

# Technical Note

**Project:** Hereford City Movement Strategy

**Subject:** Hereford City Movement Strategy Executive Summary

<b>Client:</b>	Herefordshire Council	<b>Version:</b>	A
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## I Introduction

### I.1 Overview

1.1.1 PJA has been commissioned by Herefordshire Council to undertake the transport component of the City Masterplan. The primary purpose of the transport component of the City Masterplan is to set out a coherent evidenced path to changing the historic dominance of the vehicle and its primary use as personal transport choice in Herefordshire. In particular to affect a modal shift the private car to Public Transport, cycling and walking within and where practicable between its towns and the city.

1.1.2 This technical note provides an executive summary of the movement strategy for the city of Hereford which underpins and supports the Hereford City Masterplan.

## 2 Background, including policy context

### 2.1 Background

2.1.1 In September 2019, Herefordshire Council declared a Climate Emergency and set a target of zero carbon emissions by 2030. As a result of this decision, it was decided that the new road elements of the Hereford and South Wye Transport packages would be paused and an independent review will be undertaken on the transport packages and the wider transport strategy for Hereford.

2.1.2 The purpose of this review was three-fold:

- Ensure that the council’s decision making is fully informed by latest information and best practice;
- Ensure any major schemes have a positive impact on the county to address travel issues, most notably; congestion and air quality; and

- Understand how alternative options to the southern link road and western bypass address local and national policies.

2.1.3 The scope of the review would be to undertake a review of the transport strategy for Hereford City, including public consultation and stakeholder engagement followed by an assessment of the evidence base provided for the transport strategy In light of emerging policy and guidance on climate emergency.

2.1.4 The review identified a preferred strategy for the city, comprising of four key elements:

- Active travel measures;
- Investment in buses;
- Demand management; and
- A new road link and river crossing to the east of Hereford (the eastern road link).

2.1.5 This movement strategy fits within a wider City Masterplan, which will provide a framework for the city in terms of both transport and placemaking. The development of the masterplan has been the first time that the council has provided critical thinking into how Hereford functions overall as a place. Its aims are:

- To provide a clear and consistent vision for the evolution of the city;
- Identify a sequence of inter-related activities required to achieve this vision; and
- Guide developers, transport operators and local organisations, providing a common route-map to realise a successful shared future.

2.1.6 The masterplan identifies a vision of **‘Making Hereford an even better city – a greener, healthier and safer place’**. This vision is supported by five strategic objectives:

- Movement
- Communities and culture
- The economy and opportunities
- Landscape and wildlife
- Places and spaces

2.1.7 Alongside the creation of the masterplan, PJA have been simultaneously developing a supporting movement strategy for the city, which will form the basis for the first strategic objective identified above.

2.1.8 The primary purpose of the transport strategy is to set out a coherent evidenced path to changing the historic dominance of the vehicle and its primary use as personal transport choice

in Herefordshire. In particular to kickstart a modal shift from the private car to public transport, walking and cycling within and where practicable between Herefordshire's town and the city.

- 2.1.9 The transport strategy identifies a strategic framework for local transport in Hereford and its surrounding area. It is one deliverable of the Hereford city masterplan document and the contents of the strategy form part of the wider evidence base for the full masterplan.

## 2.2 Regional policy context

- 2.2.1 The need to dramatically reduce the dominance of the private vehicle has been accelerated in line with current and emerging local and national policies. **The Herefordshire Council County Plan (2020-2024)** emphasises the need to rethink investment in transport to tackle the 21st century challenges of climate emergency and to support the wellbeing of the population. Moreover, the plan outlines the ambition to improve and extend active travel options throughout the county, further emphasising the growing recognition from council that change is required.

- 2.2.2 Moreover, the current **Local Transport Plan (2016-2031)** describes the vision for transport as a network that supports growth and enables the provision of new jobs and houses, whilst providing the conditions for safe and active travel, which reduces congestion and increases accessibility by less pollution and healthier forms of transport than the private car. Herefordshire are also currently developing their new **Local Transport Plan (2021 – 2041)**.

- 2.2.3 Finally, the **Big Economic Plan (2022 – 2050)** is currently being developed, which has the vision of Hereford being a vibrant, zero carbon and inclusive place to live, work study and visit. At the heart of the vision, is the focus on infrastructure, with faster and more frequent rail and public transport connections being provided across Herefordshire to encourage economic growth.

## 2.3 National policy context

- 2.3.1 In terms of national policies, the **Transport Investment Strategy (2017)** produced by the Department for Transport seeks to develop a transport system that 'improves the living standards and economic growth by increasing productivity and driving growth across the whole country'.

- 2.3.2 Moreover, the **Net Zero Strategy 'Build Back Greener' (2021)** sets out policies and proposals for decarbonising all sectors of the UK economy to meet the UK net zero target by 2030. Policies focused on transport are intended to transform cities and towns with access to greener, faster, and more efficient transport.

2.3.3 Finally, **Gear change: a bold vision for walking and cycling (2020)** provides a framework for how walking and cycling will be the naturally first choice for all local journeys within the country and expresses the need to shift away from the private vehicle and opt for sustainable, active modes of travel.

## **2.4 Summary**

2.4.1 The movement strategy has been framed with consideration to the local and national political context and explores a broad range of challenges and issues across Hereford which are focused on movement, transport and traffic.

2.4.2 The development of the transport strategy has not been completed in isolation. The strategy has been produced through a collaborative process including officers from across the council in departments including economy, environment and highways.

## **3 Hereford City Transport Strategy – Aims of the report**

3.1.1 The transport strategy has four overarching aims:

### **3.2 Contribute to Hereford’s City masterplan**

3.2.1 The overall aim of the transport strategy is to provide local transport advice to support the objectives and outcomes for creating a masterplan for the city. This transport advice will help evidence a compelling story as to why change is needed and will be informed by robust evidence. The contents of the strategy will also feed directly into the new Local Transport Plan which is currently being prepared.

### **3.3 Support future funding submissions**

3.3.1 The transport strategy will help Herefordshire Council in their ambition to receive funding from central government. Having a clear vision and strategy that is aligned to the government’s ambitions puts the Council in a strong position to seek funding as relevant bidding opportunities come forward over the coming years. Moreover, the transport strategy must also match the Council’s ambitions, showcasing strategic leadership and willingness to change, which is a key component of receiving future funding opportunities indicated by government.

### **3.4 Ownership and accountability**

3.4.1 The development of the transport strategy will contribute to increasing the ambition and capability of the council in delivering transformational change programmes across the city. This

will also assist in greater understanding as to when and why to deliver the schemes which will help build the case for change as part of future transformational change programmes.

### **3.5 Preparing for future success**

3.5.1 The transport strategy will be used to advise the project sponsor on recommended approaches to setting up future projects for success. This will contribute to providing effective governance, project management and design development for future schemes as well as informing the programme's timescale and overall budget.

## **4 Hereford City Transport Strategy – key components**

### **4.1 Introduction**

4.1.1 The structure of the strategy has been separated into several components which together form a coherent approach to transport and traffic in Hereford, and set a strategic direction for movement in the city, in line with the vision of the masterplan.

4.1.2 The emerging tables of contents for the transport strategy can be found in Appendix A, with each component of the strategy summarised below:

### **4.2 'Why'**

4.2.1 This chapter provides the evidence as to why a transport strategy is required within Hereford. It explains what transport infrastructure is available in the city that is conducive for sustainable travel and provides an overview of the importance of inclusive mobility.

4.2.2 The chapter explores what the right kinds of traffic are for Hereford, explaining outcomes for growth in pedestrian and cycle traffic, growth in bus patronage, reductions in the number of short car trips, and reductions total vehicle miles driven in the city. Following this, the document explores some of the obstacles that need to be overcome within Hereford and establishing why there is an urgent need to provide alternatives to car travel around Hereford.

4.2.3 This chapter concludes with establishing the policy background to the transport strategy, providing evidence from local and national policies which provide a background to pedestrian movement, cycle traffic and public transport.

### **4.3 Who**

4.3.1 This chapter explains who the beneficiaries are of the masterplan and how a sustainable transport system will benefit a range of different stakeholders. The chapter then explores where

these people want to go to across Hereford and its surrounding area, exploring the key destinations and trip attractors across the county with a focus on the city.

## **4.4 What**

4.4.1 This chapter of the strategy begins by setting out what the masterplan is aiming to achieve, with the main purpose being to increase footfall in the city and to grow active travel whilst simultaneously reducing the dominance and overreliance on the car. Following this, the strategy explains what types of vehicle will be enabled through the strategies interventions, with a clear focus on pedestrians, cyclists and public transport.

4.4.2 The chapter further explores the propensity to walk and cycle in the city, exploring the propensity for active travel to key destinations across the city such as employment and education settings. The chapter concludes with an exploration into what inhibits sustainable transport in Hereford, identifying barriers such as; road danger, traffic speeds, topography and high number of car parking spaces within the city.

4.4.3 This chapter of the report provides an overview of the type of infrastructure that should be implemented across Hereford in order to incentives active travel and ensure that the vision of the masterplan is achieved. Examples of the type of infrastructure that are recommended within this chapter include;

- Placemaking
- Removing pavement parking
- Parklets
- Wayfinding
- Modal filters
- Protected cycleways
- ‘early release’ for cycle traffic
- Segregated roundabouts

## **4.5 How**

4.5.1 This chapter describes the difference between maintaining the ‘status quo’ in terms of continuing with a high car dependency within the city and delivering meaningful, transformational change. The chapter introduces the keys to success for delivering

transformational change and establishes a commitment from the council to sustainable transport and active travel.

- 4.5.2 Following this, the chapter provides solutions in terms of how to reduce road danger at school streets and how to plan a liveable neighbourhood, providing safer routes to school. The chapter concludes by providing the foundation measures on developing a car-light city centre, which includes; modal filtering, rationalising car parking, a workplace parking levy and park and choose facilities on the outskirts of the city as well as planning for active travel across the city through developing high quality walking and cycling network.
- 4.5.3 This chapter details recommendations on the redesign of several signalised junctions within Hereford. These are initial suggestions for the redesign of junctions which have been conducted to demonstrate the level of ambition needed to enable cycle traffic and bus patronage across the city.
- 4.5.4 This chapter provides an overview of the current position of public transport within Hereford and its surrounding area. Following this, the chapter analyses the bus service improvement plan that was developed and explores what makes a good bus network, drawing inspiration from case studies from across the UK.
- 4.5.5 This chapter also provides the proposed improvements to be made to public transport and provides an overview of the infrastructure required to ensure that public transport is a viable and attractive alternative to the private car.
- 4.5.6 The chapter concludes by considering the role of the River Wye in terms of movement and enabling regional connectivity through rail.

## **4.6 When**

- 4.6.1 This chapter explains the importance of phasing recommendations presented in the strategy and explores how funding can be sourced to take forward the recommendations. Following this, the chapter provides a detailed look into achieving modal shift across Hereford and outlines the drastic action that needs to be taken in order to achieve fundamental modal shift.
- 4.6.2 This chapter concludes by presenting the roadmap for Hereford, which presents the phasing and sequencing of recommendations presented within the strategy over the next 20 years.

## **4.7 What adds value**

- 4.7.1 The final chapter of the report presents what additional measures can be implemented across Hereford to make better streets and spaces. Following this, the chapter presents recommendations on how to normalise walking, wheeling and cycling and recommendations on how to deal with misinformation being circulated as a result of interventions.
- 4.7.2 This chapter concludes with a high level communication and engagement strategy for the transport strategy, which can be used as a framework when active travel projects are being taken forward.

## **5 Pipeline and next steps**

- 5.1.1 In terms of the programme of works outlined within the transport strategy, the roadmap of recommendations presented in the strategy sets out the sequencing plan, which is separated into Year 1,2,3,5,10 and 20 intervals. This roadmap will continuously evolve and be updated by the project team to align with any funding opportunities that may arise which could accelerate the implementation of a recommendation.
- 5.1.2 Within the strategy, there is a section on likely funding sources and how the council attracts investment for future projects.
- 5.1.3 The transport strategy is currently being finalised and will be available to support the masterplan consultation in summer 2023. This strategy will also feed into the emerging Local Transport Plan.

## Appendix A Emerging table of contents

### Our goals

#### What are our recommend goals?

People

Traffic

Organisation

#### What is included in this report?

### Why?

#### What do we enjoy in Hereford?

How can we enjoy more in Hereford?

What changes are happening?

#### Planning for inclusive mobility

Playing out

Social safety

Enabling inclusive mobility

What kinds of traffic do we want?

What are common conditions elsewhere?

What obstacles need to be overcome?

#### Establishing why we need better choice in how we get around

We would like reliable journey times in the city

Car traffic will continue to grow unless meaningful action is taken

We cycle when we do not have to share the road with motor traffic

Reducing road danger

Everybody active, everyday

Cleaning the air we breathe

Stepping up a gear: designing urban spaces to increase active travel

What is the cost of doing nothing?

## **Establishing the policy background**

### **Who?**

**Who are the beneficiaries of this masterplan?**

**Where do people want to go?**

Where are we looking?

### **What?**

**What do we want to achieve?**

What does success look like?

Increasing footfall in the city centre

Growing active travel

Growing public transport

Rural transport

Managing freight and servicing

Reducing demand for car travel

**What vehicles are we enabling?**

What vehicles help people get to where they want to go?

What do bus passengers need?

What do motorcyclists need?

What do motorists need?

What about micromobility?

**What is the propensity to walk and cycle?**

Planning local cycling & walking infrastructure

How far do people walk?

How far do people cycle?

The potential for active travel

Establishing local desire lines for sustainable transport

**What inhibits sustainable transport in Hereford?**

What is incentivising growth in short car and van trips?

## **What infrastructure do we recommend?**

Placemaking

The ingredients

Walking and wheeling

Invisible infrastructure

Modal Filters

Low traffic neighbourhoods

Protected cycleways

Cycle traffic at signalised junctions

Temporary 'pop-up' infrastructure

Rural routes for cycle traffic

## **How?**

### **Establishing a high level of commitment**

#### **Reducing road danger at school gates**

Rolling out school streets as business-as-usual

Looking ahead to vision zero

#### **Planning liveable neighbourhoods and safer routes to school**

Reducing motor traffic in neighbourhoods

#### **Planning for a car-light city centre**

Reducing motorised through-traffic in the city centre

An emerging strategy for managing future car parking

An emerging strategy for managing freight and servicing in the city centre

#### **Planning for active travel across the city**

Planning local cycling walking infrastructure

Continuing controlled parking zones

Reducing motor traffic speeds

The role of signalised junctions in the city

#### **Redesigning major junctions**

## **Planning quick and reliable bus journeys**

Increasing bus patronage  
Creating a good bus network  
Outcomes  
Outputs - Pillars of Success  
Service typologies  
Our ideal future bus network  
Developing the case for change

## **Planning healthy connections to local towns and villages**

Planning a strategic active travel network for Herefordshire

## **Considering movement on the water**

### **Enabling regional connectivity**

Taking the train  
Pontrilas - proposed new station

## **When?**

### **Why phase these recommendations**

Phasing and sequencing

### **How do we attract investment?**

Sources of funding

### **Achieving mode shift**

Incrementally achieving transformational mode shift

### **What is our recommended road map?**

## **What adds value?**

### **How can we create better streets and spaces?**

Keys to success  
Adopting transformational change

**How can we normalise walking, wheeling and cycling?**

Establishing e-cargo bike hire

**How can we challenge misinformation?**

Framing active travel

Framing low traffic neighbourhoods

**How can we talk to people about their streets?**

Our suggested twelve-step process

Who are our stakeholders?

Interest and influence

Materials, tools and channels