

Supplement to the agenda for

Cabinet

Thursday 3 December 2020

2.30 pm

online meeting

7. HEREFORD TRANSPORT STRATEGY REVIEW

Pages

3 - 46

Cabinet Hereford Transport Strategy Review

3 December 2020

1. Leader's Introduction, public and councillor questions

2. Introduction from Cllr Harrington as portfolio holder
3. Officer and consultant presentation of the review
4. Cabinet members' questions and comments
5. Input from scrutiny chair, present recommendations
6. Cabinet members consideration and response to Committee
Recommendations
7. Questions and comments from group leaders
8. Final debate among cabinet members
9. Shaping of recommendations and vote
10. Close

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Introduction

- Cabinet member decision of 24 January 2020 agreed the scope:
 - Peer assessment of the southern link road and western bypass schemes
 - A review of the transport strategy for Hereford taking into account the declared climate emergency and best practice to consider alternatives to road schemes
- Review work has been completed. The transport planning consultants who are here to present their findings and answer questions about the work:
 - Martin Revill (Regional Director Transport Planning, Mott MacDonald) – Peer assessment and critical friend to the review
 - Martyn Brooks (Director, National and Local Government Services, WSP) – Hereford Transport Strategy Review

- General scrutiny committee considered the review at its meeting 9 November and have made a number of recommendations for cabinet to consider and provide a response (Appendix E)
- GSC recommendations include:
 - Cabinet applying weightings to objectives/outcomes;
 - extending the review to the wider county;
 - considering new transport proposals not included in the review;
 - Support for transport options included in different packages; and
 - That cabinet abandons the western bypass.

Cabinet recommendations

- a) notes and considers the review findings and the recommendations and comments of the general scrutiny committee;
- b) determine if there is a preferred strategic transport package or combination of packages which cabinet would like to take forward;
- c) agrees the recommendations A to M of the general scrutiny committee which are set out at Appendix E;
- d) seeks a further report to set out the implications of taking forward the preferred package and to confirm authority for subsequent work to proceed; and
- e) determine how it wishes to proceed with the regard to the two road schemes (the southern link road and western bypass) including:
 - stopping either or both schemes;
 - continuing to pause either or both schemes;
 - undertaking further review of either or both schemes; and
 - progressing either or both schemes.

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Presentation 1: Peer Assessment of the South Wye and Hereford Transport Packages

10

***Martin Revill, Regional Director Transport Planning,
Mott MacDonald***

Peer Review and Critical Friend

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Summary of findings presentation to
Cabinet 3 December 2020



Introduction to the peer review

Peer assessment aims

1

Establish whether each package has been developed in accordance with the major transport scheme process as laid out in the DfT's Transport Analysis Guidance (TAG)

2

Establish whether the packages including their major road scheme components (the western bypass in HTP and southern link road in SWTP) are based on a sound evidence base

3

Clarify whether the decisions to progress these packages were sound and justified

1. Is recent work sound in relation to TAG?
2. Did historical work which led to packages come to the correct conclusion?

Summary of observation types

a. Looking back

- Serious issue
- Something which could have been done differently but not fundamental

b. Looking forward

- Changes which may be required if packages were taken forward in light of climate crisis
- Technical issues – e.g. traffic modelling queries which aren't fundamental but should be considered if packages progressed

Hereford Transport Package & South Wye Transport Strategy

Core Strategy

Early work on the packages were developed to inform the emerging Core Strategy.

Considerable technical evidence base to support the strategy which considers that:

31 *“A key element of the long-term Hereford transport strategy is the requirement for a Relief Road. This vital addition to the city’s transport network will enable the reallocation of existing highway for bus priorities and walking and cycling measures and the re-routing of the existing A49 Trunk Road (managed by the Highways England) removing longer distance traffic from the centre of the city”.*

Role of TAG / TAP beyond this point to ensure the scheme cases and right options are progressed as detail of interventions develop.

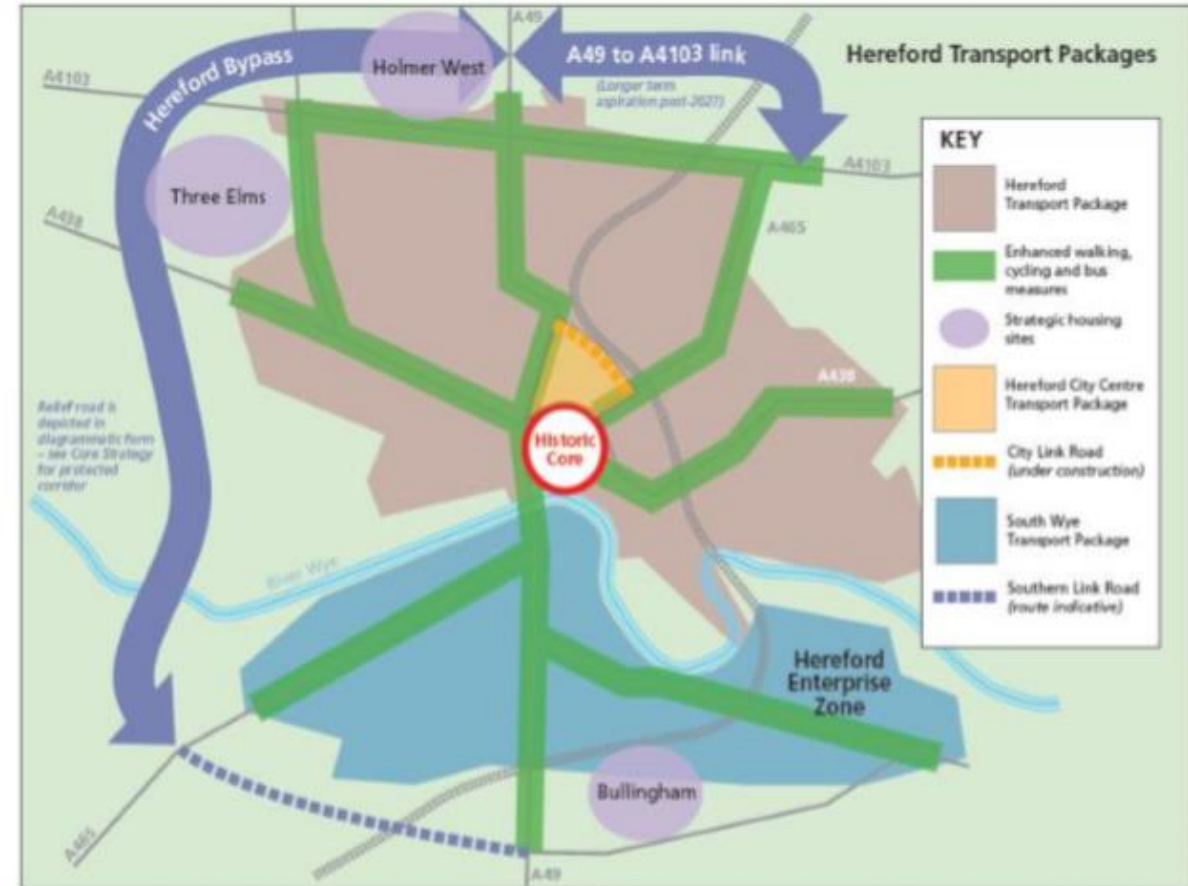


Image: Hereford Transport Packages (Source: Core Strategy)

Peer review conclusions

Hereford Transport Package

1

Aim 1 – Package is in accordance with TAG / TAP

Work undertaken post 2018 satisfies Steps 1-8 of TAP

2

Aim 2 – Elements developed on sound evidence base

OAR / SOBCs – preferred package is strongest but there are other options (P&R plus active travel) which have been discarded which would typically have been taken to Stage 2 of TAP. Some technical points should be reviewed if package progressed in future

3

Aim 3 – Decisions to progress were sound

Governance follows technical work recommendations
Stakeholder engagement evident and EiP of Core Strategy

Looking forward documents now fall short of the current ambition in environment, carbon and climate and as such work emanating from the transport strategy refresh important

Peer review conclusions

South Wye Transport Package

1

Aim 1 – Package is in accordance with TAG / TAP

work undertaken post 2018 satisfies Steps 1-8 of TAP

2

Aim 2 – Elements developed on sound evidence base

For technical work OAR key document – may have done things differently but evidence is sound. Some technical points in economics / transport forecasting should be reviewed/ refreshed if package is progressed in future

3

Aim 3 – Decisions to progress were sound

Governance follows technical work recommendations
Stakeholder engagement, EiP of Core Strategy, DfT review

Looking forward documents now fall short of the current ambition in environment, carbon and climate and as such work emanating from the transport strategy refresh important

Presentation 2

Hereford Transport Strategy Review – and critical friend input

***Martyn Brooks, Director, National and Local
Government Services, WSP***

Martin Revill – Critical Friend

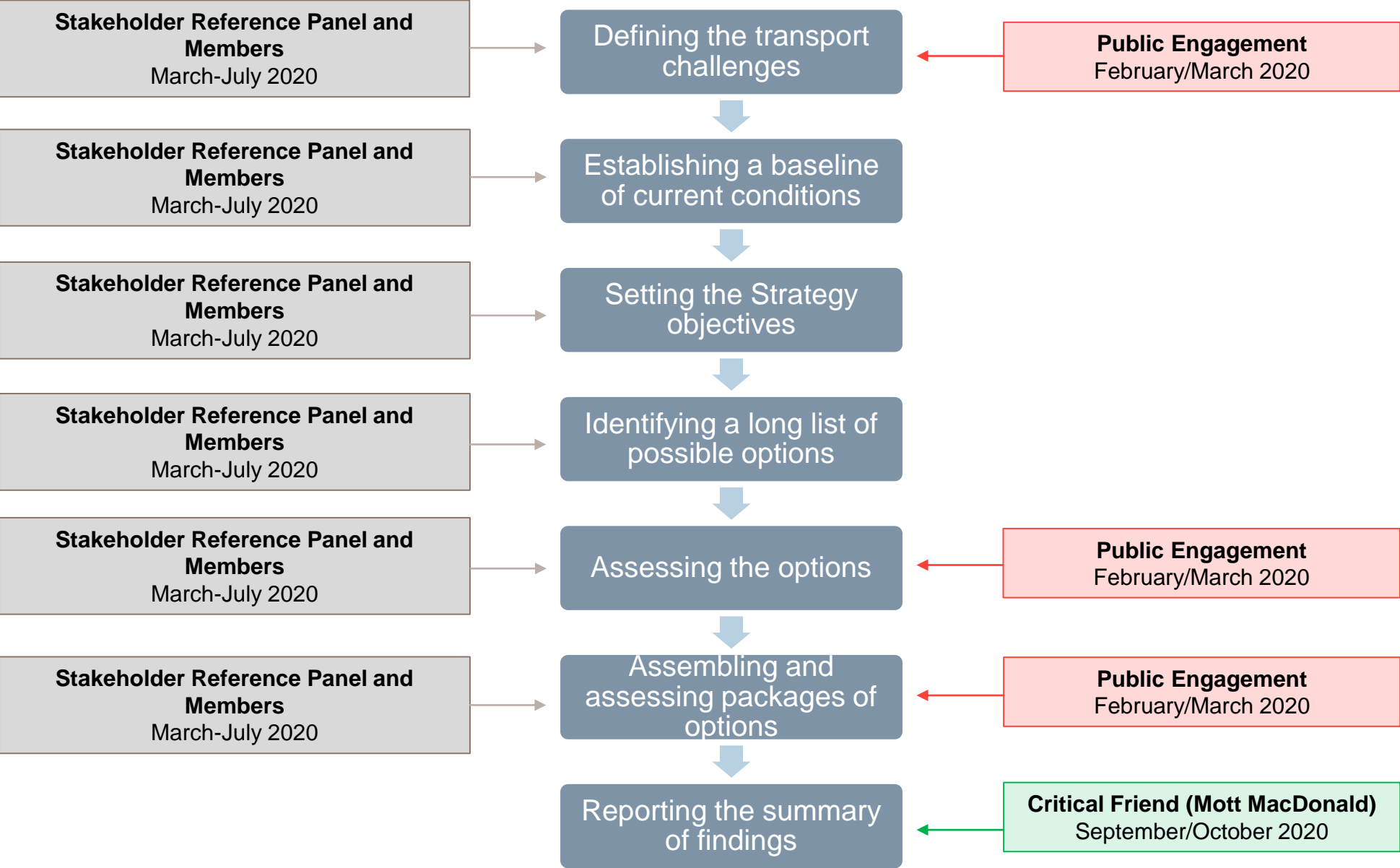
Hereford Transport Strategy Review

Presentation to General Scrutiny Committee

3 December 2020



Process and Engagement



Dealing with uncertainty

- The medium and long term transport effects of Covid-19
- Undertaking a strategy-level assessment across many different types of transport intervention
- The use of both qualitative and quantitative indicators
- Comparison between the different options (and packages) is sound
- Quantitative data should be taken as indicative rather than absolute

Study Objectives

- **Climate Emergency:** Reducing carbon emissions from the transport sector to meet the 2030 target of zero emissions
- **Economy:** Creating a resilient transport system which allows reliable and efficient movement of people and goods and which supports sustainable development and a thriving local economy
- **Environment:** Reducing air pollutants to create attractive and high quality places to live, work and visit whilst also protecting, conserving and enhancing the natural environment and Herefordshire's built environment
- **Society:** Providing an affordable, safe and secure transport system for all sectors of society which facilitates improved public health and has limited adverse impacts on communities

Assessment Framework

- Four objective areas
- 16 outcomes
- 35 indicators (10 using traffic model outputs and 25 being qualitative)
- Public Acceptability (Stakeholders and Public)
- Deliverability (including technical, legal and timescale)
- Affordability (including cost, risk, value for money and funding)

Identifying a long list of options

Option 1:
Enhanced Travel
Promotional
Campaign

Option 2: Improved
Cycling and
Walking
Infrastructure

Option 3: Safer
routes to school

Option 4: Improved
school bus service

Option 5: Electric
Hopper Bus

Option 6: Bus
priority

Option 7: Ultra
Light Rail System
(ULR)

Option 8: Demand
responsive public
transport (DRT)

Option 9: Shared
mobility

Option 10: First
Mile/Last Mile and
Mobility Hub
Interchange

Option 11: Demand
management

Option 12:
Intelligent
Transport System
(ITS)

Option 13: Traffic
signal removal on
the A49

Option 14: Western
Bypass

Option 15a: Full
Eastern Bypass
(with Southern Link
Road)

Option 15b: Full
Eastern Bypass
(without Southern
Link Road)

Option 15c:
Eastern Link

Option 15d:
Eastern River
Crossing

Assessment of the options

- Assessed all 18 options against the outcomes and indicators
- Engaged with the Stakeholder Reference Panel and Members
- Decided to take forward 14 of the 18 options for package assessment, discarding:
 - Ultra Light Rail
 - Traffic signal removal on the A49
 - Full Eastern Bypasses (with and without the Southern Link Road)

Packaging the options – 1

Package A
Focus: Walking and Cycling
measures

- Enhanced Travel Promotion Campaigns
- Improved Walking and Cycling Infrastructure
- Safer routes to school
- Shared Mobility
- Mobility Hubs

Package B
Focus: Improving public
transport

- Improved school bus
- Electric hopper bus
- Bus priority
- Demand responsive transport

Package C
Focus: Managing traffic demand

- Bus priority
- Demand Management
- Intelligent Transport Systems

Package D
Focus: Providing a new river
crossing

- Western Bypass

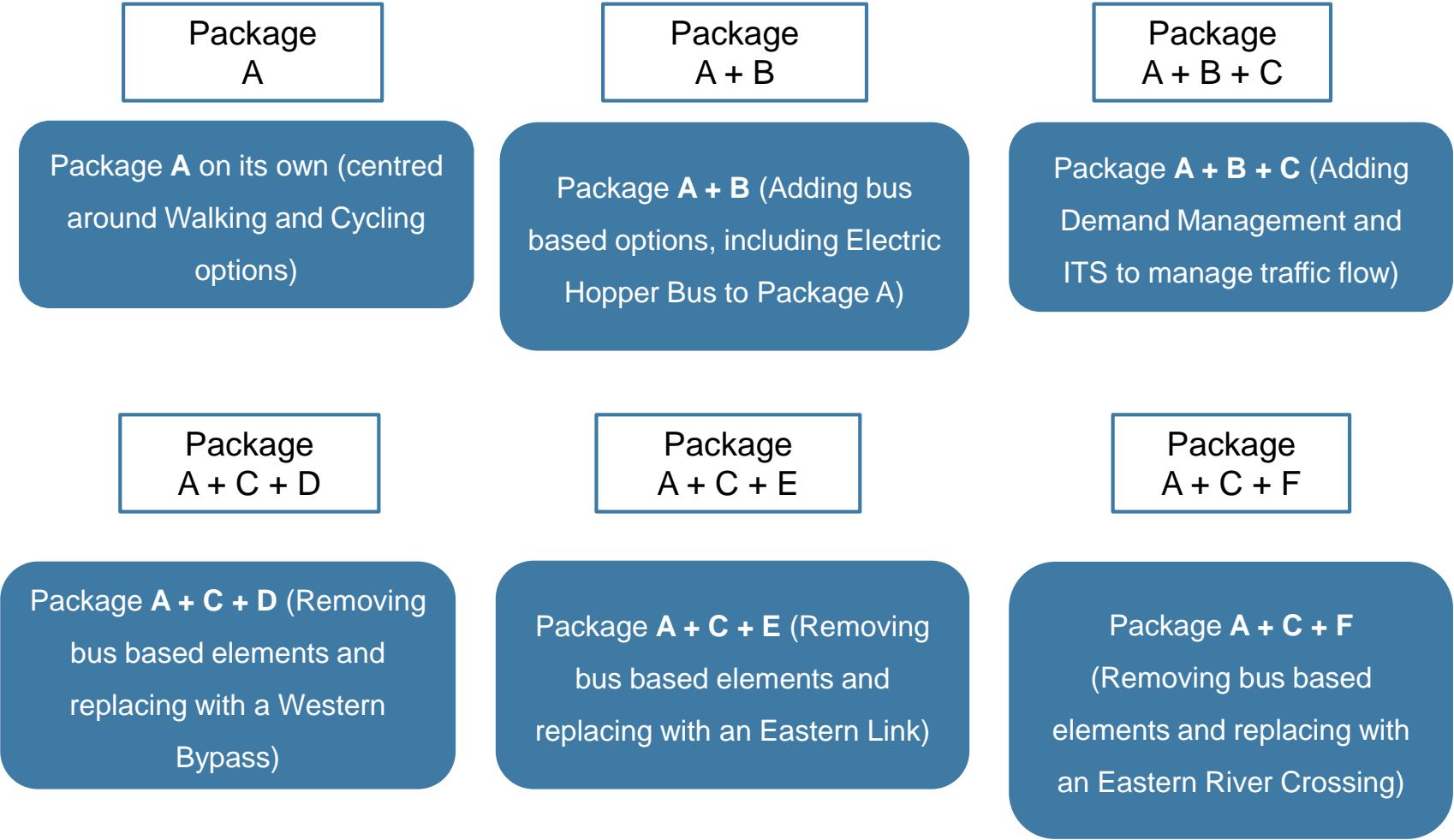
Package E
Focus: Providing a new river
crossing

- Eastern Link

Package F
Focus: Providing a new river
crossing

- Eastern River Crossing

Packaging the options – 2



Hereford Transport Strategy Review

Critical friend headlines

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Balance and clarity of reporting against objectives

Reporting should represent a 'balanced scorecard' illustrating the performance of packages tested against adopted objectives to tackle the climate emergency, achieve Hereford's growth and economic ambitions, and meet environmental & fair society objectives. The 'spider' diagrams illustrate this effectively.

Packaging of options

Clear presentation and explanation of how the package combinations have been tested is essential. It is important that the packaging is presented in a way that there is clarity on the contribution of specific packages to the achievement of objectives, sign posting where the contribution of specific elements can be found in the evidence base.

COVID-19 and future uncertainty

The impact of COVID-19 has demonstrated the uncertainty of the future, even in the short term. Travel patterns have changed dramatically in a short period of time suggesting an alternative approach to future planning may be appropriate, such as vision-led scenario planning, rather than being reliant on a central modelled forecast.

Level of detail available for some options

It is important that the presentation of all options clearly illustrates the contributions to strategy objectives fairly and evenly. It is understandable given the history of some proposals that more detail is available for some options, but it's important to focus on the achievement of high level objectives at this stage.

Induced traffic

The reporting on induced traffic is fair and reflects recent research. A recent report for DfT on induced traffic acknowledges "*induced demand is likely to be higher for capacity improvements in urban areas or on highly congested routes*" but that "*there is little evidence that extreme levels of induced demand would occur*" on strategic routes.

Results from the Assessment of Packages

Similarities

Most of the ‘society’ benefits are generated by Package A (focussed on walking and cycling). Since this is common to all six packages, there is very little variation in how the different packages perform against the society outcomes.

Differences

There are some key differences in how the packages perform against the Climate Emergency, Economy and Environmental outcomes, as well as in their cost, value for money and deliverability.

Public Acceptability

From the public responses at the start of the study, it is evident that all packages will have their supporters and detractors. Whilst most people will support the elements of Packages A and A + B (primarily focused on walking and cycling and travel by bus), there will almost certainly be divided opinion over the relative merits of demand management or any of the road schemes.

Assessment of Packages against the Study Objectives

Climate Emergency: *Reducing carbon emissions from the transport sector to meet the 2030 target of zero emissions*

- Packages A, A + B and A + B + C are likely to achieve the greatest reduction in tonnes of carbon and distance travelled by motor vehicle. Packages which contain proposed new road links are likely to have the greatest adverse impacts in terms of embodied carbon, generated by the construction of major new transport infrastructure.

Economy: *Creating a resilient transport system which allows reliable and efficient movement of people and goods and which supports sustainable development and a thriving local economy*

- The package which includes the western bypass (A + C + D) is forecast to provide greatest congestion relief to the city and greatest resilience for the transport network, with a new strategic link over the River Wye. The eastern link and eastern river crossing would also provide significant congestion relief and increase resilience. The other packages (A, A + B, A + B + C) also provide congestion relief but limited improved resilience due to the absence of a new road link.

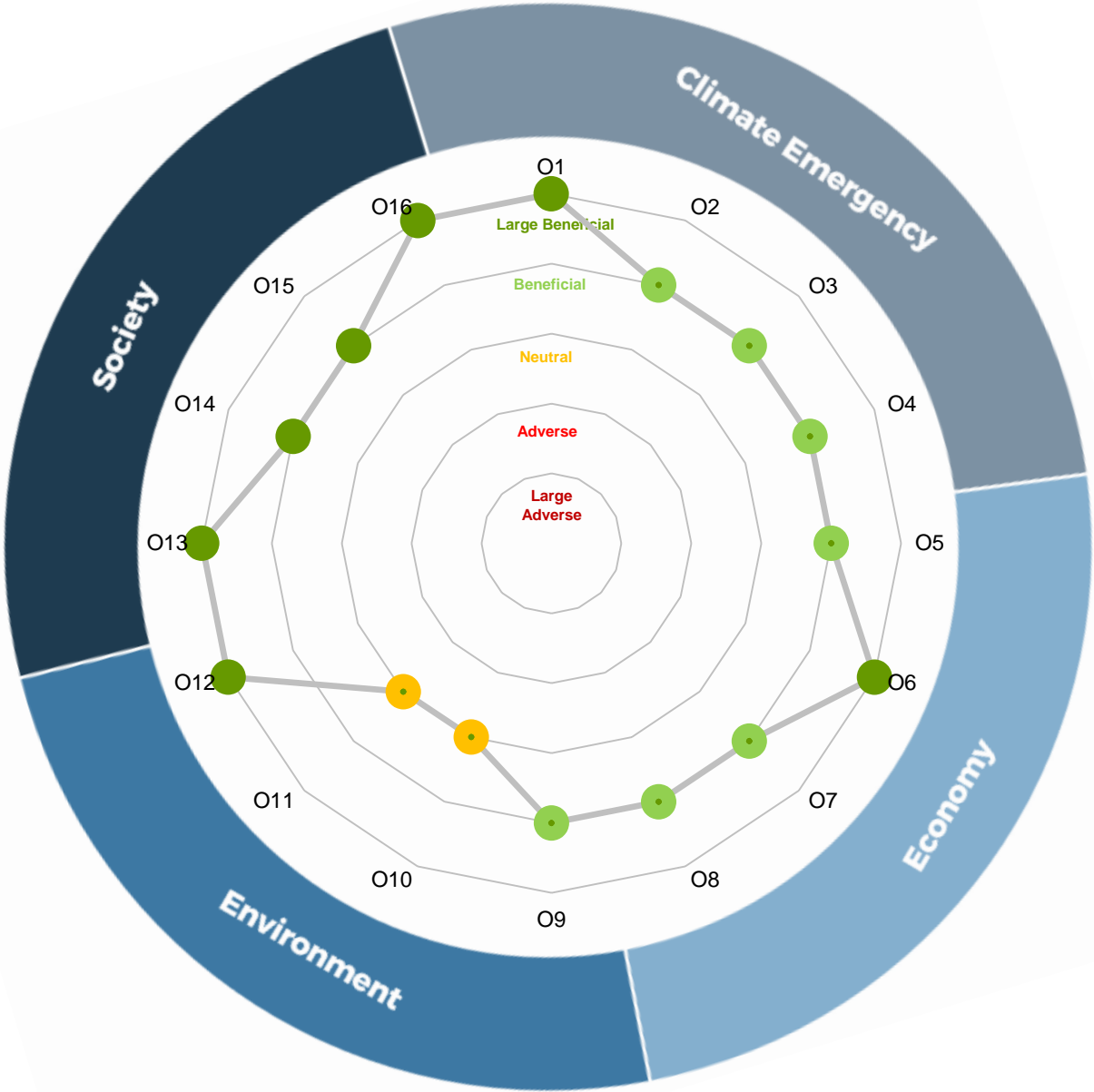
Environment: *Reducing air pollutants to create attractive and high quality places to live, work and visit whilst also protecting, conserving and enhancing the natural environment and Herefordshire's built environment*

- Packages which contain proposed new road links will have an adverse impact on various environmental factors (landscape, heritage and water environment). Those packages without a road scheme (A, A + B, A + B + C) are likely to have negligible adverse impacts due to the absence of any major new road infrastructure.

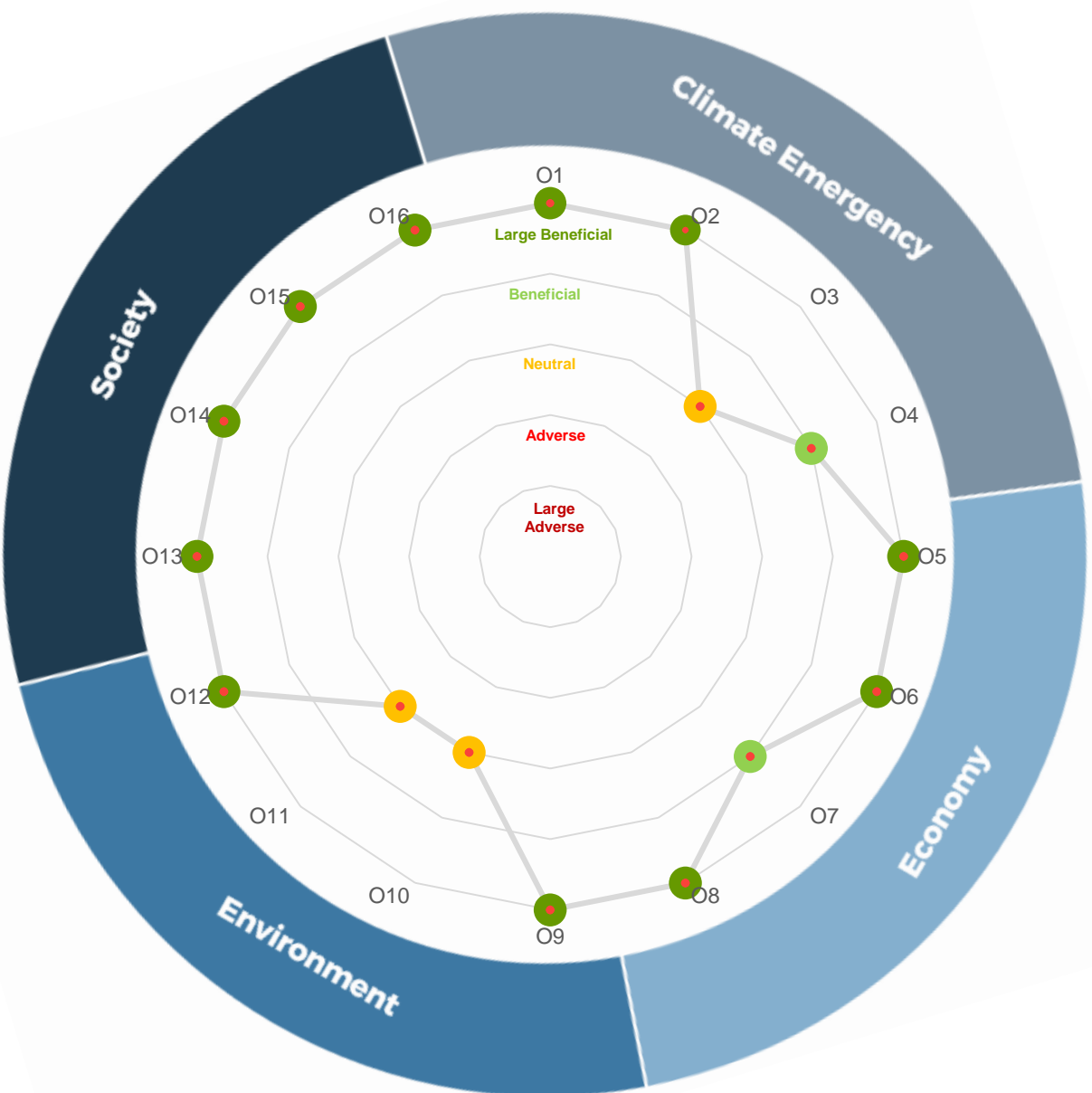
Society: *Providing an affordable, safe and secure transport system for all sectors of society which facilitates improved public health and has limited adverse impacts on communities.*

- Each package performs well against social indicators and most of the benefits are likely to be generated by the package focussed on walking and cycling (package A). The package which combines measures for cycling, walking and bus travel (A + B) is assessed as having the greatest benefits across each social indicator. The benefits of elements which enable greater levels of sustainable travel would be dampened in packages which also include road links (A + C + D, A + C + E, A + C + F) although they would be reinforced by the demand management measures.

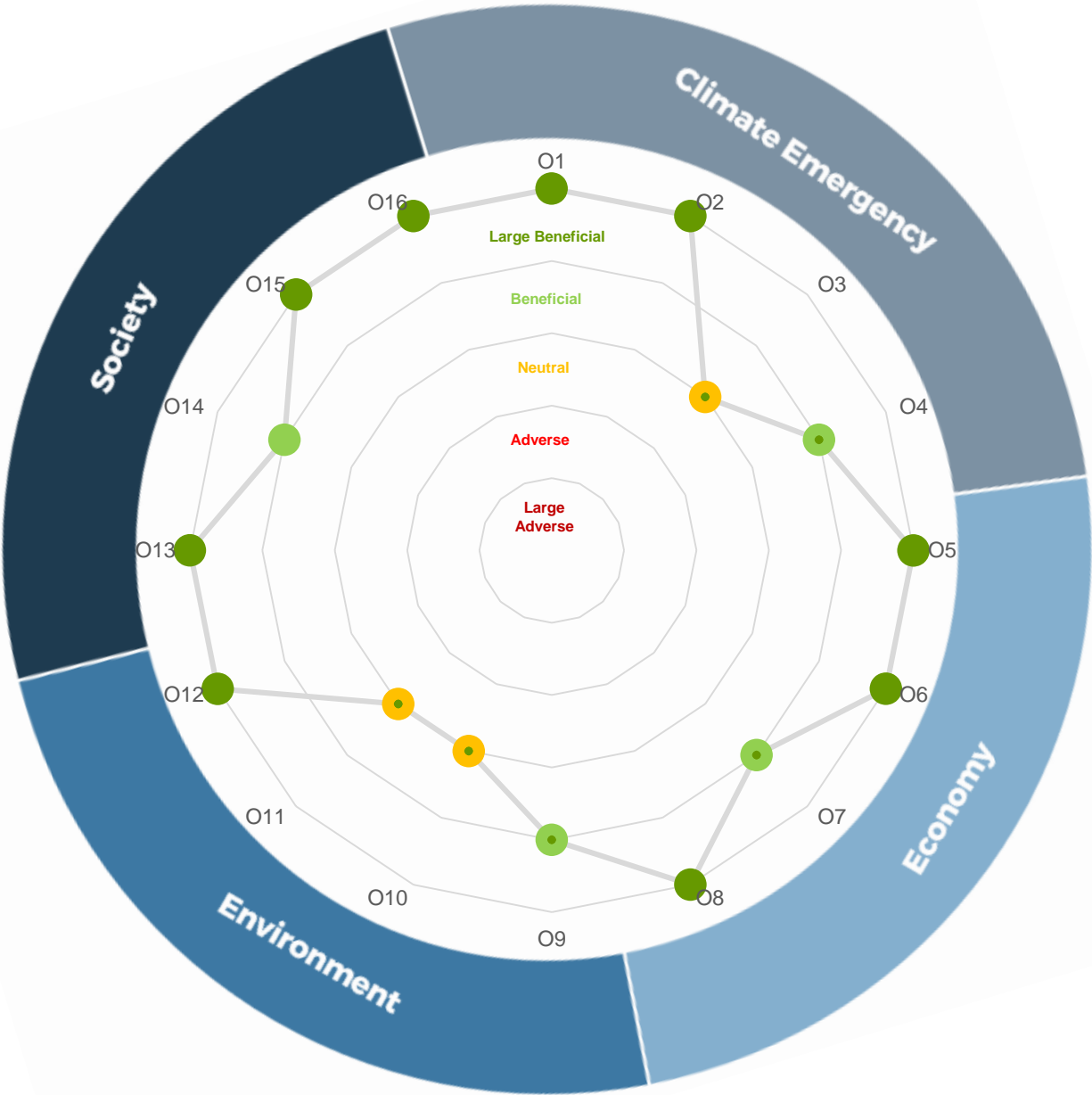
	Outcome	
Climate Emergency	O1	The reduction of carbon emissions from the transport sector is accelerated to reach the County's 2030 net zero emissions target
	O2	The need to travel by private motor vehicle is reduced and travel distance is reduced
	O3	The amount of resources and energy used in the transport system is minimised
	O4	The transport system is flexible and adaptable to climate change and future needs
Economy	O5	Reliable and efficient movement of people and goods and provision of services
	O6	The transport system facilitates sustainable development
	O7	Transport supports a thriving local economy
	O8	A more resilient transport system
Environment	O9	A reduction in key air pollutants (nitrogen oxides and particulates) especially where people live
	O10	A transport system that protects, conserves and enhances Herefordshire's natural environment, including delivering biodiversity net gain
	O11	A transport system that protects, conserves and enhances Herefordshire's character and built environment (heritage and townscape)
	O12	The transport system contributes to creating attractive and high quality places to live, work and visit
Society	O13	The transport system facilitates improved public health through more active lifestyles
	O14	All sectors of society have easy and affordable access to the services and facilities they need
	O15	The transport network is safe and secure for everyone to use confidently
	O16	The adverse impacts of transport on communities are reduced, including severance and noise



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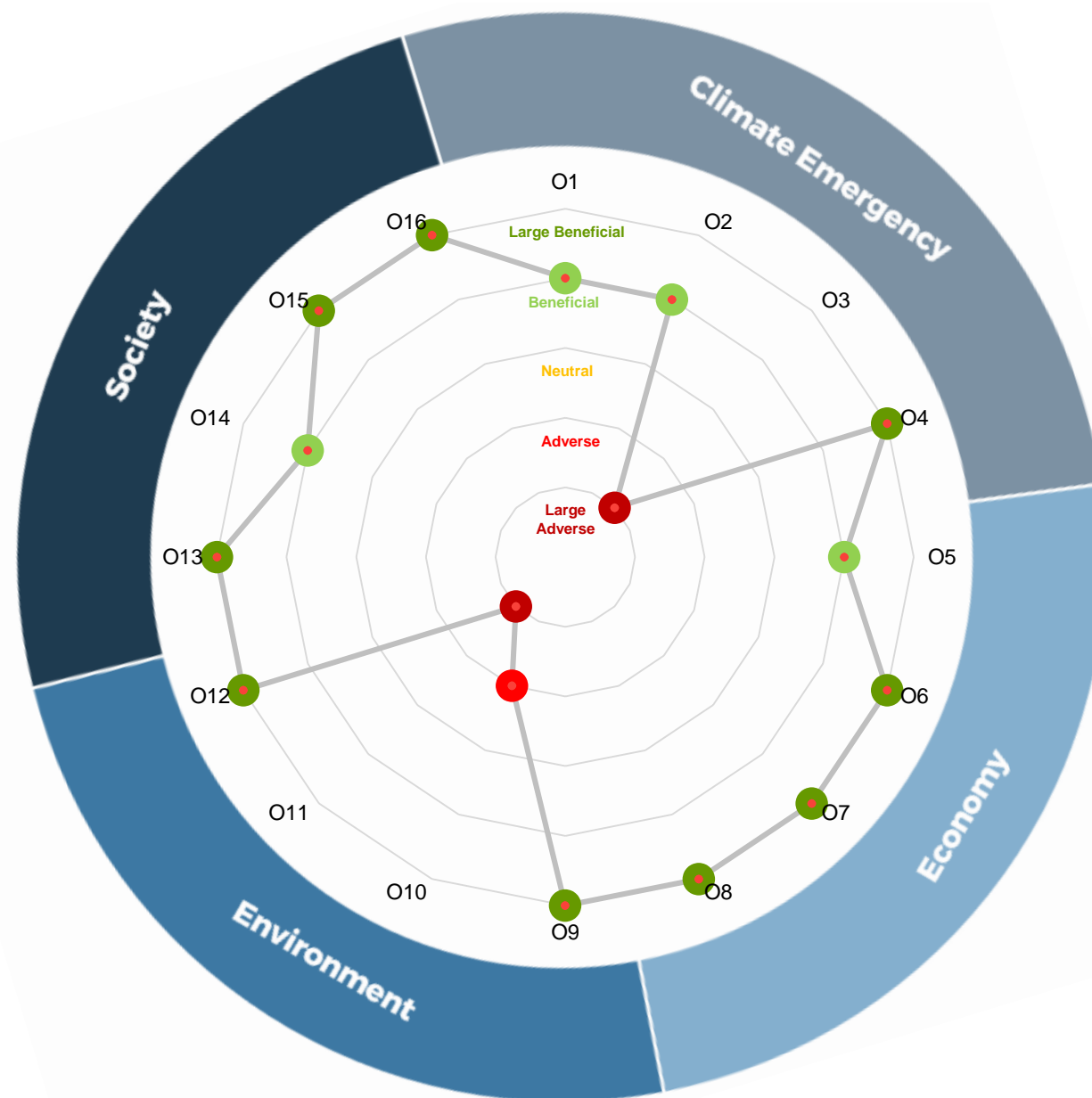
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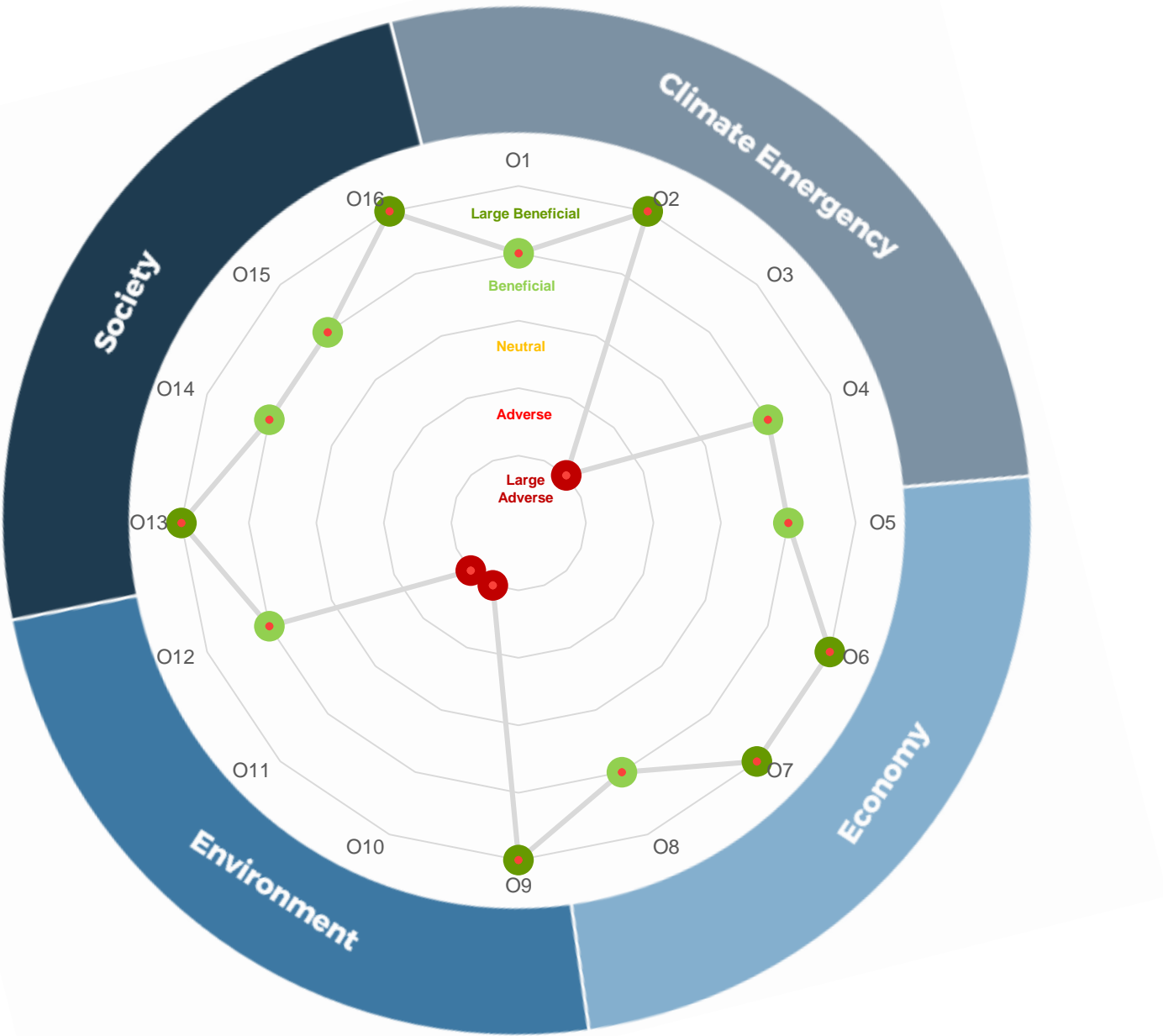
Package A + C + D (Walking and Cycling, Demand Management and Western Bypass)

- 30 -

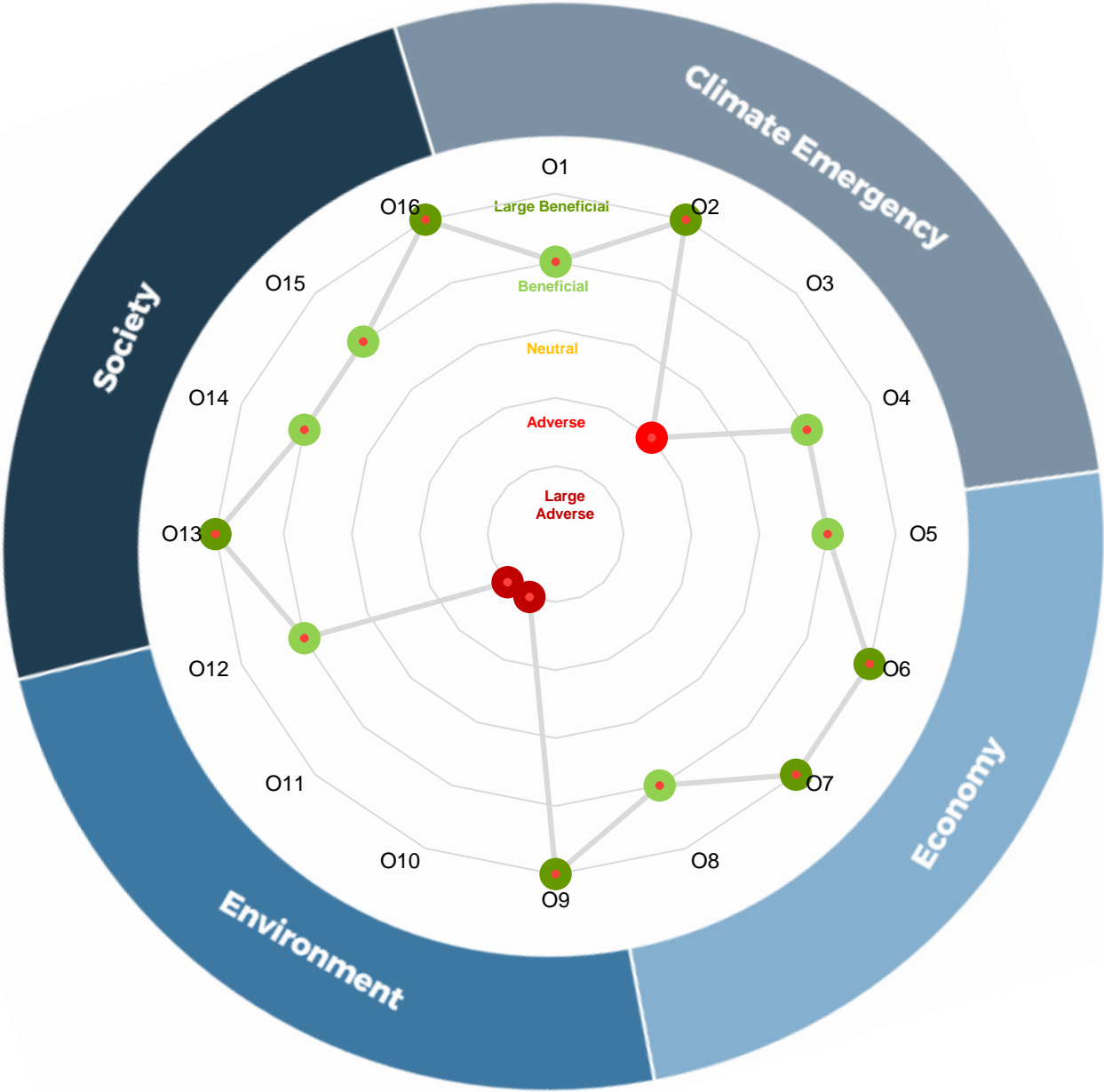
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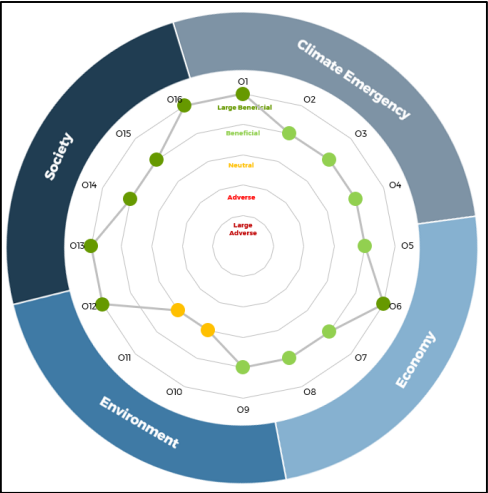


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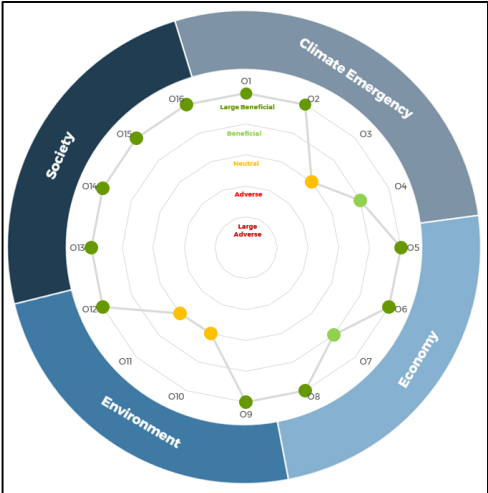


Package Comparison

Package A



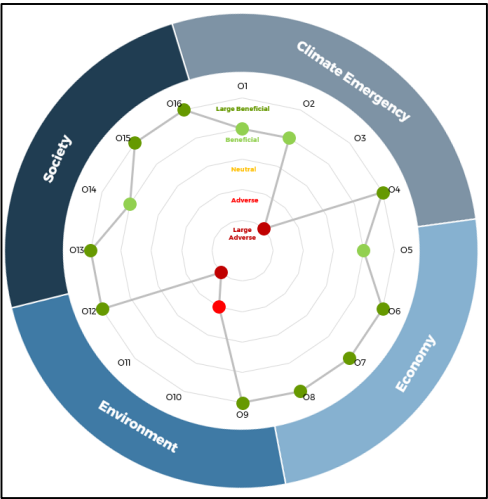
Package A + B



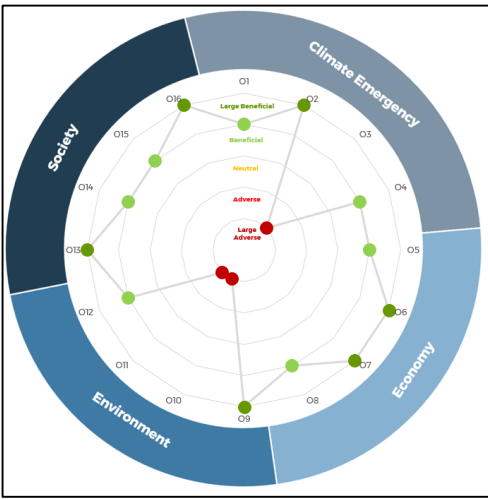
Package A + B + C



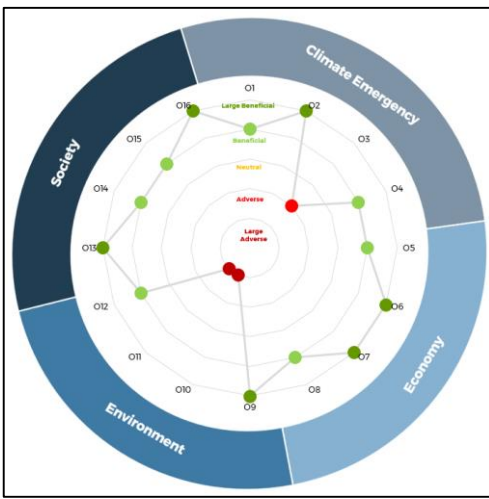
Package A + C + D



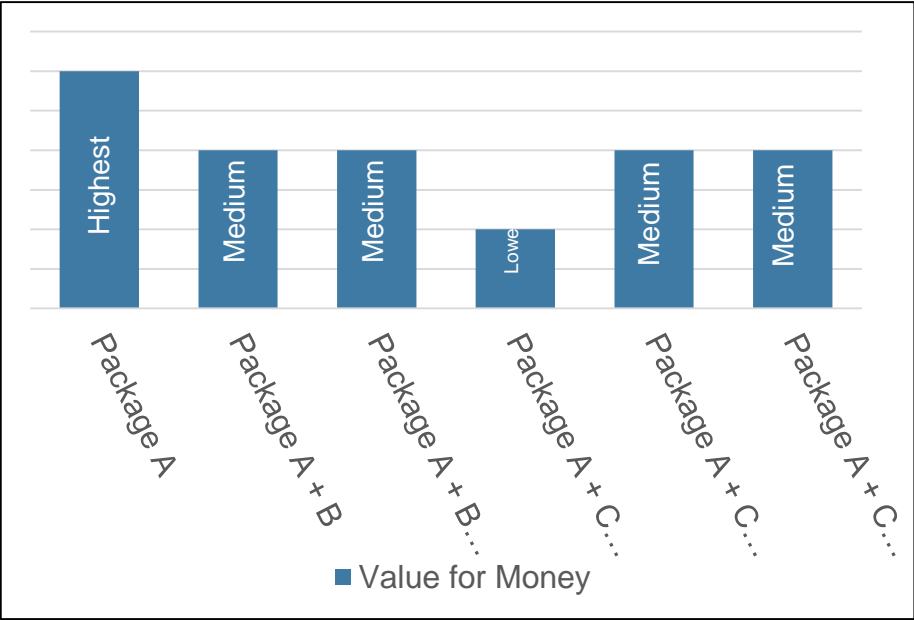
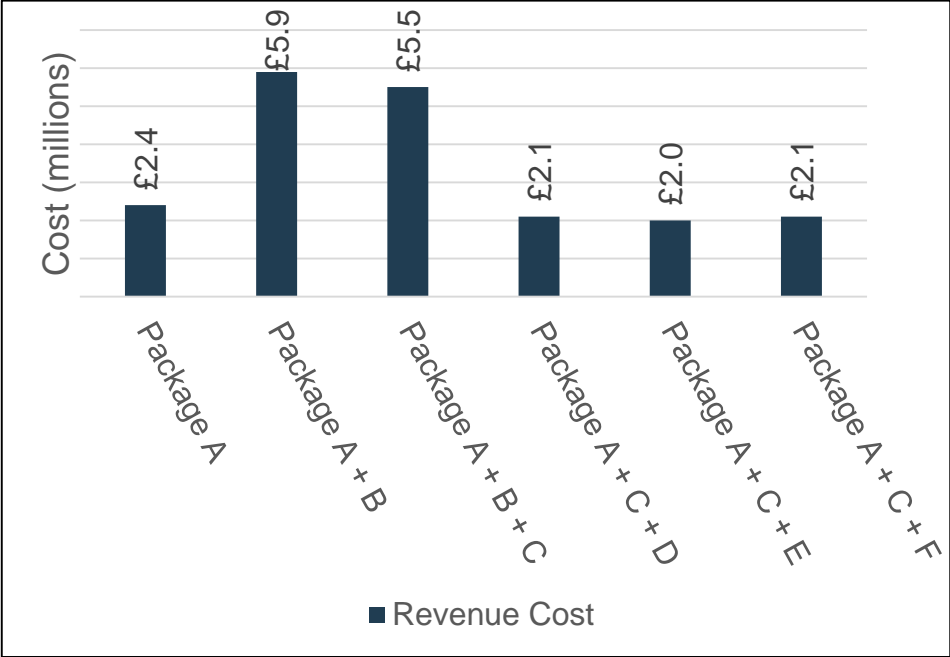
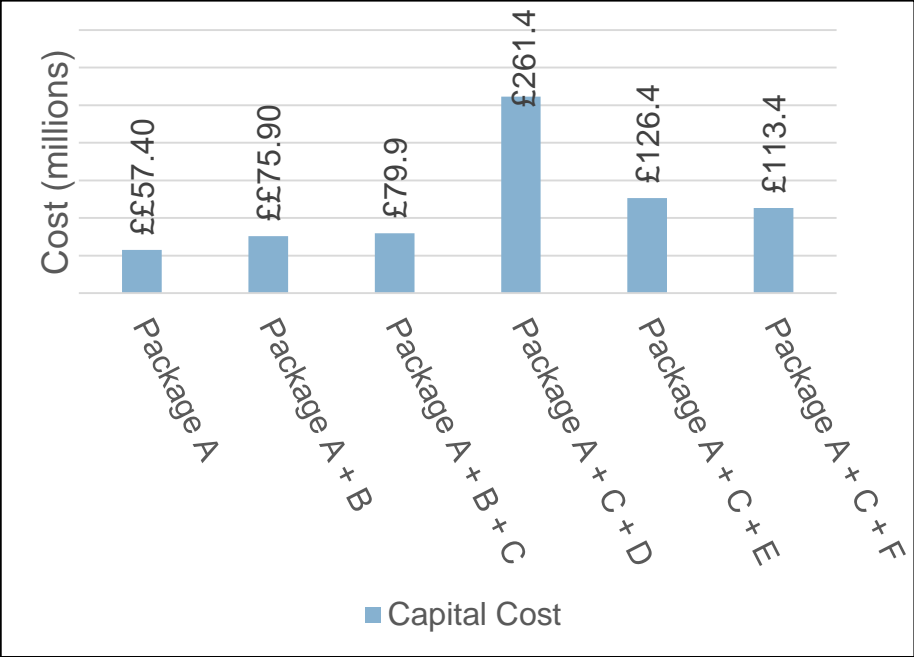
Package A + C + E



Package A + C + F



Package Comparison - Affordability



	Funding	
Package A		Funding bodies typically fund this type of package
Package A + B		No known external funding source for widened entitlement to school transport
Package A + B + C		No known external funding source for widened entitlement to school transport
Package A + C + D		Very high cost and funding for the Western Bypass is likely to depend on gaining Central Government approval
Package A + C + E		Gaining funding for the Eastern Link is likely to depend on gaining Central Government or LEP approval
Package A + C + F		Gaining funding for the Eastern River Crossing is likely to depend on gaining Central Government or LEP approval

Package Comparison – Public Acceptability and Deliverability

Public Acceptability

- General support for safer routes to school, improved walking and cycling infrastructure, improvement in bus services
- Polarised views over the merits of new road infrastructure

Deliverability

- Package A (focus on walking and cycling) relatively straightforward to deliver
- Package A + B (adding bus elements) has legislative challenges in introducing new electric hopper bus service
- Package A + B + C (adding demand management) has additional challenges depending on which demand management approaches are pursued
- All road schemes (i.e. A + C + D, A + C + E and A + C + F) will require complex planning routes with likely objections and extended timescale

Concluding remarks

Whilst the Covid-19 pandemic has highlighted the uncertainties of forecasting into the future, the strategy review was undertaken in a manner which enabled all options (and packages) to be assessed in a consistent and transparent manner. As such, even though there must inevitably be a degree of uncertainty over future transport patterns and traffic levels across the city, the review provides a robust basis on which to make comparisons between a wide range of different possible approaches.

It therefore provides the Council with important information to help decide what transport vision it wishes for the city.

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General Scrutiny Committee recommendations

Appendix E pages 377-380 in pack

- Recommendations A-M

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Political groups consultation

Appendix F page 381 in pack

Support for Package A+C+E from

- Cllr Jim Kenyon – non aligned
- Cllr John Hardwick – Herefordshire Independents

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- b) determine if there is a preferred strategic transport package or combination of packages which cabinet would like to take forward;
- c) agrees the recommendations A to M of the general scrutiny committee which are set out at Appendix E;
- d) seeks a further report to set out the implications of taking forward the preferred package and to confirm authority for subsequent work to proceed; and
- e) determine how it wishes to proceed with the regard to the two road schemes (the southern link road and western bypass) including:
 - stopping either or both schemes;
 - continuing to pause either or both schemes;
 - undertaking further review of either or both schemes; and
 - progressing either or both schemes.

1. Leader's Introduction, public and councillor questions
2. Introduction from Cllr Harrington as portfolio holder
3. Officer and consultant presentation of the review
4. Cabinet members' questions and comments
5. Input from scrutiny chair, present recommendations
6. Cabinet members consideration and response to Committee
Recommendations
7. Questions and comments from group leaders
8. Final debate among cabinet members
9. Shaping of recommendations and vote
10. Close