



Report to Economic and Environmental Wellbeing Scrutiny and Policy Development Committee 28 November, 2018

Report of: Head of Strategic Transport and Infrastructure

Subject: Sheffield Transport Strategy 2018-34: assessing sustainable travel options – the role of cycling

Author of Report: Tom Finnegan-Smith, Head of Strategic Transport and Infrastructure

Summary:

In July 2018 Cabinet endorsed a new long-term Transport Strategy for Sheffield. This sets out how the city proposes to deal with projected increases in population, homes and jobs to 2034 and the arrival of HS2.

At Scrutiny on 25 October 2018, Members were briefed on the implications of these new transport policies for the city and the strategic fit with Sheffield City Region’s recent draft Transport Strategy, and Transport for the North’s wider ambitions.

The meeting focussed on public transport – in particular the Sheffield Bus Partnership and Supertram – in order to understand their potential fitness for purpose to meet the challenge of increasing mode share as envisaged in the Strategy.

However, Members were keen that sufficient Scrutiny was also given to active travel, in particular cycling, which had been the subject of an inquiry led by the Committee in 2013/14.

Reviewing of existing policy	
Informing the development of new policy	X
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	X
Other	

The Scrutiny Committee is being asked to:

Provide comments on

- cycling's role in delivering sustainable transport outcomes;
 - compatibility with local access issues in delivering transport interventions
 - how to build support for these ambitions to deliver the uplift needed in active travel to help address transport related problems the city faces.
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Background Papers:

Sheffield Transport Strategy

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Sheffield Transport Strategy 2018-34: assessing sustainable travel options – the role of cycling

1.0	Introduction
1.1	<p>This report aims to provide Scrutiny Committee with a better understanding of how we arrived at the current position where sustainable travel has failed to realise its envisaged potential. It looks at the gap between where the city has reached with cycling, and where we need to be, in order to make our ambitions real. It probes these issues by focussing on cycling as a sustainable transport mode but in its wider context.</p>
1.2	<p>An appraisal of outcomes anticipated by the Sheffield Cycling Inquiry in 2013/14 and how the newly endorsed Transport Strategy seeks to build upon or change them is also offered. This indicates the need for a “reality check” on the gap between previously stated ambitions and what subsequent modelling has shown. This new approach also enables us to better understand what cycling contributes to a healthier, less polluted and more liveable city.</p> <p>Finally, the report considers some of the governance challenges and the financial, social and cultural changes that may be needed as we anticipate a sea change in investment levels in cycling.</p>
2.0	Sheffield’s Transport Strategy –implications for active travel
2.1	<p>The need for a Sheffield Transport Strategy has been prompted by a range of projections – a growing population and the need to facilitate additional jobs and homes in a much more sustainable way being chief amongst them.</p>
2.2	<p>Therefore the new Transport Strategy (2018-34) sets out how to “do” transport differently in the future given the pressing need to</p> <ul style="list-style-type: none">• Create “headroom for growth”, especially in the city centre and Lower Don Valley, as more jobs and homes are required by an increased population• Address congestion, pollution and inequality so that we grow in a sustainable and inclusive way• Help realise the city’s full economic and environmental potential as we prepare for the arrival of HS2 in 2034.
2.3	<p>The Strategy is aligned with Sheffield’s emerging Local Plan, the City Centre Plan and the draft Sheffield City Region (SCR) Transport Strategy. It is necessitated by the challenges above but also the distinctive nature of Sheffield as opposed to the wider City Region in development terms. Chiefly, the city’s larger, denser urban core largely precludes the building of new roads and necessitates a city specific approach.</p>
2.4	<p>In addition, SCR recognises that Sheffield is the driver for wider regional jobs growth. Strong public transport links to the city centre are seen as a key enabler of this. The Strategy is consistent with Sheffield</p>

	City Region's (SCR) economic and developmental ambitions. It also aligns with SCR's emphasis on active travel and the need for a major uplift in cycling rates. Both authorities are keen that the benefits which could be delivered by increased cycling are maximised.
2.5	In testing various growth scenarios for Sheffield, modelling revealed significant additional congestion both on the Inner Ring Road and within the Ring Road. The latter would impact on the city centre itself, resulting in delay to buses particularly. A likely consequence of this would be a shift from public transport to car, with the additional problems for movement and the city that would create. Thus better use of our existing highway asset forms part of the new approach with greater priority given to more space efficient modes, including cycling.
2.6	To recap on the Strategy objectives above (and further outlined at October 2018 Scrutiny), a "Sustainable Safety" methodology is at the heart of the new approach for achieving these aims. This has particular implications for public transport and active travel, marking a switch away from emphasis on encouraging "behaviour change" to the Council itself creating the right conditions on our highways for people to choose the right mode, for the right journey.
2.7	Thus the Strategy adopts the proven "sustainable safety" approach, including segregation where the volume or nature of traffic necessitates it and reallocation of highway space. It draws on best practice from the Netherlands to design the type of infrastructure that has succeeded in creating the conditions for cycling levels that are consistent with "going Dutch" (570% above the 2015 levels). Area wide interventions are deemed necessary to provide for the journey door-to-door including local trips to schools and services.
2.8	This necessitates ensuring safe conditions for cycling for short trips (the vast bulk being under 5 miles and many of these shorter still). Along with public transport, cycling as a sustainable mode, is thus enabled to capture the projected increase in trips, whilst car use is pegged at 2015 levels. Classification of roads and reallocation of road space -- as in the Netherlands -- to minimise conflict between different modes and improve safety and efficiency is essential to delivery.
3.0	Active travel: cycling (with reference to the Sheffield Cycle Inquiry 2013/14)
3.1	Taking our lead from the All Party Parliamentary Cycling Group's 2013 report, Sheffield conducted its own Cycling Inquiry in 2013/14, led by the Economic and Environmental Well-Being Scrutiny Committee. This drew evidence from a wide range of groups and individuals, not just those with an active interest in cycling. The Inquiry produced a report which was agreed by the Committee in February 2014.
3.2	The Inquiry report made 19 recommendations encompassing strong leadership, infrastructure and getting people cycling. It was recognised that achievement of these goals was conditional upon the necessary funding being made available.

	<p>The report also endorsed the Get Britain Cycling target to increase cycle use nationally to 10% of all journeys by 2025 and 25% in 2050, a target not subsequently adopted by Government.</p>
3.3	<p>A South Yorkshire Cycle Action Plan, setting out a strategic sub regional network, was drawn up which subsequently helped inform the ongoing production of the SCR Local Cycling and Walking Infrastructure Plan (LCWIP).</p> <p>In order to deliver a step change in cycling in Sheffield, it became clear that an integrated approach to wider transport was required and aligned within the broader strategy. The Transport Strategy outlines our approach to deliver a coherent and comprehensive network, as recommended by the Inquiry.</p>
3.4	<p>As part of SCR, Sheffield is among the first tranche of cities to develop an LCWIP with support from the Department for Transport (DfT). This is being developed during 2018/19.</p> <p>The Transport Strategy has also made use of the Department for Transport's new cycling propensity (PCT) tool to model where uptake of cycling is most likely, in line with the LCWIP development.</p>
3.5	<p>Since the Inquiry reported, modelling using the PCT has enabled us to project what uplift in cycling a "Go Dutch" scenario could be expected to achieve. In this scenario "sustainable safety" standard infrastructure would be provided to enable an uptake of cycling that matches that in world leader the Netherlands, but taking into account Sheffield's topography.</p> <p>This indicated that a 13% share for cycling trips could be achieved with the necessary investment in infrastructure – that being around £50 per person per year or £26m p.a. in the transformation phase (15-20 years) and around £10m p.a. in the continuity phase (in other words in perpetuity).</p>
3.6	<p>On this basis the Transport Strategy therefore proposes to prioritise improvements in areas where there is the greatest opportunity for short cycling trips, principally to the city centre, to replace car journeys and thus relieve congestion.</p>
3.7	<p>The first priority identified is connecting the Broomhall, Highfield, Sharrow and Nether Edge areas to the city centre, informally known as the "Brincliffe Wedge". Other priority areas are the Upper Don corridor linking to Middlewood, Wadsley Bridge, Southey Green and Parson Cross; around the Darnall, Attercliffe, Greenland and Handsworth area to Meadowhall and the Advanced Manufacturing Park and in the Mosborough townships to connect with stops on the blue Supertram line.</p>
3.8	<p>A level of locally based concern is anticipated, as might be expected when delivering change on this scale. For example, arising from an early component of the emerging "Brincliffe Wedge" scheme there</p>

	<p>have been objections to the changes in traffic management, including making Broomhall Road one way. This was necessary for a new route connecting Sheffield Hallam University's Collegiate Campus (off Ecclesall Road) with the city centre. People may need to travel further to access the wider road network and parking space may be curbed. Difficult decisions ensue for Members if we are to achieve growth that is of wider benefit to the city, not only for those directly impacted but for the city as a whole. Members may understandably wish to strike the right balance between the two imperatives.</p>
3.9	<p>There is also a risk that significant amounts of officer time are devoted to engagement from the limited resources available. The Parking Strategy highlights this issue and suggests that a legal minimum consultation rather than full engagement may be adopted in certain circumstances. For certain schemes particularly where behavioural and lifestyle change needs to be adopted, further or fuller engagement will need to be considered as part of scheme development.</p>
4.0	What does this mean for the people of Sheffield?
4.1	<p>In order to make this kind of change people, businesses, community and media in Sheffield ideally need to be actively engaged. This will form part of feedback on the Strategy as we seek adoption by Members. Buy in from politicians and opinion formers will be invaluable. If the benefits of a sustainable transport strategy are more fully understood then so will the seeming inconvenience, disruption, costs and set-backs that inevitably accompany delivery of ambitious schemes on this scale.</p>
5.0	Recommendations
5.1	<p>The Committee is asked to consider the contents of this report and the transition that will be necessary to deliver the Transport Strategy. Views on the following would be particularly useful</p> <ul style="list-style-type: none"> • Measures necessary to ensure sustainable travel modes are fit for purpose to play their full role in the Strategy • Considerations of how wider ambition sits alongside the more local considerations as transport schemes are implemented.