Herefordshire Council

Supplement to the agenda for

Cabinet

Thursday 28 March 2024

2.30 pm

Herefordshire Council Offices, Plough Lane, Hereford, HR4 0LE

Herefordshire Council

Title of report: Objectives for New Herefordshire Local Transport Plan

Meeting: **Cabinet**

Meeting date: **Thursday 28 March 2024**

Cabinet member: **Philip Price, Cabinet member transport and infrastructure**

Report by: **Corporate Director, Economy and Environment**

Report author: **Head of Transport and Access Services**

Classification

Open

Decision type

Key

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

The report seeks the approval of the objectives that will inform the development of the new Local Transport Plan (LTP) and assist in the identification of the measures and initiatives in the implementation plan. In addition, attention is brought to a revised timeline for the production and adoption of the LTP following revised guidance from the Department for Transport (DfT).

Further information on the subject of this report is available from
Geoff Pickford, Tel: 07792 882115, email: geoff.pickford@herefordshire.gov.ukl

Recommendation(s)

That:

a) Cabinet approves the objectives (as set out at para 19) for the new Local Transport Plan as recommended in the report and

b) Cabinet notes changes to the DfT's anticipated timetable (as set out at paras. 9 and 10) for producing the new Local Transport Plan.

Alternative options

1. Local Transport Plans are a statutory requirement under the Transport Act 2008 and will be the key strategy document to access transport funding for the county. There are no alternatives that would be acceptable to the Department for Transport (DfT).

Key considerations

2. Herefordshire's Local Transport Plan (LTP) is a policy framework and statutory document that sets out how the council intends to plan, manage and deliver transport across the county in order to achieve its economic, environmental, health and social ambitions. A new LTP is required as the current strategy; adopted in 2016, has not been reviewed since its adoption, There have been a number of changes to government legislation as well as updates to key national policies since that time, which should be reflected in the new strategy.

3. The LTP will cover the whole of Herefordshire, linking in with neighbouring authorities' and partner's networks, and is comprised of an overarching strategy document and an implementation plan. The implementation plan will include short, medium and long-term costed programmes which could include a wide range of transport improvements, from new highway infrastructure to support growth and tackle congestion or safety problems, to improvements to local bus services and enhancing rail facilities.

4. The new LTP comes at an opportune time for the Council to support wider ambitions such as the Big Economic Plan and the Joint Local Health and Wellbeing Strategy. In particular, the LTP is intrinsically linked to the council's emerging Local Plan (sometimes referred to as the Core Strategy) , as they both strongly influence one another. For example, investment in transport is required when planning for new housing development and land use, and the location and design of these will have an impact on travel patterns and the new infrastructure needed to support them.

5. Once adopted, the strategy will enable the council to access future transport funding for the county. Department for Transport (DfT) has indicated that future local transport settlements will be dependent on performance against targets set out in the LTP. This is likely to require the Council to demonstrate reductions in transport carbon emissions and progress in the areas of active travel (walking and cycling), the use of public transport and the roll out of infrastructure to support electric vehicles (EV).

6. It is also anticipated that successful bids for transport funding for individual projects and programmes will be dependent on those proposals forming an integral part of the LTP. This is likely to be the case, whatever the source of the funding. Access to funding sources such as the Major Roads Network fund, Large Local Majors Fund, the Levelling Up Fund or Active Travel England funds will all fail if the projects do not feature in the LTP. It is therefore essential that the LTP is an all-encompassing plan that covers every aspect of Herefordshire's transport ambitions, from major road proposals such as the emerging New Road Strategy for Hereford through to local accessibility improvement plans.

7. The LTP will be a key document for the Council to work much more closely with Midlands Connect, the sub-national transport body. Given recent announcements about funding for rail network improvements to support a stronger rail connectivity, and hence better access for Herefordshire residents and business to jobs, training and new markets, the LTP needs to position Herefordshire as positive, ambitious and with a growth mindset, to enable this high level of partnership working.

8. The DfT's LTP guidance is no longer expected to be released within the previously anticipated timeframes and local authorities have been advised to follow current Government policies in developing LTPs.. With carbon reduction being sought by Government across all policy areas, LTPs are expected to be a key tool to encourage and support local authorities to achieve new, challenging targets and ambitions for transport. Nationally, significant reductions in the carbon emissions of transport will necessitate a step change in the adoption of sustainable travel, public transport, alternative fuels, new technology and changing travel habits.

Programme and Work to Date

9. Cabinet has previously approved a broad programme that would meet the DfT's deadline of 31 March 2024. This was always a challenging programme, especially as the DfT's guidance for the LTP and for Quantified Carbon Reduction (QCR, an important element in developing the LTP) had been delayed from the intended release date of autumn 2022.

10. The DfT has recently acknowledged that it is unlikely to issue LTP guidance in the foreseeable future. While an exact timetable for publishing LTPs remains unclear, the DfT is encouraging local authorities to work towards completing LTP submissions by summer/autumn 2024.

11. Consultants WSP have now been working with the council on a four stage programme since late 2022 to develop the new LTP. The company is also engaged by DfT to write both the LTP and QCR guidance and, in the continued absence of the DfT's guidance, this policy experience is a great benefit to the Council. The four work stages are outlined in Appendix A

12. A number of work packages have been completed to date. As part of the Stage 1 baseline data collection, a number of key issues and challenges have been identified, which along with a range of other evidence that has been collated, has helped to inform the draft LTP objectives. The headline challenges are outlined below, however, more detailed background evidence can be found in the 'LTP Background and Context' document provided in Appendix B:

    a. **Population** – 45% of the population live in rural areas, of whom 27% are aged 65 or over and 17% are under 18. Parts of Hereford are identified as being within the 10-20% most deprived neighbourhoods nationally.

    b. **Economy** – wages in Herefordshire are around 15% lower than England as a whole. While the largest employment site at Rotherwas is located on the south east edge of Hereford, several other major employers are located in rural areas suggesting that transport and travel is a substantial cost for many households.

    c. **Carbon emissions** – the transport sector is estimated to generate 26% of Herefordshire's total carbon emissions, causing global heating. 88% of these transport emissions are estimated to be from trips which start, end or are made entirely in the county.

    d. **Health** – nearly one quarter of Herefordshire's residents are physically inactive. Physical inactivity is known to increase the risk of a number of health conditions including obesity, cardiovascular disease, cancer and dementia

e. **Environment** – there are currently two Air Quality Management Areas in the county due to poor air quality, which has a negative impact on human health and the natural environment.

f. **Access to alternative travel options** - the vast majority of Herefordshire residents travel to work by car (79%), although the proportion of residents who commute using active travel measures at 18% is higher than the national average.

13. Another key deliverable to date, is the extensive carbon emissions modelling exercise that has established a baseline and carbon emissions forecast for all transport in Herefordshire. The forecasts reflect both the current and future pathways for the council and the influence of UK-wide interventions such as accelerated electric vehicle uptake. This has identified the scale of the challenge to decarbonise transport, the pace of change required and likely policy interventions that may be necessary to achieve net zero outcomes.

14. More detailed information on the carbon baseline assessment is provided in Appendix C. It should be noted that figures quoted below are for the total carbon emissions by category of trip length, not the proportion of emissions solely within Herefordshire from these trips.

a) 88% of overall transport emissions are from trips either starting, ending or being made entirely within Herefordshire. Of these, 30% are generated from journeys entirely within the county.

b) 2% of transport emissions are from trips fewer than 5 miles in length. These are the passenger journeys that are considered to be easier to shift to alternative modes such as walking and cycling. While emissions savings would be relatively small, there are wider benefits from such a switch, such as reduced congestion and improved physical health and mental wellbeing.

c) 7% of emissions are from trips of 5 to 10 miles in length. A shift to alternative low carbon modes is achievable, but emissions savings are still relatively modest.

d) 50% of emissions are attributed to journeys of between 10 and 50 miles: while more challenging to address, these lie within the remit of the LTP.

e) 41% of emissions are for trips greater than 50 miles and will rely heavily on partnership working to decarbonise.

15. The limitations of the model mean it is not possible to currently identify the proportion of emissions from these journeys that are solely within Herefordshire. This means that active travel may have a greater role to play in reducing transport carbon emissions in the county than these percentages suggest. However, it should be recognised that measures to address medium and longer distance trips will still have by far the greatest overall impact on reducing transport carbon emissions in the county.

16. In parallel, a number of supporting strategies are planned or underway that will be essential for the delivery of the LTP. These include the New Road Strategy for Hereford, the Local Cycling and Walking Infrastructure Plan (LCWIP) for the county, a new Electric Vehicle (EV) strategy and a review of the Highway Maintenance Plan (HMP). The draft Hereford City Masterplan sets out a detailed vision for the city, and its transport elements will sit within the overarching LTP.

<u>Objectives</u>

17. The new LTP will support a number of key strategies and plans for Herefordshire, including the County Plan, the Big Economic Plan, the Local Plan and the Hereford City Masterplan. The needs of these strategies, together with the carbon emissions modelling and learning from the current LTP, has helped to develop a draft set of objectives.

18. Cabinet's approval of these objectives is sought before significant further progress on the next stages of LTP development can be made. Once the objectives have been agreed, stage 3 work can progress (see Appendix A) to develop a long list of interventions and undertake a high-level option appraisal to assist in identifying the better-performing options. This will be a key step in preparing an implementation plan as a key element of the LTP.

19. The recommended objectives are set out below:

    I. **Supporting a thriving and prosperous economy** – by creating a sustainable, reliable and integrated transport network that includes investing in new infrastructure, improving access to new housing, employment land, facilities and services, education and training.

    II. **Enabling healthy behaviours and improving wellbeing** – by providing the right facilities and environment for a wide range of travel modes (including walking, wheeling, cycling, bus, community transport and rail) to increase readily-available transport choices for everyday journeys.

    III. **Tackling climate change and protecting and enhancing the natural and built environment** – by creating a transport system offering viable low emission options for most journeys, by influencing the way in which we travel, the way we make decisions and deliver transport options.

    IV. **Improving accessibility and inclusivity** – by ensuring that the transport system is accessible and understandable to everyone, and making the most of improved digital connectivity.

    V. **Improving transport safety and security** – by reducing the negative impacts of transport on people, ensuring our communities are safe, perceived as safe, and more pleasant places to live.

Community Impact

20. The Local Transport Plan will establish the county's future transport strategy and will form the framework for funding bids for a variety of transport investments, from new highway schemes to active travel packages to public transport support. As such, the LTP will have a key role in delivering the forthcoming Council Plan priorities and the ambitions of the new delivery plan.

Environmental Impact

21. Progressing the transport proposals identified in this report will support the Council's priorities in relation to protecting the environment and reducing carbon emissions to address the declared climate emergency.

22. The LTP will include a strategic environmental assessment as part of its development. Analysis of the current carbon baseline and the assessment of work programmes and measures that will deliver carbon reductions will identify the carbon impact of future transport proposals.

Equality Duty

23. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

    A public authority must, in the exercise of its functions, have due regard to the need to –

    a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

    b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

    c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

24. The LTP will include an equality impact assessment to inform and influence its development.

25. When consulting with the public and/or stakeholders, the Council will ensure that it meets its Public Sector Equality Duty by following its comprehensive internal guidance.

Resource Implications

26. The approved budget for the delivery of the LTP is £240,000. Expenditure incurred to date of £140,000 is analysed below with further expenditure of £100,000 estimated in 2024/25.

27. The expenditure is funded by DfT capacity grant of £178,000 received in 2022/23 and a revenue funding allocation of £62,000 approved in 2022/23.

28. At 31 March 2024, the balance of grant to be applied against future expenditure is £38,000 and the balance of revenue funding is £62,000; currently held in reserves for allocation in 2024/25.

Revenue cost of project	**2022/23**	**2023/24**	**2024/25**		**Total**
	£000	£000	£000		£000
	Actual	Actual	Estimated		
Consultancy Fees (R)	30	110	100		240
TOTAL	**30**	**110**	**100**		**240**

Approved funding sources	**2022/23**	**2023/24**	**2024/25**		**Total**
	£000	£000	£000		£000
	Actual	Actual	Estimated		
DfT Capacity Grant	178	-	-		178
Revenue budget allocation	62	-	-		62
TOTAL	**240**	**-**	**-**		**240**

Application of funding	2022/23	2023/24	2024/25		Total
	£000	£000	£000		£000
	Actual	Actual	Estimated		
DfT Capacity Grant (R)	30	110	38		178
Revenue budget allocation	-	-	62		62
TOTAL	**30**	**110**	**100**		**240**

Legal Implications

29. S.108 Transport Act 2000 as amended, imposes a mandatory statutory obligation on Herefordshire Council as the Local Transport Authority, to have a Local Transport Policy. S.109 of this act, requires the Council to review and maintain up-to-date existing Local Transport Plan when appropriate, to provide a strategic framework for planning and delivery of improvements in local transport provision. It must develop and implement policies for the promotion and encouragement of safe, integrated, efficient and economic transport to, from and within Herefordshire Council.

30. "Transport" includes transport to meet the needs of people living, working, visiting or travelling through Herefordshire Council, the transportation of freight and facilities & services for pedestrians.

31. In developing and implementing its LTP policies, the Council must have regard to the transport needs of disabled persons and of persons who are elderly or have mobility problems. Development of the new LTP will need to be in accordance with statutory and legal requirements for Community Engagement, Equalities Impact Assessment and Strategic Environmental Appraisal.

32. Adopting the LTP will ensure that the Council maintains a current statement of Local Transport Strategy in accordance with its responsibilities as the Local Transport Authority. Development of the LTP will ensure there is a consistent policy-fit with all relevant adopted and emerging local policies, alongside the Core Development Plan for Herefordshire Council.

33. Members must be fully aware of the equalities implications of the decisions they are taking. This will ensure that there is proper appreciation of any potential impact of any decision on the Council's statutory obligations under the Public Sector Equality Duty. As a minimum, this requires decision makers to carefully consider the content of any Equality Impact Assessments produced by officers. It is essential that a robust meaningful consultation process is exercised, and an Equality Impact Assessment is completed for the LTP, to ensure that the needs and impacts on all residents are understood, especially individuals or groups with identified protected characteristics under s. 149 of the Equality Act 2010 as amended.

34. The responses to the consultation need to be taken into account when Cabinet makes any decisions on the Local Transport Plan.

Risk management

35. The following risks and mitigation proposals have been identified.

Risk	Mitigation

Insufficient capacity and/or expertise to simultaneously progress the LTP and other transport projects to meet imposed deadlines.	The report identifies the engagement of specialist consultants WSP to provide specific technical expertise in a timely manner. This will assist in-house staff to manage and direct the overall project plan and individual work packages. Project management support will be provided by the Project Management Office (PMO).
Work has started on the LTP before DfT guidance is issued which may result in abortive work or require a change in scope once the guidance has been issued.	WSP are an experienced transportation consultancy that has been drafting the DfT guidance on the LTP and transport decarbonisation. Starting work ahead of the guidance and with this knowledge also means that more time will be available for consultation and consideration of the details and initiatives to be included in the final LTP. In line with current advice on the delayed release of formal guidance, a review of current Government policies and strategies will inform the next stages of LTP development.
It is likely that public and stakeholder consultation for the LTP will overlap with that of the Local Plan and other transportation projects, running the risk of confusion or consultation fatigue for partners, stakeholders and the public.	The development of these key strategies and plans is being coordinated so that the interrelationships between the various elements is fully understood. A public engagement exercise is being run alongside the draft Local Plan consultation that will start on 25th March 2024. Further public consultation on the LTP is expected later in 2024.

Consultees

36. The development of the LTP will involve consultation with a number of stakeholders. A consultation plan will be prepared and coordinated with plans for consultation for the emerging Local Plan.

37. The Connected Communities Scrutiny Committee considered a report on the LTP objectives at its meeting on 8 November 2023. A number of recommendations were made that are attached in Appendix D. A Political Group Consultation was undertaken on 14 March 2024 and the key outcomes are set out below in Appendix E

38. An engagement exercise will be launched on March 25th to run alongside the Local Plan consultation. Stakeholders and the public will be involved through on-line surveys and roadshow events to understand priorities for improving transport. The completed survey data will help to shape the draft details of the plan before public consultation on the proposals in the summer.

Appendices

The appendices attached to this report are:

Appendix A - Four Stage Work Programme

Appendix B – Background and Context

Appendix C – Carbon Baseline Assessment

Appendix D - Recommendations from the Connected Communities Scrutiny Committee on 8th November 2023

Appendix E – Political Group Consultation responses

Background papers

None identified

Report Reviewers Used for appraising this report:

Governance	John Coleman	Date 21/03/2024
Finance	Louise Devlin	Date 22/03/2024
Legal	Georgina Coley	Date 21/03/2024
Communications	Luenne Featherstone	Date 21/03/2024
Equality Duty	Harriet Yellin	Date 21/03/2024
Procurement	Lee Robertson	Date 21/03/2024
Risk	Kevin Lloyd	Date 25/05/2023

Approved by	Ross Cook	Date 22/03/2024

Please include a glossary of terms, abbreviations and acronyms used in this report.

DfT	Department for Transport
EV	Electric Vehicles
HCMP	Hereford City Masterplan
LTP	Local Transport Plan
PMO	Project Management Office
QCR	Quantified Carbon Reduction

Appendix for Objectives for New Herefordshire Local Transport Plan (see attached documents)

Appendix A – Four Stage Work Programme
Appendix B – Background and Context
Appendix C – Carbon Baseline Assessment

Appendix D – Recommendations from the Connected Communities Scrutiny Committee on 8th November 2023
Appendix E – Political Group consultation comments

Herefordshire Council

New Local Transport Plan Objectives – Cabinet Paper 2024

Appendix A – Four Stage Work Programme

The four stage plan to develop the LTP comprises:

Stage 1 – a comprehensive baseline and carbon emissions forecast for the county, taking on board local and national plans and interventions. This identifies the scale of the challenge and the pace of change required in order to reach the national target of net zero for transport by 2050.

Stage 2 –. Using the information generated in Stage 1, this is the opportunity to confirm the objectives for the LTP.

Stage 3 – This comprises developing a long list of interventions and undertaking a high-level option appraisal to assist in sifting out the poorer performing options. This process includes carbon impact as a core part of the appraisal, along with other environmental aspects. Stakeholder engagement is expected towards the end of this stage, seeking views on the appraisal and the selection of the better performing options to be taken forward to Stage 4.

Stage 4 –. This includes the appraisal of the Implementation Plan (ie interventions and policy options, including the quantified carbon impact) which will be supported by a Monitoring and Evaluation Plan to track the implementation and success of the LTP in meeting its targets.

An avoid-shift-improve principle is a commonly adopted approach to reduce transport carbon emissions. It will be used to help identify possible interventions, and applies just as equally to the Local Plan as it does to the LTP:

a) Avoid – reduce the need to travel and the distance people travel, e.g. home working or spatial planning.

b) Shift – reduce car use and encourage a shift towards public transport and active travel modes.

c) Improve – improve transport modes through investment and technological innovation, e.g. alternative fuels.

Appendix B - LTP Update - Background and Context

Contents

Figures

1. Summary of Findings

Population

1.1. Herefordshire is a sparsely populated rural county of 187,100 people (Census 2021), with 86 people per square kilometre, compared to the West Midlands average of 2,000 people per square kilometre (Census 2021). In comparison, Herefordshire is approximately the same geographic size as Nottinghamshire but the latter has a population which is 6 times larger (Census 2021).

1.2. Herefordshire has an older than average population, with 26% of the resident population aged 65+, compared with 18% for England as a whole (Census 2021).

1.3. 95% of the land in Herefordshire is classified as rural (Office for National Statistics, 2021).

Economy

1.4. Herefordshire has lower wages than England as a whole, with a median weekly pay of £543 (15% lower than the UK median pay) (ONS Annual Survey of Hours and Earnings 2022).

1.5. The county's largest and most strategic employment site is Rotherwas Industrial Estate / Skylon Park, on the south-eastern edge of Hereford; outside of this, several of the county's major employers are located in rural areas.

1.6. The county has relatively good full fibre broadband connectivity, with 50% of premises in the county having availability, compared to 42% nationally (Ofcom Connected Nations 2022). 91% of premises have access to superfast broadband; these levels are higher than several of the neighbouring authorities.

Transport

1.7. Herefordshire as a whole has higher levels of household car ownership than the England average, with 86% households having one or more cars/vans in 2021, compared to the

England average of 75% (Census 2021). There has been a 2.3 percentage point increase in car ownership in Herefordshire over the ten year period between the 2011 and 2021 censuses.

1.8. Light goods vehicles (vans) represent 12% of vehicles registered in Herefordshire (18,100 vehicles). In comparison heavy goods vehicles comprise 1.3% of registered vehicles. (DfT Statistics Table VEH0101 2022).

1.9. 4.9% of private cars registered in Herefordshire at Q3 2023 were 'other fuel types' (not petrol or diesel) compared to 6.2% for England overall (DfT Statistics VEH0105, 2023) suggesting lower than average uptake for low emission vehicles.

1.10. The county has direct but slow rail links to surrounding major cities, with generally one train per hour on each line, although the Marches line has uneven gaps between services. The county itself has only four rail stations, although there are rail stations located in neighbouring counties that serve parts of Herefordshire, such as Abergavenny.

1.11. Many of the core bus routes radiate into/out of Hereford city centre, and journeys between the other market towns tend to require interchange in Hereford city (Hereford Transport Strategy Review 2020). Bus connections from market towns into Hereford generally operate on hourly or two-hourly frequencies (Herefordshire Bus Service Improvement Plan 2021).

1.12. In 2021 (at a time of Covid restrictions), 79% of Herefordshire commuters travelled by private car, an increase from 69% in 2011. This compares to a 2021 average of 65% for England . However, a higher proportion of Herefordshire residents travelled to work in 2021 via active modes (18%) compared to the England average (14%) (2021 Census TS061 & 2011 Census QS701EW).

1.13. A greater proportion of Herefordshire's employed residents travel over 10km to work than the England average (24% compared to 17%) (Census 2021 TS058). 55% of commutes by rural residents are longer than 10km.

Road Safety

1.14. In 2021, there were 311 reported road collisions resulting in personal injuries in Herefordshire, 50 fewer than were reported in 2019 (DfT Statistics RAS0403, 2021). At a national level, the majority of fatal and serious road collision casualties are on 60mph speed limit roads (DfT Road traffic statistics, 2021).

Carbon

1.15. Pre-Covid in 2019, Herefordshire was estimated to produce 0.4 megatonnes of carbon dioxide equivalent (MtCO2e). An estimated 26% of Herefordshire's total carbon emissions were generated from transport (BEIS 2019). This is lower than the UK average of 31%, mainly due to the larger scale of emissions from agriculture and manufacturing in the county.

1.16. Out of Herefordshire's total estimated transport carbon emissions, 88% were from trips either starting, ending or being made entirely within Herefordshire (BEIS 2019).

Environmental Context and Protection

1.17. There are currently two Air Quality Management Areas (AQMAs) in the county designated due to poor air quality (Hereford city centre and Bargates in Leominster). Nitrogen Dioxide levels in the Hereford city AQMA are now slightly below the national objective levels, having reduced since the AQMA was designated in 2001. However, Nitrogen Dioxide levels at the Bargates AQMA remain above the national objective.

1.18. Only 22% of Sites of Special Scientific Interest in Herefordshire were in favourable condition in 2016 – although this is an improvement from 13% in 2012 (Natural England 2023).

1.19. There are significant concerns over the excessive amount of phosphates entering watercourses across the Wye catchment (EA 2023), causing algal blooms and harming biodiversity.

Health and Activity

1.20. In Herefordshire, 21.3% of the population are inactive (active for less than 30 minutes a week). This is lower than the national average of 25.5%. (Active Lives Survey 2021).

1.21. In Herefordshire, the proportion of the population with Life Limiting Conditions is 19%, just above the national average of 18% (Understanding Herefordshire).

Hereford City, Market Towns and Rural Areas Profiles

Sub-Heading	Hereford City[1]	Market Towns[2]	Rural Areas[3]
Population	Hereford City has a population of around 64,000, around a third of the county's total (Census 2021).	21% of the county's population live in the county's five market towns (Census 2021). The largest towns are Leominster and Ross-on-Wye, both with populations of around 11,000. Ledbury has around 9,000 residents, Bromyard has 4,300 and Kington 2,700.	73,000 people live in the rural areas, accounting for 39% of the county's population (Census 2021).

[1] Hereford City is defined by the following Middle Super Output Areas (MSOAs); Herefordshire 010, 011,012,013,014,015,016 and 017.
[2] The Market Towns are defined by the following MSOAs; Herefordshire 002, 003, 005, 006, 019 and 022.
[3] The Rural Areas are defined by the following MSOAs; Herefordshire 001, 004,007,008,009,018, 020,021 and 023.

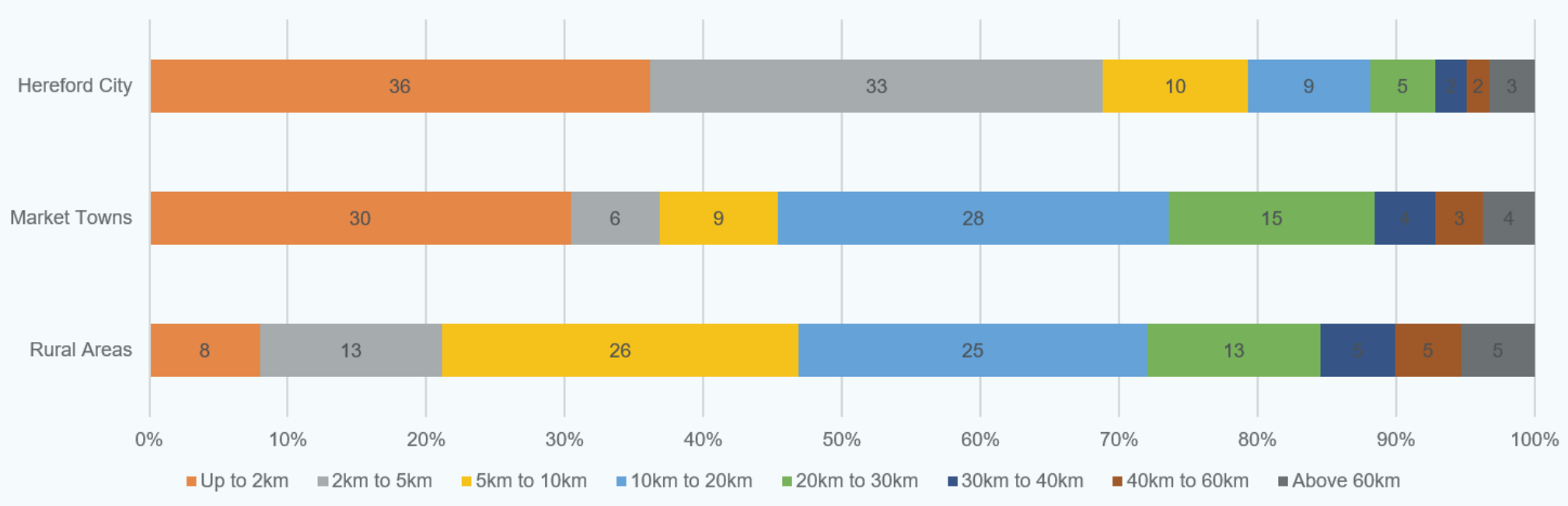
Sub-Heading	Hereford City[1]	Market Towns[2]	Rural Areas[3]
Age	The city's population has a younger age profile than the county as a whole, with relatively high proportions of young adults and young children. 54% of the city's population is under 45 years of age (Census 2021).	The market towns have a similar population age profile to the county average (Understanding Herefordshire 2023). The towns have a slightly smaller than average proportion of residents of working age (16-64 years) compared to the UK population (44% compared to 47%).	Rural areas within the county, have the highest proportion (46%) of people aged between 50-70 years. People aged 65 or over, make up 33% of the rural population. With 41% of the rural population being 45 years or under. (Census 2021).

Sub-Heading	Hereford City[1]	Market Towns[2]	Rural Areas[3]
Public Transport	The city of Hereford has the most extensive public transport provision in the county, with buses generally operated without public subsidy on half hourly or hourly timetables (Herefordshire Council BSIP 2021). Hereford rail station is the county's busiest train station, with just over 1 million passenger entries and exits in 2021/22 (Office of Rail and Road Table 1415 2023).	Two of the five towns (Ledbury and Leominster) have rail stations, with generally hourly frequency daytime services into Hereford. Most towns (except Bromyard) have hourly or two-hourly bus connections into Hereford city (forming the core bus network).	Public transport access for rural communities is very variable. Some benefit from a location on the core radial bus network; others have a limited number of infrequent daily services or services on certain days only. Many rural areas have no public transport access at all.

Sub-Heading	Hereford City[1]	Market Towns[2]	Rural Areas[3]
Commuting distance	69% of commuter journeys made by Hereford residents are shorter than 5km (Census 2021). See Figure 1 below.	Whilst 37% of residents in market towns travel less than 5km to their workplace, around 50% travel over 10km to get to work.	21% of rural residents travel less than 5km to their workplace. 53% of commutes made by rural residents are over 10km in length.
Access to facilities	Hereford city has the widest range of facilities and services in the county. This includes specialist healthcare and further education.	Each market town has a range of facilities and services catering for the surrounding area, including shopping, secondary education, primary healthcare sports and leisure facilities.	The services and facilities available in each rural community varies widely. Some villages such as Weobley and Peterchurch contain a range of facilities. For residents of other rural communities, travel is required to access all essential services (HC Settlement Hierarchy Background Paper 2022).

Sub-Heading	Hereford City[1]	Market Towns[2]	Rural Areas[3]
Deprivation	There are areas of Hereford city with significant levels of deprivation, and identified as being in the 20% or 10% most deprived neighbourhoods nationally, many of which are located south of the River Wye (HC Understanding Herefordshire 2023).	There are some parts of the market towns which have high levels of deprivation. Leominster, Ross on Wye and Bromyard have areas identified as being in the 20-30% most deprived neighbourhoods nationally.	The county's rural areas have lower than average levels of deprivation compared to the county as a whole. 34% of households in the rural areas are deprived against at least one deprivation indicator, compared to 37% across Herefordshire. However, there are several rural areas of the county which are in the 40% most deprived neighbourhoods in the country.

Figure 1 Distance travelled to work (Census 2021)



Note: The most recent census in spring 2021 took place when Covid restrictions on travel were still in place, including for travel to employment, in instances where people could work from home. The chart above is based on data for those employees who travelled to work only and excludes those working from home during Covid restrictions.

Appendix C – LTP Update - Carbon Baseline Assessment

Contents

Figures

1. The Role of Local Transport Plans

1.1. The Local Transport Act 2008 provides a statutory requirement for Local Transport Authorities (LTAs) to have a Local Transport Plan (LTP).

1.2. LTPs are an important part of transport planning in England, setting out a council's policy and strategy framework for local transport and travel.

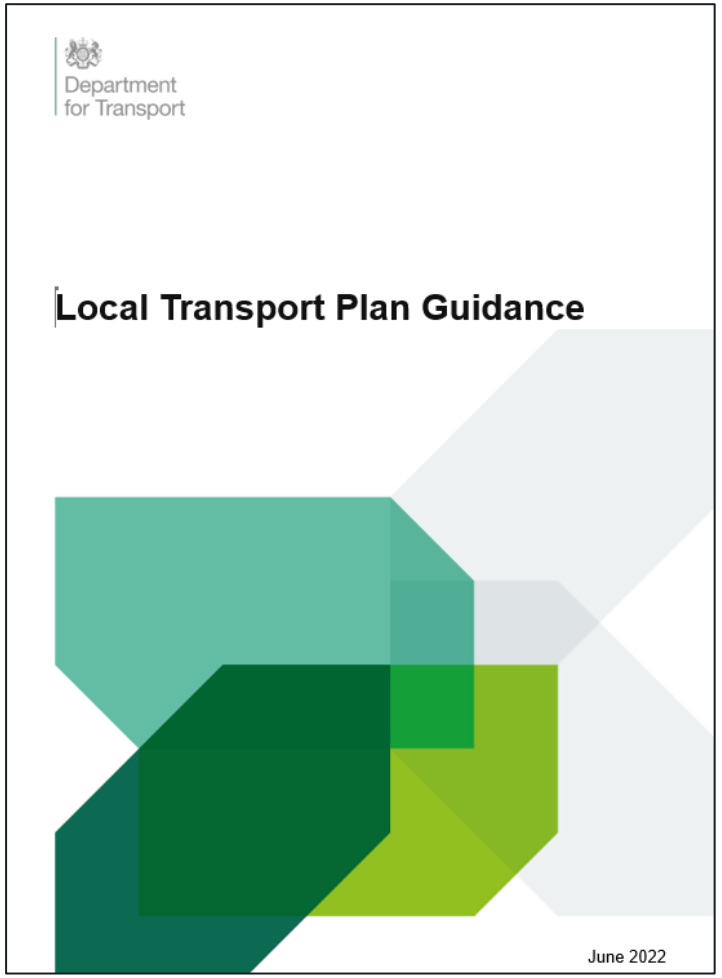
1.3. The LTP will set out the long-term strategy for the progression, development, management and maintenance of Herefordshire's highway and transport systems.

1.4. In 2021, the Government announced plans to issue new guidance on LTPs, with the expectation that LTAs will have new LTPs in place by Summer 2024.

1.5. A vision-led approach is advocated whereby LTAs can demonstrate how their transport systems can achieve better intended outcomes for people, goods, and places.

1.6. Strong links to the Government's economic growth and zero-carbon agendas are expected.

Figure 1 Department for Transport Local Transport Plan Guidance



2. National and International Context

2.1. The UK has signed up to international obligations to reduce emissions. The UK government has legislated to achieve ambitious reduction targets and carbon quantification is now being sought across different policy areas.

2.2. The new LTP guidance due from the Department for Transport (DfT) is expected to include support for:

- A ‘vision-led’ approach, focussed on outcomes and local priorities
- A ‘place-based’ approach, reflecting functional areas
- LTPs and Local Plans to have stronger alignment
- Developing LTPs like mini–Strategic/Business Cases

2.3. DfT also intend to issue new ‘Quantifiable Carbon Reduction (QCR) guidance’, standardising an evidence-led carbon approach to LTP development and reporting of LTP’s carbon impact.

2.4. WSP has been supporting DfT in authoring both the new LTP and QCR guidance.

3. Linking Outcomes and Interventions

A Golden Thread

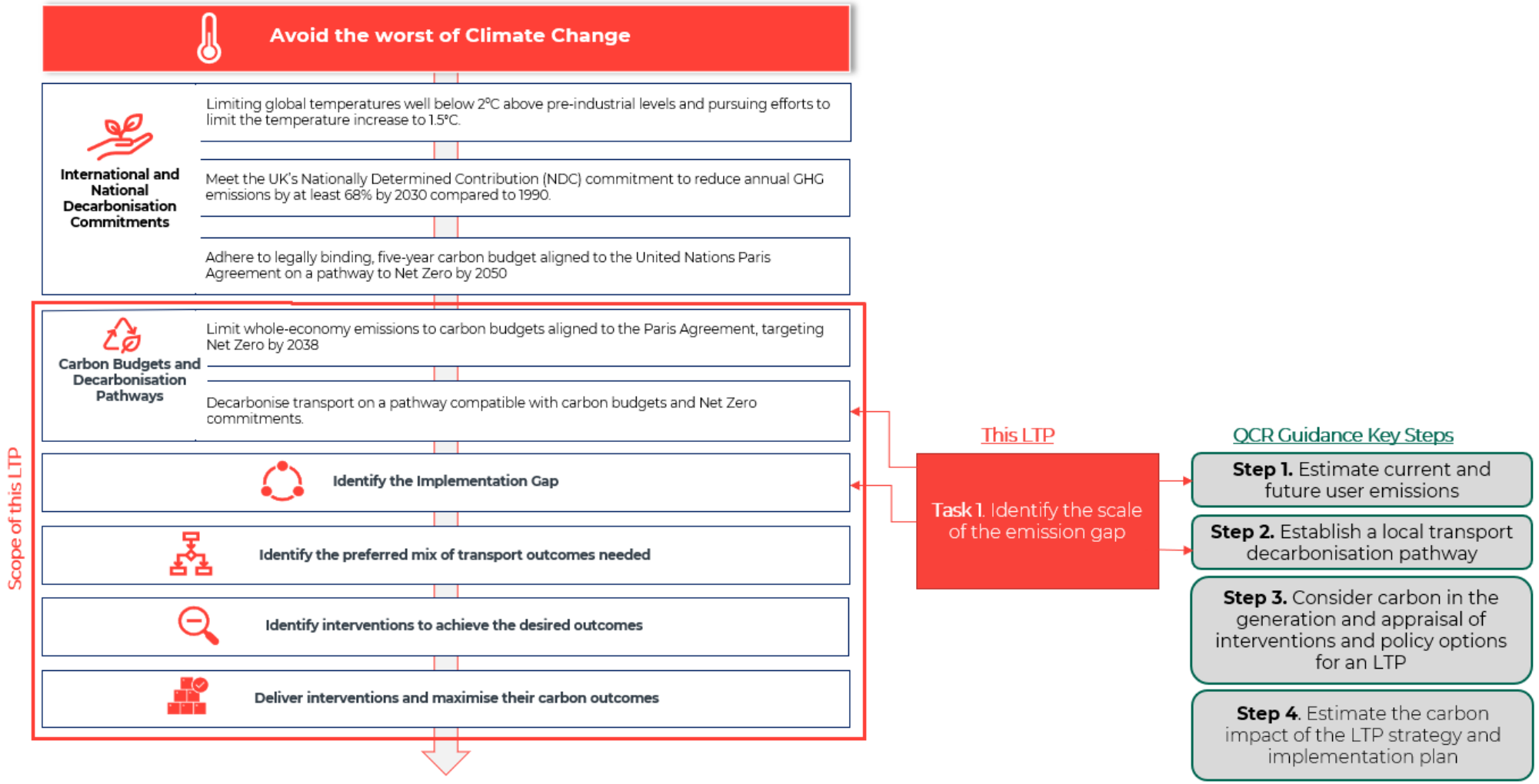
3.1. Figure 2 below illustrates a ‘golden thread’ that links outcomes to interventions. It is intended to:

- Provide a framework to explain how delivery of interventions links to the substantive outcome of avoiding the worst of climate change
- Help the local authority identify any gaps in evidence, policy or implementation within this framework

DfT Quantifiable Carbon Reduction Guidance

3.2. There are four overarching steps to the upcoming QCR guidance. As set out in Figure 2, this covers the process from the initial carbon baselining to the assessment of the LTP strategy and Implementation Plan.

Figure 2 'Golden thread' linking outcomes to interventions



4. The Difference between Carbon Neutrality and Net Zero

Carbon Neutrality

4.1. Reaching carbon neutrality by 2030 means off-setting residual emissions through initiatives such as tree planting so that any carbon emitted is removed from the atmosphere.

4.2. In line with PAS2080, carbon neutrality requires an accurate carbon footprint, certified carbon offsets to the sum of the footprint and a carbon reduction plan.

4.3. PAS2080 is a key reference in the Government's construction playbook, providing guidance for specifically managing GHG in buildings and infrastructure projects, in the built environment.

Net Zero

4.4. Reaching net zero means no carbon is emitted and therefore no carbon needs to be offset.

4.5. The Science Based Target initiative (SBTi) Net Zero standard requires an accurate carbon footprint with a minimum 90% reduction in emissions against a baseline by 2050. Carbon removal is to be used to neutralize any limited emissions that cannot yet be eliminated.

4.6. Advice is to measure against Net Zero methodology, this is in line with government guidance and ensures targets are measurable against the government's Net Zero aims.

5. Local Emission Context

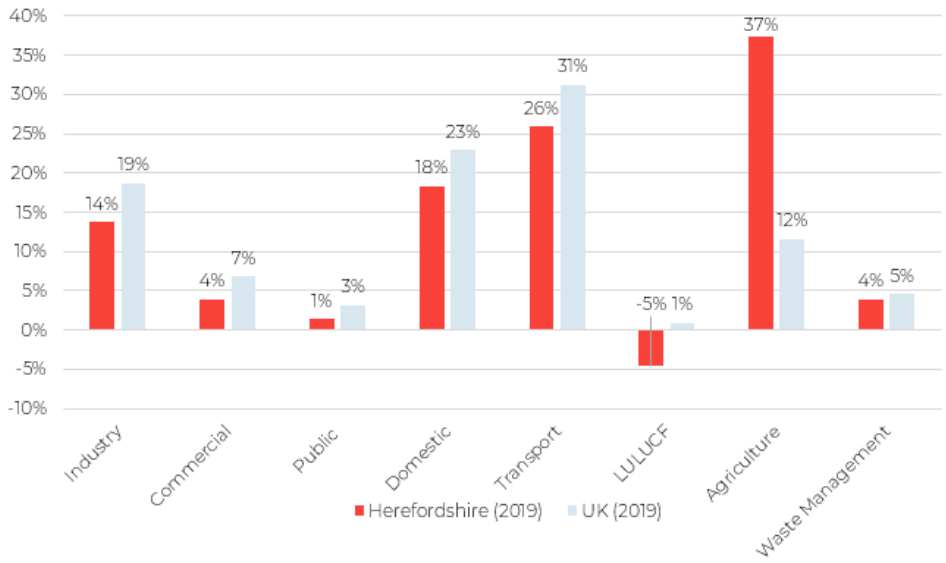
5.1. In 2019, transport was the largest contributor to the UK's domestic greenhouse gas (GHG) emissions, responsible for 31% of all emissions.

5.2. Whereas emissions from other sectors have fallen in the last 30 years, domestic transport GHG emissions have remained relatively static, with improvements in efficiency of new cars largely offset by their increased use.

5.3. In Herefordshire, transport contributed to 26% of GHG emissions in 2019, as shown in Figure 3. This lower proportional share for transport reflects higher emissions in sectors such as Agriculture (37%). Nationally, this sector accounts for 12%.

Current Commitments
Targeting a Carbon Neutral Herefordshire by 2030.

Figure 3 GHG emissions in Herefordshire per sector, compared to UK [Source: *BEIS UK Local Authority GHG emissions 2005-2020*]



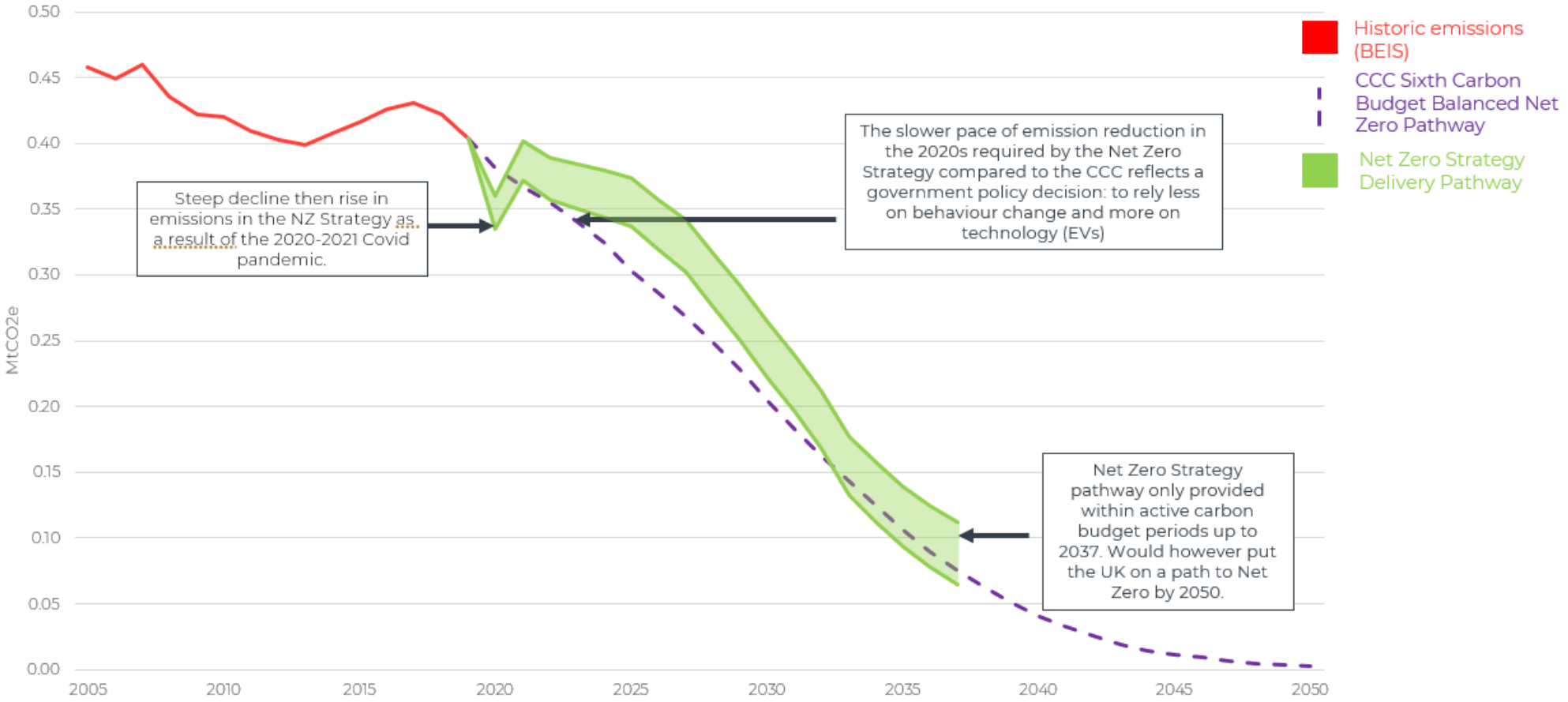
6. Transport Decarbonisation Pathways

6.1. There are a number of different national and regional pathways which represent different interpretations of the pace in which emissions must fall to mitigate climate change. Figure 4 below shows:

- The historical carbon emissions within Herefordshire from 2005 to 2019
- The balanced pathway advocated by the Committee for Climate Change (CCC), putting the UK on track for Net Zero by 2050 and supporting the required global path for decarbonisation.
- The Government's Net Zero Strategy: Build Back Greener which contains illustrative scenarios and an indicative delivery pathway for each sector, including domestic transport. If delivered successfully, the central pathway and consistent carbon budgets would meet statutory whole economy carbon budgets set by the UK. The Net Zero delivery pathway is informed by CCC's analysis but reflects Government policy decisions of how best to achieve targets.

6.2. Figure 4 shows that there needs to be a steep reduction in carbon emissions in Herefordshire from present day levels if the 2030 target is to be achieved.

Figure 4 Transport Decarbonisation Pathways 2005 to 2050



What Impact might Accelerated EV Uptake have?

6.3. Figure 5 illustrates the potential impact electric vehicles (EVs) would have in meeting the 2050 Net Zero target. It compares different levels of EV uptake to both a Business as Usual (BaU) scenario and the decarbonisation pathways described above.

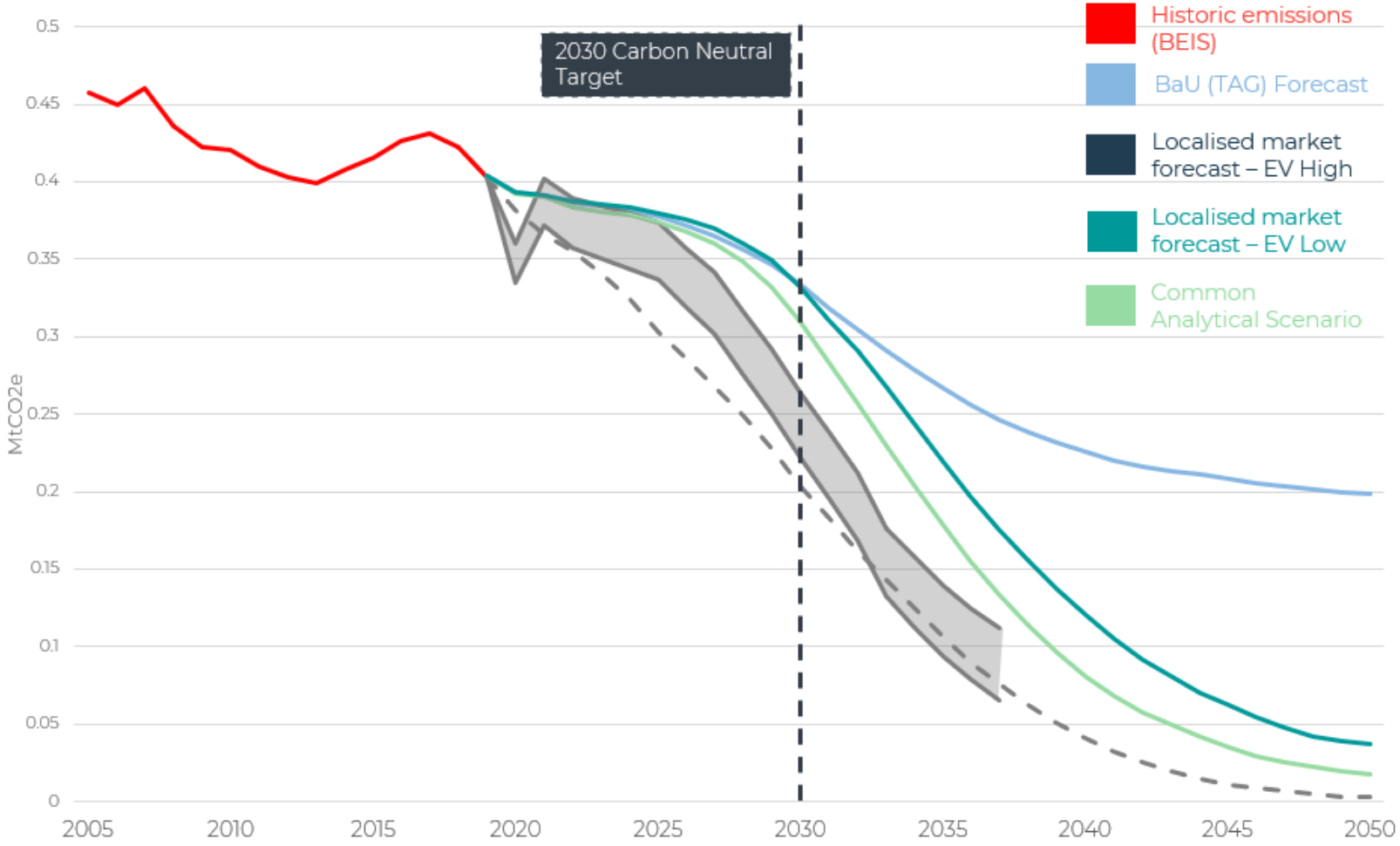
6.4. Two alternative scenarios of EV uptake are tested:

- DfT Common Analytical Scenario – table VL1 from the vehicle led decarbonisation scenario. This is a scenario only, not a forecast.
- A localised market forecast derived from WSP's EV: Ready tool – processed from a range of forecasts

6.5. The DfT's Transport Analysis Guidance (TAG) and Common Analytical Scenario (CAS) assumptions are national. The market forecast has been localised to Herefordshire based on local variations of data such as vehicle ownership, sales trends and propensity to switch based on socio-demographics and reliance on on-street parking.

6.6. All other assumptions (e.g., traffic growth, fuel efficiency) remain as per the BaU estimate.

Figure 5 Transport Decarbonisation Pathways 2005 to 2050, EV scenarios



EV assumptions under different datasets (% of cars)			
	TAG	CAS	Local market forecast (Low)
2025	15%	13%	10%
2030	36%	41%	31%
2035	52%	70%	60%
2040	62%	88%	81%
2045	66%	96%	92%
2050	67%	99%	95%

Size of the Gap

6.7. BaU estimates transport emissions in Herefordshire will equate to 4.88 MtCO2e between 2023 and 2037.

6.8. Under the most ambitious EV uptake scenario (Common Analytical Scenario) this would be reduced to 4.29MtCO2e.

6.9. Carbon budgets derived from the pathways would therefore be exceeded even with an ambitious EV uptake, with the exception of the Net Zero Strategy Upper pathway, as shown in Table 1.

6.10. Herefordshire emissions are likely already overspending a locally scaled proportion of current advisory UK carbon budgets (CCC). Emissions are also likely already over-shooting a locally scaled version of the national Net Zero Strategy Delivery Lower Delivery Pathway.

6.11. Within two years, (by 2025), Herefordshire emissions will begin to over-shoot the upper national Net Zero Strategy Delivery Pathway.

6.12. Misalignment with these pathways over the next 10 years will necessitate greater action in future LTP implementation periods.

6.13. Even under the most optimistic EV uptake scenarios, local transport emissions are still likely to over-shoot the upper national Net Zero Strategy Delivery Pathway and the Lower Delivery Pathway. Therefore, EVs cannot solve the carbon challenge on their own.

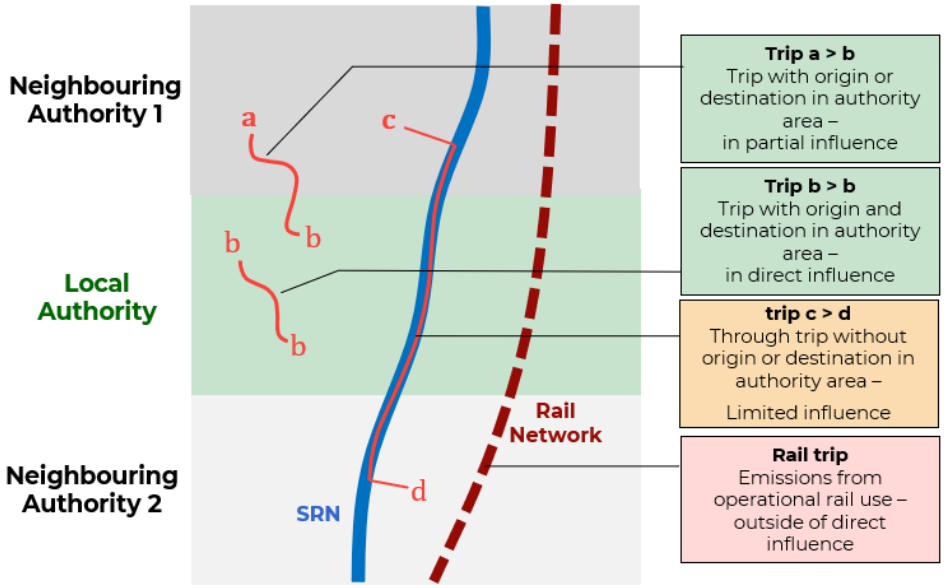
Table 1 Forecast Emissions by Carbon Budget Period

Carbon Budget Periods ($MtCO_2e$)	**CB4 2023-2027**	**CB5 2028-2032**	**CB6 2033-2037**	**Total CB4-6 2023-2037**
CCC Sixth Carbon Budget Balanced Net Zero Pathway	0.34 – 0.36	0.50 – 0.63	0.36 – 0.80	1.20 – 1.79
Net Zero Strategy Delivery Pathway Lower	0.21 – 0.23	0.42 – 0.55	0.42 – 0.86	1.05 – 1.63
Net Zero Strategy Delivery Pathway Upper	0.02 – 0.04	0.21 – 0.34	0.19 – 0.63	0.42 – 1.01

7. Understanding Emissions within an Authority's Influence

7.1. Figure 6 illustrates the extent to which any local authority can influence the transport emissions within its geographic boundary. For Herefordshire, whilst the greatest influence can be exerted on journeys which both start and finish within the county, the Council also has a key role in influencing other journeys which start or finish or pass through the county. This illustrates the importance of the Council working in partnership with other authorities and organisations in addressing the scale of the carbon challenge.

Figure 6 Trips based on origin and destination across neighbouring authorities and level of influence



8. Emissions within Herefordshire

8.1. In order to identify how best to influence future emissions within Herefordshire, it is important to understand the pattern of current emissions in more detail.

Surface Transport Emission – Road (2019)

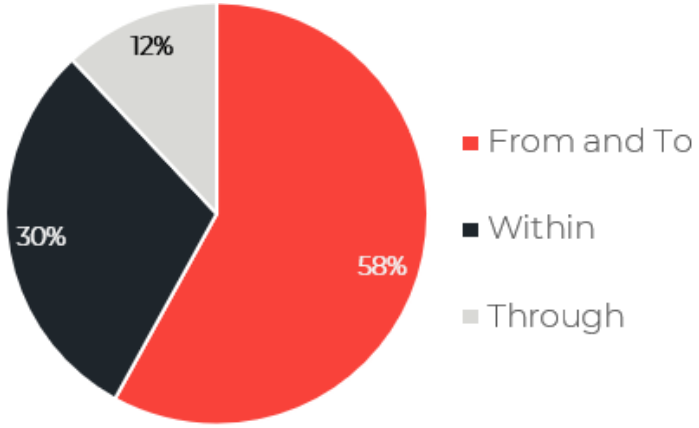
8.2. The largest proportion of surface transport emissions are attributed to road transport. This is true at a national level and for Herefordshire. In 2019 road transport accounted for:

- 96.6% of surface emissions in the UK
- 97.1% of surface emissions in Herefordshire

Emissions by Origin and Destination

8.3. 88% of transport emissions generated in Herefordshire are from trips either starting, ending or being made entirely within Herefordshire as shown in Figure 7. Of those, 30% of transport emissions are generated by internal Herefordshire journeys.

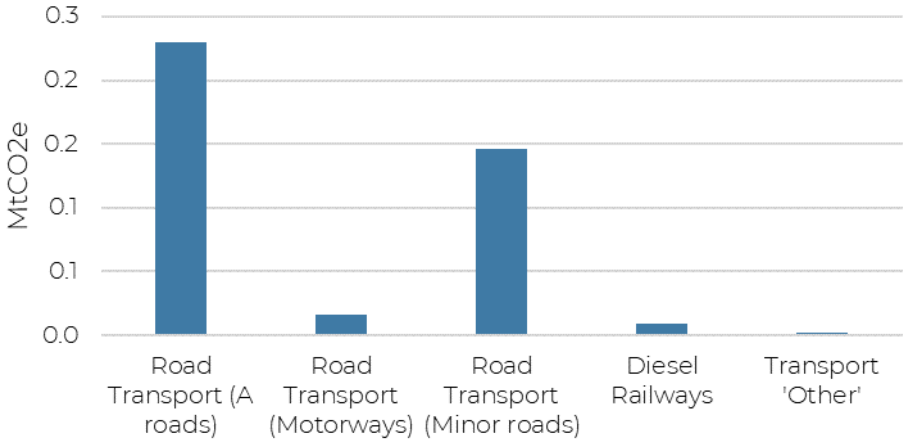
Figure 7 Proportion of emissions by trip genesis



Emissions by Road Type

8.4. Most emissions (70%) are generated on local roads, with forecasts showing this is likely to remain the case in the future.

Figure 8 Emission by road type, in Herefordshire [*Source: BEIS UK Local Authority GHG emissions 2005-2020,*]



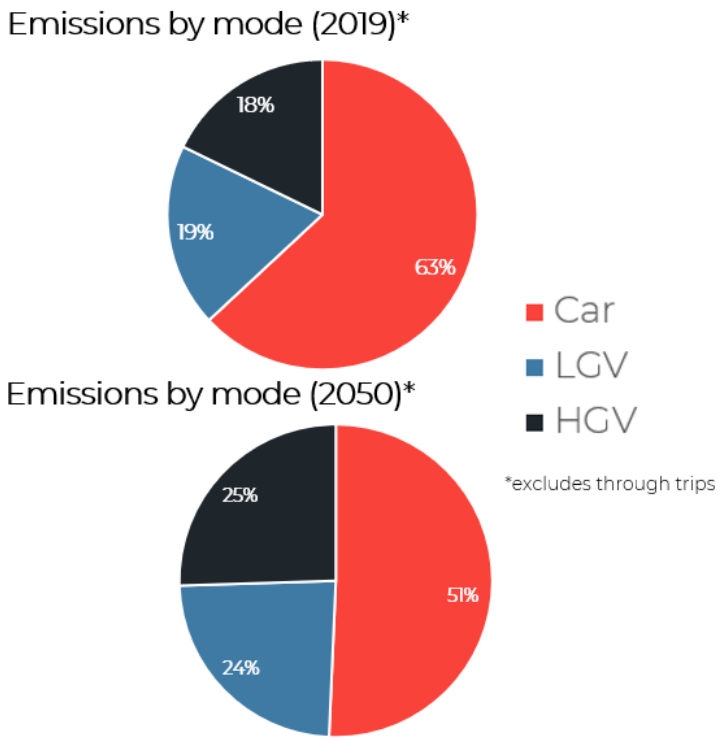
Emissions by Mode for Road Transport

8.5. The largest proportion of emissions by mode in Herefordshire are attributed to car use (63%).

8.6. This share is forecast to decrease with EV uptake, so the proportion of emissions attributable to HGVs and LGVs is forecast to increase.

8.7. However, under Business-as-Usual, cars still remain responsible for the highest proportion of emissions in 2050.

Figure 9 Proportion of emissions by mode in Herefordshire, 2019 and 2050



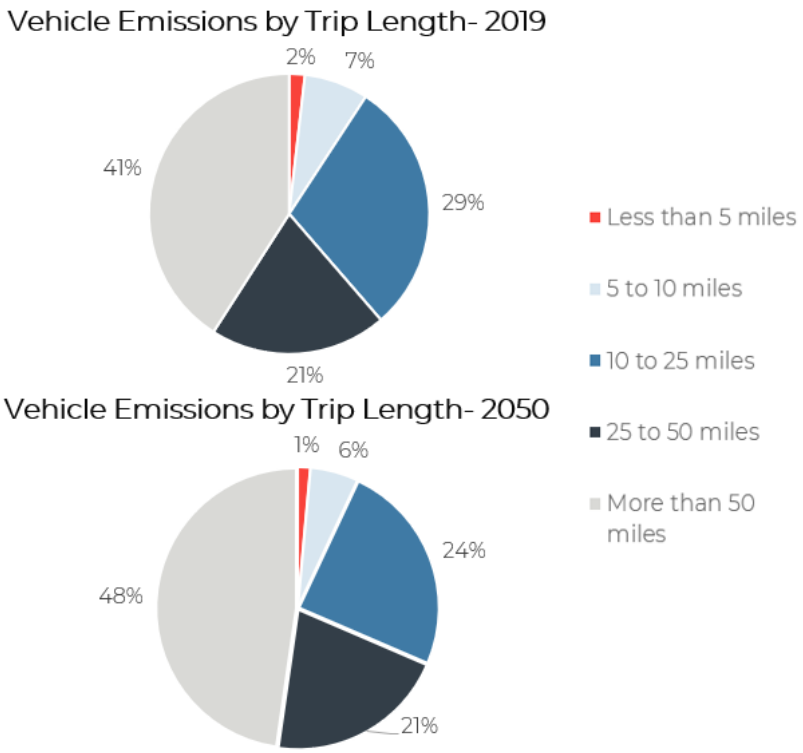
Emissions by Trip Length

8.8. **Error! Reference source not found.Error! Reference source not found.** illustrates the emissions by trip length for those journeys which are either wholly within Herefordshire or start/finish within Herefordshire (ie they exclude through traffic). Likewise, the trip length categories reflect the full length of the journey such that the emissions associated with many of the longer journeys lie beyond the Herefordshire boundary.

8.9. Notwithstanding this, each local authority in the country has a responsibility to influence trips that have an origin and/or a destination within their local area. Emissions from trips that originate in Herefordshire and extend beyond the boundary will therefore fall within the potential remit of the LTP to address, with the length of trip (regardless of destination) being key to determining the suitability of different interventions.

8.10. For Herefordshire journeys in 2019, only **2%** of emissions were from trips **less than 5 miles** in length, with this share forecast to shrink by 2050. These are trips considered amongst the easiest types of journeys to shift to alternative modes but would provide minimal emissions savings.

Figure 10 Proportion of emissions by trip length in Herefordshire, 2019 and 2050



8.11. **7%** of emissions are from trips **5 to 10 miles** in length, whilst still relatively easy to shift compared to other trips, emissions savings would still be modest overall.

8.12. **50%** of emissions are attributable to journeys between **10 to 50** miles. Whilst more challenging to shift, local solutions within this area of influence, enabling longer journeys to take place across multiple modes is within the remit of the LTP.

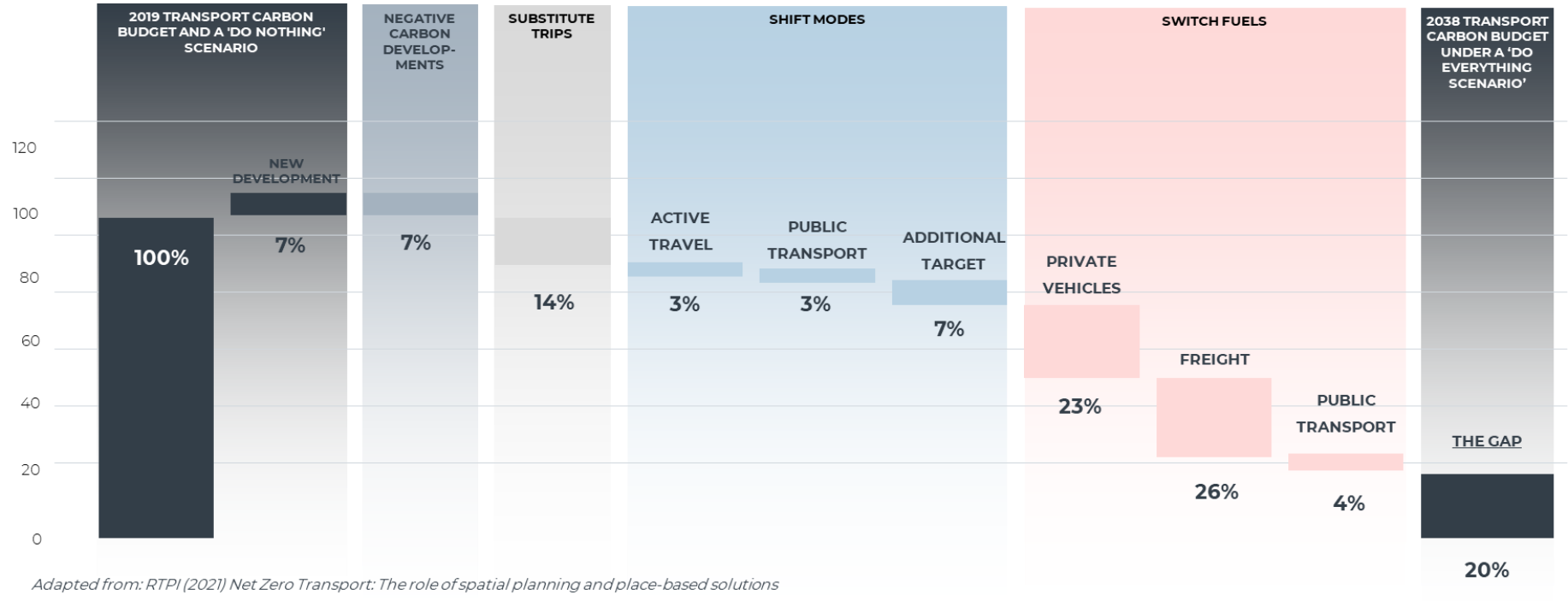
8.13. **41%** of emissions are from trips **greater than 50** miles. These journeys are likely to rely heavily on partnership working to decarbonise, beyond the boundary of the LTP's direct influence.

8.14. In a BAU 2050 scenario, longer journeys are forecast to make up a larger share of emissions overall, demonstrating need to take action to tackle emissions attributable to journeys of all lengths.

9. Carbon Reduction Pathway for Transport

9.1. The ‘waterfall’ depicted in Figure 11 shows the extent to which different forms of intervention are likely to assist in reducing carbon. Whilst based on national data, the underlying message applies equally to Herefordshire – namely that a wide range of different interventions are going to be needed to meet carbon targets and that the scale of the challenge is significant.

Figure 11 The role of different interventions in closing the Carbon Budget Gap



Adapted from: RTPI (2021) Net Zero Transport: The role of spatial planning and place-based solutions

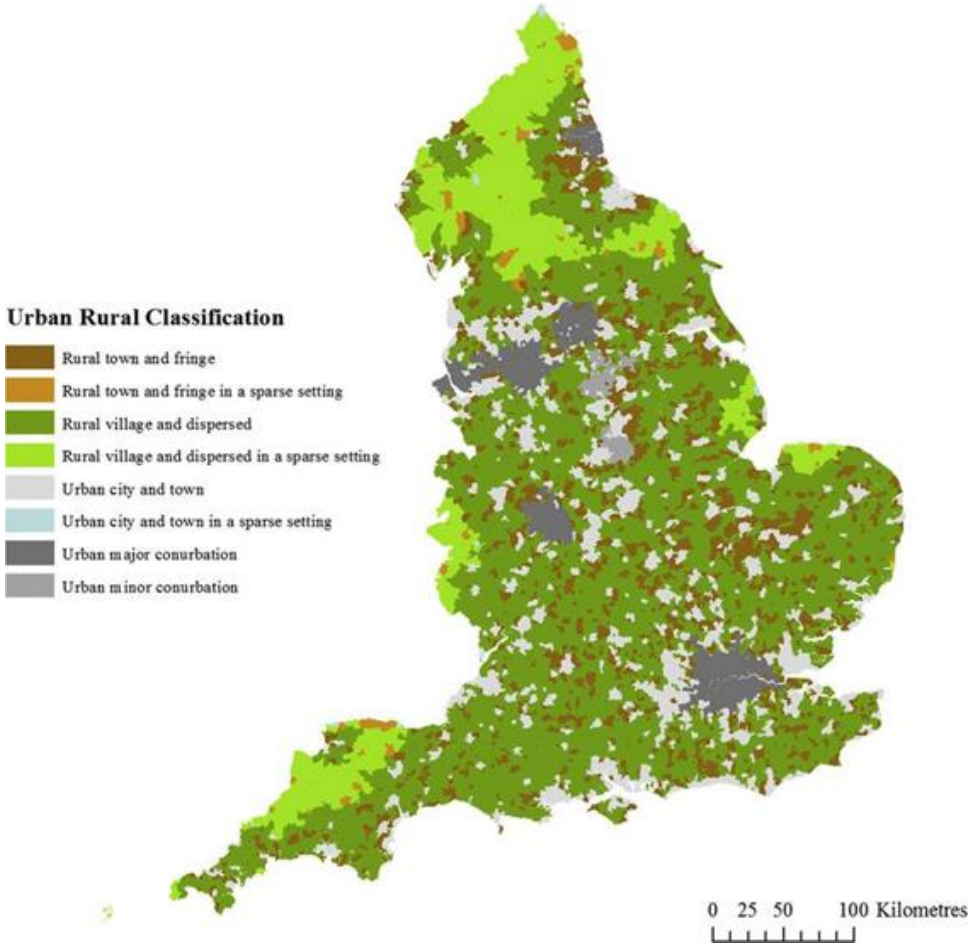
10. The Role of Different Place Types

10.1. Interventions typically fall under three categories:

- **Avoid** the need for travel through spatial planning and demand management (e.g. sustainable new developments, home working, on line shopping)
- **Shift** from less sustainable modes (e.g. private car) to more sustainable ones (e.g. walking, cycling, public transport)
- **Improve** the efficiency of the mode used (e.g. using electric vehicles).

10.2. Not all measures will be suited to all areas and it is therefore important to tailor interventions. This is particularly true for Herefordshire with its mix of urban and rural areas.

Figure 1312 Urban Rural Classification



Rural Areas

10.3. Rural areas:

- Often exhibit the highest emissions per capita.
- Are better suited to targeting reduced need to travel and shorter travel distances
- Have the greatest opportunity for **Avoid** and **Improve**
- Have more **Improve** constraints than urban areas
- Could benefit from incentives and spatial planning controls

Urban Areas

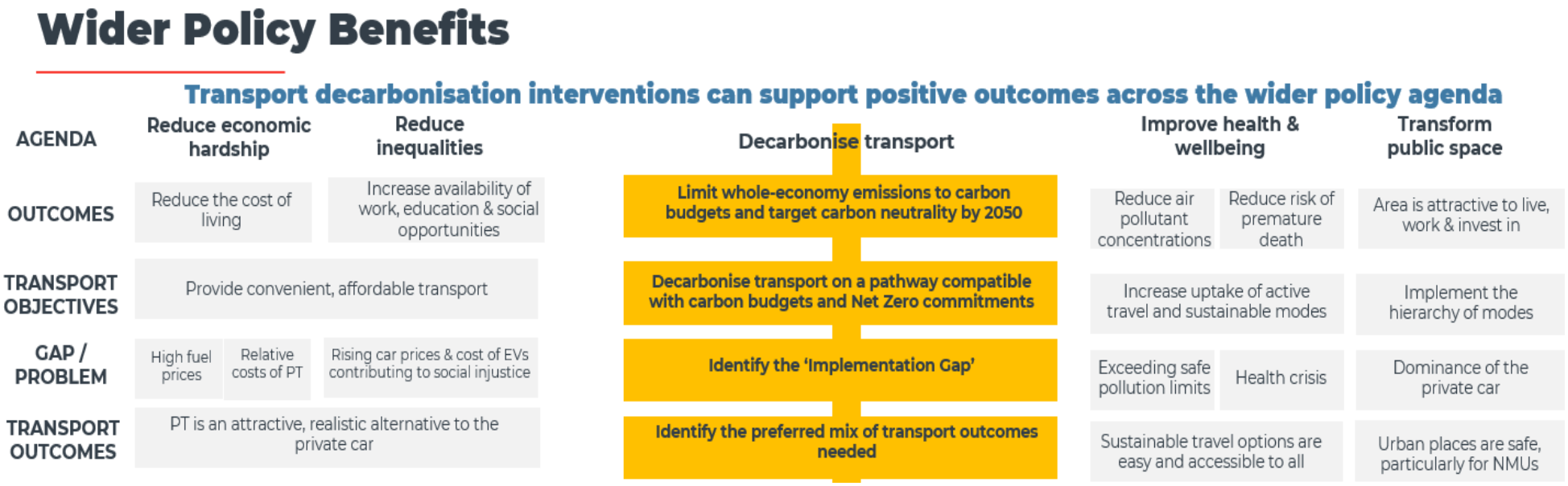
10.4. Urban areas:

- Tend to have the lowest emissions per capita
- Are better suited to targeting lowest car mode share
- Can benefit from measures focused on travel choice and placemaking
- Present opportunities across **Avoid**, **Shift** & **Improve**
- Have more opportunity to **Shift** than in rural areas
- Could benefit from disincentives for some modes where travel choice is available

11. Wider Policy Benefits

11.1. The decarbonisation of transport links to many other policy areas of relevance to Herefordshire and is shown in Figure 14 below. It is important to recognise that the challenges in decarbonising transport can lead to positive opportunities to assist some of the other policy areas.

Figure 14 - 13 Links between transport decarbonisation interventions and wider policy agenda



Herefordshire Council

New Local Transport Plan objectives – Cabinet Paper 2024

Appendix D

Recommendations from the Connected Communities Scrutiny Committee on 8th November 2023

A number of recommendations were made to Cabinet by the Connected Communities Scrutiny Committee following its consideration of a report on progress on the LTP at the meeting on 8th November 2023. These are:

- Publish in full all background materials, including but not limited to the carbon modelling exercise.

  Appendices B and C are included in this report that set out the key areas of context and a summary of the output from the carbon emissions work referred to in the report. Further, more detailed information on which these appendices are based, can be made available to the committee.

- Address the inconsistency in the way that carbon emissions are presented (by mixing territorial and consumption); publish both consumption and territorial emissions for both overall emissions and journey length (if possible); and address the issue that the report underplays the importance of modal shift for short journeys.

  It is acknowledged that the Midlands Connect model, used by local authorities across the region for carbon modelling, is not currently able to calculate the proportion of emissions within Herefordshire of any trip that may start or end outside the county. This means that active travel may have a greater role to play in reducing transport carbon emissions in the county, but that measures that seek to target medium and longer distance trips will still have the greatest overall impact. This is recognised in the report at para 14.

  Midlands Connect is currently updating its baseline emissions model to provide additional functionality and is exploring opportunities to geographically bound emissions by trip length and place type within individual local transport authority areas. If this change is agreed and implemented, further analysis will be possible as the LTP progresses.

- Engage immediately and closely with the Transport subgroup of the HCNPB as well as other key stakeholders, including National Grid.

  It is considered that engagement with stakeholders such as the HCNPB and national Grid, as part of the proposed upcoming engagement exercise alongside the Local Plan, will provide appropriate and timely input.

- Engage ASAP with a wide range of stakeholders to collect data as well as consult on emerging priorities.

  It is considered that engagement, as part of the proposed upcoming engagement exercise alongside the Local Plan, will provide appropriate and timely input.

- Consider the following suggested objectives:

a. **Improved road safety** - this is covered in the “Improving transport safety and security” objective.
b. **Improved residents’ health** – this is covered in the “Enabling healthy behaviours and improving wellbeing” objective.
c. **Improved range of transport choices including active travel and public transport, demand-responsive transport and reliable public EV charging infrastructure** – this is considered to be included in the “Enabling healthy behaviours and improving wellbeing” and “Tackling climate change” objectives as part of those objectives’ focus on walking and cycling becoming the natural choice for short trips and on providing viable low carbon options for most journeys.
d. **Improved access to services** – this is covered in the “Supporting a thriving and prosperous economy” objective.
e. **Carbon reduction (embodied and operational)** – this is covered by the “Tackling climate change” objective and the inclusion of both embodied and operational carbon is agreed.
f. **Nature protection** – this is covered by the “Protecting and enhancing the natural and built environment” objective.

g. **Supporting a sustainably thriving and prosperous economy.** – this is covered by the “Supporting a thriving and prosperous economy” objective.

Herefordshire Council

New Local Transport Plan Objectives – Cabinet 2024

Appendix E

Summary of Comments at Political Group Consultations on 14th March 2024.

Two Political Group consultations were held on 14th March 2024. The meeting at 2pm was held in person at the Plough Lane offices of Herefordshire Council, while the 6pm meeting was held online via Teams.

Each meeting was chaired by Cllr Price, Cabinet Member for Transport and Infrastructure, and lasted for approximately one hour. Comments were made in the teams chat, and verbally in the meeting.

2pm Meeting

The Green Party requested that all background documentation is published in full irrespective of audience. Members made reference to the scrutiny meeting recommendations – see Appendix C.

6pm Meeting

The Green Party were disappointed that the LTP objectives don't have any ambitions for levelling up public transport accessibility including bus and to rail stations.

Cllr Louis Stark (Liberal Democrats) - disappointed that the LTP objectives don't have any ambitions for levelling up public transport accessibility- he referenced Ross-on-Wye having poor bus connections to the rest of the county and to rail, which he has also raised with Midlands Connect in the past.

Cllr Stef Simmons (Green Party) - references some broader higher level objectives she added to the Teams chat, stating that out of these flow elements such as those raised by Cllr Stark about connectivity with PT, helping to protect and enhance the environment, reduce carbon emission and congestion. She stated that if you don't set correct objectives from the outset, you will not get the correct responses that will connect with the Local Plan and our need to grow the economy. She said the LTP is a countywide plan and building a road will only benefit Hereford, and it won't improve accessibility or the lives of people in the rest of the county. The LTP needs to link back to the LCWIP and BSIP and have a much more holistic approach, otherwise we won't get funding from DfT.

How is the LTP taking account of the changes proposed to the distribution of development which is already solidified in the update of the Local Plan?

Independent members – commented on the ability of the LTP to reference all of the DfT ambitions for transport, without direct control of modes such as rail.

Cllr Ed O'Driscoll (Green Party) – asked whether the recommendations from the Connected Communities scrutiny meeting have been made/considered in the cabinet report and whether you have watched the video of the meeting

Cllr Liz Harvey – asked a set of questions:
"Are we also considering what this £100m of funding could do if spent on other infrastructure schemes throughout the county, rather than reverting to the Hereford-centric schemes?"
"Were these LTP slides provided to councillors in advance of this briefing?"

“The decision on progressing the City Masterplan due in the autumn of last year was wrapped into the forthcoming decisions on the City Roads Strategy and the LTP. Where is the City Masterplan decision now?”

Cllr Stef Simmons – Stated that: “LTP Objectives are vital and should as a starter for 10 include: Reduce carbon emissions; Reduce congestion; Improve public health; Reduce road deaths/injuries; Boost local economy; Protect and enhance environment. We need to scope all options to ensure we are able to access funding from DfT”

Cllr Liz Harvey – Asked questions: “The Marching About Partnership is a cross border partnership. The Welsh authorities are interested on East-West connectivity rather than North-South. How are we considering infrastructure connectivity immediately outside of the county in developing our LTP - not just in Wales, but also e.g. M50J2 in Gloucestershire?”