

**Deputy Chief Executive's Office**  
Dean Taylor

**TO MEMBERS OF CABINET:**

RJ Phillips (Chairman), LO Barnett, AJM Blackshaw, H Bramer,  
JP French, JA Hyde, JG Jarvis, PD Price and DB Wilcox

Your Ref: N/A

Our Ref: Thursday 16 September 2010

Please ask for: Sally Cole

Tel: (01432) 260249

Fax:

E-mail: [scole@herefordshire.gov.uk](mailto:scole@herefordshire.gov.uk)

10th September, 2010

Dear Councillor,

**CABINET AGENDA ITEM 7 – LOCAL DEVELOPMENT FRAMEWORK  
ACCOMPANYING APPENDIX – HEREFORD PREFERRED OPTION PAPER**

I refer to the above Cabinet agenda item and write to advise Members that the appendix to the LDF report was mistakenly omitted from the agenda. Although Members have received the report and appendix electronically, a hard copy of the appendix is attached for your consideration prior to the Cabinet meeting on 16 September and spare copies will be made available at the meeting.

**7. LOCAL DEVELOPMENT FRAMEWORK**

To seek approval for the publication of the Herefordshire Core Strategy: Hereford Preferred Option paper for consultation purposes.

Yours sincerely,

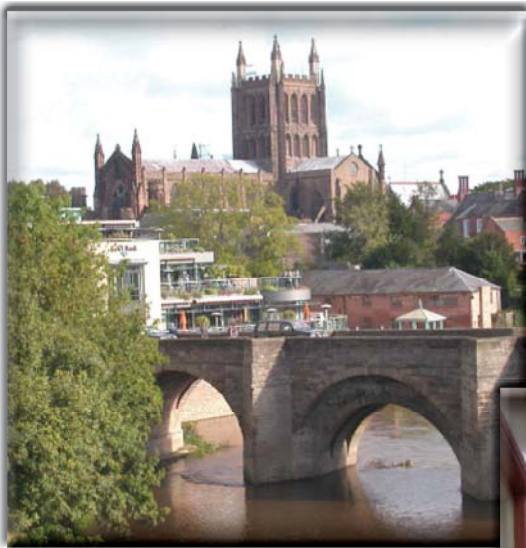
**SALLY COLE  
COMMITTEE MANAGER EXECUTIVE**



# Draft Preferred Option: Hereford

September 2010

## Follow on consultation



## Contents

Section		Page
1	Introduction	1
2	Hereford 2026 – The vision	3
	Issues and opportunities	4
	Hereford spatial strategy	6
3	Hereford City Centre policy	8
4	Hereford movement policy	21
5	Urban growth distribution	33
6	Northern expansion policy	44
7	Western expansion policy	51
8	Southern expansion policy	57
9	Hereford questionnaire	64

## Figures

1	City centre concept map
2	Daily average traffic flows into Hereford
3	Existing and proposed cycle routes within Hereford
4	Concept diagram showing sustainable transport measures in Hereford
5	Preferred Hereford Relief Road corridor
6	Preferred spatial distribution for urban expansion
7	Concept diagram showing strategic green infrastructure corridors
8	Northern expansion locations
9	Western expansion locations
10	Southern expansion location
11	Hereford spatial diagram



## Section 1: Introduction

- 1.1 The Council has now analysed the results of the 'Place Shaping' consultation which took place in early 2010. In addition, emerging evidence based studies and reports have been taken into account to help develop the policies and proposals to this stage. This '**Hereford Preferred Option Paper**' is a follow on consultation from the 'Place Shaping Paper'. It is the fourth in a series of papers that have been issued for consultation. During July and August 2010 the other three papers were published as the '*General Core Strategy Policies Consultation Paper*,' *The Preferred Options; Bromyard, Ledbury, Ross-on-Wye*' and the '*Preferred Option: Rural areas*'. The policies in all four papers will ultimately form part of the **Core Strategy**.
- 1.2 The Core Strategy is a long term strategic planning document, which sets out the vision and objectives for the county and establishes the policy framework and the broad locations for development necessary to deliver them. Once adopted in 2011, the Core Strategy will set the guidelines for development of new homes, businesses, open space and other facilities across the county to 2026. Following on from this, the Hereford Area Plan will provide more detailed planning policy and non strategic allocations for Hereford.
- 1.3 This Paper addresses the preferred options for Hereford and is divided into three policy areas;
- City centre
  - Movement
  - Urban expansion
- 1.4 The 'Place Shaping Paper' and consultation responses are still available on the website to view at [www.herefordshire.gov.uk/corestrategy](http://www.herefordshire.gov.uk/corestrategy).

## Sustainability Appraisal and Habitat Regulations Assessment

- 1.5 In May 2010, Herefordshire Council appointed a specialist environmental consultancy to undertake a Sustainability Appraisal (SA) of the preferred options. This involved assessing the Hereford option package against a range of sustainability objectives relating to the following topics:
1. Education and Employment;
  2. Healthy and Prosperous Communities;
  3. Transport and Access;
  4. Built Environment;
  5. Resource Consumption and Climate Change; and
  6. Natural Environment.
- 1.6 A Habitats Regulations Assessment (HRA) was also undertaken. A summary of the SA and HRA results can be found at the end of each section.

**How to comment:**

Your views are important to us to help further develop a planning strategy for the city.

At the end of this paper there are just two questions applicable to each section.  
Please complete section 10 of this report, detach and return your answers by:  
**5<sup>th</sup> November 2010**

**If you require more information, please contact us:**

**By email:** [ldf@herefordshire.gov.uk](mailto:ldf@herefordshire.gov.uk)

**On the web:** [www.herefordshire.gov.uk/corestrategy](http://www.herefordshire.gov.uk/corestrategy)

**By phone:** 01432 260386

**By fax:** 01432 383031

**In writing:**

Local Development Framework  
Licence No. – RRJX-TLSH-SCYH  
Freepost, Forward Planning  
Herefordshire Council  
PO Box 4  
Plough Lane  
Hereford HR4 0XH

## **Section 2: Hereford 2026 - Vision**

- 2.1 Developing a countywide vision for the Core Strategy has been an important stage in the process of plan production as it sets the direction of travel for the spatial strategy and the policies that follow. The Herefordshire vision has been developed from extensive internal and external consultation since 2007, including specific workshop events. In this respect the Herefordshire vision is considered to be in a form that can be taken straight through to the submission Core Strategy. A Vision and Objectives Background Paper has been prepared to document this process (August 2009).
- 2.2 This Hereford vision has been based on the Herefordshire wide Core Strategy Vision. This will be developed further within the Hereford Area Plan.

### **The Vision**

- 2.3 By 2026, Hereford will consist of healthy, sustainable communities with a wide range of homes and employment opportunities for all, which are well serviced by a range of community facilities and public transport. The imbalance of housing types and income levels across Hereford, particularly within South Wye, will be addressed by providing a greater balance and mix of properties and employment opportunities across the city.
- 2.4 New communities and neighbourhoods will be successfully integrated with their existing neighbouring communities and the surrounding countryside. Residents will have greener environments and energy efficient homes which contribute to reducing the county's carbon footprint. A network of cycleways, footpaths and bus priority lanes will reduce resident's reliance on the private car. Education and community facilities will be provided within walking distance of residential areas.
- 2.5 Congestion in Hereford will be managed. The inner ring road will be upgraded for pedestrians enabling a range of environmental enhancements, air quality improvements and sustainable transport measures to be implemented. The dependency on the private car will be reduced. People within the city will be able to move between home, work, school and other facilities by foot, cycle and bus. A transport hub will enable bus, train, taxi facilities to be linked. Park and Ride/Cycle areas will be provided to reduce reliance on private cars to access the city centre. The provision of a relief road will be key to enabling a congestion free city by enabling an alternative trunk route, providing additional highway capacity to implement sustainable transport measures and reducing the level of through traffic in the city centre.
- 2.6 Hereford will be a strong sub-regional shopping, employment, educational, leisure and cultural focus for the county. Comprehensive proposals for regeneration in and around the city centre will complement the historic core by providing homes, jobs, education, shops and leisure facilities and transport improvements. This will make the city a vibrant destination of choice for shoppers and visitors alike.
- 2.7 The high education standards within the county will be capitalised upon by the provision of higher education facilities and additional good quality employment land to encourage higher value employers.

2.8 Hereford will be home to innovative design and sustainable construction which complements the existing historic character. Sightlines and heights will be sensitive to the city skyline. Areas of the city will be well connected by a network of open spaces and green infrastructure. New residential and employment areas will be integrated into the existing urban fabric and surrounding countryside.

## Hereford – Issues and opportunities

2.9 A number of issues have been highlighted either via Core Strategy consultations or evidence base studies. This table indicates how these issues can be addressed to enable the vision for Hereford 2026 to be achieved. They are listed in no order of priority.

Hereford today - issues	Hereford 2026 – the vision	How will this be achieved	Core Strategy Objectives met
A high percentage of affordable housing in South Wye with a lack across the rest of the city	Better distribution of social housing, well integrated within developments.	Housing development to provide affordable housing in a balanced and distributed way Greater mix of housing types in South Wye.	1
Natural population growth and a need to accommodate further housing growth from in migration	A number of sustainable communities providing a range of housing to meet a variety of needs	Urban Village and urban expansion allocations	1
Imbalance in the housing stock across Hereford	A wide variety of housing types available in all areas of the city	Housing development which provides a balance of housing types and addresses deficiencies in certain areas	1
Falling behind comparative centres in retail terms	More retail offer in the city with a greater choice	Additional retail floorspace allocated within the city centre	7
Need for enhancement of the historic core	A vibrant city centre which is a destination of choice	Enhancement and conservation proposals, improve linkages between regeneration area and historic core	7, 10, 12
Traffic congestion caused by single river crossing and trunk road through the city	Improved sustainable transport measures, manage congestion in the city by providing an alternative options to the A49	Provide a package of sustainable transport measures and provide Hereford Relief Road	4, 5, 7
Predominately rural	Achieve a modal	Improve public	4, 5, 7

hinterland, reliance on car based travel	shift away from dependence on the private car	transport provision in, through and around the city. Provision of park and ride sites and a network of cycle ways / footpaths.	
Inner ring road causing a physical barrier and severance	A pedestrian friendly city centre	Upgrade the inner ring road for pedestrians and improve the overall environment	4, 10
Single track rail line from the city causing restrictions on service and frequency	Improved access to the West Midlands by rail.	Improve the line to the West Midlands with passing places along the route	4, 5
Two bus stations and poor connectivity with the railway station making connections in public transport difficult	Public transport will be easy to use with good connections between modes.	A transport hub will enable public transport to be linked improving access and facilities for passengers	4, 5, 7
Increase and improve connections between existing cycle routes	A city accessed by a network of good quality footpaths and cycle ways	Ensure all urban expansion areas include provision of sustainable transport links and connect with existing facilities	4, 5, 7
Area of Air Quality Management (AQMA) within the city along the A49	Air quality will be improved within the city centre and surrounding area	Remove the through traffic from the city, upgrade the inner ring road and improve the environment around the city centre.	5, 11
Need to protect areas of high quality landscape and rural fringe to the city	Achieve a high level of integration into the existing urban fabric and surrounding countryside	Include a high level of green infrastructure and landscaping within the urban expansion schemes	10, 11, 12
Areas of low income deprivation particularly south of the city	Reduce the levels of income deprivation within the city	Provide a wider range of employment and education opportunities	6
High education standards to 6 <sup>th</sup> form but limited offer of Higher Education	New and expanded education opportunities	Promote the provision of Higher Education facilities in the city	3
Lack of higher education facilities means research and development industries not attracted to Hereford	Provide a range of employment sites and expanded higher education offer	New and expanded higher education facilities with additional good quality employment land to encourage higher value employers	3, 6



Main focus for employment to the south of the city	Provide a balance of employment opportunities north and south of the river	Employment development in the north of the city	6
Low wages and limited range of high value employment opportunities and reliance on a small number of large employers	An economy based on a wide range of employer types	Provide a range of good quality employment sites to attract high value business	6

## Hereford Spatial Strategy

2.10 The spatial strategy within the Core Strategy for Hereford maintains and enhances its role as a strategic sub-regional centre and reflects its capacity to accommodate additional development without significant harm to local communities and in sustainable locations. Concentrating around half of all development in Hereford would develop and support the regeneration of the city in the long term by capitalising on existing services and other infrastructure and providing greater opportunities for improving and increasing them.

2.11 The housing growth within the spatial strategy indicated for Hereford between 2006 -2026 is highlighted below;

Growth requirements	8,500
Built 2006-09	887
Commitments (under construction, planning permission or UDP allocations)	1,170
Estimate of new homes on non strategic sites (to be identified in Hereford Area Plan)	1,150
<b>Indicative number of new homes on strategic sites</b>	<b>5,300</b>

2.12 For the purposes of the Core Strategy, a strategic location has been defined as around 500 homes in Hereford and around 5 hectares of employment land.

## The policies needed to achieve this

2.13 This paper contains the Hereford option package for the Core Strategy. The package is made up of three policy areas which are outlined below;

- City centre proposals
  - Heritage
  - Shopping
  - Recreation and Leisure
  - City centre living
  - Jobs and enterprise
  - Movement

- Sustainable transport
    - Park and Ride
    - Strategic walking and cycling routes
    - Transport Hub
    - Rail improvements
    - Hereford Relief Road
  - Urban expansion
    - Distribution
    - Northern expansion
    - Western expansion
    - Southern expansion
- 2.14 Other non-strategic policies and proposals will be required to enable the Hereford of 2026 to be realised. These will be contained within the Hereford Area Plan, master plans and additional supplementary guidance.
- 2.15 These will include;
- The non-strategic housing and employment allocations
  - The type and mix of energy efficient housing to be provided on strategic sites
  - The need for additional or improvements to existing open space, play areas and sports and recreation facilities following further evidence base studies currently being prepared
  - Safeguarding appropriate existing employment land in and around Hereford
  - The need for further non strategic retail floorspace
  - Enhancement proposals for the historic core
  - Conservation and design to enhance the city centre and surrounding areas
  - Additional sustainable transport measures and car park management
  - The need for any renewable energy proposals
  - The need for additional waste management facilities
  - The need for additional tourism facilities and accommodation in the city
  - Design and density policy by character area
  - Enhance night time economy
  - Need for surface water management in Hereford

## **Section 3 - Hereford City Centre**

### **Hereford City Centre**

- 3.1 Hereford city centre provides the focus for shopping, office and business uses, leisure and for places to visit. It has successfully incorporated its rich heritage into the daily comings and goings of its citizens and visitors alike. In the city centre, historic buildings house modern high street shops and yet it also contains modern buildings that are home to historic treasures, such as the Mappa Mundi.
- 3.2 There is a human scale to buildings and spaces in the city, which has evolved and grown with people in mind. The recently refurbished High Town provides a spacious central shopping area, where, in addition to the main retail outlets, there is room for other attractions such as a local open air food market, children's entertainments, open air cafes and exhibitions. Hereford holds a coveted 'Safer Shopping Award' and prides itself on the variety of its retail outlets; from the high street chains to smaller, independent shops. The streets leading out of High Town and away from the main retail heart are home to a variety of popular cafés, restaurants, pubs and bars.
- 3.3 The peripheries of Hereford's commercial heart are home to a variety of 'edge of centre' land uses, ranging from professional, financial and healthcare services to light industry, residential, administrative, parking, or leisure and recreation uses. The city centre as referred to in this section relates to both the commercial and retail heart of Hereford and its wider surroundings.

### **The City Centre up to 2026**

- 3.4 The strategic growth policy for Hereford's central area has been influenced by the Hereford City Centre Regeneration Strategy (2008). This is a document formulated by Herefordshire Council and Hereford City Partnership Ltd. It sets out a ten-year ambition containing broad views and aspirations for the successful future of the city.
- 3.5 The Hereford Vision described earlier in this document sets out in detail how the aims and objectives of the Core Strategy will be achieved. The successful and sustainable future of the city relies upon building on its current strengths and making the most of opportunities for the regeneration and redevelopment of the city centre.

### **Existing Growth Commitments**

- 3.6 The adopted UDP (1996 – 2011) sets out a number of policies and proposals relating to the development of the city centre. Similarly to the Core Strategy, this document had the primary aim of retaining Hereford's status as a sub-regional shopping centre and enhancing and improving existing facilities. The Eign Gate and Edgar Street Grid (ESG) regeneration areas were identified for redevelopment in the policies and proposals of the UDP. Therefore, as existing planned commitments, they have been updated and represent as preferred options in this Core Strategy.



- 3.7 In order to pursue the redevelopment plans for the ESG and parts of the Eign Gate regeneration area, in 2003, Herefordshire Council and Advantage West Midlands commissioned a masterplan exercise to prepare a strategic vision, masterplan and implementation strategy for this scheme. The ESG Masterplan was produced in 2004, setting out a number of objectives and a vision for redevelopment.
- 3.8 To lead the transformation of the ESG, a joint venture development company, ESG Herefordshire Ltd, was subsequently established. Since then, this company has revised and updated the masterplan and brought forward the essential framework required in order to ensure that on-site works can commence. This includes arranging the legal and planning requirements, securing developer commitment and investment and continuing the detailed masterplanning of the area.
- 3.9 More recently, with the aim of assisting the delivery of Hereford's expansion as a whole, including the strategic aims set out in the Core Strategy, a new development company 'Hereford Futures Ltd' has been formed. It will secure further private sector investment and deliver new opportunities for the whole of Hereford, while protecting and promoting the special character of the city's historic core. Existing regeneration proposals in the central area will form an important element of its work.

## Hereford City Centre Policy

### **Policy H1 – Hereford City Centre Policy**

The development of the Hereford city centre up to 2026 will seek to achieve the overall regeneration of the historic heart of the city and the expansion of the city's central area to the west and north. To deliver this the Core Strategy will enable the following:

#### **Heritage**

- the protection, restoration and enhancement of Hereford's heritage assets, including: historic buildings; archaeological remains; streetscapes; natural features and valuable open spaces;

#### **Shopping**

- up to 40,000 sq m (gross) of additional retail floorspace;
- the protection, restoration and enhancement of the existing historic retail core of the city, to ensure its continued vitality and viability;
- the provision of easily accessible and visually attractive pedestrian links to and from the existing retail centre to new expanded retail and commercial parts of the city centre;

#### **Recreation and Leisure**

- the provision of new or enhancement of existing facilities for sport, recreation and leisure for both local residents and visitors;
- the promotion of tourist developments which respect the city's historic character, heritage and local distinctiveness;

#### **City Centre Living**

- the encouragement of city centre living, including the residential use of upper floors of retail and commercial premises;
- the development of 800 highly energy efficient homes in a new urban village to the north of the city centre area, including:
  - a third of new homes to be affordable;
  - associated enabling development to mitigate flooding, access and traffic constraints;
  - use of high quality sustainable designs and construction methods to minimise resource usage;
  - Sustainable Urban Drainage techniques to manage residual flood risk and surface water drainage;
  - provision of appropriate play and public open space and green infrastructure;
  - provision of pedestrian/cycle links to the city centre, railway station and Courtyard arts centre.

#### **Jobs and Enterprise**

- encourage the provision of new commercial and office space in appropriate city centre area locations;
- the creation of a new higher and further education hub with ancillary uses and facilities.

#### **Movement**

- the construction of a new link road connecting Edgar Street to Commercial Road, providing access to the northern city centre expansion area and reducing the amount of traffic travelling along the inner ring road;
- the pedestrian upgrading of Newmarket Street and Blueschool Street to improve connections from the historic town centre to the northern city centre expansion area; and
- the development of an integrated transport hub close to the railway station, where accessibility to all forms of sustainable transport movements will be brought together.

## Explanation

- 3.10 Consultations have highlighted issues, opportunities and constraints affecting the city, which have informed the overall strategic growth policy for Hereford. Although 70% of those responding to the Place Shaping Paper questionnaire stated that they agreed with the preferred options set out for Hereford urban area, 12% of these said that they did not want to see the proposals having a detrimental impact on the city centre.
- 3.11 Accordingly, what is planned is new private investment in the historic core of the city, which respects its special character. There will also be new regeneration projects on the peripheries of the city centre, which will be successfully integrated into the existing town core.
- 3.12 Evidence base studies have assisted in the identification of appropriate levels of commercial growth to be directed to Hereford's central area to meet anticipated need. The conclusions of the PPS4 Assessment and the Employment Land Review were particularly important in identifying the requirements for new retail, leisure and office growth in Hereford over the plan period.
- 3.13 The following provides some additional detail on the aims of **Policy H1**:

## Heritage

- 3.14 Through extensive consultations with those who live in and enjoy Hereford, a recurring theme emerges; however the city grows and changes, at all times the historic heritage that permeates our city must be protected and treated as a most valuable asset. It is not simply the wealth of historic buildings, but environmental gems right in the city's heart, such as; the River Wye, underground archaeological remains, historic streetscapes and open spaces that must be valued and respected.
- 3.15 In addition to central and local government guidance on the protection of historic and built heritage, the *Hereford Town Centre: Streetscape Design Strategy* (2009) provides guidance on the development, management and maintenance of new and existing streets.

## Shopping

- 3.16 The PPS4 Assessment indicated that a high percentage of household expenditure (not including groceries) in the local area is spent in towns outside the county. Today the modern shopper's custom has to be attracted by a wide range of quality shops; from the big-name high street retailers to niche independent shops, in attractive surroundings with close ties to other uses found in the commercial hearts of thriving cities. Achieving this will bolster Hereford's role as a major market centre for its sub-region and reduce unsustainable travel patterns created by Herefordians travelling to cities such as Worcester, Cheltenham, Bristol and Cardiff.

- 3.17 Most of the expanded shopping area of Hereford will take place in the western (Eign Gate area) and northern (old livestock market) parts of the city centre, which together have the potential for accommodating substantial growth. New shops must be supported by necessary infrastructure and be well integrated into the historic fabric of Hereford and link up with adjoining areas. Successful integration with the existing historic retail core is dependant upon the creation of new pedestrian friendly links.
- 3.18 The relocation of the livestock market was provided for through the UDP. Regeneration of this brownfield site will provide a mix of unit sizes, including larger units, to attract high street multiples that are not currently available in the city centre. In addition, for those visiting the expanded city centre by car, additional car parking is proposed as part of this redevelopment.
- 3.19 The existing city centre's shopping facilities must also be improved. One such example is the refurbishment of the Buttermarket to enhance its function as an indoor retail market or the recent streetscape improvements made in Widemarsh Street.

### **Recreation and Leisure**

- 3.20 Both evidence based studies and consultations have revealed that there is a need to extend and improve the city's leisure facilities. The Core Strategy will enable a new multi-screen cinema, bars, restaurants, cafes and other leisure uses to be provided on the strategic growth sites. Young people of Hereford have expressed their wishes for more things to do. Non-strategic sport, leisure and recreation policies and proposals will be detailed in the forthcoming Hereford Area Plan and will be influenced by the conclusions of pertinent evidence base studies.
- 3.21 Tourism plays an important role in Hereford's economy and it can be promoted through the planned mixed-use regeneration of the city. Making the most of Hereford's heritage assets and fusing the old with the modern will be key drivers of successfully attracting tourists. Tourism takes many forms: business visitors, holidays, day-visits, educational trips. All have slightly different needs, but common themes are; an attractive environment, modern facilities (people expect to shop, eat out and go the theatre/cinema) and a place to do business. This business tourism potential can be developed through the promotion of new meeting/conferencing facilities which make better use of existing assets such as the Courtyard for example. The provision of a new city centre hotel would mean that visitors could make the most of the new and improved city streetscapes and facilities.

### **City Centre Living**

- 3.22 Living in the city centre means that everything you need is easily accessible; so that walking and cycling can become the chosen way of getting from A to B. Having commercial and residential uses closely linked results in a thriving and vital area, by both day and night. Hereford Policy H1 seeks to promote city centre living and the use of upper floors above shops for living space, instead of leaving them vacant or under-used, so that the city centre becomes not merely a place reserved for shopping and daily business activities, but one where people live and make their homes too.



- 3.23 The northern expansion of the city centre will include the redevelopment of a large area (around 40 hectares/100 acres) of land for the provision of around 800 new homes - known as the Urban Village. One third of these homes will be affordable and they will be built in a variety of sizes and with different types of tenures available, to satisfy identified local needs. All homes should be constructed using sustainable methods and the resulting properties should be sustainably designed. Orientation, building materials, insulation, surface water drainage, and sustainable energy usage are all things that must be addressed if the Government's aims of drastically reducing our carbon footprint are to be achieved.
- 3.24 Associated development required in order to tackle flooding (including the Yazor Brook Flood Alleviation Scheme), access and traffic constraints, will be an essential part of the new urban village proposals. The need to have good pedestrian and cycle links to other parts of the city, such as the railway station and existing and new retail and leisure areas is vital to a successful Urban Village scheme.
- 3.25 The residents of all new homes should have access to areas of play and public open space and there should be carefully located green corridors to link the site to other green areas. Opportunities exist to make a feature of the canal basin and its corridor within the new residential area.

### **Jobs and Enterprise**

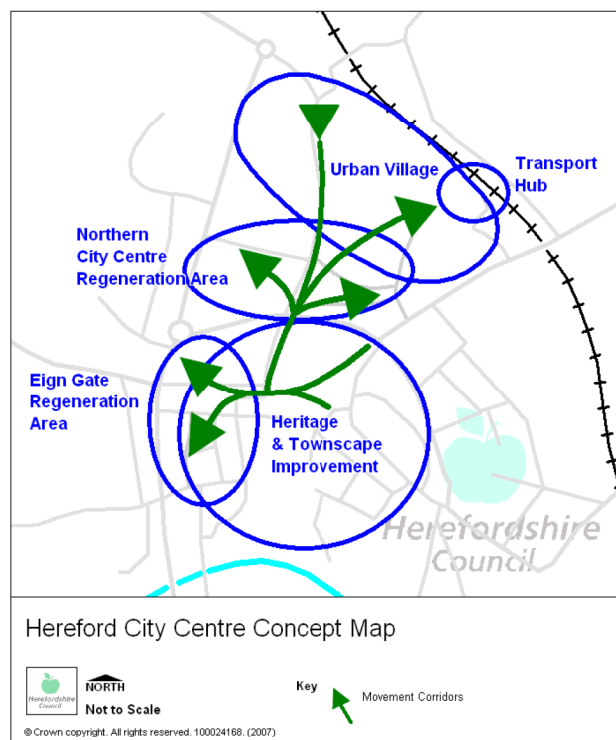
- 3.26 Although the City Centre Area is not subject to a particular site allocation solely for commercial or employment uses, the Core Strategy recognises that the city regeneration areas, particularly to the north of the existing city centre, are places where a mixture of uses is to be encouraged. This includes providing new commercial facilities where people can find employment close to places where they live, shop and enjoy their leisure time. Modern, medium sized offices are considered to be appropriate for the expanded city centre since the Employment Land Review (Aug. 2010) has indicated that there is demand for more buildings of this kind.
- 3.27 To assist the attractiveness of the city to young people, post school age, there needs not only to be adequate opportunities for finding good jobs, but also investment in higher education facilities. The Blackfriars Street area has the potential to be redeveloped into a higher education centre. In addition to the existing and recently modernised Folly Lane campus, new facilities for local higher education opportunities could be brought together in one place, along with student accommodation, student union/social facilities and other education services. It could help address the business needs associated with training, conferences, workshops and nursery units that are not currently provided on the Folly Lane campus.

### **Movement**

- 3.28 Expansion of the city centre northwards will be enabled by the improvement in the existing road infrastructure. Issues which need to be tackled include; the large volumes of traffic along the inner ring road, resulting in severance between the historic city core and the old livestock market area and its environs and the poor accessibility within and across the northern section of the regeneration area.

- 3.29 A new link road is planned providing the much-needed improved connections between Edgar Street, Widemarsh Street and Commercial Road. There has been considerable investigation into resulting altered traffic flows, junction design and environmental impacts and planning permission has subsequently been granted for this new road infrastructure.
- 3.30 The existing inner ring road creates a barrier between the historic retail core of Hereford and the northern city centre regeneration area. This will be addressed through the upgrading of Newmarket Street/Blueschool Street for pedestrians in order to create a safer, more visually attractive environment. The works will also present the opportunity to dignify the city wall, providing a more appropriate setting for this important feature.
- 3.31 The area close to the railway station will be developed into an integrated transport hub, together with a new Station Square where there will be transport interchange facilities. This will become a central point for access to all modes of transport, providing transfer opportunities for trains, buses, taxis, private and hire cars, cyclists and mobility vehicles. Pedestrians will also have easy access to the hub, together with places to rest or shelter.

**Figure 1: City Centre Concept Map**



### Links to Core Strategy Objectives

- 3.32 The preferred proposals will strengthen Hereford's role as a sub-regional focus for the county, through city centre expansion, as part of wider city regeneration plans. Hereford will become a strong shopping, employment, leisure, education and cultural focus for the county.

- 3.33 In addition to new retail and leisure opportunities, city expansion and regeneration proposals will also provide new homes (including affordable ones) and tackle existing movement and flooding constraints, improving the city for residents and visitors.
- 3.34 Maintaining and enhancing the city's historic heritage and environmental assets will be high priority issues, as will the sustainability of the new development for existing and future generations.
- 3.35 The preferred proposals comply with Core Strategy objectives 1, 2, 3, 4, 5, 7, 9, 10, 11 and 12.

## **What the evidence is telling us:**

### **Retail, Leisure and Offices**

- 3.36 The *Herefordshire Council PPS4 Assessment* (Aug. 2010) retail study involved on-street surveys in Hereford city centre, which revealed that around a fifth of people questioned wanted to see more non-food shopping. The study showed that there is additional capacity for new comparison (non-food) goods floorspace in Hereford city. In the first part of the plan period the majority of this capacity will be absorbed by major city centre regeneration proposals on the livestock market site. However, the gross comparison floorspace requirement (prior to any allowance for commitments) is 52,000 sq m by 2026.
- 3.37 Capacity for convenience (food) floorspace is significantly less than for comparison goods. Allowing for the proposals on the livestock market site, which include a new food store, a residual expenditure surplus will emerge in the last part of the plan period, equating to around 4,000 sq m (gross) by 2026.
- 3.38 The retail assessment revealed that there is theoretical expenditure capacity to support additional restaurant/café uses in Hereford city centre. However, spending on leisure uses is sensitive to economic changes. Also, the ability of Hereford to attract new restaurant/café facilities will depend on perceptions of the centre as a whole and its offer. The planned expansion and regeneration plans will assist in raising the actual and perceived profile of Hereford.
- 3.39 **Cinema:** the study identifies a need for additional screens to serve the city population and its catchment. The northern city centre regeneration area provides the scale of site necessary for the delivery of a modern multiplex cinema facility.
- 3.40 **Office** space in Hereford comprises mainly small footplate premises. The study suggests that Hereford city centre has the strongest market for office uses and that development of such space in the city centre regeneration areas may generate increased demand, if new space comprises attractive units and the physical barrier caused by the inner ring road is overcome. The *Herefordshire Employment Land Review* (Aug. 2010) came to a similar conclusion.

- 3.41 **Swimming/Gyms/Sports:** There appears to be no theoretical demand for national fitness operators in Hereford city, however, recent development management interest shows there may still be some actual demand. General demand from leisure operators appears to be low; however, this may be due to a lack of appropriate sites. Conversely, the results of consultations indicate high demand for such facilities from Hereford's younger inhabitants.

### **Housing**

- 3.42 The *Affordable Housing Viability Study* (2010) has indicated that a continuation of the requirement for 35% affordable housing on schemes within Hereford is appropriate over the plan period.

### **Biodiversity**

- 3.43 The *Herefordshire Green Infrastructure Strategy* (2010) identifies enhancement zone HerLEZ8, which includes the proposed northern redevelopment area. The study sets out a number of measures to create new green infrastructure and enhance existing biodiversity features in this area.

### **Flooding**

- 3.44 A proportion of the northern city centre regeneration area lies partially within Flood Zone 3, where the risk of fluvial flooding may be high. The proposed mixed use development of the site may require the PPS25 exception test to be applied. The *Water Cycle Strategy* (2009) indicates the need to undertake Surface Water Management Plans for areas of Hereford, in order to minimize the risk of flooding.

### **Movement**

- 3.45 *Local Transport Plan 3* is being developed in line with the Core Strategy. It contains a Hereford Transport Strategy. This aims to support growth of the city by improving traffic management, whilst promoting walking and cycling for the majority of trips. The strategy summarises the key challenges that will face the city over the next 15 years, drawing on public consultation and the evidence base developed through the regional *Delivering a Sustainable Transport Strategy (DaSTS)* study. The Local Transport Plan 3 identifies a number of strategic and non-strategic transport measures and smarter travel initiatives to encourage modal shifts from private cars to public transport or walking and cycling.

### **What the Place shaping consultation has told us**

- 3.46 City centre expansion and redevelopment proposals form the strategic growth direction. They were set out as policies and proposals in the UDP and are therefore planned commitments and will continue as preferred Core Strategy policy options.



### 3.47 Stakeholder responses to Place Shaping Paper

#### **Natural England**

Welcome the proposed sustainable transport improvements and important city centre green infrastructure connection. All new development and regeneration of existing sites should minimise and offset environmental negatives. DaSTS objectives should be followed. Flood alleviation works for the urban village should be complemented by upstream land use floodwater storage/run off control on the Widemarsh Brook, which would enhance its green infrastructure contribution and reduce the impact of flooding on city and enable biodiversity and landscape gains. This and on or off-site SUDs should be pursued by developer contributions.

#### **Sport England**

Up to date playing field and sports strategy required.

#### **English Heritage**

We are supportive of the overall strategy for Hereford in its context of supporting its role as the sub-regional centre. The strategy should incorporate a specific environmental commitment, this including a clear statement on conserving and enhancing Hereford's historic character and setting.

Welcome the application of the HEDIDs study to help inform the development options and sustainability appraisal. Opportunities for development within the existing urban area should remain under review so that wider regeneration objectives can be supported.

#### **CPRE**

Support the principle of central area's regeneration without necessarily agreeing with the particular location and balance of development that the Council may propose.

#### **West Midlands Regional Assembly**

Hereford is identified as a tier 3 centre in WMRSS Preferred Option policy PA11. The preferred spatial strategy for Hereford recognises the town centre's role as a sub-regional centre and specifically references retail, office and leisure development (5.24). Strategy omits to reference the specific levels of comparison retail floorspace in policy PA12A. Furthermore, it is not identified as a key issue in Section 6.2 (Hereford) and it is unclear in the city centre redevelopment box (p.26) if this provision can be delivered. The strategy omits to reference Hereford's regional office development requirements under policy PA13A and is therefore unclear whether the 45,000sq m gross new office floorspace can be delivered within or on the edge of the city centre. Secondly, whether the delivery of provision should be clearly established in the Core Strategy or whether it is being inappropriately devolved down to the Hereford Area Plan.

#### **Hereford and Worcestershire Chamber of Commerce**

Members confirm that attracting new talent to the city/county is difficult, mainly due to social factors – lack of varied night time economy, availability of starter homes. Policies must address these issues.

#### **Herefordshire Friends of the Earth**

Do not accept status of Hereford as a Growth Point. Most of the infrastructure needs arise only from additional unnecessary/unwarranted house building. Urban village should have more employment by relocating existing businesses within the area (co-locating homes and jobs).

#### **Environment Agency**

Development in Hereford should avoid areas prone to flooding, as per SFRA. Need Flood Management Plan for ESG area to ensure that regeneration is in line with PPS25 and does not increase flood risk.

#### **National Trust**

The scenic and tranquil qualities of the River Wye near Hereford should be further recognised (beyond their nature conservation designation) as a high quality environmental asset to be protected and enhanced.

#### **West Mercia Police**

Concern expressed over the ESG regeneration proposals and Essex Arms playing field. This site is preferred for a new Hereford Divisional Headquarters and is therefore in conflict with ESG.

#### **Kemble Housing Association**

Increase services and activities that attract young people and encourage them to stay. Increase/improve educational facilities. Empty city centre shops need to be developed.

#### **Hereford City Council**

In order to accommodate 8,500 houses, this sizeable expansion will need to be supported by enhanced employment opportunities and infrastructure and unless these conditions are met, it is felt that Hereford citizens will not readily accept such a large and rapid expansion.

More youth enhanced facilities. The actual needs of the people and local economy should be planned for.

With the economic downturn, the proposed building targets are optimistic. There is significant uncertainty in the housing market and a more flexible approach to new housing is needed.

#### **Hereford Civic Society**

This must have a profound effect upon the scale of any development or regeneration plans for Hereford and upon the relation between a city so developed and the market towns. The policy of building a central retail metropolis in the county town, designed to attract so many shoppers and much traffic from far and wide runs directly counter to these principles. Such a policy is contrary to PPS4, which discourages sustainable economic growth in towns and villages. HCS notes that ESG is not specifically mentioned or assigned a chapter.

#### **The Theatres Trust**

For clarity and certainty of intended outcomes, use the following description of 'community facilities': they provide for the health, welfare, social, educational, spiritual, recreational, leisure and cultural needs of the community.

#### **Ledbury and District Civic Society**

ESG is an overdevelopment with no guarantee of its success as a retail centre. Increase role of tourism. Make the city centre attractive and welcoming to visitors, regeneration of certain areas.

#### **Cycle Hereford**

Lack of clarity on the impacts of growth on the transport network. Climate change and oil depletion should be further stressed. Reduction on car dependency in the city should be one of the issues identified in Hereford. Planned housing growth is not 'required', but 'sought'.

- 3.48 A number of other **Parish Councils** and community groups made pertinent comments on the city centre preferred options and these are summarised below:
- Protection and enhancement of historic city core and heritage features is important
  - Involve residents in maintaining the balance between conservation and modern developments
  - Increase the use of the River Wye for leisure
  - Support is needed for local businesses which promote Herefordshire and its produce
  - More affordable housing on ESG area
  - More car parking facilities for the elderly near the town centre
  - Promote park and ride and 'hoppa' buses to reduce reliance on cars
  - Park and ride is not the answer to Hereford's traffic congestion, particularly for elderly residents
  - Good links between ESG and existing town centre are necessary
  - Concerns over creation of a two-town centre, to detriment of existing High Town area
  - The cattle market site should be redeveloped only if there is majority public support
  - Urban redevelopment of Hereford should not be done to the detriment of existing development
  - Link Road/ESG proposals should be shelved
  - Need more investment to improve the existing road network and transport links if proposals are going to be successful
  - Hospital capacity and Stonebow unit is inadequate for existing and future population

#### **What national, policy and other relevant strategies are telling us:**

- 3.49 *PPS4: Planning for Sustainable Economic Growth (2010)*  
This recently published guidance replaced an earlier PPS6. It applies to town centre retail, leisure, entertainment, sport and recreation, offices, arts, culture and tourism development. The Government's primary objective is sustainable economic growth by:
- delivering more sustainable patterns of development, and reducing the need to travel, especially by car and respond to climate change;
  - promoting the vitality and viability of town and other centres as important places for communities.
- 3.50 PPS4 sets out the requirements that local authorities must undertake when assessing the quantitative and qualitative needs for additional floorspace and describes the matters to be considered when plan making.

#### **How the SA/HRA have influenced the preferred option**

**3.51 To follow**

## **Alternative new options not taken forward and why:**

### **More homes on ESG**

- 3.52 This option was raised as an alternative to the Place Shaping option but is considered to be unrealistic. The Edgar Street Grid proposals are a commitment of the Council and include a variety of mixed uses to regenerate the city centre. The Urban Village will provide 800 new homes in the city centre, a third of which will be affordable. Placing more homes on this site is not a viable or realistic option, since it would not promote the city's role as a sub-regional focus for retail and commercial activities.

### **Retail expansion in historic core and leisure and housing (affordable) on ESG area**

- 3.53 The preferred options in the Place Shaping Paper identified the strategic housing locations to enable the growth of Hereford. A common location within ESG is the urban village area, where it is estimated that 800 dwellings could result. Other housing option sites are urban extensions to the built up area of Hereford. All strategic sites will be required to include affordable housing and be of high quality design.
- 3.54 The further retail floorspace requirement is set out in the regional plan and the *Herefordshire Council PPS4 Assessment* (Aug. 2010). The UDP identifies an expansion of the central shopping and commercial area and retail development on the current livestock market site. The UDP confirms the need to integrate the retail development with the centre and the requirement for new/improved links. The city centre is to remain the focus for shopping and is also the subject of a regeneration strategy in the Eign Gate area and townscape and other improvements, such as the updating of the Butter Market.
- 3.55 The Employment Land Review has examined the future need and demand for and the opportunities from existing land or premises, along with the requirement for new land provision. The overall strategy for Hereford has been produced taking this into account.

#### **Your Views:**

**Do you agree with the preferred Hereford City Centre policy? Y/N**

**If not, please explain which elements you don't agree with and why?**

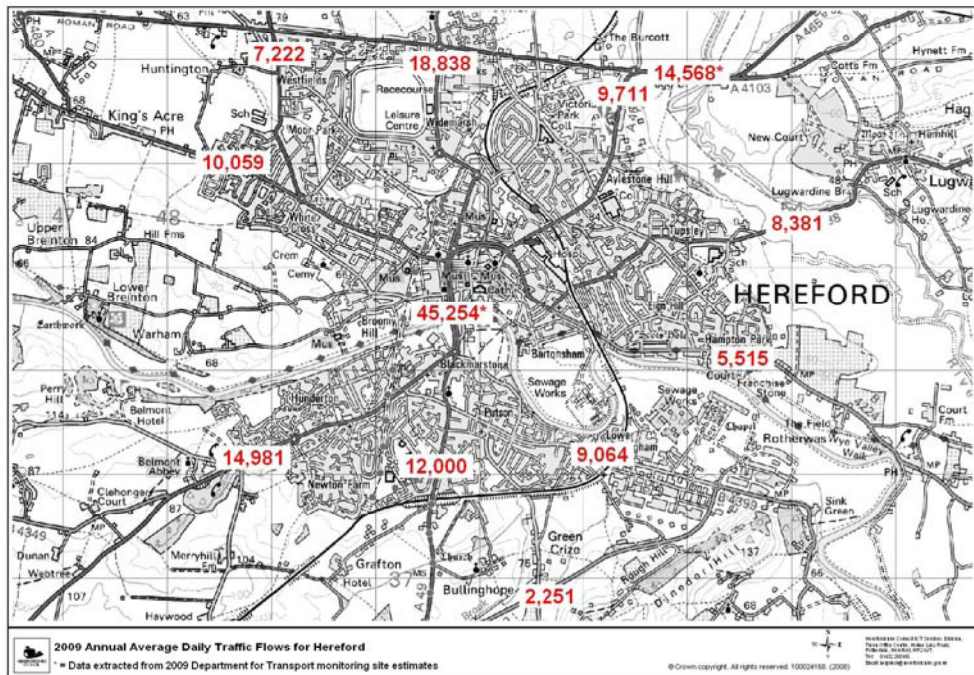
## Section 4: Hereford Movement Policy

### Background

- 4.1 Addressing a number of the existing transport constraints within the city is key to facilitating the future prosperity and growth of Hereford.
- 4.2 79% of respondents to the 'Developing Options' consultation felt that a blended package of transport measures including public transport improvements and the provision of a relief road would be the preferred solution to traffic constraints in Hereford. The only remaining question was whether the road should be to the east or west of the city and what should be included within the package of sustainable transport measures.
- 4.3 The Place Shaping Paper highlighted a range of sustainable transport measures in three packages which, together with a relief road, would enable the planned growth and help address traffic issues, pedestrian access to the city and improve air quality and the overall environment for residents, visitors and shoppers.
- 4.4 The three sustainable transport options presented showed increasing levels of 'management of car use'. Option 1 largely relies upon current levels of provision being continued without additional measures to manage demand for car use. Option 2 and 3 seek to increase the provision for sustainable facilities along with car management measures. Only the strategic measures will appear in the Core Strategy; many of the specific sustainable transport measures will be included within the Local Transport Plan 3 and the Hereford Area Plan.
- 4.5 The city suffers from congestion on a daily basis, particularly but not exclusively in the morning and afternoon peaks. Congestion is primarily due to limited capacity in the city's highway network. The network is heavily constrained by the convergence of radial routes on the inner ring road and the presence of only one suitable river crossing connecting the north and south of the city and serving longer distance movements.



Figure 2 shows the daily average traffic flows into Hereford.



- 4.6 This not only causes congestion, but a number of environmental issues. Hereford is subject to an Air Quality Management Area (AQMA) particularly around the Edgar Street roundabout where levels of nitrogen dioxide exceed government recommendations. The city centre is also constrained by the physical barrier of the inner ring road which limits the historic retail centre and separates it from many of the city's car parks, making pedestrian access to the city centre difficult and not visually attractive.
- 4.7 The scale of future development proposed for Herefordshire will place additional burden on the county's existing infrastructure in which many highway junctions are nearing their operational capacity in urban areas.
- 4.8 Being a rural county, it is expected that the car will continue to be the main mode for many journeys but the development of 'Smarter Choices' will assist in altering the way individuals think about their daily travel.
- 4.9 Hereford has a constrained highway network and the way in which vehicles travel within it impacts everybody living and working in Hereford. Congestion within Hereford is frequently cited by the public and local businesses as a serious problem. Indeed, there is evidence that drivers are taking long diversions to avoid the city centre and use bridges to the east and west of the city to cross the River Wye. The Core Strategy is aiming to provide an environment which encourages walking and cycling.

- 4.10 The Delivering a Sustainable Transport System Study (DaSTS) highlighted that there is significant congestion already in Hereford, even without the planned growth. However the compact and self contained geography of the city means it is ideally suited to deliver significant levels of low carbon sustainable travel for those living and working within the city. The study concluded that 'a relief road would address existing congestion on the A49 by providing a new river crossing. The extent of the road and phasing needs to be considered in relation to the planned growth'. This issue will be addressed within section 5.
- 4.11 Transport modelling has been undertaken to understand how the city's growth can be supported and to investigate the relationship between new highway infrastructure and sustainable transport improvements. This work has demonstrated that both measures are required, working together to enable and support the growth of the city. Importantly, this work has confirmed that sustainable transport measures on their own do not provide sufficient relief to accommodate the additional growth in demand associated with new housing and employment development. The work has highlighted how sustainable measures and the introduction of demand management can help improve the existing transport network and environment in the centre of the city whilst making even better use of the new highway infrastructure.

## **The Policy**

- 4.12 The preferred movement policy for Hereford has been taken forward drawing on the consultations to date, including Local Transport Plan 3 and the 'Place Shaping Paper', updates to the evidence base and other studies and the results of the Sustainability Appraisal (including Habitats Regulations Assessment).
- 4.13 Policy H2 is proposing a package of sustainable transport measures based on an amended Option 2 as contained within the Place Shaping Paper and a provision of a relief road, the western route corridor of which has been informed by the 'Hereford Relief Road – Study of Options' Report (Aug 2010).

## **Policy H2 – Hereford Movement Policy**

Hereford requires a more efficient transport system with new infrastructure and a more defined greener transport system. The Core Strategy and the Local Transport Plan 3 will support the transition to more sustainable modes of transport.

To achieve this, the Core Strategy will enable;

- transport improvements, focussing on key routes into the city and the inner ring road enabling a range of environmental enhancements, air quality improvements and providing better access for buses, cyclists and pedestrians.
- a modal shift away from dependency on the private car by providing walking and cycling routes through the new developments and connection to existing networks and by providing other sustainable transport measures where appropriate
- people within the city to move between home, work, school and other facilities by foot, cycle and bus.
- a range of improvements associated with city centre regeneration including improved access to the rail station, links to the strategic cycle network and better access to bus services and integration between bus and rail.
- Park and Ride/cycle or car sharing sites to be provided within the urban extensions creating sustainable communities and reducing commuting into the city.
- the provision of a western relief road as the key to reducing congestion within the city thus enabling an alternative trunk route, providing additional highway capacity to implement sustainable transport measures and reducing the level of through traffic in the city centre.

## **Strategic Sustainable Transport proposals**

- 4.14 The following outlines the strategic sustainable transport proposals to be Included within the Core Strategy. Additional measures will be included within the Local Transport Plan 3 and the Hereford Area Plan.

### **Park and Ride**

- 4.15 Park and Ride has an important role to play in the future development of the city. The expansion of retail, leisure and employment opportunities in Hereford will see more demand for travel into the city from the surrounding rural areas and the market towns. With the growth in new homes there will be increased pressure on the city's transport network. The Hereford Transport Review confirmed that Park and Ride is needed to help address the transport problems in Hereford and that it should form part of a sustainable transport strategy for the city. It remains a long-term ambition to develop a number of strategic Park and Ride sites. Three strategic Park and Ride sites are proposed to the north, south and west of the city. These will be sited close to the urban expansion areas with links to either the existing radial routes into the city or the Hereford Relief Road. These Park and Ride sites would also



be used as hubs for car sharing or park and cycling. The successful development of strategic park and ride will require a balanced parking strategy which carefully manages the supply and pricing of parking spaces in the central area of the city.

### **Bus priority**

- 4.16 It is essential for public transport to have a competitive advantage over other road users in order to encourage and increase its usage. Hereford's existing network provides limited opportunities for priority measures. This is largely due to the limited capacity within the existing network and the controlling influence of the A49 trunk road on the remaining highway network. The Hereford Relief Road will provide additional alternative highway capacity, enabling the implementation of bus priorities on key routes into the centre.

### **Transport Hub**

- 4.17 Hereford has 4 transport interchanges (City bus Terminus, County Bus Station, St Peters Square and the Hereford Railway Station) meaning that integration of services is limited. To encourage the increased use of public transport it is essential that the users' needs are considered and there is more integration between services and modes of public transport. A purpose built transport hub at Hereford Railway Station will provide users with a safe and attractive environment to wait for their connecting services.

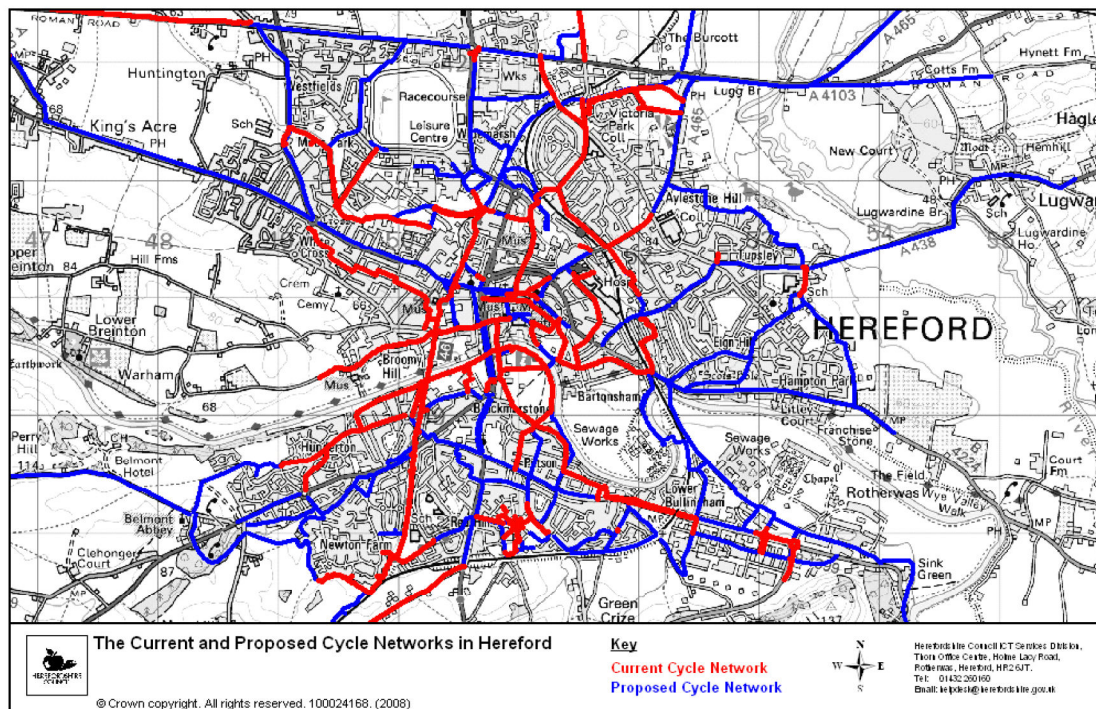
### **Rail improvements**

- 4.18 Hereford is serviced by a single tracked line to the West Midlands, the northwest of England and Wales. This poses a number of restrictions on the frequency and reliability of the services. There has been a long-standing desire to increase the capacity on the Hereford – Worcester section of the line. The Council will pursue additional capacity through the provision of passing loops or double track with Network Rail on the Hereford to Great Malvern section to increase service reliability and frequency.

### **Cycle network**

- 4.19 Hereford is ideally suited to travelling by bike due to its compact form and there are a growing number of cycle routes across the city. Cycling use within Hereford has increased over the past decade. To continue this, enable safer and convenient routes and further reduce congestion, a growing network of paths is required. The planned Connect2 strategic cycle route will provide direct access for cyclists and pedestrians between the city centre and Rotherwas Industrial Estate and ultimately Holme Lacy. This will provide not only a commuter route to relieve congestion in the city but also a leisure route. It is proposed that cycleways are provided in all the urban extensions to key facilities and where possible link with existing networks. A key barrier to a fully integrated cycle network is the A49 trunk road and continuing work will take place with the Highways Agency to reduce the severance that the trunk road creates between the city's residential areas and its commercial and employment centre.

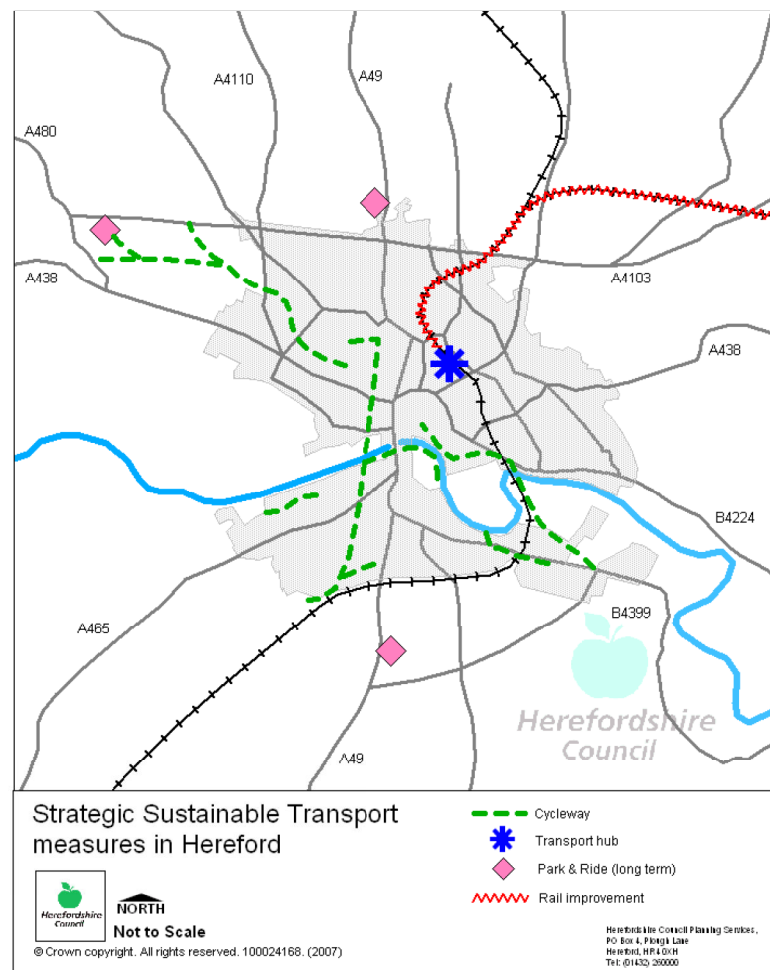
Figure 3 shows the existing and some proposed cycle routes within Hereford. Additional routes will be provided within the urban expansion areas.



## Pedestrian Access

- 4.20 As previously highlighted, the inner ring road currently forms a physical barrier to the historic core for pedestrians. Two subways provide the only traffic free way of crossing the A49 trunk road from the west of the city. To address this, and the constraint to growth the road imposes, the inner ring road is proposed to be upgraded and the environment and approaches to the historic core enhanced. Improvements to the city centre in line with the Streetscape Strategy and regeneration proposals will improve the appearance of the environment and pedestrian connections.
- 4.21 The concept map below (Fig 5) highlights the strategic sustainable transport measures to be included within the Core Strategy.

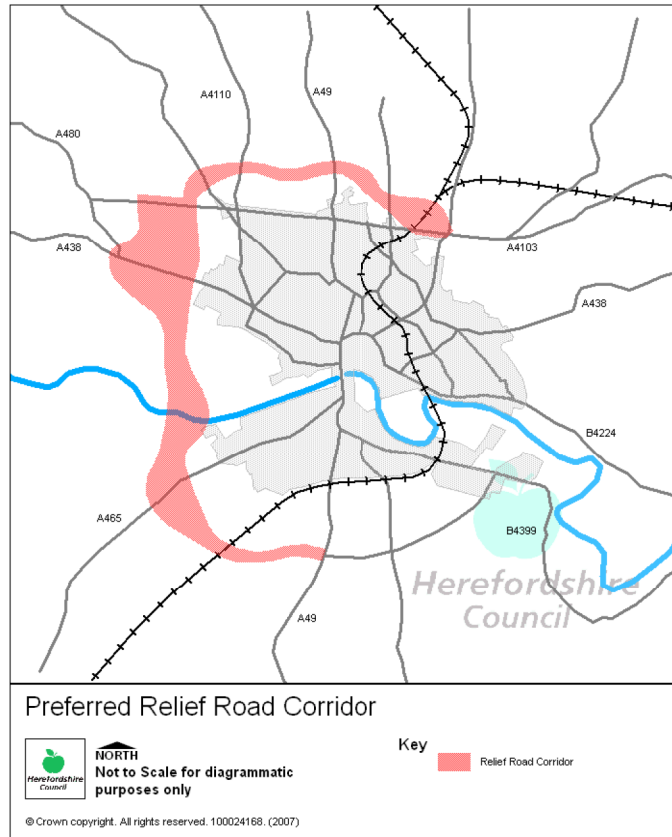
**Figure 5 – concept map showing sustainable transport measures in Hereford.**



## Hereford Relief Road

- 4.22 A key element of the Hereford Transport Strategy (part of the Local Transport Plan 3) is the requirement for a relief road with a second river crossing. This vital addition to the city's transport network will enable the re-routing of longer distance traffic which does not need to access the centre of the city. It will enable a step change in the extent of sustainable transport measures which can be provided within the existing highway network, to enable more sustainable transport journeys within the city area.
- 4.23 The Hereford Relief Road – Study of Options (Aug 2010) reviewed all route options and assessed the impacts of the routes in relation to environmental, engineering and traffic impacts. The study provides a transparent basis for the selection of a preferred route for inclusion within the Core Strategy. The study also includes additional modelling work to assess the role of sustainable transport measures in helping support growth. The inner western corridor, as shown in the figure below, has emerged as the preferred corridor for the relief road based on the study's overall assessment.

**Figure 5 – preferred relief road corridor.**



- 4.24 The eastern corridor runs through or is adjacent to several sites of European, national and local biodiversity interest. As indicated within the Hereford Relief Road – Study of Options, a scheme on an eastern corridor would carry a high risk from a successful challenge through the Conservation Regulations (2010). There may also be a potential impact on the Lugg Meadows Site of Scientific Interest and so be opposed by Natural England through the Countryside and Rights of Way Act (2000). Overall, the eastern corridors are very likely to be subject to challenge and there is a significant risk to delivery.
- 4.25 The report indicates that the impact on biodiversity at the River Wye crossing can be largely mitigated through the use of wide span structures and avoidance of direct working in the watercourse. Western links have better earthworks balance and more favourable construction phasing options. In traffic terms, the overall benefits between an eastern and western alignment are marginal.
- 4.26 With the overall result of the study in mind, the Core Strategy will contain an inner western route for the Hereford Relief Road. Work regarding viability and housing phasing are ongoing and will be included within the submission Core Strategy.



- 4.27 At this stage it is envisaged that the southern section (A49 – A465) and as identified in the previous LPT2 could be the first section to be delivered in connection with the southern urban expansion. The second and lengthy western inner corridor which includes a bridge crossing (A465 – A4103) would largely depend upon funding, along with the development of the western urban expansion proposals. The final northern section (A4103 –A49) would be part funded by the northern urban expansion proposals or future housing beyond 2026. Costs of the link sections are highlighted within the study and are expected to be substantially made up from developer contributions. Combining the construction of the road with urban expansion presents opportunities to integrate the road into new developments which would not be available in the alternative eastern route.
- 4.28 Work on the detailed alignment of the road will be considered during the Hereford Area Plan. Close working with key statutory bodies will be needed to ensure the minimum impact on natural assets and appropriate identification of mitigation measures. In addition, it will be essential to work closely with the Highways Agency to ensure that all opportunities are realised to re-route trunk road traffic to the new relief road. This will reduce the intrusion of commercial and longer distance traffic through the city centre, reduce existing air quality problems and provide the council with greater control of the existing city transport network.

### **Links to Core Strategy objectives**

- 4.29 The preferred option will help to promote active travel, maintain and improve the vitality of Hereford, improve quality of life and strengthen Hereford's sub-regional role. In this respect the preferred option will comply with objectives 4, 7 and 10.

### **What the evidence is telling us:**

- 4.30 *Delivering a Sustainable Transport Strategy Study (2010)* was commissioned jointly with Shropshire Council and Telford and Wrekin Council and with support from the Department of Transport. It assessed the impacts of proposed housing growth in Hereford, Shrewsbury and Telford. The aims of the study were to identify low cost, sustainable transport solutions which would enable the growth to take place whilst reducing reliance on car based travel. The study acknowledges that there is significant congestion already even without the planned growth. It concluded that the level of growth planned through the Core Strategy would need both a strong package of sustainable transport measures and also new road infrastructure.
- 4.31 In 2009, the Highways Agency and the Council commissioned a transport modelling study to assess the level of growth and the need for additional infrastructure. *The Hereford Multi Modal Model Forecasting Report (2009)* established that growth could only be accommodated with the provision of additional road infrastructure. The study tested four strategic housing options against three infrastructure scenarios (no relief road, new road to the east of the city and to the west of the city). The Forecasting Report provided clear evidence that the scale of housing considered could not be accommodated by the existing highway network and a relief road would improve the situation.

- 4.32 To further the work contained within the Forecasting Report a further study was commissioned to review all route options and assess the impacts of the routes in relation to environmental, engineering and traffic impacts. The study has also included additional transport modelling work to assess the role of sustainable transport measures in helping support growth. *The Hereford Relief Road Study of Options* Report indicated that a western inner route corridor should be taken forward for further route alignment work. The modelling work has confirmed that the planned level of growth could not be delivered with the sustainable transport measures alone (three options being tested, ranging from current level provision to an option with an emphasis on demand management and road user pricing). Importantly, the modelling confirms the combined benefits of the relief road with a strong package of sustainable transport measures.
- 4.33 *Local Transport Plan 3* is being developed in line with the Core Strategy. It contains the Hereford Transport Strategy which aims to support growth of the city by improving traffic management, whilst promoting walking and cycling for the majority of trips. The strategy summarises the key challenges which face the city over the next 15 years, drawing on public consultation and the evidence base developed through the regional 'Delivering a Sustainable Transport Strategy (DaSTS)' study. The Local Transport Plan 3 identifies a number of strategic and non strategic transport measures and smarter travel initiatives to encourage modal shifts from private cars to public transport or walking and cycling.
- 4.34 *The Green Infrastructure Strategy* identifies a number of key corridors through the city which could be used not only as green linkages but as sustainable transport corridors for walking and cycling.

### **What the Place shaping consultation has told us**

- 4.35 The consultation period ran from the 18<sup>th</sup> January to 12<sup>th</sup> March 2010. The results relating to the proposed transport options for Hereford are outlined below.

#### **Hereford Relief Road**

- 4.36 The Place Shaping questionnaire did not propose a 'no-road' option as the results from the Developing Options consultation indicated 79% felt a blended package of transport measures including the provision of a relief road would be the preferred solution. The question posed asked which route for a relief road would be preferred – east or west. An overall inconclusive response was reached as the Place Shaping Paper did not present a definitive public preference for an eastern or western route.

#### **Sustainable Transport Measures**

- 4.37 There was no clear preferred option for a package of sustainable transport measures from the Place Shaping Paper consultation, although option 2 and 3 are slightly favoured over option 1. More cycling / walking routes, Park and Ride, improved bus services and improved rail services/ dual tracking were highlighted as being the most important measures people would like to see in Hereford.

4.38 The results of the Local Transport Plan 3 consultation, which took place at the same time, indicated strong support for the vision for transport:  
'to develop a sustainable and integrated transport system which recognises the distinctive characteristics of the county's rural and urban areas and provides for the transport needs of residents, visitors and the business community'

4.39 It also provided feedback on the key priorities for improvements to the transport network. The top priorities were;

- Improvements in public transport
- Measures to encourage sustainable travel
- Reducing the number of car journeys to schools
- The Hereford Relief Road

4.40 Stakeholder responses to the 'Place Shaping Paper'

#### **Hereford City Council**

The economic case has yet to be established for a Park and Ride and recent plans showcased proved to be unpopular. Park and Ride could only be sustainable when clearly linked with an existing link road with dedicated bus priority schemes and reduction in inner city parking. 47% of city car parks are privately owned.

#### **Hereford and Worcester Fire and Rescue Service**

Careful consideration needs to be given to the existing road network to manage the increase in road use in order to ensure that the service's ability to reach an incident is not comprised. The increase use of pedestrian, cyclist and public transport routes is encouraged but need to ensure that new routes do not restrict the ability of emergency vehicles to reach incidents.

#### **Government Office for the West Midlands**

Clear funding sources have yet to be identified for a possible Relief Road. If a Core Strategy policy/proposal is not deliverable because it is not economically viable it should not be in the Core Strategy. A DaSTs study is being carried out with the objective to provide specific affordable recommendations for transport intervention.

#### **West Midlands Regional Assembly**

Enhance walking and cycling routes where appropriate to new developments, linking existing routes and encouraging green infrastructure and extended public rights of way. Encourage travel plans for urban extensions.

#### **Highways Agency**

In recognising the ambitions, Herefordshire is seeking to adopt within its Core Strategy, the Highways Agency is now keen to progress discussions and work on developing a package of effective and deliverable sustainable transport measures.

#### **How the SA/HRA have influenced the preferred option**

4.41 To follow

## **Alternative options not taken forward and why**

### **Sustainable Transport improvements - Option 1 of the Place Shaping Paper**

- 4.42 This option was based on continuing with the current level of sustainable transport facilities and would not include any additional demand management measures. The Relief Road would provide some relief for the additional traffic generation by the proposed development for Hereford. However, it is unlikely that this would address traffic growth and it is anticipated the current levels of congestion would continue and worsen, particularly if car based travel within and into Hereford is not addressed through increasing deterrents to using private transport. The option also received the lowest public support within the consultation responses.

### **Significant sustainable transport improvements - Option 3 of the Place Shaping Paper**

- 4.43 Option 3 sought to increase the levels of investment in Hereford's sustainable transport network and introduce a substantial increase in the measures to manage the use of private cars entering the city. The Place Shaping Paper consultation indicated a similar level of support between this option and option 2. Taking into account a lesser level of support for option 1, it is considered that the preferred option needs to reflect this response and hence centres on option 2. In addition to the consultation responses, the transport modelling has also provided evidence that the provision of the relief road with any of the three sustainable transport packages significantly improves network performance and greatly reduces congestion in the city centre over and above the 'do minimum' case (the 2008 base with traffic growth factored to 2026 but without the development growth).

### **Eastern corridor for Hereford Relief Road**

- 4.44 The eastern corridor run through and is adjacent to several sites of a European, national and local biodiversity interest. As indicated within the Hereford Relief Road – Study of Options, a scheme on an eastern corridor would carry a high risk from a successful challenge through the Conservation Regulations (2010). There may also be a potential impact on the Lugg Meadows Site of Scientific Interest and so be opposed by Natural England through the Countryside and Rights of Way Act (2000). Overall, the eastern corridors are very likely to be subject to challenge and there is a significant risk to delivery.



## Section 5: Urban Growth Distribution

### Background

- 5.1 The level of growth indicated within the Spatial Strategy will mean building on greenfield sites on the edge of the city. These growth areas will take the form of well designed urban extensions, which will include the provision of affordable housing and a range of additional facilities.
- 5.2 From the Strategic Housing Land Availability Assessment (SHLAA), five strategic locations were identified as having potential to accommodate some of the growth required for Hereford;
- Lower Bullingham
  - Holmer east
  - Holmer west
  - Three Elms
  - Whitecross
- 5.3 Four options were devised using a mix of these strategic sites. These were based on the directions for growth consulted upon during the Developing Options stage (June 2008). The 4 options sought to focus the majority of the growth within particular directions.
- Option 1 – North western focus
  - Option 2 – South western focus
  - Option 3 – North south focus
  - Option 4 – Dispersed
- 5.4 There were no strategic sites highlighted within SHLAA to the east of the city. This is due to landscape, ecological designations and flooding constraints making the identification of any sites over 500 new homes difficult.

### The Policy

- 5.5 The preferred option for Hereford, which takes forward an amended dispersed Option 4 from the Place Shaping Paper, has been developed taking on board the consultations to date, updates to the evidence base and other studies, and the results of the Sustainability Appraisal (including Habitats Regulations Assessment).

### **Policy H3 – Growth Distribution Policy**

Major growth in Hereford will be master planned as attractive, well serviced, integrated developments. Development will achieve the highest possible standard of design and aim to address current service and infrastructure deficiencies to benefit the existing and new communities.

Hereford's growth will;

- deliver healthy, sustainable communities with locally distinctive design and high quality green infrastructure within the development and links to the existing network
- provide a wide range of general market and affordable housing to address identified need
- provide a range of employment opportunities to the north of the city to balance the provision to the south at Rotherwas
- achieve a high level of integration into the existing urban fabric and the surrounding countryside.
- achieve a modal shift away from dependency on the private car, by providing walking and cycling routes through the developments and connection to existing networks and providing sustainable transport measures where appropriate
- achieve a high level of sustainable construction including the use of renewable energy to minimise resource usage and climate change targets
- include new and expanded education, community and recreation provision for new and existing residents
- ensure high quality telecommunications and adequate energy and water supply and sewerage capacity.

This growth will be accommodated by;

Northern expansion;

- Developing circa 1000 new homes at Holmer west
- Developing 5 hectares of employment land at Holmer east

Southern expansion;

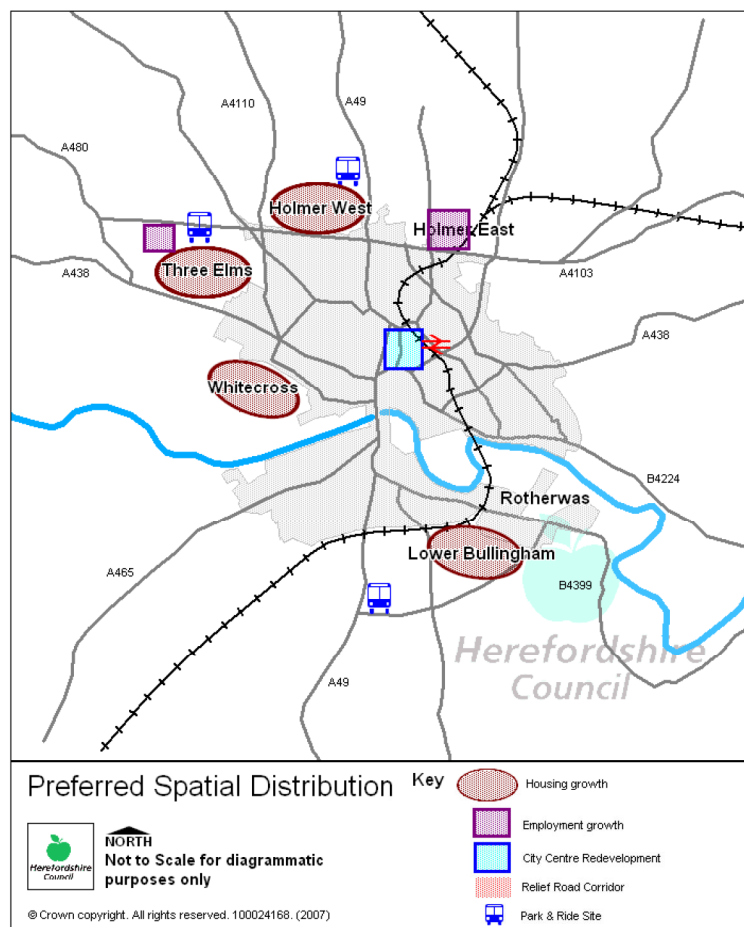
- Developing circa 1000 new homes at land at Lower Bullingham
- Continue to promote and enable the provision of employment land at Rotherwas

Western expansion;

- Developing circa 1000 new homes and 10 hectares of employment land at Three Elms
- Developing circa 1500 new homes at Whitecross.

Specific urban expansion policies (H4, H5, and H6) will address each of these growth areas.

**Figure 6: Preferred spatial distribution for urban growth**



## Explanation

### New homes

- 5.6 This policy seeks to distribute 4500 of the new homes indicated within the spatial strategy around the city. It would see development on all five of the strategic sites highlighted within the 'Place Shaping Paper' namely Lower Bullingham, Holmer east, Holmer west, Three Elms and Whitecross. The Urban Village, as highlighted in section 3, will also provide some housing growth (800 new homes).
- 5.7 Respondents favoured more dispersed growth in Hereford both within the Developing Options and the Place Shaping consultations. Option 4 offers the most dispersed form of strategic development by placing some growth within the centre, north, west and south of the city.

- 5.8 A range of homes will be provided within the urban expansion areas to meet the required and identified needs for all sectors of the community. 35% of all new homes will be affordable. Further work is being undertaken to assess the types and mix of new homes required across the city and this will be included within the Hereford Area Plan.
- 5.9 New homes will be required to address the needs of climate change and reduce the county's carbon footprint. Sustainable construction methods and design will be integral to the development. Further work is being undertaken on the possible provision of renewable energy methods within the urban extensions. Where these are deemed appropriate, they will be included within the Hereford Area Plan.
- 5.10 Each of the urban growth locations will be explored further within the sections 6, 7 and 8 for this paper.

### **New employment provision**

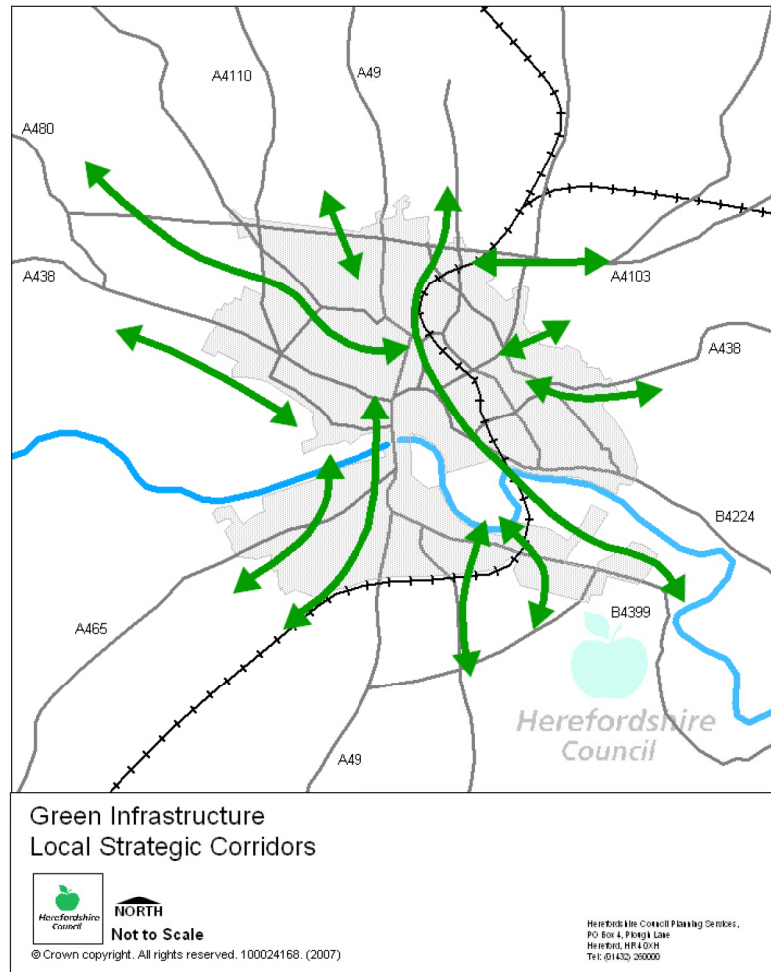
- 5.12 The policy seeks to distribute some employment to the north of the city at Three Elms and Holmer east. The Rotherwas Industrial Estate is the principal employment area within Hereford, comprising of 123 hectares. The Lower Bullingham expansion area seeks to provide some additional homes near this existing employment and enhance existing sustainable transport links. The majority of the urban expansion areas are to the north and west of the city and therefore some further employment opportunities to the north are appropriate. These employment areas will be sited close to the new livestock market in the west and close to existing employment in the north east at Holmer. The Employment Land Study has indicated that additional employment land is required for research and development uses. This sector could be directed towards these northern locations.
- 5.13 As a response to the consultation, the Herefordshire and Worcestershire Chamber of Commerce preferred employment as opposed to additional housing at Holmer east. This is due to the location forming an employment corridor and complementing the existing employment uses within the area.

### **Locally distinctive, sustainable, green extensions**

- 5.14 All the urban expansion areas will be well designed and integrated into the surrounding countryside and existing urban fabric. Hereford Area Plan is to be produced using character areas based on the '*The Hereford Rapid Townscape Assessment*'. The new urban expansion areas will form part of these character area to reflect some of the qualities of the existing urban fabric whilst protecting the unique features within the surrounding countryside.
- 5.15 New schools and community facilities will be sited in convenient locations within the urban expansion for new and existing communities to use. Community hubs will be created that could accommodate a variety of uses and facilities under one roof including medical facilities, neighbourhood retail, community rooms, pre-school facilities and police outpost.

5.16 *The Green Infrastructure Strategy* highlights a network of strategic corridors and local enhancement zones across the city. These green corridors can be used not only to connect and create green spaces for biodiversity and conservation but also as sustainable transport routes (walking and cycle ways), leisure and flood management. Figure 7 indicates these strategic green corridors. Each urban expansion area will include green infrastructure and aim to create a network of linear features across the city, which can be used for a range of functions.

**Figure 7 – Strategic green corridors in Hereford**



### **New transport provision**

5.17 Providing sustainable urban extensions will be the key to promoting a modal shift from the private car to other modes of public transport, walking and cycling for short journeys into the city. Park and Ride schemes and bus priority routes are planned for the north, south and western expansions. A network of walking and cycle routes will link key facilities to new homes, school and employment areas. Where opportunities exist, new routes will be linked to the existing network to enable longer sustainable routes across the city. This network will not only reduce car based congestion but also provide leisure routes which can help support healthier lifestyles.



- 5.18 *Hereford Relief Road - Study of Options (2010)* indicates that an inner western route is the preferred corridor for the relief road based on an overall assessment of environmental, engineering and traffic considerations. Traffic modelling has indicated that Option 4 (this preferred option) also works best in traffic terms with a western route.
- 5.19 In order to reduce severance between new and existing communities the majority of new homes should be provided close to the existing urban fabric. Employment uses and some sustainable transport infrastructure will be provided on the western side of the road in Three Elms.
- 5.20 Contributions will be sought from developments transport improvements generally in Hereford, including new infrastructure and sustainable transport measures.

### **New infrastructure provision**

- 5.21 Surface Water Management Plans will be required prior to the commencement of any of the urban expansion areas. The *Water Cycle Study* and the Environment Agency have indicated that in areas of intense development or locally complex drainage issues, it may be necessary to formulate a Surface Water Management Plan that has multi-agency engagement and support. Hereford was highlighted as an area urgently requiring this additional work. Developers for each urban expansion area will be expected to show that developments will address and not increase flooding issues
- 5.22 Broadband provision within new homes and businesses will be important and forms an objective of the Core Strategy. This will enable more working from home and opportunities for employment growth, without impacting on traffic levels within the city.
- 5.23 Improved utilities provision will be required including water and electricity supply and water treatment. Ongoing discussions are taking place with the service providers and developers to ensure this.

### **Phasing of development**

- 5.24 There must be a clear commitment to fund and implement key infrastructure, including the Hereford Relief Road, before land can be released for major growth. The northern and southern expansions could be implemented with some level of sustainable transport measures and major contributions to strategic infrastructure but the western expansion would require a high level of traffic management to ease congestion within the city prior to commencement.

- 5.25 The southern expansion area could be developed in connection with a south Park and Ride and the A49 – A465 link of the Hereford Relief Road within the mid phase of the plan period 2016 -2020. Development of the western expansion area would be dependent on increased capacity of the A438 and a range of sustainable transport measure being provided within the development. A465 – A4103 link section of the Hereford Relief Road would provide some of this additional capacity and a second river crossing. It is anticipated that this phase of growth will be delivered around 2020 -2026. The northern expansion areas would be reliant on increased capacity of the Starting Gate roundabout. The provision of a north Park and Ride and the A4103–A49–A4103 links would assist the earlier delivery of the northern expansion areas. This growth will be delivered towards the end of the plan period.
- 5.26 An Infrastructure Delivery Plan is being developed alongside the Core Strategy to highlight the needs, requirements and anticipated delivery timeframe. The Hereford Area Plan will address in more detail site boundaries of the strategic sites and the Hereford Relief Road.

### **Links to Core Strategy objectives**

- 5.27 This preferred option will meet housing needs, job opportunities and help maintain and improve the vitality of Hereford as well as conserve and enhance the setting of the city in the surrounding landscape. In this respect the preferred option will help to deliver objectives 1, 2, 4, 5, 6, 7, 10, 11 and 12.

### **What the evidence is telling us:**

- 5.28 The *Affordable Housing Viability Study* has indicated that a continuation of the requirement for 35% affordable housing on schemes within Hereford would be appropriate.
- 5.29 *Hereford Relief Road Study of Options* has indicated that a western inner corridor should be taken forward into the Core Strategy, the route of which will be defined within the Hereford Area Plan.
- 5.30 *Urban Fringe Sensitivity Analysis* has been taken forward into the *Strategic Housing Land Availability Assessment* to evaluate potential land around Hereford to be included as a strategic growth location.
- 5.31 *Water Cycle Strategy* indicates the need to undertake Surface Water Management Plans for the urban expansion areas in Hereford. New developments outside the floodplain, and not themselves at risk of flooding, may place significant increased loading on receiving sewers and watercourses, leading to potential flooding downstream.
- 5.32 The *Green Infrastructure Strategy* indicated a number of local enhancements zones, strategic corridors and fringe zones which will be taken into account within the urban expansion areas.
- 5.33 *Employment Land Study Update (Aug 2010)* highlights that additional employment land is required for research and development, office and warehouse distribution.

## **What the Place shaping consultation has told us**

- 5.34 For those responding to Question 14 of the Place Shaping Paper, Option 4 was favoured with around 37% of people choosing Option 4 (to develop land with a dispersed focus). An additional short questionnaire mirrored this response with again 37% of those respondents favouring Option 4.
- 5.35 Option 1 (north west focus) and Option 2 (south west focus) were the least favoured in both questionnaires. Option 3 (north south focus) received 31% and 34% of the responses within the questionnaires.
- 5.36 Stakeholder responses to Place Shaping Paper

### **Natural England**

Although the SA considered Option 4 to be neutral and the other three options to be moving towards sustainability, we believe that the dispersed pattern offers clear benefits.

### **Environment Agency**

Sites proposed are predominately located in Flood Zone 1. However, due to the scale proposed and the increase in hardstanding, development in these areas will need to be assessed in detail to ensure no increase in flood risk post development. Recommend the Council produces a Surface Water Management Plan (infrastructure) for these areas to ensure that the urban expansion does not result in increase run off

### **Hereford and Worcestershire Chamber of Commerce**

The Chamber cannot feedback a preferred option in relation to the urban expansion. However, it is felt that Holmer East allocation does form an employment corridor down the A49, which then changes into large retail and into the city centre. The flow of traffic and transport connectivity to the site is good whether the bypass goes east or west.

### **English Heritage**

Welcome the application of the HEDIDs study to help inform the development options and sustainability appraisal. Opportunities for development within the existing urban area should remain under review so that wider regeneration objectives can be supported.

### **Holmer and Shelwick Parish Council**

Better balance of location of employment and housing.

### **Breinton Parish Council**

Eastern side of Hereford more suitable for development, more schools, colleges, closer to Worcester. Road to the east would link main employment site. Already bridges in the west. Need more green space in the west.

### **Friends of the Earth**

Would prefer the analysis to be undertaken without the assumption of a major road, so it is hard to comment on the given options. Since most of the housing is required only to fund the relief road, none of these options is necessary.

## **Stretton Sugwas Parish Council**

None of the above (four options), they all create potential for too much social housing in areas we don't want.

### **5.37 How the SA/HRA have influenced the preferred option**

To follow

## **Alternative possible option not taken forward at this stage**

### **Develop land over two plan periods and increase the total amount of homes**

- 5.38 This option was raised as an alternative to the Place Shaping options. It would see additional homes allocated to Hereford and development extend over two plan periods. This would require strategic growth of 12000 new homes in Hereford and thus extend existing identified sites into land with significant constraints as indicated within the *Strategic Housing Land Availability Assessment*. This option was put forward by developers on viability grounds. Work on the economic viability of the spatial strategy and the Hereford preferred option package is currently on going as part of the *Economic Viability Study*.
- 5.39 If funding or delivery of key infrastructure, such as the Hereford Relief Road is not forthcoming within the current plan period, this option may be regarded as an alternative to the preferred option. Extending the development period would ensure that the strategy of focussing significant growth at Hereford would remain (or continue).

## **Alternative new options not taken forward and why**

### **Option 1 of the Place Shaping Paper**

- 5.40 This option has not been taken forward as only 15% of those responding to the Place Shaping Paper and 16% of the short questionnaires preferred option 1. It is also considered that this option would not offer a balance of housing in the south to support the employment provision at Rotherwas and assisting in reducing the need to travel for work. Through both the 'Developing Options' and the 'Place Shaping' consultations responses favoured a more dispersed pattern to growth than offered within option 1.

### **Option 2 of the Place Shaping Paper**

- 5.41 This option has not been taken forward as only 17% of those responding to the Place Shaping Paper and 13% of the short questionnaire preferred option 2. As per option 1, responses favoured a more dispersed development pattern offered by option 4.



### **Option 3 of the Place Shaping Paper**

- 5.42 Although this option received 31% of the responses to the Place Shaping Paper and 34% of the short questionnaire, this option has not been taken forward. The distribution of growth, within this option, would predominately be within the Three Elms/ Kings Acre area. Option 4 would allow for greater scope to create sustainable transport links from the new to existing communities. The Transport modelling work also indicated that a western route with option 4 provides the best overall cost of travel.

### **Develop a Central – Northern focus (Holmer, Urban Village and Racecourse)**

- 5.43 This option was raised as an alternative to the Place Shaping options. The option consists of placing new homes on the racecourse as opposed to Three Elms, Whitecross and Lower Bullingham. The Hereford Racecourse was identified as a potential site but with significant constraints within the Strategic Housing Land Availability Assessment. It is considered that the site is unlikely to be available during the plan period due to concerns over the deliverability of the site, loss of open space and recreation facilities and the need to find alternative sites for the existing facilities. To date, Herefordshire Council, as landowners, have not carried out any feasibility study as to any potential relocation. The question of including the racecourse within the options was posed within the Place Shaping Paper and only 30% favoured its inclusion. This option is considered to be unachievable within the Plan period.

### **Development predominately in the south**

- 5.44 This option was raised as an alternative to the Place Shaping options. It consists of allocating more housing in Lower Bullingham thus splitting the distribution 50 / 50 West/South. The Strategic Housing Land Availability Assessment highlighted this additional land as being significantly constrained from a landscape perspective, as it is along a prominent ridge line with extensive views. It concluded that there were more appropriate sites which should be considered first.

### **More homes on ESG**

- 5.45 This option was raised as an alternative to those within the Place Shaping Paper but is considered to be unrealistic. The Edgar Street Grid proposals are a commitment of the Council and include a variety of uses to regenerate the city centre. The Urban Village will provide 800 new homes in the city, a third of which will be affordable. There is limited land available within this area to increase the numbers of housing already identified. Therefore, placing more homes within the scheme is not a viable or realistic option.

### **More homes in the east**

- 5.46 The Strategic Housing Land Availability Assessment did not identify any potential strategic sites to the east of Hereford. This is due to landscape, ecological designations, environmental constraints and flooding making it difficult to identify any sites over 500 new homes. Therefore this option is not considered to be reasonable or achievable.



### **Employment at Moreton-on- Lugg**

- 5.47 The employment option was raised as an alternative to the land identified to the north of Hereford within the Place Shaping Options. Land at Moreton-on-Lugg Business Park was allocated for employment purposes and land is still available. Any review of employment land in Moreton-on-Lugg will take place in the Market Towns and Rural Areas Plan.

### **Use empty homes**

- 5.48 This option was raised as an alternative to the Place Shaping options. Whilst empty homes will make some contribution towards meeting housing needs, the forecasts for household change over the plan period suggest that there is likely to be a significant need for new housing which cannot be met from the better use of the existing stock. Therefore the release of greenfield sites will be required in Hereford to meet this need.

**Your Views:**

**Do you agree with the preferred urban growth policy for Hereford? Y/N**

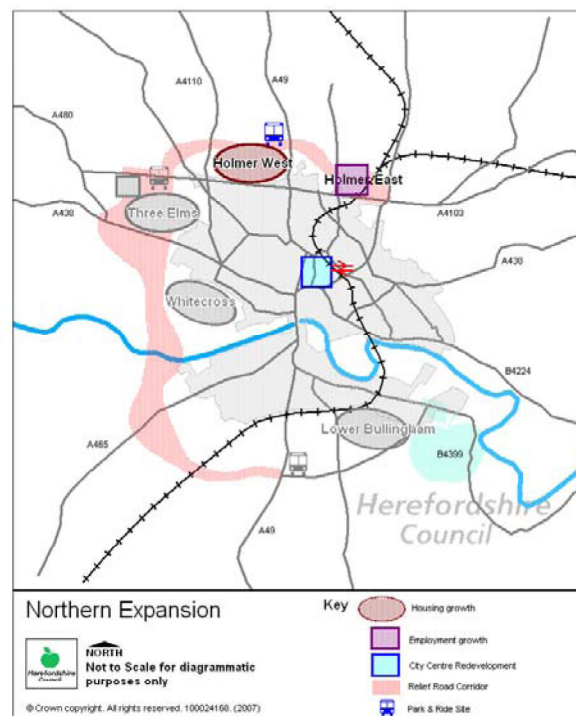
**If not, please explain which elements you don't agree with and why?**

## Section 6: Northern Urban Expansion

### Background

- 6.1 Two strategic locations have been highlighted in the north for urban growth; Holmer west and Holmer east.
- 6.2 The Holmer west location is situated to the west of the A49 within an area comprising medium landscape sensitivity on the southern section of the site and medium to high sensitivity to the north and west. Some flood areas exist to the south and east of the location and these would need to be taken into account in any development schemes proposed for this area.
- 6.3 Holmer east is situated to the north of Roman Road near to the railway line. This location is within landscape of low-medium sensitivity and lies adjacent to land with an existing permission for residential development, on which construction works began in mid-2010.

Figure 8 – Northern expansion locations



## The Policy:

### Policy H4 – Northern Urban Expansion

Land at Holmer east amounting to approx 5 hectares is proposed for employment development.

Land at Holmer west will deliver a sustainable urban expansion to be master planned to form a series of inter-related new neighbourhoods, incorporated into the urban fabric of Hereford, to include:

- circa 1,000 new homes built to energy efficiency standards on a site at Holmer west, of which 35% will be affordable
- a 300 space Park and Ride site adjacent to the western side of the A49 at Holmer west, in close proximity to the Hereford Relief Road
- small scale sustainable employment opportunities compatible with adjoining land use
- green infrastructure including green buffers, strategic greenways and strategic local and district corridors
- the provision of walking and cycle routes (greenways) linking to the Park and Ride site and along green corridors, with particular links to existing networks, public open spaces, adjoining educational/community facilities and new and existing employment sites in Holmer
- the provision of sports and play facilities and open space
- the provision of land for a 420 place primary school with pre-school places
- additional land may be required at Aylestone Business and Enterprise College to achieve expansion in pupil capacity
- a neighbourhood community hub including retail, community uses, children's outreach centre and health centre
- sustainable urban drainage solutions, as part of the green infrastructure network

The Holmer west location, which is to be accessed primarily off the A4103 Roman Road, is dependent on the expanded capacity of the A49 by the provision of sustainable transport measures and the construction of a Hereford Relief Road. Contributions will be sought from developments for Hereford transportation improvements including new infrastructure and sustainable transport measures.

More detailed master planning will be required and included within the Hereford Area Plan.

## Explanation

- 6.3 The Place Shaping Paper identified Holmer west as an urban extension and Holmer east as an employment location within three of the four options tabled for consideration. One option also included the possibility of residential development on the Holmer east site. The Place Shaping Paper was informed by various evidence base studies and comments made by stakeholders and the public.

- 6.4 The three options which proposed new residential urban extensions at Holmer west, suggested a possible figure of 500 new homes in this area. Since the options were proposed, recent evidence base information contained in the *Hereford Relief Road – Study of Options* has indicated that a western inner corridor should be taken forward into the Core Strategy. Although the detailed route of the Hereford Relief Road will be defined in the forthcoming Hereford Area Plan, this new evidence has impacted on the possible options for housing growth on the northern and western peripheries of Hereford. Accordingly, the Holmer west location for northern expansion has been reconsidered and the preferred option now is to provide around 1,000 new homes in this area, rather than the 500 initially envisaged in the Place Shaping Paper options. This will tie in with a reduction in the amount of new homes proposed in the western urban expansion area.

### **New Homes**

- 6.5 Around 1,000 new homes will be provided within the Holmer west area. All will be built to high energy efficiency standards, with 35% being affordable. Details regarding the type and mix of homes will be included in the Hereford Area Plan, following the completion of further evidence base studies. It is anticipated that the expansion area will be developed in neighbourhoods and reflect the historic character of the existing built up parts of the city and the surrounding rural landscape.

### **New employment**

- 6.6 The provision of an additional 5 hectare employment site at Holmer east, close to existing industrial areas south of the Roman Road, will balance the significant employment opportunities at Rotherwas Industrial Estate and complement those proposed to the west of the Hereford Relief Road in association with the new livestock market.
- 6.7 In addition to the three areas proposed for the planned expansion of employment land around Hereford, the Core Strategy will include a general policy to help promote sustainable, small-scale businesses within the expansion areas. New and improved cycleways and footpaths will link to new homes currently under construction on adjoining land to the west.

### **Sustainable Transport**

- 6.8 The provision of new road infrastructure, along with a package of sustainable transport measures, is necessary for Hereford to deliver its housing and economic growth. Sustainable transport measures are required to assist in creating developments which are less dependent on the private car. New growth areas should be designed to inhibit traffic and encourage more sustainable modes of travel. The new growth area at Holmer west is expected to be primarily accessed from the Roman Road. The scheme will be heavily reliant on bus priority and walking and cycling routes to access the city.

- 6.9 A Park and Ride site is planned on part of the northern expansion area, alongside the A49, which will work in combination with the proposed western and southern Park and Ride facilities. These park and ride areas will also have the ability to be 'park and carshare' stops and 'park and cycle' points, so that their full potential in reducing private car use within the city can be realised.

### **Green Infrastructure and Historic Setting**

- 6.10 In respect of Holmer west, the majority of the lower lying land on the southern sector of the area is considered to be less sensitive in landscape terms than the smaller northern and western parts, which are on the peripheries of a much wider landscape defined as high-medium sensitivity. Not far from the eastern edge of the area are a number of listed structures and a Scheduled Ancient Monument at St Bartholomew's Church and Holmer House. New development should be designed to ensure that the impacts on sensitive landscapes and built settings and vistas are minimised and that opportunities for enhancement are pursued.
- 6.11 A network of green infrastructure is planned within the northern expansion areas. Linear green routes which can be used for biodiversity and conservation as well as sustainable transport routes, leisure and flood management should be incorporated into both Holmer east and west developments, as should existing public rights of way and new open space provision. The site's natural characteristics and features should form the basis for new green infrastructure and open space proposals.

### **Community Facilities**

- 6.12 The *Strategy for Community Buildings (2009)* highlights a gap in the provision of community buildings in the north of Hereford city. The *Total Place Initiative* looks at how a whole area approach to public services can lead to better services at less cost. A community hub could provide a range of facilities including health centre, pre-school educational and community rooms and have multi-agency use.

### **Health Care**

- 6.13 It is considered that with the level of growth anticipated to the north of Hereford, some provision for health care should be provided within the community hub buildings.

### **New Education Facilities**

- 6.14 The requirement for new primary schools has been highlighted by the education section of Herefordshire Council, in light of the level of proposed development in the north and west of the city and the existing capacity of the current local primary schools. It is anticipated that one of these new primary school should be located with Holmer west, with walking and cycling links to the new and existing residential areas.



- 6.15 Consultations have also indicated that some provision to extend Aylestone Business and Enterprise College will be required, to increase its capacity from 750 students to 1,200. This would result in a growth in intake from 150 places to 240 places. Additional land may be required to achieve this and developer contributions will therefore be sought in respect of these future educational needs.

### **Links to Core Strategy Objectives**

- 6.16 The northern expansion locations will meet housing and employment needs, assist transport improvements and help maintain and improve the vitality of Hereford, as well as conserve and enhance the setting of the north of the city in the surrounding landscape. In these respects, the preferred northern expansion will help to delivery Core Strategy objectives 1, 2, 3, 4, 5, 6, 7, 10, 11 and 12.

### **What the evidence is telling us**

- 6.17 The following evidence base studies contain details specifically relevant to possible northern expansions:
- 6.18 The *Study of Options on Hereford Relief Road* has indicated that a western inner corridor should be taken forward into the Core Strategy, the route of which will be defined within the Hereford Area Plan.
- 6.19 *Strategic Housing Land Availability Assessment (SHLAA)* has shown that on the Holmer west land, certain areas are identified as being highly sensitive to change in landscape and historic landscape terms and therefore development opportunities may be limited. However, the majority of the Holmer west location is considered suitable for an urban expansion scheme. In order for development to proceed however access, flooding, sewage treatment, sewerage, and water supply issues must be satisfactorily addressed.
- 6.20 *Urban Fringe Sensitivity Analysis*  
The employment proposal at Holmer east is identified as being of low to medium sensitivity, with limited intrinsic value as a landscape resource. The Holmer west site is of a high to medium sensitivity on the higher northern portion of the land. However, as the land falls away southwards towards Ayles Brook, the landscape becomes medium in sensitivity. These characteristics should be used to direct new development to the most appropriate areas and incorporate landscaping into the scheme in order to provide enhancement opportunities.
- 6.21 The *Green Infrastructure Strategy* has highlighted the Holmer west area as being predominantly arable in use. It lies within local enhancement zone (HerLEZ2), where there are opportunities to enhance existing green infrastructure, including appropriate planting to soften the transition between settlement and open countryside.

- 6.22 The Holmer east location proposed for employment development falls within a strategic green infrastructure corridor, where opportunities to enhance or create new linkages with other strategic corridors exist. This will provide a variety of species with green areas through which they can migrate between different parts of the city. The Holmer east area also has certain habitats, which should be retained and expanded in any development proposals. The strategy details a number of potential opportunities for such improvements.
- 6.23 *Building Biodiversity* has identified the pond at Holmer east as an important feature which should be retained, restored and managed if the opportunity should arise. Holmer west is not particularly rich in biodiversity terms. However, opportunities exist for the retention and enhancement of field boundaries and other linear features, and for the maintenance and enhancements of connectivity between habitats.
- 6.24 *Water Cycle Strategy / Strategic Flood Risk Assessment* identifies the line of Ayles Brook as being in Flood Zone 3 and therefore there is some risk of fluvial flooding on a relatively small section of the Holmer west expansion area, where roads and built development would not be permitted. The need for a Surface Water Management Plan for Hereford has also been raised and the Council is investigating the scope of this work. Developers may be required to produce these plans prior to the commencement of any scheme. Welsh Water has indicated that the area suffers from low water pressure requiring new off-site mains to be laid. It has also been indicated there is a need for improvements to the sewerage system and sewage treatment works.
- 6.25 The *Open Space Study* highlights there is an under provision in the north of the city of natural and semi-natural green space.
- 6.26 The *Play Facility Strategy* addresses the need for new and improved play facilities for children and young people. It sets out the requirements for a variety of easily accessed, safe and attractive places for play. It develops a hierarchy of provision in each urban expansion area based on destination; neighbourhood and local neighbourhood play areas. It encourages the provision of larger neighbourhood play grounds to meet the needs of local and visiting communities. Current provision north of the city is classed as 'average' but there are gaps in the provision for older children.
- 6.27 The *Sports Facilities Framework* sets out the additional sports facilities that are expected to be required given the levels of growth proposed. It considers county-wide needs and makes assumptions that provision will be provided in Hereford mainly as additions to current facilities. It also refers to some facilities that will need to be shared with adjoining county populations.
- 6.28 The *Employment Land Study Update (Aug 2010)* highlights that additional employment land is required for research and development, office and warehouse distribution. The Holmer east proposal will assist in addressing these deficiencies in employment opportunities.

6.29 The *Local Development Framework Viability Study* provides the Council with an assessment of the viability of residential schemes to support the development of its Core Strategy. The viability study is intended to provide well reasoned justification for proposed thresholds and targets emerging from the study. It takes into account current market uncertainties, whilst recognising that Core Strategy policies have to be credible over the medium to long term.

### **What the Place shaping consultation has told us**

6.30 For those responding to Question 14 of the Place Shaping Paper, Options 3 and 4 were favoured, with around 31% of people choosing Option 3 (to develop land with a south north focus) and 37% of people choosing Option 4 (to develop land with a dispersed focus).

6.31 There were very few written comments regarding the specific development of the Holmer area. For those that were received, the amount of homes, the proposed strategic growth locations, environmental issues (such as the need to protect the setting of Hereford) and a preference to see alternative areas developed first were amongst the predominate responses.

### **How the SA/HRA have influenced the preferred location:**

To be completed later.

#### **Your Views:**

**Do you agree with the preferred northern expansion policy for Hereford? Y/N**

**If not, please explain which elements you don't agree with and why?**



## The Policy:

### Policy H5 - Western Urban Expansion

This location to the west of Hereford will delivery a sustainable urban expansion to be master planned to form a series of inter-related new neighbourhoods to include:

- circa 1000 new energy efficient homes on a site at Three Elms of which 35% will be affordable
- circa 1500 new energy efficient homes on a site at Whitecross of which 35% will be affordable
- 10 hectares of employment land close to the new livestock market
- a 200 space Park and Ride site close to the new livestock market with access to the Hereford Relief Road and the A438
- green infrastructure including green buffers, strategic greenways, woodlands and orchards
- linear green park / cycling and walkways from the Park and Ride along the Yazor Brook and old railway line to Whitecross High School and linking to the existing network into the city at Hurdman Walk
- a park around Adam's Hill and the protection of orchards and ponds (SINCs) to the west of Westfaling Street
- linear cycle and walkways along existing bridleways to Westfaling Street and Breinton Road.
- the provision of walking and cycling routes (greenways) to local schools and employment areas and linking to existing networks
- the provision of sports, play facilities open play space
- the provision of land for a 420 place primary school within the Whitecross area
- additional land at Whitecross High School for further school expansion
- a neighbourhood community hub including retail, community uses, children's outreach centre and a health centre with access to the existing residential areas of Kings Acre / Whitecross
- the retention of the setting of the Huntingdon Conservation Area, the Yazor Brook and Huntingdon Lane

This location is dependent on the expanded capacity of the A438 by the provision of sustainable transport measures and/or a Hereford Relief Road. Contributions will be sought from developments for Hereford transportation improvements including new infrastructure and sustainable transport measures.

More detailed master planning will be required and included within the Hereford Area Plan.

## Explanation

- 7.4 The Place Shaping Paper indicated that whichever option was preferred some development would need to take place to the west given the level of growth to Hereford.



- 7.5 In planning for urban growth to the west of the city, these two sites should be considered together and links should be made between them. This would enable the western edge of Hereford to be designed in a comprehensive way to integrate any new development into the surrounding landscape and the existing urban areas, as well as creating a well planned extension to the city

### **New homes**

- 7.6 Around 2500 new homes will be provided on two sites within the western expansion area. It is expected that 35% of these homes will be affordable. Details regarding the mix and type of homes will be included within the Hereford Area Plan, following the completion of further evidence base studies. These expansion areas will be developed in a number of neighbourhood to reflect the historic character of the existing areas and current surrounding rural areas. It is anticipated that the majority of the residential element of the new growth will be to the east of the Hereford Relief Road adjacent to the existing urban fabric.

### **New employment**

- 7.7 The provision of additional employment land in the west will balance the existing provision to the south of the city at Rotherwas. Employment land should be provided in association within the new livestock market. It is expected that the employment land will be accessed from the Relief Road, with a number of cycle and pedestrian routes to the new homes being provided.

### **Sustainable transport**

- 7.8 A package of transport measures in the area will assist in creating a development which is less dependent on the private car. New growth areas should be designed to inhibit traffic and encourage more sustainable modes of travel.
- 7.9 The new growth area at Whitecross is expected to be accessed via the Kings Acre Road. The growth area at Three Elms is expected to be accessed from the Kings Acre Road and Roman Road. Both schemes will be heavily reliant on bus priority and walking and cycling routes to access the city.
- 7.10 In the long term, a western Park and Ride site is planned for the area in association with the livestock market which will complement those proposed in north and south. These Park and Ride areas will also have the ability to be park and car share hubs and park and cycle to achieve their full potential in reducing private car use within the city. In the short term, additional cycle ways and footpaths linking new homes to employment areas, local schools and the town centre via the existing Hurdman Walk (Kings Acre growth area) and Breinton Road (Whitecross growth area) will provide residents with the safe and pleasant environment on which they will choose to walk and cycle.

### **Green infrastructure and historical setting**

- 7.11 A network of green infrastructure is planned within the western expansion area. Linear green routes which can be used for biodiversity and conservation as well as sustainable transport routes, leisure and flood management will be included in both growth areas.

- 7.12 Within the Three Elms growth area, the setting of Huntington Conservation Area and the rural nature of Huntington Lane and the Yazor Brook will be protected. Linear green spaces will be provided along the old railway line and along existing footpaths to link key features within the development, including Park and Ride, to existing facilities such as schools, employment and retail areas. The old railway and Yazor Brook linear green spaces should link to existing foot and cycleway through Moor Park and into the city via Plough Lane.
- 7.13 Within the Whitecross growth area, the sensitive landscape to the south west of the site near Breinton Lane should be protected by the creation of a park / open space. The Open Space Study highlights a deficit of semi-natural open space within the north of the county. Similarly the locally protected orchard and ponds near to Lower Hill Farm should be incorporated into any development scheme. Existing footpaths and bridleway will be used to form linear green spaces and cycle ways to Breinton Road and Westfaling Street. The existing rural nature of Breinton Lane should be protected.

### **Community hub and facilities**

- 7.14 The '*Strategy for Community Buildings*' (2009) highlighted a gap in provision of community buildings in north of Hereford City. The Total Place initiative looks at how a whole area approach to public services can lead to better services at less cost. A community hub would address the needs of the new homes and the existing residents of Three Elms, Kings Acre, Bobblestock and Moor Park. This hub would provide a range of facilities including health centre, pre-school education, community rooms and have multi-agency use. It would ideally be situated near the new school and neighbourhood retail centre and with pedestrian access to existing residential areas.

### **New education facilities**

- 7.15 The requirement for a new primary school has been highlighted by the Education Section in light of the level of development in the north-west of the city and the existing capacity of the current local primary schools. This school should be located within the Whitecross expansion area with walking and cycling links to the new and existing residential areas. It has also been indicated that some provision to extend Whitecross High School and Aylestone Business College should be provided for. Land at Whitecross School should be made available as part of the Kings Acre growth area for the school's future expansion needs. Developer contributions will be sought for the future expansion requirements of Aylestone Business College from developers of both the western and northern growth areas.

### **Links to Core Strategy objectives**

- 7.16 This western expansion will meet housing needs, job opportunities and help maintain and improve the vitality of Hereford as well as conserve and enhance the setting of the west of the city in the surrounding landscape. In this respect the preferred location will help to delivery objectives 1, 2, 4, 5, 6, 7, 10, 11 and 12.

## What the evidence is telling us:

- 7.16 The following evidence base studies contain details specifically relevant to a possible western expansion;
- 7.17 *Study of Options on Hereford Relief Road* has indicated that a western inner corridor should be taken forward into the Core Strategy, the route of which will be defined within the Hereford Area Plan.
- 7.18 *Strategic Housing Land Availability Assessment (SHLAA)* has shown the majority of the land in Three Elms as being suitable for development. Land around the Yazor Brook and Court Farm is of high sensitivity which needs to be free of built development to ensure that the historic value of Huntingdon is preserved along with the green flood corridor of the Yazor Brook. SHLAA also states that given landscape sensitivity, the more northern and western parts of Whitecross are considered the only areas to have potential for development subject to overcoming access difficulties in the area.
- 7.19 The *Urban Fringe Sensitivity Analysis* highlighted the Three Elms area as being land with medium–low sensitivity with the areas around the Huntington Conservation Area being of high sensitivity. Within the Whitecross area, the northern part is classified as medium to low sensitivity moving to high medium towards Breinton and Broomy Hill as the land rises in to the south.
- 7.20 *Green Infrastructure Strategy* has highlighted this area to the west of Hereford as being a ‘woodland and orchard zone’. Within the Three Elms area, the corridor of the Yazor Brook was highlighted to be of particular importance. Within the Whitecross area the importance of remaining local hedgerows was highlighted together with a corridor along an existing footpath joining Westfaling Street.
- 7.21 *Building Biodiversity* has highlighted a number of locally important features and sensitive habitats which it is important to protect and incorporate into the future development scheme.
- 7.22 *Water Cycle Strategy / Strategic Flood Risk Assessment* have highlighted the majority of Kings Acre and Whitecross as being within Flood Plain 1. An area of flooding exists along the Yazor Brook, however the Yazor Brook Flood Alleviation Scheme will reduce the extent of the land affected. The need for a Surface Water Management Plan for Hereford was also raised and the Council are investigating the scope of this work. Developers may be required to produce these plans prior to the commencement of any scheme.
- 7.23 *Open Space Study* highlights there is an under provision in the north and south of the city of natural and semi-natural greenspace.
- 7.24 *Play Facility Strategy* addresses the need for new and improved play facilities for children and young people. It sets out the requirements for a variety of easily accessed, safe and attractive places for play. It develops a hierarchy of provision in each urban expansion area based on destination; neighbourhood and local neighbourhood play areas. It encourages the provision of larger neighbourhood play grounds to meet the needs of local and visiting communities. Current provision north of the city is classed as ‘average’ but there are gaps in provision of older children.

- 7.25 Sports Facilities Framework sets out the additional sports facilities that are expected to be required given the levels of growth proposed. It considers county-wide needs and makes assumptions that provision will be provided in Hereford mainly as additions to current facilities. It also refers to some facilities that will need to be shared with adjoining county populations.
- 7.26 *Employment Land Study Update (Aug 2010)* highlighted that additional employment land is required for research and development, office and warehouse distribution.
- 7.27 *Education requirements*  
 For the northern and western expansion of up to 5000 new homes, Education section have indicated that pre-school provision for 270 places would be required, with an additional 3 (420 place) primary schools and a further 300 places from high school pupils. This would mean additional land for Whitecross High to expand, a possible review of catchment areas and possible expansion of Aylestone Business College.  
 As the preferred option only seeks to place 3000 new homes to the western and northern expansion areas, it is proposed to revise the requirements for new primary school education to 2 primary schools of 420 places. Further consultation will be undertaken with the Education section.
- 7.28 *Health Care and PCT requirements*  
 It is considered that with a development of this size to the west of Hereford, some provision for health care should be provided within the community hub buildings.

### **What the Place shaping consultation has told us**

- 7.29 For those responding to Question 14 of the Place Shaping Paper, Options 3 and 4 were favoured with around 31% of people choosing Option 3 (to develop land with a south north focus) and 37% of people choosing Option 4 (to develop land with a dispersed focus). Developing land to the west of Hereford was included within both options.
- 7.30 There were very few comments regarding the specific development of the Three Elms or Whitecross areas. For those that were received, the amount of homes, use of agricultural land and a preference to see alternative areas developed first were the predominate responses.

### **How the SA/HRA have influenced the preferred location**

To be completed later.

**Your Views:**

**Do you agree with the preferred western expansion policy for Hereford? Y/N**

**If not, please explain which elements you don't agree with and why?**

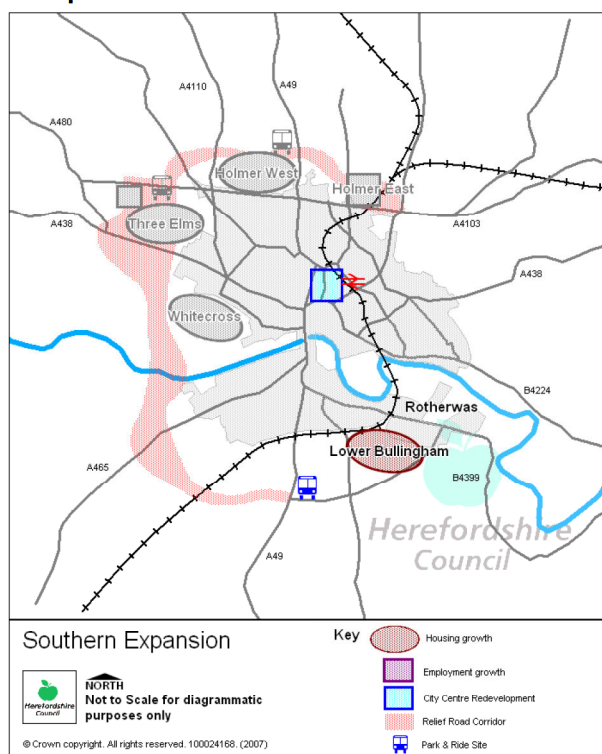


## Section 8: Southern Urban Expansion

### Background:

- 8.1 A strategic location at Lower Bullingham has been highlighted as a possible expansion area to the south of the city for urban growth.
- 8.2 This location is to the east of Lower Bullingham Lane between the railway line and the Rotherwas Access Road. Parts of this location, particularly northern areas of land adjacent to the railway line and Watery Lane are constrained by flooding. Some development will need to take place within areas of high/medium sensitivity landscape mainly to the south which will require mitigation.
- 8.3 This southern expansion area was previously referred to in the Place Shaping Paper as Bullinghope but is now termed as Lower Bullingham to better reflect its location. There has been no change to the area previously identified.

Figure 10 – Southern expansion location





## The Policy:

### Policy H6 - Southern Urban Expansion

This location to the south of Hereford will deliver a sustainable urban expansion to be master planned to form a series of inter-related new neighbourhoods to include:

- circa 1000 new homes built to energy efficiency standards that take advantage of available renewable energy sources, of which 35% will be affordable
- small-scale sustainable employment opportunities
- a 300 space Park and Ride site to the west adjacent to the A49/Rotherwas Access Road roundabout
- green infrastructure including green buffers, strategic greenways, woodlands and orchards.
- the provision of walking and cycling routes linking to the Park and Ride site and along green corridors with particular links to existing networks and adjoining educational/community facilities, the riverside, Rotherwas and the Rotherwas Connects scheme to the city centre
- the provision of sports and play facilities and open space
- the provision of land for a new 210 place primary school with pre-school places within the expansion area or sustainable travel links to schools with surplus capacity in the South Wye area
- a neighbourhood community hub including retail, community uses, children's outreach centre and a health centre
- sustainable urban drainage solutions as part of the green infrastructure network

This location which is to be accessed via the Rotherwas Access Road is dependent on the expanded capacity of the A49 by the provision of sustainable transport measures and/or the construction of a Hereford Relief Road. . Contributions will be sought from developments for Hereford transportation improvements including new infrastructure and sustainable transport measures.

More detailed master planning will be required and included within the Hereford Area Plan.

## Explanation

- 8.4 The Place Shaping Paper identified this location as an urban expansion within three of the four options tabled for consideration. All three highlighted the location as a sustainable expansion of the city and a possible location for 1,000 new homes. The Place Shaping Paper being informed by various evidence base studies and comments made by stakeholders and the public.

## **New homes**

- 8.5 Around 1,000 new homes will be provided within this southern expansion area. All will be built to energy efficiency standards with 35% being affordable. Details regarding the mix and type of homes will be included within the Hereford Area Plan following the completion of further evidence base studies. It is anticipated that the expansion area will be developed in neighbourhoods or 'villages' and reflect the historic character of the existing areas and current surrounding rural areas.

## **New employment**

- 8.6 Whilst the adjacent Rotherwas Industrial Estate will provide many opportunities for local employment the inclusion of a general policy will help promote sustainable small-scale businesses within the expansion area. New and improved cycleways and walking routes will link employment areas to the new homes.

## **Sustainable transport**

- 8.7 The provision of new road infrastructure along with a package of sustainable transport measures is necessary for Hereford to deliver its housing and economic growth. The sustainable transport measures are required to assist in creating a development which is less dependent of the private car. New growth areas should be designed to inhibit traffic and encourage more sustainable modes of travel.
- 8.8 The expansion area at Lower Bulling ham is expected to be accessed via the Rotherwas Access Road. In addition to contributing to new road infrastructure that forms part of the Hereford Relief Road, the development will be heavily reliant on bus priority and walking and cycling routes to access the city.
- 8.9 As part of the development a southern Park and Ride site is required in the vicinity of the A49/Rotherwas Access Road roundabout to complement those proposed north and west of the city aside other expansion locations. These park and ride areas will also have the ability to be park and car share hubs and park and cycle to achieve their full potential in reducing private car use within the city. In the short term, additional cycle ways and footpaths linking new homes to employment areas, community facilities, local schools, Rotherwas and the city centre via the existing riverside routes and the new Rotherwas Connects scheme will provide residents with safe and pleasant routes to walk and cycle.

## **Green infrastructure and historical setting**

- 8.10 A network of green infrastructure is planned within the expansion area. Linear green routes which can be used for biodiversity and conservation as well as sustainable transport routes, leisure and flood management will be included.

- 8.11 The sensitive landscape to the south to the access road forms rising land to Dinedor Hill may need mitigation and careful design of new development. The existing rural nature of Watery Lane should be protected along with existing watercourses which provide new opportunities for green corridors/ recreational routes to link to wider footpaths to Dinedor Hill, the historic Hill Fort, Rotherwas Park and beyond.

### **Community facilities**

- 8.12 The Sustainable Community Strategy confirms that local communities will be more sustainable if they have access to vital services and facilities that meet their needs and community buildings form part of that offering. The Total Place initiative looks at how a whole area approach to public services can lead to better services at less cost. A community hub would address the needs of the new homes and adjacent neighbourhoods in the South Wye area. This hub would provide a range of facilities including health centre, pre-school education, community rooms and have multi-agency use.

### **Health care**

- 8.13 It is considered that with a development of this size to the south of Hereford, some provision for health care should be provided within the community hub buildings.

### **New education facilities**

- 8.14 The requirement for a new 210 place primary school or to invest in sustainable travel links to schools with surplus capacity in the South Wye area along with pre-school places has been highlighted by the Education Section in light of the level of development proposed in the southern expansion.

### **Links to Core Strategy objectives**

- 8.15 This southern expansion will meet housing needs, assist transport improvements and help maintain and improve the vitality of the Hereford as well as conserve and enhance the setting of the south of the city in the surrounding landscape. In this respect the preferred location will help to delivery objectives 1, 2, 4, 5, 6, 7, 10, 11 and 12.

### **What the evidence is telling us:**

- 8.16 The following evidence base studies contain details specifically relevant to a possible southern expansion;
- 8.17 *Study of Options on Hereford Relief Road* has indicated that a western inner corridor should be taken forward into the Core Strategy, the route of which will be defined within the Hereford Area Plan.
- 8.18 *Strategic Housing Land Availability Assessment (SHLAA)* has shown that although the land at Lower Bullingham is physically divided from adjacent built form by the railway much of the land is considered suitable for new housing development subject to addressing flooding, access and highway issues. Land to the south is identified as having significant constraints mainly in terms of landscape sensitivity.

- 8.19 The *Urban Fringe Sensitivity Analysis* highlighted the northern section of the Lower Bullingham area as being land with medium–low sensitivity with limited intrinsic value as a landscape resource. The southern section is identified as land with high-medium sensitivity having high value as a landscape resource where key characteristics of landscape are vulnerable to change.
- 8.20 *Green Infrastructure Strategy* has highlighted this area to the south of Hereford as being predominantly arable and includes the strategic corridor of the Red Brook. Opportunities for enhancement include reinforcing the biodiversity value of linear features such as the brook and railway corridors and establishing buffer areas of grassland, and hedgerows alongside transport corridors.
- 8.21 *Building Biodiversity* has identified the brook and railway corridors as opportunities to enhance biodiversity features. Almost all of the land is arable with artificial habitats where ecological constraints are likely to be limited.
- 8.22 *Water Cycle Strategy / Strategic Flood Risk Assessment* identifies northern parts of this location up to the railway and Watery Lane along with the brook corridor as being within flood zone 3 where road and built development would not be permitted. The need for a Surface Water Management Plan for Hereford has also been raised and the Council are investigating the scope of this work. Developers may be required to produce these plans prior to the commencement of any scheme. Welsh Water has indicated that the area suffers from low water pressure requiring off-site main laying. They have also indicated the need for improvements to the sewerage system and sewage treatment.
- 8.23 *Open Space Study* highlights there an under provision in the north and south of the city of natural and semi-natural greenspace.
- 8.24 *Play Facility Strategy* addresses the need for new and improved play facilities for children and young people. It sets out the requirements for a variety of easily accessed, safe and attractive places for play. It develops a hierarchy of provision in each urban expansion area based on destination, neighbourhood and local neighbourhood play areas. It encourages the provision of larger neighbourhood play grounds to meet the needs of local and visiting communities. Current provision south of the city is classed as ‘average’ but there are gaps in provision for older children.
- 8.25 *Sports Facilities Framework* sets out the additional sports facilities that are expected to be needed given the growth agenda. It is however considering county-wide needs and makes assumptions that provision will be provided in Hereford mainly as additions to current facilities. It also refers to some facilities that will need to be shared with adjoining county populations.
- 8.26 *Employment Land Study* an update highlights that additional employment land is required for research and development, office and warehouse distribution. It also confirms a need for a general policy for use in urban expansion areas to encourage the provision of sustainable small-scale business uses.

- 8.27 *The Local Development Framework Viability Study* provides the Council with an assessment of the viability of residential schemes to support development of its Core Strategy. The viability study is intended to provide well reasoned justification for proposed thresholds and targets emerging from the study and which take into account current market uncertainties while recognising that Core Strategy policies have to be credible over the medium to long term.

### **What the Place shaping consultation has told us**

- 8.28 For those responding to Question 14 of the Place Shaping Paper, Option 3 and 4 were favoured with around 31% of people choosing Option 3 (to develop land with a south north focus) and 37% of people choosing Option 4 (to develop land with a dispersed focus).
- 8.29 There were very few comments regarding the specific development of the Lower Bullingham area. For those that were received, the amount of homes, use of agricultural land and a preference to see alternative areas developed first were the predominate responses.

### **How the SA/HRA have influenced the preferred location**

To be completed later.

**Your Views:**

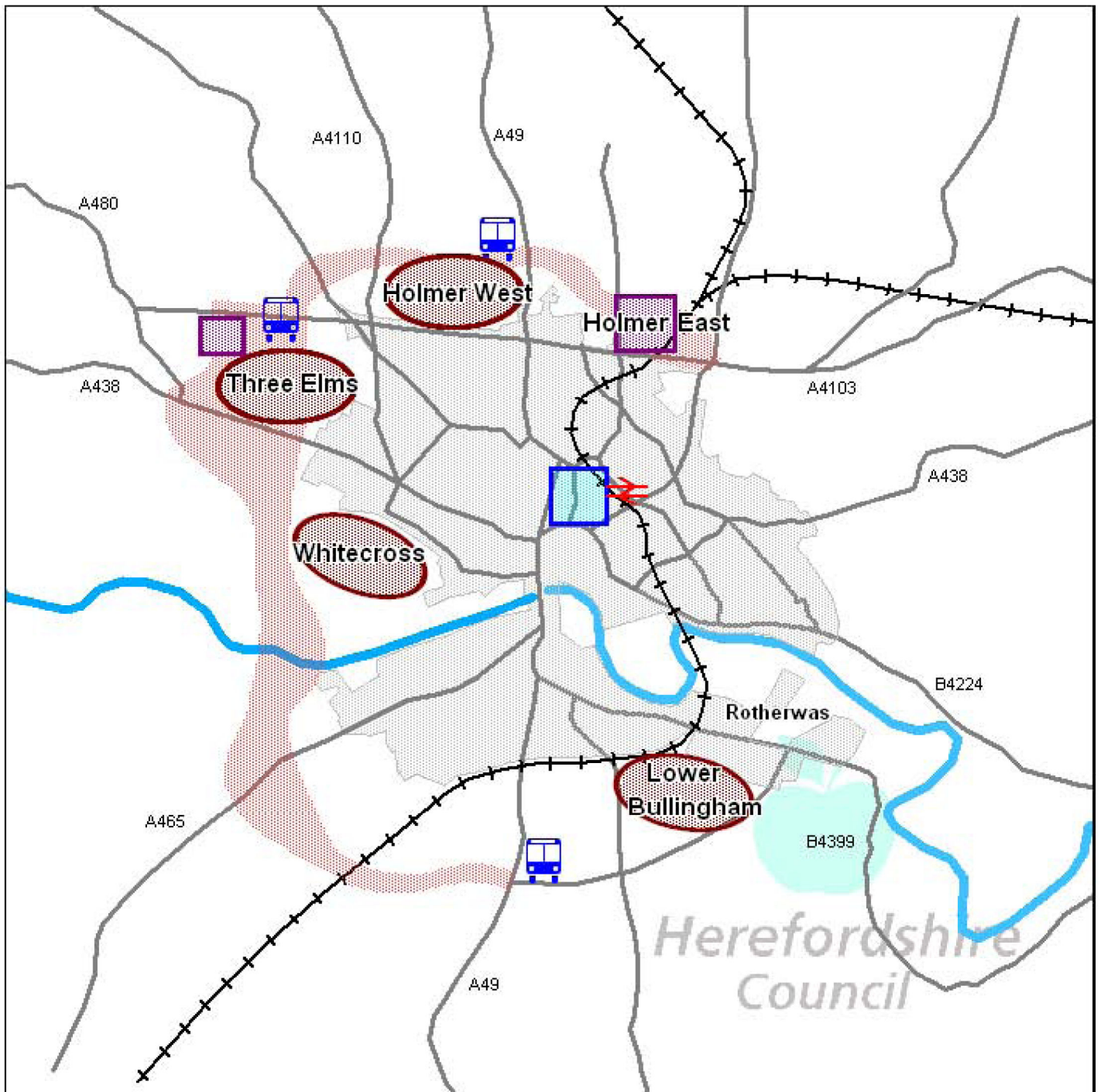
**Do you agree with the preferred southern expansion policy for Hereford?**

**Y/N**

**If not, please explain which elements you don't agree with and why?**



# Hereford Spatial Diagram








## Hereford 2026



**NORTH**

**Not to Scale for diagrammatic purposes only**

### Key

-  Housing growth
-  Employment growth
-  City Centre Redevelopment
-  Relief Road Corridor
-  Park & Ride Site

© Crown copyright. All rights reserved. 100024168. (2007)

## **Section 10: Consultation questions and response form**

When completed these pages can be detached and sent to the contact details overleaf.

### **City centre questions**

**Your Views:**

**1. Do you agree with the preferred policy for the city centre?**

**Yes/No**

**2. If not, please explain which elements you don't agree with and why?**

### **Movement Questions**

**Your Views:**

**3. Do you agree with the preferred movement policy for Hereford?**

**Yes/No**

**4. If not, please explain which elements you don't agree with and why?**

### **Growth distribution questions**

**Your Views:**

**5. Do you agree with the preferred growth distribution policy for Hereford?**

**Yes/No**

**6. If not, please explain which elements you don't agree with and why?**

### **North expansion policy questions**

**Your Views:**

**7. Do you agree with the preferred northern expansion policy?**

**Y/N**

**8. If not, please explain which elements you don't agree with and why?**

## **Western expansion policy questions**

**Your Views:**

**9. Do you agree with the preferred western expansion policy option for Hereford ?**

**Yes/No**

**10. If not, please explain which elements you don't agree with and why?**

## **Southern urban expansion policy questions**

**Your Views:**

**11. Do you agree with the preferred southern expansion policy option for Hereford?**

**Yes/No**

**12. If not, please explain which elements you don't agree with and why?**

Please ensure you complete the following table:

<b>LDF reference number: (if you have one)</b>	
<b>Name:</b>	
<b>Organisation (if applicable)</b>	
<b>Address</b>	
<b>Postcode:</b>	
<b>E-mail:</b>	
<b>Telephone number:</b>	

**Thank you for taking the time to complete these questions.**

**Please return by the 5<sup>th</sup> November 2010**

Please post it (no stamp required) to:

Local Development Framework  
Licence No. – RRJX-TLSH-SCYH  
Freepost, Forward Planning  
Herefordshire Council  
PO Box 4  
Plough Lane  
Hereford HR4 0XH

Response form can also be  
faxed to:

01432 383031



