

ADOPTION OF THE PLACE & MOVEMENT APPROACH

Report of the Director of Environment & Infrastructure

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1. Purpose of report

- 1.1 To seek Cabinet agreement to adopt and embed the Place and Movement approach as a concept in relevant Local Transport Plan 4 (“LTP 4”) supporting strategies.

2. Summary

- 2.1 Place and Movement is a technical approach for recognising the needs of different road users and managing the interfaces between them.
- 2.2 It provides a way of looking at the appropriate function of any section of highway and a basis for deciding which activities should be prioritised and in doing so provides a means to translate LTP4 policies into practice.
- 2.3 Building on the Healthy Streets™ approach developed by Transport for London (TfL), a matrix has been developed which classifies the highway network into 9 categories based on its relative place and vehicle movement function.
- 2.4 The Hertfordshire network has been mapped into these 9 categories based on factors such as land use, road type and whether it is in a rural or urban area. Further validation of the categories is being undertaken in a series of officer workshops.
- 2.5 The approach has already proved useful in supporting highways strategy work by providing a basis for identifying appropriate types of scheme and helping flag up clash points between different categories.
- 2.6 It has a number of other potential uses. Examples include, providing a basis for assessing requests for speed limit changes in a consistent manner as part of the Speed Management Strategy and guiding the development of a design

toolkit in the refreshed 'Roads in Herts' (Hertfordshire Design Guide document).

3. Recommendations

3.1 The Highways and Environment Cabinet Panel considered a report on this item of business at its meeting on 3 February 2020. The Panel recommended to Cabinet that Cabinet adopts the Place and Movement approach and endorses the use of its principles in the following LTP4 supporting documents:

- (i) Speed Management Strategy
- (ii) The next generation of Roads in Herts (Hertfordshire Design Guide)
- (iii) Active Travel Strategy; and

3.3 noted its use as part of the toolkit for supporting the following strategies:

- (i) Maintenance of Active Travel Strategy
- (ii) Network Management Strategy
- (iii) Road Safety Strategy

4. Background

4.1 For decades streets have been designed for traffic movements and their contribution to economic, environmental and social life has been neglected, often resulting in poor street environments for pedestrians and cyclists.

4.2 Continuing to provide additional highway capacity is neither sustainable nor affordable in most circumstances. A key challenge is therefore to balance the needs of a diverse range of user groups on the network. In particular, there is a need to improve the attractiveness of sustainable modes relative to car use in line with Policy 1 of LTP4 which prioritises the needs of pedestrians, cyclists and passenger transport users over those of private car users.

4.3 In order to do this the County Council needs to have a better understanding of how highway networks function with an increased focus on the place function of streets rather than just vehicle movement.

4.4 The concept of Place and Movement originates from the 1997 & 1992 Design Bulletin 32; 'Places, Streets and Movement' which was adopted by the 2007 "Manual for Streets" published by the Department for Transport (which recognised that streets have a broad range of functions), and is included in subsequent revisions. It is thus an approach endorsed by central Government.

4.5 Reference to Place and Movement was included in the Road Hierarchy and Network Development policy as set out in LTP3 (April 2011). This policy included the statement "The County Council will develop and maintain strategies for roads within the urban and inter urban network that: consider the 'place and movement' function of a road in conjunction with the hierarchy

when assessing a highway proposal, whether County Council or development promoted". Therefore, the concept has previously been agreed by Members.

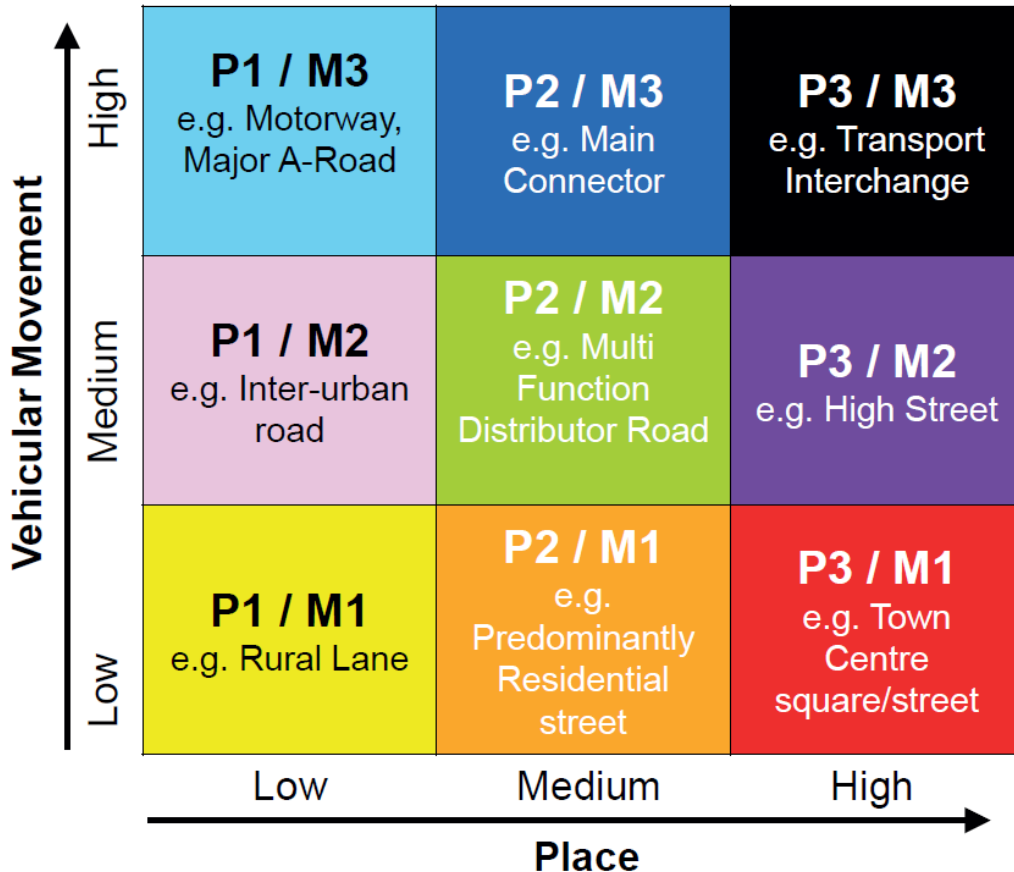
- 4.6 Place and People are key themes within LTP4. A number of objectives contribute to these themes and are relevant to the Place and Movement approach including enhancing the quality and vitality of town centres, preserving the character and quality of the Hertfordshire environment, making journeys and their impact safer and healthier and improving access through transport.
- 4.7 However, although the approach is endorsed within policies it is not yet embedded within the County Council's transport activities because there is currently no clear framework to help guide officers and members.
- 4.8 The Place and Movement approach provides a way of looking at what the appropriate function of any section of highway should be. It helps to identify the deficiencies of a highway section and should guide the development of appropriate measures and interventions to meet that function.
- 4.9 The approach recognises that parts of the highway network have a predominantly movement function (e.g. there are high volumes of vehicle movements on interurban dual carriageways) whilst others are places that people want to visit (i.e. they have a predominantly place function such as High Streets and Town Squares), but that the majority have a broader range of functions, some of which may be in conflict. Place and Movement provides a basis for deciding which activities should be prioritised and where the balance of provision should lie. It provides a framework to help translate LTP4 Air Quality and Health policies into practice.
- 4.10 The approach builds upon 'Link and Place: A Guide to Street Planning and Design' which has been developed further by TfL as their 'Street Family' concept (which is part of its Healthy Streets approach™). A number of boroughs such as Hounslow are already using it as a basis to prioritise schemes and asset management regimes.
- 4.11 The Place and Movement approach was presented at the Members Advisory Group ("MAG") in December 2019.

5. Adaptation of the approach for Hertfordshire.

- 5.1 TfL uses a two-dimensional street classification structured around a number of place and movement status levels. In Hertfordshire, the difference in the highway networks (i.e. the presence of both a rural and urban highway network) means that the adoption of the TfL approach is not appropriate without adaptation.
- 5.2 The TfL system has therefore been modified with new definitions to create a Hertfordshire Place and Movement Assessment matrix. Nine categories have been defined and ordered from a high to low significance in relation to the

place or movement function with each cell of the matrix. For simplicity movement is largely categorised in terms of likely vehicle movement. The exception to this is the transport interchange category where there are also likely to be high movements of passenger transport users. Figure 1 shows the categories.

Figure 1 – Hertfordshire Place and Movement Categories



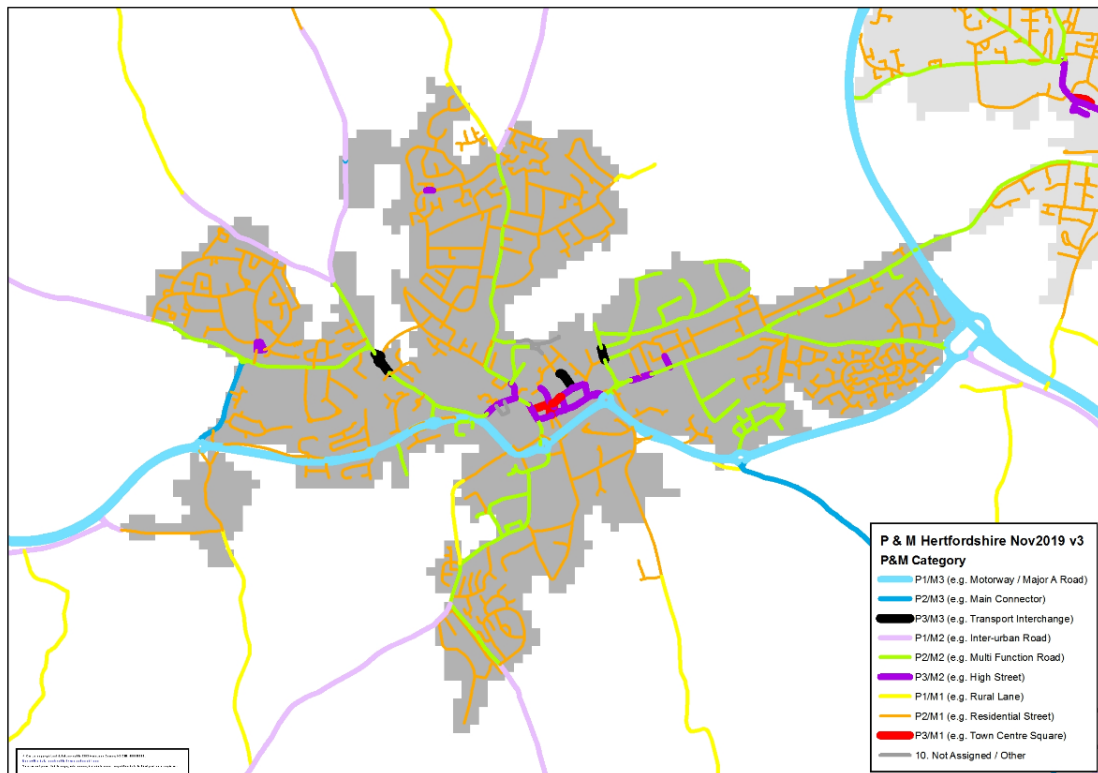
5.3 The entire Hertfordshire highway network has been mapped into these nine categories using an evidence led approach utilising Geographic Information System (GIS) mapping techniques. The categories have been primarily based on the following data:

- Road type (e.g. whether on the Strategic Road Network (SRN) or Major Road Network (MRN) or Primary Route Network (PRN)
- Whether the location is within a settlement boundary
- Land use (e.g. presence of houses, shops, community facilities, stations (bus and rail))

5.4 It is important to note that volumes of traffic do not dictate the category but are used to inform how the category is performing.

- 5.5 The evidence led approach ensures the highway network is categorised in a consistent way, however there is still a need for some further checks to ensure the categories make logical sense within local areas.
- 5.6 The principle and methodology of the approach and categorisation of the network will be validated in a series of workshops involving officers from different services across the Highways Department (including Development Management, Engineering Services, Asset Management, Network Management and the Highways Locality community).
- 5.7 The workshops will be used to identify parts of the network where the observed behaviour may not match the categorisation e.g. (P1/M1 – rural lanes) and (P2/M1 - residential streets) which experience high traffic volumes due to ‘rat running’). They will also help identify where there may be clashes between different functions. Once this process is complete members will be given the opportunity to view the place and movement network for their division and raise any queries with officers.
- 5.8 Figure 2 overleaf shows an example of the categorisation in Hertford. It illustrates that parts of the network identified with high place functions are clustered around the core shopping areas and are fed by P2/M2 category (e.g. multi-function roads) with the P3/M3 category around the bus station and railway stations. The A414 is classed as a P1/M3 category (due to its inclusion on the MRN) but this interacts with a number of roads which have a higher place function, illustrating the clashes in priorities between different user groups.

Figure 2 – Place and Movement categorisation in Hertford



6. Application of the Place and Movement Approach

- 6.1 The Place and Movement approach is already being used to support Highway strategy work (e.g. A414 corridor study and Growth and Transport Plans) to flag ‘clash points’ where differing place and movement functions create an issue for road users and where user prioritisation needs to be reviewed. This has then provided a basis for scheme identification in these areas.
- 6.2 The approach was presented to the MAG as a means of helping determine the appropriateness of speed limits (and requests for speed limit changes). It was agreed that it provides a sound basis for assessing requests for speed limit changes in a consistent manner (e.g. 20mph speed limits could be restricted to categories with a low vehicle movement (M1) function).
- 6.3 Work is also underway to develop examples of measures that could be applied within different categories with the aim to develop a standard design toolkit for each category of place and movement. The intention is that this will outline to designers appropriate design solutions against each category, with the potential to incorporate this approach in the new version of ‘Roads in Herts’ (Hertfordshire Design Guide) that is currently under review.
- 6.4 Place and Movement could also provide a way of helping support discussions between officers on how to improve facilities for particular user groups and whether this is appropriate in the context of the wider network.

- 6.5 A Place and Movement approach provides a means to apply LTP4 policy, prioritise schemes for people on foot or cycle (where appropriate) and to inform and justify decision making. It acknowledges the different roles of different sections of the highway network and could also form part of the toolkit for helping direct asset management (in the Maintenance of Active Travel Strategy) and Network Management functions.
- 6.6 The MAG sought assurance that the classification was robust and defensible as there is a potential for challenge, particularly if it is being used to justify certain types of interventions such as speed limit changes. The primary driver of the classification is land use and therefore a refresh will be required if there are significant changes in land use in a particular area (e.g. due to new development).
- 6.7 To supplement the development of the Place and Movement approach, a piece of work is being progressed that enables the authority to assess the overall health and social impacts of an intervention through a Healthy Herts evaluation tool. This is an app-based tool which allows officers to note the characteristics of a section of highway in terms of its layout, land uses, usage and general environment to help define its function, identify deficiencies and opportunities for improvement. This is currently being tested by teams within Highways with the intention of fully implementing it as part of our scheme development processes later this year.

7. Links with other County Council Strategies

- 7.1 The adoption of a Place and Movement approach will have implications for a number of LTP4 supporting strategies.
- 7.2 As indicated above, within the Speed Management Strategy it provides a basis for helping to provide more consistent speed limits and evidence for the consideration of 20mph zones or other speed limit changes with or without physical changes to the environment.
- 7.3 It is the intention to embed the principles of Place and Movement into chapter one of the new generation of Roads in Herts (Highways Design Guide) and in its ongoing development.
- 7.4 For example, it could outline where and what types of pedestrian and cycle infrastructure and carriageway widths are appropriate based on the Place and Movement categorisation. This would provide a more consistent approach to design delivery across Hertfordshire. It could also highlight what types of junction are appropriate in a particular location. For example, within urban areas with a higher place and people movement function, priority junctions designed to fully take into account the needs of pedestrians (and cyclists) may be appropriate, whereas in locations with a higher traffic movement function roundabouts and traffic signal junctions may be more appropriate.

- 7.5 With the Network Management Strategy, it could potentially be used to provide a context background in which to apply responsibilities associated with the 2004 Traffic Management Act. For example, it could support the “*expeditious movement of traffic*” by applying this to certain categories such as the P1 /M3 category, where vehicle movement is the priority. In areas with a high place function and high pedestrian flow it could then support prioritising movements of pedestrians and cyclists.
- 7.6 In much the same way it could also provide a mechanism to inform other duties such as permitting roadworks and could work alongside the LTP objectives. For example, permits could support vulnerable users ahead of the motorised vehicle on roads with a high place function category, by having a duty on contractors to avoid and prioritise mitigation of the impact on movement of vulnerable road users when conducting work. A typical example is where motorised vehicle signage is located on footways and impedes pedestrians.
- 7.7 The concept of the Healthy Streets approach has been integrated in the Active Travel Strategy which is currently under development. The application of the Place and Movement methodology provides a potential means of highlighting the areas to prioritise for active travel.
- 7.8 The Highways Infrastructure Asset Management Plan (HIAMP) already has its own footway and carriageway hierarchies and a Defect Management Approach with risk factors based on Local Road Network Classifications. There is no intention to replace these hierarchies with the Place and Movement classifications. However, there is an opportunity to use the Place and Movement approach to inform any future reviews of these hierarchies to ensure that they align with the LTP4 objectives and it could be used as part of the toolkit to help inform prioritisation of maintenance works (through the Maintenance for Active Travel Strategy (MATS)).
- 7.9 Place and Movement also has a role to play in shaping future housing and employment developments, as it helps make developers aware of the LTP objectives and provides a mechanism to understand what mitigation measures are likely to be supported by Highways. An example of this is the Harlow and Gilston Garden Town work, which is using Place and Movement principles to help achieve the Garden Town objectives.
- 7.10 The concept of ‘Place and Movement’ also provides an opportunity to get greater engagement from the public and key stakeholders in scheme design. It is potentially a useful tool to gain an understanding of the needs of different users and to put the objectives of a scheme in a context and language that people can understand and engage with easily.

8. Strategic Assessments

- 8.1 This is a high-level approach with no specific reference to schemes, so it is not anticipated that either a Strategic Environmental Assessment (SEA) or a Habitat Regulations Assessment (HRA) are required at this stage.

9. Next steps

- 9.1 The Place and Movement network should not replace the existing Road Hierarchy system but should be used to supplement this and to inform strategies such as the Network Management Strategy, Speed Management Strategy and projects such as Sustainable Travel Towns.
- 9.2 Work will continue to develop the concept and validate the local Place and Movement categorisations across the county, to ensure that officers from across the Highways Service are sighted in the approach and can use their specialist and local knowledge to identify where categorisation needs to change, or where there are particular clashes between different highway functions. This process is also helping to identify implications of adopting the approach for other service aspects.

10. Consultation

- 10.1 No public consultation will be undertaken specifically on the Place and Movement approach. It is, however, a means of embedding the principles of LTP 4 in a practical way into the supporting policies and strategies that will be consulted upon as part of their development and adoption.
- 10.2 The principles of the approach and its application have been presented to the MAG.
- 10.3 Consultation on LTP4 ran from 31 October 2017 to 23 January 2018 and received 677 responses. The consultation response showed support for the overall direction of the LTP 4. Policy one, Transport User Hierarchy, which is considered a fundamental key policy change and underpins the remaining policies, had majority support of 67% who strongly agreed and agreed with the policy.

11. Financial Implications

- 11.1 The financial cost of developing the approach, undertaking the validation workshops, updating the strategies and developing the design toolkits is being met from part of the existing budget in the current financial year (2019-2020). Highways Transport Strategy have included an allowance within the revenue budget for Engineering support, to cover the test out of the principles of a Place and Movement approach and how they can be used to inform ongoing

scheme design, and an allowance for further development will also be incorporated in the 2020 -2021 budget.

- 11.2 The aim of this exercise is to make the consideration of 'place' part of the 'Business as Usual' approach to scheme development and delivery. By doing this and embedding the approach in strategy documents, such as the revised 'Roads in Herts', there should be a saving in officer time as it will enable a consistent approach to be applied.,
- 11.3 The cost and funding implications of delivering schemes in line with the Place and Movement approach will be quantified as part of the ongoing Integrated Transport Programme (ITP) design process. In some cases, there may be some (as yet undefined) increases in scheme costs due to the need to consider schemes more holistically, in order to take into account the needs of all users. In other cases, there may be some cost savings with schemes to improve conditions for cyclists and pedestrians replacing more costly junction improvement measures.

12. Equalities Implications

- 12.1 When considering proposals placed before Members it is important that they are fully aware of and have themselves rigorously considered the equalities implications of the decision that they are taking.
- 12.2 Rigorous consideration will ensure that proper appreciation of any potential impact of that decision on the County Council's statutory obligations under the Public Sector Equality Duty. As a minimum this requires decision makers to read and carefully consider the content of any Equalities Impact Assessment (EqIA) produced by officers.
- 12.3 The Equality Act 2010 requires the Council when exercising its functions to have due regard to the need to (a) eliminate discrimination, harassment, victimisation and other conduct prohibited under the Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it. The protected characteristics under the Equality Act 2010 are age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion and belief, sex and sexual orientation.
- 12.4 An Equality Impact Assessment (EqIA) (Appendix A to this report) has been undertaken for the Place and Movement approach. This concluded that there are no negative equality impacts and there will be many positive impacts on the general population, in particular on older and disabled people and their carers.

Background Information

LTP4

<https://www.hertfordshire.gov.uk/services/recycling-waste-and-environment/planning-in-hertfordshire/transport-planning/local-transport-plan.aspx>

Link and Place: A Guide to Street Planning and Design

<https://core.ac.uk/download/pdf/82126115.pdf>

Roads in Herts (Highways Design Guide)

<https://www.hertfordshire.gov.uk/services/highways-roads-and-pavements/business-and-developer-information/development-management/highways-development-management.aspx#highwaydesignguide>

DfT's 2003 Manual for Street

<https://www.gov.uk/government/publications/manual-for-streets>

Healthy Streets Approach TM

<https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/healthy-streets>