
- what happens at each stage of development;
- who is responsible for each stage;
- when key Travel Plan actions need to be completed;
- how the Council Managed Travel Plan (Option One) integrates into the development process.

## Introduction

A Travel Plan should not be viewed as a document prepared solely to support a planning application. It is a long-term management strategy that begins during the earliest stages of project design and continues throughout the occupation of the development.

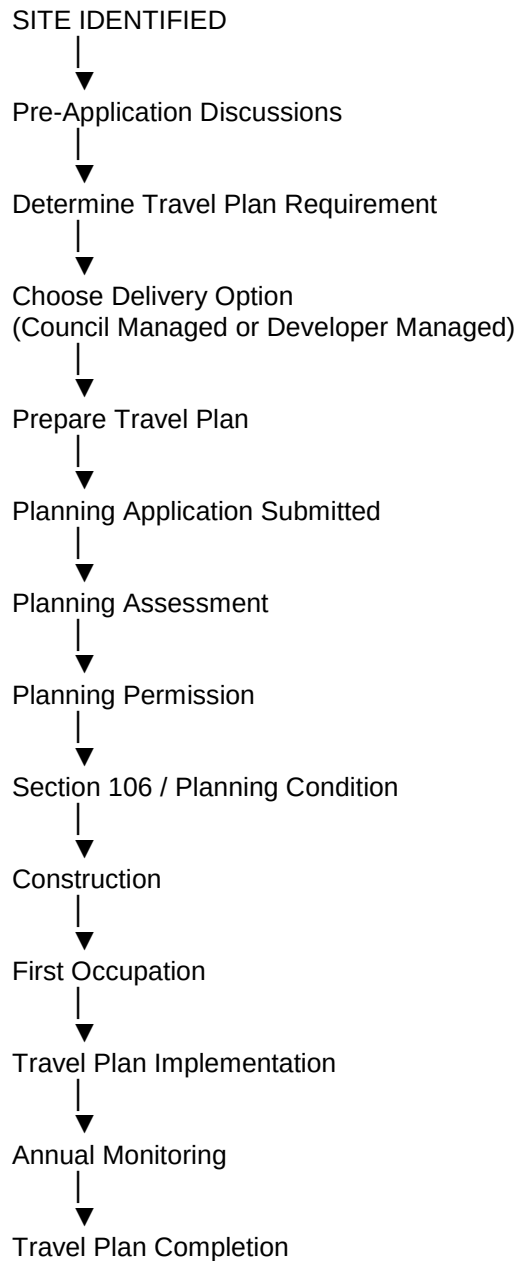
Developers who consider Travel Planning from the outset are often able to integrate sustainable transport more effectively into the design of their proposals, reducing the need for later amendments and supporting a smoother planning process.

This chapter explains how Travel Planning fits within the wider development process and identifies the key milestones from pre-application discussions through to completion of the agreed monitoring period.

# The Development Journey

Every development follows a similar sequence.

Understanding this process will help ensure that the Travel Plan is prepared at the right time and that all obligations are delivered efficiently.



# Stage 1 – Pre-Application

## Start the conversation early

Travel Planning should begin alongside the preparation of the development proposal.

Early discussions with Herefordshire Council provide an opportunity to agree:

- whether a Travel Plan is required;
- the type of Travel Plan required;
- the preferred delivery option;
- likely planning obligations;
- any site-specific transport issues;
- the scope of supporting information.

Resolving these matters before submission helps reduce delays during the planning application process.

### Planning Officer Tip

Early engagement almost always results in a better Travel Plan. Developers are encouraged to discuss Travel Plan requirements with the Council before detailed design work is completed.

# Stage 2 – Determine the Delivery Route

Once it has been established that a Travel Plan is required, the developer should decide how it will be delivered.

For most developments, Herefordshire Council recommends the **Council Managed Travel Plan (Option One)**.

Selecting this option at an early stage allows the Council to advise on implementation requirements and prepare for the ongoing management of the Travel Plan following occupation.

### Recommended for Most Developments

The Council Managed Travel Plan provides a clear and consistent approach to implementation.

It reduces the need for developers to recruit specialist staff, coordinate monitoring or prepare annual reports while ensuring that the Travel Plan continues to be actively managed throughout the agreed period.

## Stage 3 – Preparing the Travel Plan

The Travel Plan should be prepared alongside the planning application.

At this stage, developers should gather the information needed to demonstrate how sustainable travel will be promoted.

Depending on the scale of the development this may include:

- Site Audit
- Accessibility assessment
- Walking and cycling opportunities
- Public transport assessment
- Parking strategy
- Baseline information
- Sustainable Travel Action Plan
- Proposed monitoring arrangements

The next chapter of this guide explains these elements in detail.

## Stage 4 – Planning Application

The Travel Plan should normally be submitted with the planning application and, where required, alongside the Transport Assessment or Transport Statement.

The Council will review the submission to ensure that:

- the correct Travel Plan has been prepared;
- appropriate delivery arrangements have been identified;
- suitable sustainable travel measures have been proposed;
- monitoring arrangements are appropriate.

Where additional information is required, applicants will normally be invited to revise the Travel Plan before determination.

## Stage 5 – Planning Permission

Where planning permission is granted, the Travel Plan will normally be secured through:

- a Section 106 Agreement; or
- a planning condition,

depending on the nature and scale of the development.

The legal agreement will set out the agreed obligations, responsibilities and implementation programme.

## Stage 6 – Construction

Travel Planning should continue throughout construction.

Developers should ensure that agreed infrastructure is delivered at the appropriate stage, including:

- footways and pedestrian links;
- cycle parking;
- cycle routes;
- bus stop improvements (where applicable);
- electric vehicle charging infrastructure;
- directional signage;
- travel information.

Developments should be ready to support sustainable travel from the first day of occupation.

## Stage 7 – First Occupation

Occupation marks the beginning of the active Travel Plan period.

For developments using the **Council Managed Travel Plan (Option One)**, Herefordshire Council will begin coordinating the agreed implementation programme.

For developments using the **Developer Managed Travel Plan (Option Two)**, responsibility transfers to the appointed Travel Plan Coordinator.

### Before First Occupation

The following should normally be in place:

- ✓ Travel Plan Coordinator
- ✓ Walking and cycling infrastructure
- ✓ Cycle parking
- ✓ Public transport information
- ✓ Resident or staff information packs
- ✓ Sustainable travel information
- ✓ Monitoring programme

## Stage 8 – Monitoring

Monitoring allows Travel Plan measures to be reviewed against actual travel behaviour.

Depending on the development, monitoring may include:

- resident or staff travel surveys;
- traffic counts;
- parking surveys;
- cycle parking occupancy;
- review of public transport use;
- assessment of progress against agreed targets.

For developments using the **Council Managed Travel Plan (Option One)**, these activities will be coordinated by Herefordshire Council in accordance with the agreed monitoring programme.

## Stage 9 – Review

Travel Plans should evolve throughout their lifetime.

Monitoring results should be used to:

- review progress;
- identify barriers to sustainable travel;
- update the Action Plan;
- introduce additional measures where appropriate.

A Travel Plan should always remain a live management document rather than a static report.

## Stage 10 – Completion

Once the agreed monitoring period has concluded and all obligations have been met, the Travel Plan may be formally concluded in accordance with the relevant planning agreement.

Developers should retain records demonstrating that agreed infrastructure and obligations have been delivered.

## Roles and Responsibilities

| Stage                       | Developer               | Council Managed Travel Plan | Developer Managed Travel Plan |
|-----------------------------|-------------------------|-----------------------------|-------------------------------|
| Pre-application discussions | ✓                       | ✓                           | ✓                             |
| Prepare planning submission | ✓                       | Advice                      | ✓                             |
| Travel Plan implementation  | Infrastructure          | Council                     | Developer                     |
| Monitoring                  | Information as required | Council                     | Developer                     |
| Annual reports              | —                       | Council                     | Developer                     |
| Review and updates          | Support                 | Council                     | Developer                     |

## Common Mistakes

Many delays can be avoided by:

- leaving Travel Planning until the planning application is ready;
- failing to agree the delivery option early;
- underestimating the resources required for the Developer Managed Travel Plan;
- overlooking the need for long-term monitoring;
- delaying delivery of sustainable travel infrastructure until after occupation.

## Good Practice

**Choose the delivery option before finalising your planning application.**

Confirming the use of the **Council Managed Travel Plan (Option One)** during pre-application discussions enables the Council to advise on implementation requirements, prepare the management programme and provide greater certainty regarding long-term Travel Plan delivery.

## Chapter Summary

A successful Travel Plan begins well before planning permission is granted and continues throughout the occupation of the development.

By engaging early, integrating sustainable travel into the design of the site and selecting the most appropriate delivery option, developers can deliver Travel Plans that are practical, effective and proportionate.

For the majority of developments, the **Council Managed Travel Plan (Option One)** provides the simplest and most efficient route to achieving these objectives

while reducing the long-term administrative burden associated with implementation and monitoring.

# Chapter 6 – Designing for Sustainable Travel

## What you'll learn

After reading this chapter you will understand:

- why Travel Planning should begin at the earliest design stage;
- how good design supports sustainable travel;
- the key principles of creating accessible developments;
- how site layout influences travel behaviour;
- how design decisions can reduce the need for later mitigation.

## Introduction

A successful Travel Plan begins long before planning permission is granted.

The most effective developments are designed so that walking, cycling and public transport are convenient, attractive and practical from the outset. Travel Plans should therefore be considered alongside site layout, access arrangements and public realm design rather than being prepared after these decisions have already been made.

By embedding sustainable travel into the design process, developers can create places that are easier to move around, more attractive to residents and businesses, and better connected to the wider transport network.

## Good Design Supports Good Travel Choices

People are more likely to walk or cycle where routes are:

- direct;
- safe;
- attractive;
- easy to understand;
- well connected.

Similarly, people are more likely to use public transport where services are accessible, reliable and supported by high-quality walking routes.

Travel Plans are therefore most effective when they complement good design rather than compensate for poor design.

# The Five Principles of Sustainable Travel Design

## Principle 1 – Connect the Development

Developments should connect with the surrounding area rather than function as isolated sites.

Pedestrian and cycle routes should link directly to:

- neighbouring residential areas;
- schools;
- employment areas;
- local centres;
- parks;
- bus stops;
- railway stations;
- public rights of way.

Routes should be as direct as possible and avoid unnecessary detours or barriers.

### Good Practice

Provide more than one way into and through the development for people walking and cycling wherever possible. This increases permeability and encourages active travel.

## Principle 2 – Prioritise Walking

Walking should be the easiest option for short journeys.

Developments should provide:

- continuous footways;
- convenient crossing points;
- attractive public spaces;
- overlooked pedestrian routes;
- accessible gradients;
- lighting where appropriate.

The walking environment should feel safe, convenient and comfortable for people of all ages and abilities.

### Planning Officer Tip

Consider how a resident carrying shopping, pushing a buggy or using a mobility aid would move around the development. Designing for these everyday journeys often improves accessibility for everyone.

## **Principle 3 – Design for Cycling**

Cycling infrastructure should be considered as an integral part of the development rather than an additional feature.

Good cycling provision includes:

- direct routes;
- secure cycle parking;
- visitor cycle parking;
- links to local cycle networks;
- safe junction design;
- clear signage.

Cycle parking should be convenient, overlooked where appropriate and easy to access.

Where cycle parking is inconvenient or difficult to use, people are significantly less likely to choose cycling for everyday journeys.

## **Principle 4 – Make Public Transport Accessible**

Public transport should be easy to reach on foot.

Developments should seek to:

- provide convenient walking routes to bus stops;
- ensure routes are safe and accessible;
- minimise unnecessary road crossings;
- provide wayfinding where appropriate;
- consider opportunities for improved public transport infrastructure where justified.

Travel Plans should complement existing public transport services by providing residents and employees with clear information about available routes, timetables and ticketing options.

## **Principle 5 – Manage Car Use Positively**

Travel Plans are not intended to prevent car use.

Instead, they seek to ensure that people have genuine travel choices.

Car parking should therefore be designed to support the overall objectives of the development while avoiding unnecessary dependence on private vehicles.

This may include:

- appropriate parking provision;
- electric vehicle charging;
- car-sharing opportunities;
- consideration of car clubs where appropriate.

## Designing for Behaviour Change

Travel behaviour is influenced by more than infrastructure.

Developments should also consider:

- welcome information for new residents and employees;
- travel information at key locations;
- personalised journey planning;
- promotional events;
- travel awareness campaigns.

Physical design and Travel Plan measures should work together.

## Integrating the Travel Plan into the Design Process

Travel Planning should influence decisions throughout the design process.

| Design Stage    | Travel Plan Considerations                                              |
|-----------------|-------------------------------------------------------------------------|
| Site Selection  | Existing transport connections, access to services and public transport |
| Concept Design  | Walking and cycling routes, permeability, street hierarchy              |
| Masterplanning  | Integration with surrounding communities, access to local facilities    |
| Detailed Design | Cycle parking, footways, bus stops, EV charging, signage                |
| Construction    | Delivery of agreed infrastructure before occupation                     |
| Occupation      | Promotion of sustainable travel and monitoring                          |

## Streets as Places

Streets are more than routes for vehicles.

Well-designed streets support:

- social interaction;
- children's play;
- active travel;
- access to local facilities;
- attractive public spaces.

Travel Plans should reinforce these objectives by encouraging sustainable travel patterns that make streets safer and more enjoyable for everyone.

## Wayfinding

People are more likely to walk or cycle where routes are easy to understand.

Developments should consider:

- clear pedestrian signage;
- cycle route information;
- walking distances and times;
- public transport directions;
- location maps.

Simple wayfinding measures can make sustainable travel more attractive, particularly for new residents, employees and visitors.

## Electric Vehicles

Electric vehicles form part of the transition to lower-emission transport, but they should complement rather than replace wider sustainable travel measures.

Developments should provide charging infrastructure in accordance with current standards and planning requirements while continuing to prioritise walking, cycling, public transport and shared travel.

## Designing for the Council Managed Travel Plan

Developments using the **Council Managed Travel Plan (Option One)** benefit from early engagement with the Council throughout the design process.

Discussing Travel Plan requirements during pre-application enables the Council to advise on:

- sustainable transport opportunities;
- Travel Plan measures;
- monitoring requirements;
- implementation arrangements;

- opportunities to integrate infrastructure with wider transport initiatives.

This collaborative approach can help ensure that the Travel Plan is proportionate, practical and aligned with the design of the development.

## Worked Example

### New Residential Development

A developer proposes a development of 150 dwellings on the edge of a market town.

During the concept design stage, Herefordshire Council identifies opportunities to:

- provide a direct pedestrian connection to the local primary school;
- create a cycle link to the town centre;
- improve access to an existing bus stop;
- include secure cycle parking throughout the development;
- introduce clear wayfinding.

These measures are incorporated into the site layout before the planning application is submitted.

As a result, the Travel Plan focuses on encouraging residents to use the infrastructure already provided, rather than relying on additional mitigation after occupation.

## Good Practice

### Design first. Travel Plan second.

The best Travel Plans are built on developments that have already been designed to support sustainable travel. Infrastructure and Travel Plan measures should complement one another rather than operate independently.

## Common Mistakes

Avoid:

- treating the Travel Plan as a document prepared after the site layout has been finalised;
- relying on promotional measures where physical connections are poor;
- overlooking links to neighbouring communities;
- providing cycle parking that is difficult to access or inconveniently located;
- focusing solely on car access during the design process.

# Chapter Summary

Successful Travel Plans begin with successful design.

By integrating sustainable travel into the earliest stages of site planning, developers can create places that naturally encourage walking, cycling, public transport and shared travel. This reduces the need for later mitigation, supports healthier communities and helps deliver developments that are better connected, more attractive and more sustainable.

# Chapter 7 – Working with Herefordshire Council

## What you'll learn

After reading this chapter you will understand:

- how Herefordshire Council supports developers through the Travel Plan process;
- what information you will need to provide;
- what happens after your planning application is submitted;
- the respective responsibilities of the developer and the Council;
- how the Council Managed Travel Plan (Option One) simplifies the delivery of Travel Plan obligations.

## Introduction

Preparing and implementing a Travel Plan is a collaborative process.

Herefordshire Council recognises that many developers do not routinely prepare or manage Travel Plans and may not have specialist travel planning expertise within their project teams. To support applicants and encourage consistent, high-quality Travel Plans, the Council offers a **Council Managed Travel Plan (Option One)** service.

This service is designed to simplify the process by enabling the Council to coordinate implementation, monitoring and reporting throughout the agreed Travel Plan period.

By working together from an early stage, developers and the Council can ensure that Travel Plan measures are proportionate, practical and integrated into the development from the outset.

## Our Approach

Herefordshire Council's objective is to work collaboratively with developers to deliver successful developments that encourage sustainable travel.

Rather than viewing the Travel Plan as a compliance exercise, we see it as an opportunity to help create well-connected places where residents, employees and visitors have genuine travel choices.

Where developers choose the **Council Managed Travel Plan (Option One)**, the Council becomes an active partner in delivering these outcomes.

# Step 1 – Talk to Us Early

The earlier the Council becomes involved, the better.

Pre-application discussions allow us to:

- confirm whether a Travel Plan is required;
- identify the appropriate type of Travel Plan;
- discuss the preferred delivery option;
- identify any site-specific transport issues;
- advise on sustainable transport opportunities;
- explain likely planning obligations.

Early engagement can reduce delays during the planning process and help ensure that Travel Planning is fully integrated into the design of the development.

## Planning Officer Tip

We encourage applicants to discuss Travel Plan requirements before finalising their site layout. Early engagement often identifies opportunities to improve walking, cycling and public transport connections that can be incorporated into the design at relatively little cost.

# Step 2 – Tell Us About Your Development

To help us understand your proposal, we'll ask you to provide information about the development.

This will typically include:

- the proposed land use;
- the size of the development;
- the anticipated phasing programme;
- proposed access arrangements;
- parking provision;
- site layout;
- expected occupation dates.

Where supporting transport information has already been prepared, this can also be used to inform the Travel Plan.

Our aim is to request only the information necessary to prepare and manage a proportionate Travel Plan.

# Step 3 – We'll Review the Proposal

Once we have the necessary information, we will assess:

- the likely travel demand generated by the development;
- opportunities to encourage sustainable travel;
- any site-specific constraints;
- appropriate monitoring arrangements;
- the most suitable Travel Plan measures.

Where appropriate, we will discuss our recommendations with you before the planning application is determined.

## Step 4 – We'll Agree the Delivery Approach

If you choose the **Council Managed Travel Plan (Option One)**, we'll agree:

- the implementation programme;
- monitoring arrangements;
- reporting requirements;
- Travel Plan milestones;
- responsibilities throughout the monitoring period.

This provides clarity for both the developer and the Council before construction begins.

## Step 5 – You Build the Development

During construction, the developer remains responsible for delivering the infrastructure required by the planning permission and any associated legal agreements.

This may include:

- pedestrian routes;
- cycle parking;
- public transport infrastructure;
- electric vehicle charging points;
- signage and wayfinding;
- highway improvements.

The Travel Plan supports these physical measures but does not replace them.

## Step 6 – We Manage the Travel Plan

Once the development is occupied, Herefordshire Council begins coordinating the Travel Plan.

This typically includes:

- appointing the Travel Plan Coordinator;
- managing the Modeshift STARS platform;
- organising travel surveys;
- reviewing progress against agreed targets;
- preparing annual monitoring reports;
- identifying opportunities for improvement;
- coordinating promotional activities and sustainable travel initiatives.

The Council remains responsible for these activities throughout the agreed monitoring period.

## Keeping You Informed

Developers will continue to receive updates throughout the implementation of the Travel Plan.

Where appropriate, the Council will provide:

- survey results;
- annual monitoring reports;
- progress updates;
- recommendations for future actions.

This ensures that developers remain informed while avoiding the need to manage the day-to-day administration of the Travel Plan.

## Who Does What?

One of the advantages of the **Council Managed Travel Plan (Option One)** is the clear division of responsibilities.

| Developer Responsibilities               | Council Responsibilities                         |
|------------------------------------------|--------------------------------------------------|
| Design and build the development         | Coordinate the Travel Plan                       |
| Deliver agreed infrastructure            | Appoint the Travel Plan Coordinator              |
| Provide agreed financial contributions   | Manage the STARS platform                        |
| Supply information where required        | Undertake monitoring and surveys                 |
| Comply with planning obligations         | Prepare annual monitoring reports                |
| Support implementation where appropriate | Review targets and recommend additional measures |

This collaborative approach enables each party to focus on its area of expertise while working towards the shared objective of delivering sustainable development.

# Why Developers Choose the Council Managed Travel Plan

Many developers prefer the **Council Managed Travel Plan (Option One)** because it:

- reduces long-term administration;
- removes the need to appoint and retain a specialist Travel Plan Coordinator;
- provides continuity throughout the monitoring period;
- ensures that monitoring and reporting are undertaken consistently;
- allows developers to focus on delivering their development while the Council manages the Travel Plan.

For most residential developments, and many commercial schemes, this offers the simplest and most efficient route to meeting Travel Plan obligations.

## Good Practice

**Think of the Council as a delivery partner, not simply the planning authority.**

The earlier we begin working together, the easier it is to integrate sustainable travel into your development and establish a Travel Plan that is proportionate, practical and effective.

## Frequently Asked Questions

### Do I still need to prepare a Travel Plan?

You will still need to provide the information necessary to support your planning application. Where the **Council Managed Travel Plan (Option One)** is selected, Herefordshire Council will take responsibility for coordinating implementation, monitoring and long-term management following approval.

### What if my development changes?

Travel Plans are intended to be living documents. Where proposals change before occupation, the Council will work with you to ensure that the Travel Plan remains appropriate to the development.

### Can I change my delivery option?

In some circumstances this may be possible, subject to agreement with Herefordshire Council and any relevant planning obligations. Applicants should discuss this with the Council as early as possible.

# Chapter Summary

Successful Travel Plans are built on effective collaboration.

By engaging with Herefordshire Council from the earliest stages of the planning process, developers can establish a proportionate Travel Plan, integrate sustainable travel into the design of the development and benefit from ongoing support throughout implementation.

For the majority of developments, the **Council Managed Travel Plan (Option One)** provides the most straightforward route to meeting Travel Plan obligations. It enables the Council to coordinate implementation, monitoring and reporting while allowing developers to focus on delivering high-quality developments.

# Chapter 8 – From Planning Application to Implementation

## What you'll learn

After reading this chapter you will understand:

- how the Travel Plan fits within the planning application process;
- what happens after your application is submitted;
- how Travel Plan obligations are secured;
- what happens before and after first occupation;
- when the Council Managed Travel Plan (Option One) begins.

## Introduction

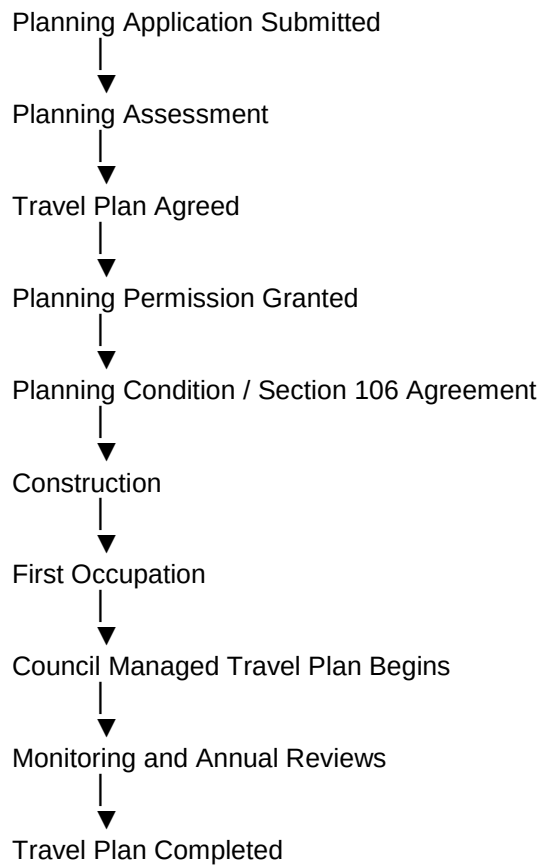
Travel Planning does not end when a planning application is submitted.

Once planning permission has been granted, the focus moves from planning to delivery. This chapter explains what happens after submission, how Travel Plan obligations are secured and how implementation is managed through the lifetime of the development.

For developers using the **Council Managed Travel Plan (Option One)**, Herefordshire Council will coordinate the implementation and monitoring of the Travel Plan following the grant of planning permission. Understanding this process helps ensure that responsibilities are clear from the outset and that sustainable travel measures are delivered at the appropriate stage of the development.

# The Planning Process

The Travel Plan follows the same broad programme as the development itself.



## Stage 1 – Planning Assessment

Following submission, Herefordshire Council will review the planning application and supporting transport information.

This assessment will consider:

- whether the proposed Travel Plan is appropriate for the development;
- whether sustainable travel measures are proportionate;
- the proposed delivery option;
- any site-specific transport issues;
- monitoring and implementation arrangements.

Where additional information is required, the Council will discuss this with the applicant before a decision is made.

## Good Practice

Respond promptly to requests for additional information. Early clarification can help avoid unnecessary delays in determining the planning application.

## Stage 2 – Securing the Travel Plan

Once planning permission has been granted, the Travel Plan will normally be secured through either:

- a planning condition;
- a Section 106 Agreement; or
- a combination of both.

These mechanisms ensure that the agreed Travel Plan measures are delivered and monitored throughout the agreed implementation period.

## What Does This Mean for Developers?

The planning permission will identify the obligations that remain the developer's responsibility.

These typically include:

- delivery of agreed transport infrastructure;
- payment of agreed Travel Plan contributions;
- compliance with planning conditions;
- cooperation with monitoring activities where required.

For developments using the **Council Managed Travel Plan (Option One)**, responsibility for coordinating the Travel Plan transfers to Herefordshire Council following the agreed trigger point, as set out in the planning permission or legal agreement.

## Stage 3 – Construction

The construction phase provides an opportunity to ensure that the development is ready to support sustainable travel from the first day of occupation.

Developers should ensure that agreed infrastructure is delivered in accordance with the approved plans.

Depending on the development, this may include:

- pedestrian routes;
- cycle parking;
- cycle connections;

- public transport infrastructure;
- electric vehicle charging points;
- wayfinding and signage.

Delivering these measures before occupation helps residents, employees and visitors establish sustainable travel habits from the outset.

### Planning Officer Tip

Where practical, complete walking and cycling routes before the first buildings are occupied. Early availability encourages sustainable travel from the beginning of the development.

## Stage 4 – First Occupation

First occupation marks the beginning of the active Travel Plan period.

For developments using the **Council Managed Travel Plan (Option One)**, this is when Herefordshire Council begins coordinating the agreed implementation programme.

Activities may include:

- appointing the Travel Plan Coordinator;
- registering the development on the appropriate Modeshift STARS platform;
- issuing travel information;
- planning monitoring activities;
- coordinating promotional initiatives.

Developers should ensure that all agreed infrastructure is operational before this stage.

## Stage 5 – Monitoring

Travel Plans are intended to respond to real travel behaviour.

Monitoring allows the Council to understand how people are travelling to and from the development and whether additional measures are required.

Typical monitoring activities include:

- resident or staff travel surveys;
- review of travel choices;
- assessment of agreed targets;
- annual progress reporting.

For developments using the **Council Managed Travel Plan (Option One)**, these activities are coordinated by Herefordshire Council.

## Stage 6 – Review and Continuous Improvement

Travel Plans are not static documents.

Monitoring results are reviewed regularly to determine whether the agreed objectives are being achieved.

Where necessary, additional initiatives or revised actions may be introduced to encourage sustainable travel and respond to changing travel patterns.

This adaptive approach helps ensure that the Travel Plan remains effective throughout its lifetime.

## Stage 7 – Completion

Once the agreed monitoring period has been completed and the Travel Plan obligations have been satisfied, the Travel Plan will normally be concluded in accordance with the planning agreement.

The Council will confirm when the agreed monitoring programme has been completed.

## Responsibilities Throughout the Process

| Development Stage    | Developer                                  | Herefordshire Council                     |
|----------------------|--------------------------------------------|-------------------------------------------|
| Planning Application | Prepare and submit application             | Review application                        |
| Determination        | Provide additional information if required | Assess Travel Plan                        |
| Legal Agreement      | Enter into planning obligations            | Prepare and agree obligations             |
| Construction         | Deliver infrastructure                     | Provide advice where required             |
| Occupation           | Support implementation                     | Begin Council Managed Travel Plan         |
| Monitoring           | Cooperate with agreed monitoring           | Coordinate surveys, reporting and reviews |
| Completion           | Meet outstanding obligations               | Confirm completion of Travel Plan         |

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## Good Practice

### **Think beyond planning permission.**

The success of a Travel Plan is measured by how well it works after occupation, not simply by the quality of the document submitted with the planning application. Early collaboration between developers and the Council helps ensure that implementation is effective and proportionate.

## Frequently Asked Questions

### **When does the Council Managed Travel Plan begin?**

The Council will begin coordinating the Travel Plan at the trigger point agreed through the planning permission or legal agreement, typically around first occupation.

### **Do I still need to provide information after planning permission?**

Yes. Developers may be required to provide information relevant to implementation, such as occupation dates or confirmation that agreed infrastructure has been completed.

### **Who prepares the annual monitoring reports?**

For developments using the **Council Managed Travel Plan (Option One)**, Herefordshire Council prepares the annual monitoring reports.

## Chapter Summary

Planning permission is the beginning of the Travel Plan process, not the end.

By understanding the stages that follow planning approval and working collaboratively with Herefordshire Council, developers can ensure that Travel Plan obligations are delivered efficiently and that sustainable travel becomes an integral part of the completed development.

For developers using the **Council Managed Travel Plan (Option One)**, the Council manages the ongoing coordination, monitoring and reporting of the Travel Plan, providing continuity throughout the implementation period while allowing developers to focus on delivering successful developments.

# Chapter 9 – Development Types

## What you'll learn

After reading this chapter you will understand:

- the Travel Plan requirements for different types of development;
- the sustainable travel measures typically expected;
- how Herefordshire Council applies the Travel Plan process to different land uses;
- how the **Council Managed Travel Plan (Option One)** can support each development type.

## Introduction

Although the principles of Travel Planning are consistent across all forms of development, the measures included within a Travel Plan should reflect the nature of the proposed development and the people who will use it.

A residential development will generate different travel patterns from an employment site or a school. Similarly, a mixed-use development may require a combination of measures to meet the needs of residents, employees and visitors.

This chapter provides an overview of the Travel Plan expectations for the most common types of development in Herefordshire.

## Residential Development

### Creating Sustainable Neighbourhoods

Residential Travel Plans seek to encourage new residents to establish sustainable travel habits from the day they move into their homes.

Early decisions about how people travel often become long-term habits. Providing information, infrastructure and support from first occupation helps encourage walking, cycling and public transport use while reducing reliance on the private car.

### Typical Measures

Residential Travel Plans may include:

- Resident welcome packs
- Walking and cycling maps
- Public transport information
- Cycle parking

- Electric vehicle charging infrastructure
- Information on local facilities
- Promotion of car sharing where appropriate
- Travel awareness campaigns

The measures selected should be proportionate to the size and location of the development.

## What the Developer Does

Developers should:

- deliver the agreed transport infrastructure;
- provide agreed travel information to new residents;
- support implementation during the construction and occupation phases.

Where the **Council Managed Travel Plan (Option One)** has been selected, Herefordshire Council will coordinate the long-term implementation and monitoring of the Travel Plan.

## Worked Example

### Development

75 new dwellings.

### Travel Plan

Full Residential Travel Plan.

### Recommended Delivery

Council Managed Travel Plan (Option One).

### Outcome

The developer delivers the agreed walking and cycling infrastructure, resident welcome packs and cycle parking. Herefordshire Council coordinates the Travel Plan, undertakes monitoring and prepares annual reports.

## Employment Development

### Supporting Sustainable Business Travel

Employment Travel Plans focus on helping employees and visitors travel sustainably while supporting the operational needs of the business.

Successful Employment Travel Plans balance accessibility, business efficiency and environmental performance.

## Typical Measures

Employment Travel Plans may include:

- Staff travel information
- Public transport promotion
- Secure cycle parking
- Shower and changing facilities
- Car sharing initiatives
- Business travel policies
- Flexible working measures
- Electric vehicle charging
- Visitor travel information

Measures should reflect the size, location and operational characteristics of the business.

## Council Managed Travel Plan

Many employers choose the **Council Managed Travel Plan (Option One)** because it removes the need to appoint and manage a dedicated Travel Plan Coordinator while ensuring that surveys, monitoring and annual reporting continue throughout the agreed period.

## Worked Example

### Development

3,500 m<sup>2</sup> office development.

### Travel Plan

Full Employment Travel Plan.

### Recommended Delivery

Council Managed Travel Plan (Option One).

## School Development

### Encouraging Safe and Sustainable School Travel

School Travel Plans focus on encouraging pupils, parents and staff to travel safely and sustainably.

Unlike residential or employment developments, School Travel Plans are closely linked to education and behavioural change.

## Typical Measures

School Travel Plans commonly include:

- Walking buses
- Cycle training
- Scooter parking
- Parent information
- Road safety education
- Park and stride initiatives
- Sustainable travel events
- School travel surveys

All new schools should prepare a School Travel Plan using the appropriate **Modeshift STARS Education** platform.

## Council Managed Travel Plan

Where appropriate, Herefordshire Council can provide ongoing support, monitoring and advice while working with the school to encourage continuous improvement and maintain accreditation.

## Worked Example

### Development

New primary school.

### Travel Plan

School Travel Plan.

### Monitoring

Managed through Modeshift STARS Education.

## Mixed-Use Development

### Coordinating Different Land Uses

Mixed-use developments often include a combination of residential, employment, retail, leisure and community uses.

Rather than preparing separate Travel Plans for each use, Herefordshire Council will normally expect a single Framework Travel Plan that provides a consistent approach across the whole development.

Individual phases or occupiers may then prepare more detailed Travel Plans where appropriate.

## Typical Measures

A mixed-use development may include:

- Integrated walking and cycling routes
- Shared public transport facilities
- Visitor travel information
- Shared cycle parking
- Wayfinding
- Public realm improvements
- Travel awareness campaigns
- Coordinated monitoring across different land uses

## Council Managed Travel Plan

For large phased developments, the **Council Managed Travel Plan (Option One)** provides continuity over many years, even where individual developers, occupiers or management companies change. This helps maintain a consistent approach to monitoring and implementation across the whole site.

## Comparison of Development Types

| Development Type | Main Focus                                            | Typical Travel Plan     |
|------------------|-------------------------------------------------------|-------------------------|
| Residential      | Helping residents establish sustainable travel habits | Residential Travel Plan |
| Employment       | Supporting staff and visitor travel                   | Employment Travel Plan  |
| School           | Safe and sustainable journeys to school               | School Travel Plan      |
| Mixed-use        | Coordinating multiple land uses                       | Framework Travel Plan   |

## Good Practice

**Tailor the Travel Plan to the development.**

While many sustainable travel measures are common across different developments, the most effective Travel Plans reflect the specific characteristics of

the site and the people who will use it. A proportionate, well-targeted Travel Plan is likely to achieve better outcomes than one that simply applies a standard list of measures.

## Planning Officer Tip

**Think about who will use the development.**

Residents, employees, pupils and visitors all have different travel needs. Understanding these differences at an early stage will help ensure that Travel Plan measures are relevant, proportionate and effective.

## Frequently Asked Questions

**Does every development require the same Travel Plan?**

No. The type and content of the Travel Plan should be proportionate to the scale, nature and location of the proposed development.

**Can one Travel Plan cover multiple land uses?**

Yes. Mixed-use developments will normally be supported by a Framework Travel Plan that establishes a consistent strategy across the whole site.

**Which delivery option is recommended?**

For most developments, Herefordshire Council recommends the **Council Managed Travel Plan (Option One)**. This enables the Council to coordinate implementation, monitoring and reporting while reducing the long-term administrative burden on developers.

## Chapter Summary

Travel Plans should always reflect the characteristics of the proposed development and the people who will use it. By tailoring Travel Plan measures to the development type and engaging with Herefordshire Council at an early stage, developers can create practical and proportionate Travel Plans that support sustainable travel and comply with planning requirements.

For the majority of developments, the **Council Managed Travel Plan (Option One)** offers a straightforward and effective way of delivering these objectives, providing continuity from first occupation through to the completion of the agreed monitoring period.

# Chapter 10 – Sustainable Travel Measures

## What you'll learn

After reading this chapter you will understand:

- the types of sustainable travel measures that may be included in a Travel Plan;
- how these measures support residents, employees and visitors;
- how Herefordshire Council selects appropriate measures for each development;
- why Travel Plan measures should always be proportionate to the scale and nature of the development.

## Introduction

A Travel Plan is more than a collection of transport measures.

Its purpose is to encourage people to make informed and sustainable travel choices by combining good design, practical infrastructure and ongoing engagement.

Every development is different. The measures included within a Travel Plan should therefore reflect the characteristics of the site, the people who will use it and the opportunities available to encourage sustainable travel.

For developments using the **Council Managed Travel Plan (Option One)**, Herefordshire Council will work with developers to identify the most appropriate package of measures. Not every initiative described in this chapter will be suitable for every development, and Travel Plans should always be proportionate to the scale and nature of the proposal.

## Encouraging Walking

Walking is often the most practical and sustainable option for short local journeys.

Travel Plans seek to make walking an attractive choice by ensuring that residents, employees and visitors are aware of nearby facilities and have safe, convenient routes available.

Depending on the development, measures may include:

- information on local walking routes;
- maps showing nearby services and facilities;
- improved pedestrian connections;

- wayfinding signage;
- promotion of local walking opportunities.

These measures are particularly effective where schools, shops, healthcare facilities and public transport are located within comfortable walking distance of the development.

### **Good Practice**

Travel information should focus on journey times rather than distances. For example, stating that the town centre is a "10-minute walk" is often more meaningful than providing the distance in metres.

## **Supporting Cycling**

Cycling provides an efficient and healthy alternative to short car journeys.

Travel Plans may encourage cycling by supporting the use of the infrastructure already provided through the development.

Measures could include:

- information about local cycle routes;
- cycle parking guidance;
- links to cycle training opportunities;
- promotion of local cycling events;
- maintenance information;
- cycle user information packs.

The emphasis should be on helping people make use of available facilities rather than simply providing additional infrastructure.

## **Making Public Transport Easy to Use**

Public transport is an important part of many Travel Plans.

New residents and employees are often unfamiliar with local bus or rail services. Providing clear and accessible information can help increase confidence in using public transport.

Measures may include:

- public transport maps;
- timetable information;
- details of ticketing options;
- links to journey planning tools;
- information about nearby bus stops and railway stations.

Travel information should be kept up to date throughout the monitoring period.

## Encouraging Shared Travel

Not every journey can be made on foot, by cycle or by public transport.

Where car travel remains necessary, shared travel can help reduce congestion and make more efficient use of the road network.

Depending on the development, initiatives may include:

- promotion of car sharing;
- information on local lift-sharing schemes;
- car club information where available;
- reserved parking for shared vehicles where appropriate.

The suitability of these measures will depend on the location and nature of the development.

## Electric Vehicles

Electric vehicles support the transition to lower-emission transport.

Travel Plans may complement the provision of electric vehicle charging infrastructure by:

- providing information on charging facilities;
- promoting efficient use of charging points;
- signposting users to local charging networks.

Electric vehicles remain an important part of sustainable transport but should be considered alongside walking, cycling and public transport rather than as a replacement for them.

## Travel Information

People are more likely to change their travel behaviour when they have access to clear, reliable information.

Travel information may include:

- Welcome Packs for new residents or employees.
- Maps of local walking and cycling routes.
- Public transport information.
- Information on local facilities.
- Sustainable travel tips.
- Details of Council travel initiatives.

Providing this information at the right time—particularly before or shortly after occupation—can help establish sustainable travel habits from the outset.

## Behaviour Change

Infrastructure alone does not change travel behaviour.

Travel Plans often include activities designed to encourage people to consider different travel options.

Examples include:

- travel awareness campaigns;
- community events;
- personalised travel planning;
- seasonal travel promotions;
- active travel challenges.

These initiatives are most successful when combined with high-quality walking, cycling and public transport infrastructure.

## Flexible and Home Working

For some employment developments, reducing the need to travel can be as important as changing how people travel.

Where appropriate, Travel Plans may support:

- hybrid working;
- flexible working hours;
- remote meetings;
- digital collaboration.

These measures can reduce peak-hour travel demand while supporting business efficiency.

## Choosing the Right Measures

There is no standard list of measures that applies to every development.

Herefordshire Council will consider:

- the type of development;
- the location of the site;
- the availability of local facilities;
- existing transport infrastructure;
- the scale of anticipated travel demand;

- opportunities to encourage sustainable travel.

The aim is to develop a package of measures that is practical, proportionate and tailored to the development.

## The Council Managed Travel Plan

For developments using the **Council Managed Travel Plan (Option One)**, Herefordshire Council will work with developers to identify the most appropriate measures and coordinate their implementation throughout the monitoring period.

This allows Travel Plan measures to be reviewed and refined over time in response to monitoring results and changing travel patterns.

Rather than relying on a fixed list of initiatives, the Council can adapt the Travel Plan where appropriate to ensure it continues to meet its objectives.

### Planning Officer Tip

Focus on the people who will use the development, not simply the measures themselves. A smaller number of well-targeted initiatives is often more effective than a long list of generic actions.

## Frequently Asked Questions

### Will every Travel Plan include all of these measures?

No. Travel Plans should always be proportionate to the scale, type and location of the development. The Council will work with developers to identify the most appropriate package of measures.

### Can measures change over time?

Yes. Travel Plans are intended to be living documents. Monitoring may identify opportunities to introduce new initiatives or refine existing measures throughout the implementation period.

### Who decides which measures are included?

For developments using the **Council Managed Travel Plan (Option One)**, Herefordshire Council will advise on the most appropriate measures, taking account of the characteristics of the development and the objectives of the Travel Plan.

## Chapter Summary

Sustainable Travel Measures are the practical actions that help people make more sustainable travel choices. Rather than applying a standard list of initiatives, Herefordshire Council works with developers to identify measures that are proportionate, relevant and appropriate to each development.

For developments using the **Council Managed Travel Plan (Option One)**, the Council will coordinate the implementation and ongoing review of these measures, ensuring that the Travel Plan remains responsive to changing travel patterns and continues to support the long-term success of the development.

# Chapter 11 – Monitoring and Review

## What you'll learn

After reading this chapter you will understand:

- why Travel Plans are monitored;
- what happens after first occupation;
- how Herefordshire Council monitors Travel Plans under the Council Managed Travel Plan (Option One);
- what developers can expect during the monitoring period;
- how Travel Plans are reviewed and concluded.

## Introduction

A Travel Plan does not end when the first residents move in or when a business begins operating.

The purpose of monitoring is to understand how people are travelling to and from the development, assess whether the Travel Plan is achieving its objectives and identify opportunities for improvement where necessary.

Travel Plans are intended to be living documents. They should evolve as developments mature and travel patterns become established.

For developers choosing the **Council Managed Travel Plan (Option One)**, Herefordshire Council manages this process on the developer's behalf, providing continuity throughout the agreed monitoring period.

## Why Monitor a Travel Plan?

Monitoring helps answer a number of important questions.

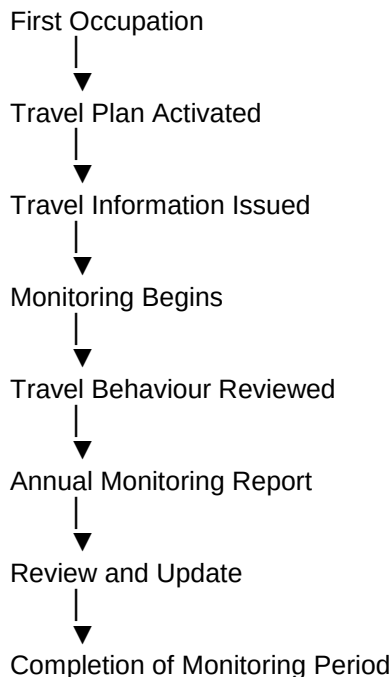
- Are people making use of the walking and cycling infrastructure?
- Is public transport being used as anticipated?
- Are Travel Plan measures encouraging more sustainable travel?
- Are the agreed objectives being achieved?
- Are any additional measures needed?

Monitoring is therefore an important part of ensuring that the Travel Plan continues to deliver positive outcomes throughout the life of the development.

## What Happens After Occupation?

For developments using the **Council Managed Travel Plan (Option One)**, monitoring begins once the agreed trigger point has been reached, as set out in the planning permission or legal agreement.

Although every development is different, the process generally follows the same pattern.



This staged approach allows travel behaviour to be monitored over time and ensures that the Travel Plan remains effective as the development becomes established.

## What Does Herefordshire Council Do?

Under the **Council Managed Travel Plan (Option One)**, Herefordshire Council coordinates the monitoring programme throughout the agreed period.

This may include:

- organising travel surveys;
- reviewing travel patterns;
- assessing progress against agreed objectives;
- preparing annual monitoring reports;
- updating the Action Plan where appropriate;
- identifying opportunities to encourage further sustainable travel.

Developers are not expected to undertake these activities themselves, allowing them to focus on delivering and managing the development.

## What Does the Developer Need to Do?

Although the Council coordinates the monitoring programme, developers continue to play an important role.

Depending on the stage of the development, developers may be asked to:

- confirm occupation dates;
- provide updates on the completion of agreed infrastructure;
- notify the Council of significant changes affecting the development;
- cooperate with agreed monitoring activities where required.

This collaborative approach helps ensure that monitoring reflects the actual operation of the development.

## Annual Monitoring Reports

Each year, Herefordshire Council will review the information gathered through the monitoring programme and prepare an Annual Monitoring Report.

The report will normally summarise:

- progress made during the year;
- travel behaviour observed;
- progress towards agreed objectives;
- the effectiveness of Travel Plan measures;
- recommendations for future actions where appropriate.

These reports provide a clear record of the Travel Plan's progress and help inform future improvements.

## What Happens if Travel Patterns Change?

Travel Plans are designed to respond to change.

Over time, factors such as new bus services, additional cycle routes or changes in local travel behaviour may create opportunities to improve the effectiveness of the Travel Plan.

Monitoring enables these changes to be identified and, where appropriate, reflected in the ongoing management of the Travel Plan.

This flexibility is one of the key strengths of the **Council Managed Travel Plan (Option One)**.

### Good Practice

Travel Plans should be viewed as a long-term partnership rather than a one-off planning requirement. Regular review helps ensure that measures remain relevant and continue to support sustainable travel as communities develop.

## When Does Monitoring End?

The monitoring period will be determined through the planning permission or legal agreement and will reflect the nature and scale of the development.

Once the agreed monitoring period has been completed and all obligations have been satisfied, the Travel Plan can be formally concluded.

Where appropriate, the Council will confirm that the agreed monitoring requirements have been fulfilled.

## Benefits of the Council Managed Travel Plan

For developers choosing the **Council Managed Travel Plan (Option One)**, the monitoring process is significantly simplified.

The Council will:

- coordinate the monitoring programme;
- prepare Annual Monitoring Reports;
- review Travel Plan performance;
- recommend improvements where appropriate;
- provide continuity throughout the monitoring period.

This removes the need for developers to recruit specialist staff or manage complex monitoring arrangements over several years.

### Planning Officer Tip

Monitoring is not intended to catch developers out. Its purpose is to understand how the development is performing and to identify opportunities to encourage more sustainable travel over time.

## Frequently Asked Questions

### How long will monitoring continue?

The duration of the monitoring period will be set out in the planning permission or legal agreement and will reflect the characteristics of the development.

## **Will I receive monitoring reports?**

Yes. For developments using the **Council Managed Travel Plan (Option One)**, Herefordshire Council will prepare Annual Monitoring Reports and share relevant findings with the developer.

## **What happens if travel behaviour differs from expectations?**

Travel Plans are intended to evolve over time. Monitoring helps identify where additional or revised measures may be beneficial and allows the Council to respond in a proportionate manner.

## **Does monitoring mean additional work for the developer?**

For developments using the **Council Managed Travel Plan (Option One)**, the Council coordinates the monitoring programme. Developers are generally only required to provide information relevant to the development and cooperate where necessary.

# **Chapter Summary**

Monitoring is an essential part of every successful Travel Plan. It provides an opportunity to understand how people are travelling, review the effectiveness of agreed measures and ensure that the Travel Plan continues to support sustainable travel throughout the life of the development.

For developers using the **Council Managed Travel Plan (Option One)**, Herefordshire Council manages the monitoring process on the developer's behalf, providing continuity, professional oversight and ongoing support from first occupation through to the completion of the agreed monitoring period.

# Chapter 12 – Planning Obligations

## What you'll learn

After reading this chapter you will understand:

- how Travel Plans are secured through the planning process;
- the different mechanisms used by Herefordshire Council;
- the responsibilities that remain with the developer;
- how the Council Managed Travel Plan (Option One) is secured;
- what happens once planning permission has been granted.

## Introduction

Travel Plans form part of the overall planning package for many developments.

Once the need for a Travel Plan has been established and its scope agreed, the Council will secure its implementation through the planning process.

This ensures that the Travel Plan is delivered alongside the development and that appropriate monitoring arrangements are in place throughout the agreed implementation period.

The exact mechanism will depend on the nature and scale of the development, but the principle remains the same: Travel Plans are intended to support sustainable development by ensuring that agreed measures are implemented and maintained over time.

## How Travel Plans Are Secured

Travel Plans are normally secured through one or more of the following mechanisms:

- Planning Conditions
- Section 106 Agreements
- Other legal agreements where appropriate

The approach adopted will reflect the scale of the development and the nature of the Travel Plan obligations.

Herefordshire Council will advise applicants on the appropriate mechanism during the planning process.

## Planning Conditions

Planning conditions are commonly used where specific Travel Plan actions need to be completed at defined stages of the development.

Examples may include:

- submission of additional Travel Plan information before occupation;
- implementation of agreed measures prior to first occupation;
- appointment of the agreed delivery arrangements;
- completion of monitoring activities where appropriate.

Conditions should always be read carefully, as they form part of the planning permission.

## Section 106 Agreements

For larger developments, Travel Plan obligations may be secured through a Section 106 Agreement.

This enables long-term responsibilities to be clearly defined and provides a mechanism for implementing and monitoring the agreed Travel Plan throughout the monitoring period.

Where the **Council Managed Travel Plan (Option One)** is selected, the agreement will normally include provisions covering the Council's role in coordinating implementation and monitoring.

## Developer Responsibilities

Regardless of the delivery option selected, developers remain responsible for delivering the obligations secured through the planning permission.

These typically include:

- constructing the approved development;
- delivering agreed walking and cycling infrastructure;
- providing cycle parking;
- delivering public transport infrastructure where required;
- installing electric vehicle charging infrastructure where agreed;
- complying with planning conditions;
- making agreed financial contributions.

Choosing the **Council Managed Travel Plan (Option One)** does **not** remove these responsibilities.

Instead, it transfers responsibility for coordinating the Travel Plan itself to Herefordshire Council.

# Council Responsibilities

Where the **Council Managed Travel Plan (Option One)** has been selected, Herefordshire Council will normally be responsible for:

- appointing the Travel Plan Coordinator;
- managing the Modeshift STARS platform;
- coordinating monitoring;
- preparing Annual Monitoring Reports;
- reviewing Travel Plan performance;
- recommending amendments where appropriate;
- maintaining the Travel Plan throughout the agreed monitoring period.

This provides continuity and helps ensure that the Travel Plan remains an active management document rather than simply a planning requirement.

## Financial Contributions

The implementation of a Travel Plan may involve financial contributions secured through the planning process.

These contributions help fund the agreed Travel Plan arrangements and ensure that appropriate monitoring and management can be undertaken throughout the implementation period.

The level of any contribution will be determined through the planning process and will reflect the nature and scale of the development.

Applicants are encouraged to discuss likely requirements with Herefordshire Council during pre-application discussions.

## Why Developers Choose the Council Managed Travel Plan

Many developers choose the **Council Managed Travel Plan (Option One)** because it provides certainty over the long-term management of the Travel Plan.

Instead of appointing and managing their own Travel Plan Coordinator for several years after occupation, developers can rely on the Council to coordinate implementation, monitoring and reporting.

This approach can reduce administrative complexity while ensuring that Travel Plan obligations continue to be managed consistently throughout the agreed monitoring period.

## **Good Practice**

Discuss Travel Plan obligations during the pre-application stage wherever possible.

Early agreement on the preferred delivery option and likely planning obligations can help reduce delays during determination and provide greater certainty for both the developer and the Council.

## **Planning Officer Tip**

Planning obligations are intended to support the successful delivery of the development rather than create unnecessary burdens.

Understanding the respective responsibilities of the developer and the Council at an early stage will help ensure that implementation proceeds smoothly following the grant of planning permission.

# **Frequently Asked Questions**

## **Will every Travel Plan require a Section 106 Agreement?**

No. The mechanism used to secure the Travel Plan will depend on the nature and scale of the development. Some Travel Plan requirements may instead be secured through planning conditions.

## **Does choosing the Council Managed Travel Plan remove my planning obligations?**

No.

Developers remain responsible for delivering the infrastructure and complying with the planning permission.

The Council Managed Travel Plan transfers responsibility for coordinating the Travel Plan itself, not the delivery of the development.

## **When will I know what my obligations are?**

Travel Plan obligations are normally discussed during the planning process and confirmed before planning permission is issued.

Applicants are encouraged to discuss likely requirements with Herefordshire Council as early as possible.

## **Can obligations change if the development changes?**

Where proposals change significantly during the planning process, the associated Travel Plan requirements may also need to be reviewed.

Applicants should discuss any proposed changes with Herefordshire Council at the earliest opportunity.

## Chapter Summary

Travel Plans are secured through the planning process to ensure that agreed sustainable travel measures are delivered alongside the development and monitored throughout the agreed implementation period.

Although developers remain responsible for delivering the physical infrastructure and complying with planning obligations, the **Council Managed Travel Plan (Option One)** enables Herefordshire Council to take responsibility for coordinating the Travel Plan itself, providing professional oversight, continuity and ongoing support throughout the monitoring period.

# Chapter 13 – Worked Examples

## What you'll learn

After reading this chapter you will understand:

- how the Travel Plan process applies to different types of development;
- what Herefordshire Council is likely to expect;
- how the Council Managed Travel Plan (Option One) operates in practice;
- the typical developer responsibilities at each stage.

The examples in this chapter are illustrative only. The requirements for individual developments will depend on their size, nature, location and potential transport impacts.

## Example 1 – Residential Development (32 Dwellings)

### The Proposal

A developer proposes a new residential development comprising **32 dwellings** on the edge of a market town.

The site is within walking distance of a primary school, local convenience store and bus stops with regular services to the town centre.

### What Happens?

#### Pre-Application

The developer meets with Herefordshire Council to discuss the proposal.

The Council advises that a **Travel Plan Statement** is required because the development falls within the relevant residential threshold.

During the meeting, the Council explains the benefits of the **Council Managed Travel Plan (Option One)** and the developer confirms that this is their preferred approach.

#### Planning Application

The application is submitted with:

- Travel Plan Statement
- Transport Statement

- Site layout
- Proposed walking and cycling connections

The Council reviews the information and agrees the Travel Plan.

## **Construction**

The developer delivers:

- footways
- cycle parking
- EV charging
- pedestrian links
- wayfinding signage

## **Occupation**

The Council:

- activates the Council Managed Travel Plan;
- issues resident travel information;
- manages implementation.

## **Monitoring**

Herefordshire Council coordinates monitoring and provides annual updates throughout the agreed monitoring period.

## **Outcome**

The developer delivers the agreed infrastructure while Herefordshire Council manages the Travel Plan, reducing the developer's long-term administrative responsibilities.

# **Example 2 – Residential Development (85 Dwellings)**

## **The Proposal**

A residential development of **85 dwellings** is proposed on the edge of a larger settlement.

The development includes public open space, cycle parking and improved pedestrian links to nearby facilities.

## Travel Plan Requirement

A **Full Residential Travel Plan** is required.

## Delivery Option

The developer selects the **Council Managed Travel Plan (Option One)** during pre-application discussions.

## Developer Responsibilities

The developer:

- delivers all agreed infrastructure;
- provides the agreed financial contribution;
- notifies the Council before first occupation.

## Council Responsibilities

The Council:

- appoints the Travel Plan Coordinator;
- manages the Modeshift STARS platform;
- undertakes monitoring;
- prepares Annual Monitoring Reports;
- reviews progress throughout the monitoring period.

## Outcome

The Travel Plan is managed consistently throughout the monitoring period while the developer focuses on completing the development.

## Example 3 – Office Development

### The Proposal

A new office building providing **3,500 m<sup>2</sup> of employment floorspace**.

### Travel Plan Requirement

A **Full Employment Travel Plan**.

### Measures

The Travel Plan includes:

- staff travel information;
- cycle parking;
- shower facilities;
- public transport information;
- promotion of car sharing.

## Delivery

The developer chooses the **Council Managed Travel Plan (Option One)**.

Following occupation, Herefordshire Council coordinates staff travel surveys, monitoring and reporting while the employer supports implementation within the workplace.

## Example 4 – Primary School

### The Proposal

Construction of a new two-form entry primary school.

### Travel Plan Requirement

A **School Travel Plan** managed through **Modeshift STARS Education**.

### Measures

Typical measures include:

- walking buses;
- cycle training;
- scooter parking;
- road safety education;
- parent engagement;
- sustainable travel events.

### Council Support

The Council works with the school to:

- establish the Travel Plan;
- support monitoring;
- encourage continuous improvement.

## Example 5 – Mixed-Use Development

## The Proposal

A strategic development comprising:

- 400 dwellings;
- employment land;
- local centre;
- primary school;
- public open space.

## Travel Plan Requirement

A **Framework Travel Plan** covering the whole development.

As individual phases come forward, more detailed Travel Plans are prepared where required.

## Delivery

The developer chooses the **Council Managed Travel Plan (Option One)**.

This provides continuity throughout the phased development, even where different developers, occupiers or management companies become involved over time.

## Outcome

A single coordinated Travel Plan supports the whole development while allowing flexibility as individual phases are delivered.

# Example 6 – Developer Managed Travel Plan (Option Two)

## The Proposal

An international business proposes a new regional headquarters.

The organisation already employs a dedicated sustainability and travel planning team responsible for managing Travel Plans across multiple sites.

## Travel Plan Requirement

A **Full Employment Travel Plan**.

## Delivery Option

The organisation chooses the **Developer Managed Travel Plan (Option Two)** because it already has:

- an experienced Travel Plan Coordinator;
- established monitoring systems;
- existing travel survey processes;
- internal reporting procedures.

## Developer Responsibilities

The developer:

- appoints and retains the Travel Plan Coordinator;
- manages the Modeshift STARS platform (where applicable);
- undertakes surveys;
- prepares Annual Monitoring Reports;
- reviews performance against agreed targets;
- funds monitoring and any agreed remedial measures.

Herefordshire Council continues to monitor compliance with the planning obligations but does not coordinate the day-to-day management of the Travel Plan.

## Outcome

The organisation successfully delivers its own Travel Plan because it has the expertise and resources to manage the process internally.

## Lessons from the Examples

Although every development is different, the examples in this chapter demonstrate several common themes.

Successful Travel Plans are:

- considered early in the design process;
- proportionate to the development;
- integrated with the planning application;
- supported by appropriate infrastructure;
- actively managed after occupation.

For the majority of developments, the **Council Managed Travel Plan (Option One)** provides the simplest and most effective way of achieving these outcomes. It allows developers to focus on delivering high-quality developments while Herefordshire Council coordinates the ongoing implementation, monitoring and review of the Travel Plan.

## Good Practice

**Use these examples as a guide, not a template.**

Every development is unique. The examples in this chapter illustrate the Travel Plan process for typical developments, but Herefordshire Council will always consider the specific characteristics of each proposal when agreeing Travel Plan requirements.

## Chapter Summary

The worked examples demonstrate how the Travel Plan process is applied in practice across a range of development types. They show that while the specific measures and obligations may vary, the overall process remains consistent: engage early with Herefordshire Council, agree the appropriate Travel Plan, deliver the required infrastructure, and implement the Travel Plan through the agreed delivery option.

For most developments, the **Council Managed Travel Plan (Option One)** provides a clear, consistent and collaborative approach that reduces the long-term administrative burden on developers while supporting the successful delivery of sustainable travel objectives.

# **Chapter 14 – Frequently Asked Questions**

## **Introduction**

This chapter answers some of the questions most commonly asked by developers, planning consultants and applicants preparing developments in Herefordshire.

If you cannot find the answer to your question, please contact Herefordshire Council's Travel Planning Team before submitting your planning application.

## **General Questions**

### **Do all developments require a Travel Plan?**

No.

Whether a Travel Plan is required depends on the type, scale and location of the proposed development and the level of travel demand it is likely to generate.

The thresholds contained within the Herefordshire Travel Plan strategy provide guidance, but the Council may also require a Travel Plan where local circumstances justify one.

### **What is the difference between a Travel Plan Statement and a Full Travel Plan?**

A Travel Plan Statement is generally used for smaller developments where transport impacts are expected to be relatively limited.

A Full Travel Plan is a long-term management strategy that includes objectives, measures, monitoring and review arrangements appropriate to larger or more complex developments.

### **When should I discuss Travel Plan requirements?**

As early as possible.

The Council strongly encourages developers to raise Travel Plan requirements during pre-application discussions so that sustainable travel can be considered alongside the design of the development.

Early engagement often reduces delays later in the planning process.

# Council Managed Travel Plan (Option One)

## What is the Council Managed Travel Plan?

The **Council Managed Travel Plan (Option One)** is a service provided by Herefordshire Council.

Instead of requiring developers to coordinate and manage the Travel Plan throughout the monitoring period, the Council undertakes this role on the developer's behalf.

This includes coordinating implementation, monitoring travel behaviour, preparing Annual Monitoring Reports and reviewing progress against agreed objectives.

## Why does the Council recommend the Council Managed Travel Plan?

For many developments, particularly residential schemes, the Council Managed Travel Plan provides a straightforward and efficient approach to meeting Travel Plan obligations.

It reduces the long-term administrative burden on developers while ensuring that the Travel Plan is managed consistently throughout the agreed monitoring period.

## What are the benefits?

The Council Managed Travel Plan offers a number of practical benefits, including:

- a single point of contact;
- an experienced Travel Plan Coordinator appointed by the Council;
- monitoring coordinated by the Council;
- Annual Monitoring Reports prepared by the Council;
- continuity throughout the monitoring period;
- reduced administrative responsibilities for developers.

## Do I still have responsibilities if I choose the Council Managed Travel Plan?

Yes.

The developer remains responsible for delivering the approved development and any transport infrastructure secured through the planning permission or legal agreement.

The Council Managed Travel Plan transfers responsibility for coordinating the Travel Plan itself, not the delivery of the development.

## **Developer Managed Travel Plan (Option Two)**

### **Can I manage my own Travel Plan?**

Yes.

Developers may choose the **Developer Managed Travel Plan (Option Two)** where they have the expertise and resources necessary to manage implementation, monitoring and reporting throughout the agreed monitoring period.

### **When is Option Two appropriate?**

Option Two is generally most suitable for organisations that:

- regularly prepare and manage Travel Plans;
- employ experienced Travel Plan Coordinators;
- have established monitoring systems;
- wish to retain direct responsibility for implementation.

### **Can I change from one option to another?**

In some circumstances this may be possible, subject to agreement with Herefordshire Council and any relevant planning obligations.

Applicants should discuss this with the Council as early as possible.

## **Planning Applications**

### **What information should I submit with my planning application?**

The information required will depend on the type and scale of development.

As a minimum, applicants should provide sufficient information to allow the Council to determine:

- whether a Travel Plan is required;
- the appropriate type of Travel Plan;
- the preferred delivery option;
- the proposed sustainable travel measures.

The Council will advise if additional information is required.

## **Will my planning application be delayed if the Travel Plan is incomplete?**

Potentially, yes.

Providing complete and proportionate Travel Plan information at the time of submission helps the Council assess the proposal efficiently and reduces the likelihood of requests for additional information.

## **Monitoring**

### **How long does monitoring continue?**

The monitoring period will be determined through the planning permission or legal agreement and will reflect the nature and scale of the development.

### **Who prepares the Annual Monitoring Reports?**

For developments using the **Council Managed Travel Plan (Option One)**, Herefordshire Council prepares the Annual Monitoring Reports.

For developments using the **Developer Managed Travel Plan (Option Two)**, responsibility rests with the developer.

### **What happens if travel patterns change?**

Travel Plans are intended to be living documents.

Monitoring allows the Council or developer to review travel behaviour and, where appropriate, update the Travel Plan to reflect changing circumstances.

## **Sustainable Travel**

### **Will every development include the same Travel Plan measures?**

No.

Travel Plans are tailored to the characteristics of each development.

The measures selected should always be proportionate to the scale, nature and location of the proposal.

## **Do Travel Plans prevent people from using their cars?**

No.

Travel Plans are designed to increase travel choice rather than restrict it.

They encourage walking, cycling, public transport and shared travel while recognising that the private car will remain an important mode of transport for many journeys.

## **Legal Matters**

### **How are Travel Plans secured?**

Travel Plans are normally secured through planning conditions, Section 106 Agreements or a combination of both, depending on the nature of the development.

### **What remains the developer's responsibility?**

Regardless of the delivery option selected, developers remain responsible for:

- delivering the approved development;
- providing agreed transport infrastructure;
- complying with planning conditions;
- meeting obligations contained within legal agreements.

## **Contacting Herefordshire Council**

### **Who should I contact if I need advice?**

The Council encourages applicants to contact the Travel Planning Team during the earliest stages of project development.

Early discussions help establish the most appropriate Travel Plan requirements and reduce the likelihood of delays during the planning process.

Contact details are provided at the end of this guide.

## **Good Practice**

**Ask early rather than assume.**

If you are unsure whether a Travel Plan is required or which delivery option is most appropriate, contact Herefordshire Council before submitting your planning application. Early discussions are often the quickest way to resolve uncertainty and ensure that Travel Plan requirements are proportionate to your development.

## Chapter Summary

Travel Plans are intended to support successful, sustainable development rather than create unnecessary complexity. Most questions can be resolved through early discussion with Herefordshire Council, and applicants are encouraged to seek advice at the earliest opportunity.

For the majority of developments, the **Council Managed Travel Plan (Option One)** provides a simple and effective way of meeting Travel Plan obligations, allowing developers to focus on delivering their development while the Council coordinates the long-term management of the Travel Plan.