



## Report to Policy Committee

**Author/Lead Officer of Report:** Matthew Reynolds, Transport Planning and Infrastructure Manager

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**Report of:** Kate Martin, Executive Director of City Futures

**Report to:** Transport, Regeneration and Climate Committee

**Date of Decision:** 21<sup>st</sup> September 2022

**Subject:** Shalesmoor Gateway Outline Business Case Submission

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? 1227				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
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:-				
<p><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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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></p>				

### Purpose of Report:

The report updates the Transport, Regeneration and Climate Committee on the work undertaken to date on the Shalesmoor Gateway Outline Business Case, in preparation for a submission to the Department for Transport’s Major Road Network National Roads Fund.

The key benefits of the scheme remain unchanged from the project mandate, supporting and protecting the city’s growth objectives within the City Centre, Kelham Island and Neepsend areas, in terms of enabling access to key development sites which will bring forward thousands of new homes along with other local facilities and employment opportunities.

The project will form part of the emerging City Centre Masterplan and aligns with the strategic Local Plan growth ambitions. The scheme also reduces traffic congestion and improves resilience of the Inner Ring Road, allowing traffic to move efficiently along the A61, which is a blue light route for the emergency services and is defined as the Department for Transport’s Major Road Network.

In addition, the scheme provides improvements for public transport, pedestrians, and cyclists, tying into the Connecting Sheffield programme and the Kelham Neepsend project. This integrated and balanced approach delivers against the longer-term priorities of the Council in terms of sustainable transport and working towards net zero carbon by 2030.

The report outlines the potential future financial commitment required by the Council, in advance of any development and construction funding by the Department for Transport.

Appendix A shows the indicative scheme proposals. This is preliminary design and will be refined, taking on further comments from stakeholders through detailed design.

Appendix B outlines the spend profile of the scheme

### **Recommendations:**

It is recommended that the Transport, Regeneration and Climate Committee:

*Endorse the work undertaken thus far to develop the Outline Business Case for Shalesmoor Gateway to the Department for Transport;*

*To the extent that the relevant decisions are not already delegated to officers, authorise the Executive Director of City Futures, in consultation with the Chair or the Transport, Regeneration and Climate Policy Committee, to undertake all necessary work to continue the development of the Shalesmoor Gateway scheme and prepare the Full Business Case. This will include detailed design, public consultation, and tendering for the works to be undertaken;*

*Note that the Full Business Case will be brought back to the Transport, Regeneration and Climate Policy Committee for its endorsement prior to submission to the Department for Transport; and*

*Note that the delegated authority to submit bids for further funding via the OBC and FBC rests with the relevant Exec Director (in consultation with the Council's Chief Finance Officer), and that commitment to the use of that funding as well as the commitment of the remaining £2.97m allocation of Community Infrastructure Levy funding in accordance with the proposal detailed in this report will further be subject to the approval of either the Strategy and Resources Policy Committee or the Finance Sub-Committee, where appropriate.*

### **Background Papers:**

ICMD - Housing Infrastructure Fund Business Case Submission to Homes England / MHCLG <http://democracy.sheffield.gov.uk/mglIssueHistoryHome.aspx?IId=27186>

ICMD – Shalesmoor Gateway Outline Business Case Development [Draft Protocol for Cabinet Reports \(sheffield.gov.uk\)](#)

Website content - [Shalesmoor Gateway scheme | Sheffield City Council](#), <https://www.sheffield.gov.uk/travel-transport/shalesmoor-gateway-scheme>

Lead Officer to complete:-		
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 and Commercial: Damian Watkinson,
		Legal: Patricia Evans and Richard Cannon
		Equalities & Consultation: Annemarie Johnston
		Climate: Jessica Rick
<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>	Kate Martin Executive Director of City Futures
3	<b>Committee Chair consulted:</b>	<i>Councillor Julie Grocutt, Deputy Leader of the Council and Co-Chair Transport, Regeneration and Climate Policy Committee</i>  <i>Councillor Mazher Iqbal, Co-Chair Transport, Regeneration and Climate Policy Committee</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 Committee 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> Matthew Reynolds	<b>Job Title:</b> Transport Planning and Infrastructure Manager
	<b>Date: 5<sup>th</sup> September 2022</b>	

## 1. PROPOSAL

## Background

- 1.1. In 2019, a highway improvement on the A61 was promoted as part of the Council's bid to MHCLG / Homes England's Housing Infrastructure Fund (HIF). Given the densification of the City Centre and continued growth of the Kelham and Neepsend area, the scheme demonstrated a 'good fit' as it made a significant contribution to the potential housing growth in the Housing Zone North area (Kelham Island and Neepsend). The bid was well received, but ultimately unsuccessful.
- 1.2. Despite this initial set back, the Shalesmoor Gateway scheme remains important to the city, and further work has been undertaken to gain Government funding. The Shalesmoor Gateway has moved on from the original housing and highway-based scheme, to include for all transport users. The scheme has been revised to include significant improvements to cycle provision, pedestrian connectivity, and public transport prioritisation, as well as improved highway conditions for all motorised users. From the outset of the Outline Business Case, the council have been clear on the need for the scheme to achieve a balanced approach for all users, and avoid a bias to highway traffic, hence the current scheme which includes significant improvements in public open spaces, green infrastructure, and the promotion of active travel modes.
- 1.3. In addition, the evolution of the Shalesmoor Gateway scheme has considered the more recently developed neighbouring schemes and proposed interventions, including Connecting Sheffield. The scheme offers an opportunity for consistency in terms of visual identity and materials, as well as wayfinding opportunities for key destination in the City Centre. Importantly, the scheme will not compromise any existing and planned new infrastructure being developed in the local network, including tram and public transport investment decisions.
- 1.4. The Council previously approved the development of the Outline Business Case, which has taken place over the course of the past year and is approaching completion in preparation for submission to the DfT. An optioneering process has been completed with several options produced, including a less ambitious low-cost option, a preferred option, and an intermediate option. The preferred scheme has an indicative construction value of £20.7m. This cost includes all eligible costs, including Full Business Case production and construction costs. Further detail is provided in the financial implications section of this report.
- 1.5. The economic dimension of the OBC has demonstrated how the scheme delivers a Very High Value for Money proposition, with the Preferred Option generating over £4 of benefits for every £1 of investment. The adjusted BCR further increases to 5.18 with the additional Wider Economic Benefits.
- 1.6. The robustness of the scheme's economic performance is also evident, with strong BCR values under both High and Low growth assumptions

with BCR values of 9.99 and 3.08, respectively. A final measure of robustness is demonstrated through the cost sensitivity test, with the Preferred Option still returning a High Value for Money (BCR of 2.71) with scheme costs increased by 50%.

- 1.7. In approving the OBC for submission to DfT, the council is seeking agreement to progress the scheme into the FBC stage. Funding for the development of the FBC will need to be made by the council at risk. The Financial Dimension of the OBC identified a commitment from the council of £1.44m for the FBC (including the costs to OBC to date), in advance of DfT's funding approval. Once approval from the MRN fund is gained for the FBC the investment made by the council will be recovered as part of the overall scheme delivery.
- 1.8. The scheme will be allocated from central government sources, along with an expectation that a local contribution to cover the OBC development to date, with the construction of the scheme completed by Summer 2025.

### The Scheme

- 1.9. The Shalesmoor Gateway scheme has moved on significantly since the original plans presented within the HIF submission, with a greater emphasis on active travel and bus priority complemented with the creation of a Gateway into the city centre. The scheme builds in public realm improvements, based on the success of the Grey to Green investment and applies the principles of high-quality urban design along this key highway corridor.
- 1.10. The highway network in this area continues to suffer from serious congestion in peaks hours, in particular, the evening. The Strategic Dimension of the OBC sets out a clear and robust evidence base around the need for intervention, demonstrating the alignment of the strategic and scheme objectives of the scheme with local, regional and national policies. Seven scheme objectives have been set out within the OBC which reflect the needs of various modes of transport and different user groups.
- 1.11. The Scheme Objectives are to:
  - Reduce overall congestion and improve journey times through the Shalesmoor Gateway, in Sheffield City Centre and greater commuter catchment.
  - Reduce conflict between IRR traffic and Supertram – reduce occurrence and frequency.
  - Support SYMCA's ambitions to increase cycling modal share from 2% to 7% up until 2040.
  - Deliver high quality, safe crossing opportunities, which minimise wait time and improve safety – reduction in the number and severity of pedestrian accidents.
  - Introduce additional accessible green space through the conversion and redetermination of redundant space.

- Improve the quality of green space, with enhanced flood management, improved biodiversity, and improved public interaction with green space.
  - Improve public transport journey times and journey time reliability through the Shalesmoor Gateway.
- 1.12. The proposed highway improvements will future proof Sheffield's transport network. Increased capacity along the Inner Ring Road, will ease congestion, while promoting active travel through the implementation of high-quality walking and cycling infrastructure. This will unlock the overall network, holistically improving journeys for all road users, including the wider public transport network and pedestrians into the City Centre.
- 1.13. The scheme will also feature accessible and high-quality pedestrian crossings along Penistone Road. Developed to connect communities in Kelham Island and Neepsend to the City Center and integrate with the Supertram network.
- 1.14. From the outset the key aim was to achieve a balanced outcome for the Shalesmoor Gateway Scheme, designed to improve journeys for motorised vehicles, pedestrians, cyclists, and public transportation across the junction.
- Improvements will be made to the public realm environment, with high quality materials and landscaping to upgrade the look and feel of the surrounding area, with increased space for non-motorised users.
  - Residents and visitors to the neighbourhoods of Kelham Island and Neepsend, north of the City Centre, will have an improved travel experience into the heart of the city through high-quality cycling and walking infrastructure and improved reliability for bus services.
  - The accessibility and safety of the tram network will be improved. The tram stop at Shalesmoor Gateway provides residents of Kellam Island access to a key transport route across the city.
- 1.15. The Sheffield Transport Strategy highlights the importance of a series of improvements to the Inner Ring Road to support the development the city, including circa 25,000 new jobs and 40,000-46,000 new homes. Much of this growth is proposed for the City Centre (an identified growth area) and the Sheffield Housing Zone North, both of which lie adjacent to the proposed highway scheme.
- 1.16. At present there is no safe, accessible crossing of Rutland Road for pedestrians or for cyclists using the Penistone Road cycle route. This route forms part of one of the priority corridors (between North Sheffield and the city centre) identified in the SCR Active Travel Implementation Plan. The proposed scheme addresses this gap and improves other crossings and facilities for pedestrians and cyclists within the scheme boundaries too.

- 1.17. If we do nothing, we anticipate journey times on the Inner Ring Road to increase by around 25%. More problematically than that, existing capacity issues combined with a lack of resilience in junction and traffic signal control design on the Inner Ring Road do, on occasion during busier parts of the year, result in gridlock events and standing traffic throughout the city centre, which in turn causes severe delays and disruption to all transport networks.
- 1.18. The scheme therefore has a clear link with the Council's aspirations of supporting growth, reducing congestion, supporting all road users. The scheme will also be considered alongside other programmes of work in the locality, including the Transforming Cities Kelham Island and Neepsend proposals.

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

- 2.1. The Council and the Sheffield City Region Mayoral Combined Authority have continued to promote this scheme as a priority to support growth, unlock opportunities and promote active travel, with continued support also being provided by Homes England.
- 2.2. In accordance with the recommendation, implementing the scheme contributes towards the delivery of the Sheffield City Region Transport Strategy 2018-2040 and the Council's Transport Strategy (March 2019).
- 2.3. The proposal aligns with Council priorities:
  - "Strong Economy" (supporting organisations in informed decisions on future fleet investments)
  - "Better Health and Wellbeing"
- 2.4. The strategic objectives for the scheme include;
  - Provision of additional transport capacity to support housing and employment growth along the Housing Zone North (Kelham and Neepsend) and in the City Centre.
  - Encouragement of more travel by active modes (walking and cycling) and public transport (tram and bus).
  - Improvement of journey times and reliability for all modes on the Inner Ring Road.
  - Support emergency access to the Northern General Hospital.
- 2.5. The Scheme supports the emerging Local Plan as well as the supporting the Central Area Strategy, aligned to discussions that are taking place with the Department for Levelling Up, Housing and Communities. The Shalesmoor Gateway Scheme also aligns strongly to Sheffield City Region Strategic Economic Plan. The business case also clearly sets out the role the scheme can have in a wider Major Road Network programme.

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

- 3.1. Consultation has been undertaken with previous Cabinet Member and Executive Members with Transport within their remit, and Leaders of the Council, with full support being granted. There has also been considerable discussion with the SYMCA and Transport for North who support the principles of the project from a funding and assurance perspective.
- 3.2. Local Ward Members have received an update email on the scheme proposals, including a link to project webpage and a specific note on the scheme delivery process.
- 3.3. The Sheffield Central MP has been briefed on the scheme proposal and has noted support for the project. There is a request to maintain the dialogue in respect of scheme progression.
- 3.4. Active Travel England (ATE), a new government body to oversee and commission active travel projects, have been asked their advice on the scheme. A formal response will be provided in due course. There will also be a discussion arranged with the South Yorkshire Active Travel Commissioner when in post.
- 3.5. Bus Operators, SYMCA and Stagecoach Supertram were involved in the design process and have been instrumental in the current design. As a result, bus priority is physically included in the design. Stagecoach Supertram have highlighted several operational requirements to be considered.
- 3.6. Cycle Sheffield, a campaign group for active travel in the city have submitted an objection to the scheme. This objection outlines a few specific requests of the design that will be looked at through the later phases. The scheme was also presented to the Sheffield City Council Cycle Forum whereby constructive comments were received and will be taken on board for consideration in the next stage of design.
- 3.7. In developing the FBC, consultation with landowners, businesses and the Chamber of Commerce, residents, interest groups, transport operators and disability groups will take place. This early engagement will allow scheme design to consider any concerns raised. There have been no objections to the scheme, and several design improvements have been raised which will be considered as part of detailed design.
- 3.8. The FBC communication plan will ensure that the next stages of engagement and communications activity remain aligned to the wider corporate position and refer to all related project development in the area. Wider transport behaviour change messaging is being developed through the Connecting Sheffield brand and the Shalesmoor Gateway will complement other investment in active travel and public transport.

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



#### 4.1. Equality Implications

4.1.1. Improved infrastructure for active travel will provide a more accessible and continuous route for pedestrians and cycles through Shalesmoor; and provide direct connections between key destinations in the surrounding area. The scheme will provide priority for buses over cars and therefore increase the reliability of bus services and reduce the journey times to destinations in the local and wider area. These impacts are particularly important to more vulnerable socio-demographic groups who are less likely to own a private vehicle and rely on alternative modes to access services.

#### 4.2. Financial and Commercial Implications

4.2.1. The Shalesmoor Gateway Scheme is currently estimated at £20,765,905. This cost includes the full costs of OBC and FBC development, as well as the commuted sum and a construction contingency and price inflation (at 7.5%). This is detailed in Appendix B of the report.

4.2.2. Subject to DfT approval, the scheme will be funded and delivered through a blend of national funding via a National Roads Fund capital allocation of the full value of £20,765,905, with an anticipated local contribution. Currently, the Corporate Investment Fund (from the Community Infrastructure Levy portion) has outlined an allocation of £3.4m for the capital funding of the scheme. The exact utilisation of this match funding will be established at FBC stage but will initially be used to underwrite development costs until DfT funding is released.

4.2.3. We are currently requesting from DfT the full value of the scheme at £20,765,905. SCC's local contribution is currently earmarked for any increased costs, and potentially the commuted sum. At FBC stage, the final scheme costs will be updated to reflect further design work and emerging inflationary pressures. At this stage SCC's contribution to the overall costs of the scheme will be defined formally as a percentage match of the total construction value.

4.2.4. Successful completion of the Full Business Case for this major road scheme relies on activities from a large team of qualified and experienced staff in a range of specialist disciplines, including highway design, environmental appraisal, traffic modelling, economic appraisal, and cost consultancy. A compliant appointment through the Council's delivery partner contract with Amey will be sought. Without this provision, the Council would be unable to meet the timescales for successful delivery of the fast-track bid programme.

4.2.5. The total cost of preparing the FBC is £1,440,244 and will be used to complete the technical elements of the business case.

4.2.6. The financial contribution sought from CIF through this approval is for the remainder of the £3.4m existing financial commitment. £430k has been

spent to date on the OBC development, with this approval seeking that the remaining £2.97m to be made available for additional work and match funding for the construction should the bid be successful.

4.2.7. As part of the FBC development and the confirmation of the Local Contribution, we will work the DfT to include all eligible capital costs for recouperation from the final capital funding envelope. To enable this, a separate approval through the Council's Capital Gateway process will be completed. This will be undertaken to reduce the financial risk on the Council.

4.2.8. The viability and affordability of any scheme will be a fundamental part of the Business Case process. The Shalesmoor scheme has a very strong Value for Money case, with a high BCR. An updated cost estimate for the proposed solution will be prepared as part of the Full Business Case process, this will include the development of a final BCR score which will be critical to the Department for Transport's assurance process.

4.2.9. While there remains a small risk until DfT funding is finally confirmed, any work undertaken developing the scheme would not be abortive as this scheme is critical to the city's overall transport strategy.

#### 4.3. Legal Implications

4.3.1. The outputs of this Full Business Case Stage will be prepared to ensure that the relevant requirements of the statutory planning process are met.

4.3.2. Engagement of key stakeholders, residents and members of the public is an obligation of the local authority during the planning and delivery of major highway projects. The proposed approach to consultation and engagement has been developed to ensure that the Council takes appropriate measures to discharge its obligations to stakeholders before confirming a detailed design option. That detailed design will, of course, be subsequently subject to the normal, formal consultation process.

4.3.3. The route of the scheme, alternative schemes, funding of the scheme, land acquisition, costs of land acquisition, potential consideration of the need for use of Compulsory Purchase Powers, and consideration of procurement and State Aid issues have all yet to be considered. All these points will need separate legal consideration at the Full Business Case stage, on the points they raise, in light of the powers under the Constitution. In addition, funding to be provided by a capital contribution from the Council will have to be identified and form part of a capital bid and be a Key Decision.

#### 4.4. Climate Implications

- 4.4.1. A Climate Impact Assessment has been carried out as part of the scoping of the OBC and this will be revisited as part of the FBC preparation. The scheme will also need to be developed alongside the Department for Transport's Decarbonisation Plan, with carbon reduction being a focus of the appraisal process and the construction management plan.
- 4.4.2. The CIA shows that many of the potential mitigations to reduce carbon emissions are already included within the scheme, but some opportunities do exist to reduce carbon emissions further, including specification of low embodied carbon construction materials, small scale renewables such as solar panels on signage, inclusion of waste minimisation requirement in tender specifications and inclusion of further tree planting near the tram stop.
- 4.4.3. Predictions indicate that there will be an overall reduction in greenhouse gas emissions over the 60 years due to a reduction in vehicle-kilometres travelled with the scheme. In the Scheme's opening year (2025) the reduction would be -327 tonnes.
- 4.4.4. The main impacts of the scheme are in the use of construction materials, which cannot easily be avoided. The impacts of the scheme in other areas are moderate in terms of achievable carbon reductions, but do not add to overall carbon emissions compared to the current situation. It should also be noted that the scheme is part of the wider Connecting Sheffield programme which addresses some of the wider issues around influence, communications, and promotion of active travel that this scheme in isolation does not necessarily address.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1. 'Do nothing' has been considered, but is not considered appropriate as this is likely to result in:
  - Increased congestion and negative impact on journey times and journey time reliability
  - Failure to promote access to the supertram network;
  - Prevent the accelerated completion of development in and around HZN and city centre leading to growth in economy
  - Reduced facilities for pedestrians and cyclists, failing to encourage more active and sustainable travel choices.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1. The Council's Housing Infrastructure Fund identified the wider strategic benefit in delivering an integrated highway improvement at the Shalesmoor Gateway on the A61. This improvement was included in the Housing Infrastructure Fund bid; however, it was unsuccessful.

- 6.2. Recognising its strategic importance, the Council also submitted the scheme through the Department of Transport's National Roads Fund. It was subsequently added to the long list of schemes by Transport for the North, via a South Yorkshire Mayoral Combined Authority submission. The Shalesmoor Gateway scheme is the only scheme to be shortlisted within the Sheffield City Region.
- 6.3. The work done to date on the scheme has been critical to the identification of viable alignments and the OBC has identified the preferred option to meet the wider strategic objectives and deliver value for money. The business case is very strong and is ready for submission.
- 6.4. Entry to the National Roads Fund programme requires rigorous assessment and compliance with well-established DfT processes and procedures in the assessment of options. The requirements are understood and are well known to the Council, with previous schemes having been subject to DfT requirements and progressing successfully.
- 6.5. The funding and delivery timescales are limited. It is therefore critical that the OBC is submitted to the DfT and that the FBC works are undertaken without delay to meet the programme. Failure to meet programme and / or DfT requirements may compromise future further funding opportunities for the scheme.
- 6.6. The award of funding for the development of the FBC does not guarantee future DfT funding, either for scheme development costs at the FBC stage, or for implementation of the scheme. It is essential that all avenues for funding continue to be investigated.