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**Report of:** *Laraine Manley, Executive Director, PLACE*

**Report to:** *Cabinet*

**Date of Decision:** *18<sup>th</sup> July, 2018*

**Subject:** *Sheffield Transport Strategy*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
- Expenditure and/or savings over £500,000	<input checked="" type="checkbox"/>	
- Affects 2 or more Wards	<input checked="" type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? <i>Transport and Development</i>		
Which Scrutiny and Policy Development Committee does this relate to? <i>Economic and Environmental Wellbeing Scrutiny and Policy Development Committee</i>		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? Sharepoint ref No: 257		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		
<i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i>		

**Purpose of Report:**

*The report describes the development of a new Transport Strategy for Sheffield that seeks to improve the quality of life, environment and range of opportunities for the people and businesses of the city. Following initial public consultation on the "Vision", it seeks approval to the draft full Transport Strategy (attached) as a basis for development of a programme of strategic projects, with further consultation planned to engage people in that developing programme.*

**Recommendations:**

Members endorse the draft Sheffield Transport Strategy and potential early candidates identified for inclusion in a developing long-term programme of strategic projects, with further consultation planned to engage people in that developing programme

**Background Papers:** *see appended Sheffield Transport Strategy*

<b>Lead Officer to complete:-</b>	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Tim Hardie / Phil Moorcroft
	Legal: Richard Cannon
	Equalities: Anne-Marie Johnstone
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	<b>EMT member who approved submission:</b> <i>Lorraine Manley, Executive Director, Place</i>
3	<b>Cabinet Member consulted:</b> <i>Councillor Jack Scott</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	<b>Lead Officer Name:</b> <i>Dick Proctor</i>
	<b>Job Title:</b> <i>Transport Planning Manager, Strategic Transport and Infrastructure</i>
<b>Date: 6 June 2018</b>	

# 1. PROPOSAL

## Introduction and Context

- 1.1 This document sets out a proposed Transport Strategy for Sheffield, looking forward up to 2034. It reviews the issues the city is facing now and how these might change when considering the need for improved economic prosperity for all, balanced with the challenges of creating a safer, cleaner and better quality of life for all.
- 1.2 The Strategy will then inform the development of a long-term Action Plan that will start to identify a programme of transport investment, and where it is most urgently needed.
- 1.3 New investment in housing and jobs, alongside a projected increase in journeys to and from other city regions, will have major implications for Sheffield's transport system. Without a change in our approach, these opportunities will be constrained by a lack of transport capacity and poor connectivity.
- 1.4 Doing nothing is not an option because journeys will gradually get harder, making the city unattractive, unhealthy and potentially unsafe, as well as raising adverse social and environmental issues, which could in turn be a barrier to further growth. A joined up strategic approach to transport can address these constraints and help to unlock sustainable and inclusive growth

## The Transport Challenge

- 1.5 It is vital that we understand both how transport issues presently affect people in their daily lives, and how future trends in behaviour and lifestyles might change over the next few years. We have built an "evidence base" that captures this information and helps identify the key needs for a new transport strategy
- 1.6 The evidence base has identified the following main themes for the strategy to consider:
  - **People and Communities** – How our population is changing, how the character and shape of our city might change
  - **Environment** – How the transport system must help improve the air we breathe, the way in which we produce and use energy and the quality of our urban and public space
  - **Health and Wellbeing** - How transport can help to create a healthier, happier and safer Sheffield
  - **Economy** – How transport can provide the accessibility for our communities to employment, training, services and leisure

opportunities in a sustainable and affordable way. And enable and support additional trips from a growing Sheffield economy, and the additional homes the City needs.

- **Future Trends / Technology** – How to embrace technological change to improve transport and mobility; and to be agile to changes in society, the economy, our lifestyles, needs and behaviours.
- 1.7 The evidence base highlights that there are constraints in the existing transport system. It has also included the transport modelling done to date in support of both the strategy itself and Local Plan testing. The modelling has replicated existing constraints and has helped identify the issues resulting from growth options. It will also contribute to the development and testing of potential transport projects.
- 1.8 This work has demonstrated that Sheffield is a diverse city, both in terms of its people and places. The availability and cost of transport can often be a constraint to residents. The transport strategy will need to be inclusive to all sections of the community, including those who come to work and stay in the city from elsewhere. It will aim to connect people to opportunities and to each other, in order for them to become more successful and enjoy a good quality of life
- 1.9 Improving transport across Sheffield is therefore central to enabling growth whilst protecting the environment of the city and the health, opportunities and well-being of its existing communities. A good choice of travel options is a fundamental component of what makes a prosperous and liveable city, and a step change is needed to deliver the infrastructure that will enable this and allow all Sheffield residents to benefit.
- 1.10 The Strategy should also reflect the distinctiveness of Sheffield, the urban nature of most of the district, the large hinterland in the Peak District National Park, the natural boundaries provided by the Park and the Green Belt to the west and south of the city, and the challenges that arise from Sheffield's topography and historic concentration along river valleys.

### **A Strategy to Tackle Sheffield's Transport Needs**

- 1.11 The strategy is principally focused on helping Sheffield become the kind of city we want to be, ensuring that the transport system supports inclusive economic growth (and the additional journeys associated with planned employment and housing growth), whilst also ensuring health and environmental sustainability.
- 1.12 The Sheffield Transport Strategy and Action Plan also recognise the important role of other bodies such as Transport for the North and the Sheffield City Region, and how that higher level work is also pivotal in addressing Sheffield's wider transport needs. The City Region transport

policies (still draft at the time of writing this document) are therefore cross-referenced in the Sheffield strategy in order to illustrate the close alignment with our own proposed local policies.

1.13 The Transport Strategy also recognises other important broader issues local to Sheffield such as the recently launched Clean Air Strategy and Green City Strategy together with further work on the Housing Strategy, Sheffield Plan and City Centre Plan. The Transport Strategy has been informed by an evidence base that has analysed current challenges, opportunities, strengths and weaknesses in and around Sheffield; and by public feedback from the recent consultation exercise

1.14 The transport “Vision” previously endorsed by Cabinet is as follows:

1.15 *“Imagine a Sheffield where everyone can access opportunities and services without transport or mobility constraints. Residents, businesses and visitors in our thriving city can safely move themselves and their goods or products with confidence and without delay. The negative impacts of transport including air quality and noise are minimised, and safety and quality of life is improved in the city as a result.”*

*Reliable and clean journeys for everyone in a flourishing Sheffield”*

1.16 Building on the previous work done for the transport Vision, the proposed transport strategy has retained the three previously proposed aims and objectives, namely:

- To underpin sustainable growth and promote support a city that is open for business - Sheffield’s transport system will deliver the connectivity to drive this economic growth
- To support and enhance the health, wellbeing and quality of life for its residents and visitors - the transport strategy will strive to contribute to the creation of residential, civic, leisure and green spaces that are safe, accessible, attractive, healthy and inclusive
- To be inclusive and open up the city’s opportunities to all – the transport system will aim to support the city’s aspiration to be the fairest in the UK

### **Our Overall Approach**

1.17 A combination of the evidence base review, the modelling work completed to date and feedback on the Vision has helped confirm and add to the approaches outlined in the Vision

1.18 Public feedback is seen as broadly supportive – the three broad Aims were not challenged and should remain. The outcome of the consultation is outlined later but 84% of respondents supported taking action – amidst

broad recognition of the need for change

- 1.19 Our overall approach and ambition therefore remains unchanged – namely to free up movement, in particular into the City Centre due to the forecast congestion, by the most space-efficient means.
- 1.20 Space-efficient modes of travel also tend to have lower environmental impacts, but we will also need to employ other tools, such as exploiting technological innovation to reduce the need for travel; and making better use of spare capacity outside of peak periods. The diverse nature of peoples’ movement and activity within Sheffield confirms that there is no single solution or mode that can answer our transport needs. All modes, including the car, will remain a very significant part of the transport mix.
- 1.21 We believe this draft transport strategy focusses on helping Sheffield become the kind of city we want to be, ensuring that the transport system supports inclusive economic growth whilst also ensuring health and environmental sustainability – in particular reducing air pollution well below European health-based limit values. The new Transport Strategy will therefore align closely with the city’s emerging Clean Air Strategy over the next 6-9 months
- 1.22 In addition, the Sheffield City Region is in the process of refreshing its own transport strategy, and a parallel document has recently been published by Transport for the North. It is therefore timely to ensure alignment between local and broader strategic transport needs as Sheffield gears up for the arrival of High Speed Rail in 2034.

### **Developing a 20-year Action Plan**

- 1.23 In developing an outline programme of actions, a two-phase approach is suggested – from now until 2025; and from 2025 onwards. This recognises both the scale of change already planned/committed over the next 7-8 years that needs to be sustainably addressed; and later trends and developments that will have a greater level of uncertainty.
- 1.24 Adopting this two-phase approach enables us to consider shorter term issues in a ‘tiered’ national / northern / regional / local manner. For each issue, the strategy summarises existing challenges and proposes. The issues are (in draft order):
- National Pan-Northern issues
    - Strategic Rail
    - Strategic Roads
  - City-Region level
    - Local rail
    - Securing the tram system
    - New Mass Transit corridors

- Major roads / “key routes”
- City level
  - Bus
  - Active Travel
  - Air Quality
  - Carbon & Climate change
  - City centre
  - Policy & Operations
  - Demand Management & Income generation
  - Freight

1.25 The actions contained in the Sheffield transport strategy will be a mixture of policies and projects. It is important to note that the draft transport policies align closely with the Council’s Corporate Plan, and also with the policies contained in the (still draft) City Region transport strategy. This ensures compatibility of aims and objectives when projects are developed.

1.26 The 20-year programme of potential transport projects will develop over a period of time, but the current programme of infrastructure projects are now included in the strategy document. Some projects will be delivered by others, i.e. the Government, Network Rail or Transport for the North. Early candidates for projects that the Council might seek to develop and deliver as part of this programme are also included.

1.27 The City Council will need to review how best to undertake the development work necessary for progressing strategic projects in order to establish a long-term approach to delivering this transport strategy.

## **2. HOW DOES THIS DECISION CONTRIBUTE ?**

2.1 The draft transport strategy significantly contributes to the Sheffield City Council Corporate Plan ambition for thriving neighbourhoods and communities, including our commitment to focus on better connected transport to increase travel choices.

## **3. HAS THERE BEEN ANY CONSULTATION?**

3.1 Just under 2000 people responded to our consultation in January and February, 75% via the Citizen Space process and 25% via on-street surveys - commissioned to get greater representation across age ranges and ethnicity, and in an attempt to reach people and areas who do not usually engage with such consultations

3.2 The headlines of public feedback are:

- 84% support for taking action on Sheffield’s transport, with 66%

saying it should be citywide.

- The biggest concern if no action were taken is increased congestion - and its impact on business, public transport, cost of travel and the local environment
- A desire for people to change the way they travel; with the most people wanting citywide action by travel mode being those wanting to switch from or to cycling
- Many people liked the emphasis on increasing the priority / support for active travel and public transport, with a smaller but still significant number concerned about the effects this would have on drivers
- Many people expressed how public transport needed improving, there is low confidence that this will happen
- The need for good cycling infrastructure was still a concern for many
- The feedback gave a flavour of how the public perceive different modes:
  - 42% of respondents apparently don't travel the way they would like to
  - Many interested in cycling but don't because of safety concerns
  - Many bus users want to drive, but don't have and /or can't afford a car
  - Many car drivers want to switch to the bus but believe buses take too long
  - Many people want to use the tram but don't have access to it

3.3 In parallel, internal and external briefings have taken place to 'sense-check' alignment with the Council's aspirations for cleaner air, for economic growth, a healthy community and the development of the new Sheffield Local Plan; and with key stakeholders such as the Sheffield Chamber of Commerce and Industry Transport Forum. To date, there has been general support for the principles outlined.

3.4 Subject to Members' endorsement of the strategy, further engagement is then envisaged over the summer to inform the development of a long-term programme of strategic investment.

#### **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

##### Equality of Opportunity Implications

4.1 A full Equalities Impact Assessment has been undertaken on the draft strategy (see appendix 3). Overall, the Transport Strategy is intended to have a positive impact on accessibility and opportunities for everyone, particularly those most disadvantaged.

4.2 By providing interventions that reduce barriers, transport will play a key role in providing better access to jobs, training, education, health care and leisure activities for all. One aim of changing our travel culture is that people will be able to go about their daily lives without necessarily



needing to use a car. A Health Impact Assessment has also been undertaken in support of this

- 4.3 Further analysis of Equality Opportunity Implications will be undertaken as part of development work in preparation for subsequent decisions on new initiatives and projects arising from the Strategy. These will show if there are any impacts on specific communities and how the Council has consulted and how it will mitigate these impacts where possible.
- 4.4 Overall the Transport Strategy aims to contribute to Sheffield being a healthier, safer, cleaner and more accessible city. This should have a particularly positive impact for health & wellbeing, young & old, BME communities, people with disabilities, women and financial inclusion. One of the aims of the Transport Strategy will be to facilitate increasing access and opportunities for everyone, particularly those most disadvantaged. By providing interventions that reduce barriers, transport will play a key role in providing better access to jobs, training, education, health care and leisure activities for all.

The individual projects identified over a 15-20 year timescale to deliver the strategy will require mandates, business cases and EIAs in their own right to demonstrate success. These will show if there are any impacts on specific communities and how the Council has consulted and how it will mitigate any potential negative impacts where possible.

#### Financial and Commercial Implications

- 4.5 The Transport Strategy will inform a 20 year Action Plan covering the period 2018-2038 (TBC) with clear priorities for delivery, which will in turn influence future transport spending in alignment with City Region investment decisions. Where the council will be directly delivering or financially contributing to schemes, these will be brought forward through the usual capital approval processes for assessment and authorisation.
- 4.6 The Sheffield Transport Strategy takes a long-term view which is deliberately aspirational and some of the initiatives arising will not be within the gift of the Council, for example decisions on Transport for the North and High Speed Rail. The main source of funding for immediate actions is likely to be the Local Transport Plan and other City Region and central government funding streams, together with potential for other more innovative funding streams. These will need to be the subject of future Cabinet reports.
- 4.7 That said, an illustrative estimate suggests that the entire programme could cost in the order of over £1Billion within its 20 year timespan. Current national funding practice dictates that scheme promoters need to fund the early development costs of projects. Taking account of business case transport modelling, specialist inputs from light and heavy rail consultants, property and land acquisition planning and internal resources required, the likely cost implications for the Council of

developing such a programme of strategic projects is in the order of around £26m over the next 10 years.

Funding for the strategy is yet to be secured. This report does not seek approval of the capital or revenue expenditure and a further report will be brought for Member approval once detailed implementation proposals are defined.

#### Legal Implications

- 4.8 In implementing the overall Transport Strategy, the Council will use a range of legal powers. This includes the Local Transport Act 2000 which places a duty on local authorities to develop policies which will create a safe, integrated and economic transport system that meets the needs of persons living or working within the city. The new Transport Strategy will provide that vehicle. The Local Transport Act 2008 includes a range of provisions relating to bus services, updated earlier last year by the Bus Services Act.

#### Environmental and Sustainability Implications

- 4.9 Our approach to transport aims to help Sheffield to have a better and sustainable environment. The way we move about the city will play a significant role in reducing congestion, by reducing the amount of CO<sub>2</sub> produced by the city and reducing the negative impact of traffic on people in their neighbourhoods. Transport investment decisions will be shaped to closely align with the Clean Air strategy. As stated in the Clean Air Strategy the City has been directed by Government to undertake a Clean Air Zone Feasibility Study to achieve compliant levels of Nitrogen Dioxide, which must be completed by the end of 2018, and set out the actions required to achieve compliance with EU threshold NO<sub>2</sub> levels in the shortest possible time.

#### Tackling Health Inequalities Implications

- 4.10 By 2038 Sheffield aims to have a healthier population living for longer, helped by the way our transport system operates. Improved air quality would mean fewer people dying from the effects of air pollution. Less noise pollution would also result in improvements to peoples' well-being by reducing the annoyance, lack of sleep and loss of productivity at work that it causes. Critically, we also aim for fewer people to be killed or seriously injured on our roads and footways, with more people enjoying the health benefits of active travel, i.e. walking and cycling.

### **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 One alternative would be to not have a long-term transport strategy. This

option would however diminish Sheffield City Council's influence on transport in the city, and weaken the support a transport strategy could provide towards the local economy

- 5.2 Other alternatives could place more emphasis on individual modes of transport. This would increase travel benefits for some but diminish benefits for others, and hence work against the Council's overall desire for fairness, and the strategy for increasing opportunities for everyone. Issues of accessibility, congestion and air quality would be less likely to be addressed. The approach adopted is felt to offer a balanced strategy benefitting the whole community.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 There is very strong public recognition that "doing nothing" is not an option, and that the adverse impacts of increased congestion have to be addressed. The proposed transport strategy draws on the evidence available to identify key themes and early candidate projects for inclusion in a developing long-term strategic programme (an Action Plan), with further consultation to engage people in that developing programme.
- 6.2 This process will enable the Council to adopt a clear strategic approach to transport for the next 20 years, in close alignment with parallel work on Transport for the North priorities, with Sheffield City Region investment decisions, and with other cross-cutting work on the Sheffield Plan, the City Centre Plan and Housing Plans

TFS/RJP 6 June 2018

Appendices: Sheffield Transport Strategy

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