



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: Strategy and Resources Committee

Date of Decision: 15 March 2023

Subject: Transport Review

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, what EIA reference number has it been given? <i>(Insert reference number)</i>				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" 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:-				

Purpose of Report:

To provide an update on the transport policy environment, Sheffield's role in achieving regional objective, meeting carbon zero targets and the related investment programmes designed to deliver transformational connectivity.

Recommendations:

That the Strategy and Resources Committee:

- 1) Note the initial update on the Sheffield Transport Strategy and Programme, and the success achieved in securing significant investment into Sheffield and the progress being made to deliver the City's transport objectives.
- 2) Note that the Transport, Regeneration, and Climate Policy Committee will:
 - i. Provide oversight to the scope of the refresh of the Sheffield Transport Strategy, and development of the associated delivery plans, ensuring that the city's commitment to Net Zero is fully reflected;
 - ii. Support officers to review the professional capacity required to support the successful development, delivery and influence of policy, programmes and initiatives to support Sheffield's ambitions; and,
 - iii. Review the approach to communications, consultation and engagement at a programme and project level and determine the level of appropriate resources required.

Background Papers:

Appendix A – Supporting Presentation

Sheffield Transport Strategy 2019 - [Transport Strategy 2.pdf \(sheffield.gov.uk\)](#)

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: Damian Watkinson
		Legal: Richard Cannon
		Equalities & Consultation: Ed Sexton
		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	SLB member who approved submission:	<i>Kate Martin Executive Director of City Futures</i>
3	Committee Chair consulted:	<i>Councillor Terry Fox, Chair of Strategy and Resources 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 SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Matthew Reynolds	Job Title: Transport Planning and Infrastructure Manager
	Date: 1 st March 2023	

1. PROPOSAL

Background

- 1.1. In autumn 2017 Government announced the £2.45bn Transforming Cities Fund (TCF) with the key aim to improve access to good jobs within English cities and encouraging an increase in journeys made by low-carbon and sustainable modes of transport. The TCF funding opportunity was a competitive fund released by the Department for Transport and signalled a step change in the levels of funding for walking, cycling and public transport infrastructure to support the social, economic and environmental ambitions of successful cities. Sheffield City Council, alongside other SY partners, bid for and received £166m in 2020 to implement an ambitious programme of sustainable transport improvements.
- 1.2. This step change in sustainable transport funding has subsequently been reinforced through further competitive funding opportunities including the Active Travel Fund (rounds 1-4), the City Region Sustainable Transport Settlement and a number of others. All of these funds aim to deliver on the Governments updated policy ambitions particularly those set out in the national cycling strategy 'Gear Change', the national bus strategy 'Bus Back Better' and the national transport decarbonisation plan 'Decarbonising Transport: A Better, Greener Britain'.
- 1.3. Given the scale of projects being developed and delivered across the city, which propose changes in line with local and national policy, and where required include new design standards, the Strategy and Resources Committee have requested an update on the current programme and an understanding of how these align to the existing Sheffield Transport Strategy and other key strategic policy objectives.
- 1.4. This report should be read alongside a presentation that will be provided to S&R Committee meeting (attached at Appendix A) and together they aim to present the initial outcomes of a review into:
 - the current status of the Sheffield Transport Strategy adopted by the Council in March 2019
 - the alignment of the different programmes SCC will need to deliver to meet its sustainable transport objectives following successful funding bids, and
 - the challenges/issues that the step change in the scale of sustainable transport programmes in Sheffield has so far presented
- 1.5. This report now sets out a number of conclusions from the initial review.

Sheffield Transport Strategy (2019)

- 1.6. Having reviewed the Sheffield Transport Strategy (2019-34)¹ against current and emerging regional and national policy, officers consider that the core aims and objectives of our strategy are still relevant, but the strategy needs to be supported with specific delivery plans.
- 1.7. The current strategy aligns with regional and national ambition and funding programmes, with a trajectory towards investment in active modes and public transport improvements to enable and encourage people to consider these as attractive, efficient, accessible, safe and affordable options in Sheffield.
- 1.8. It is important to note that the Supertram system remains a clear strategic priority for the city, with its connectivity to key employment locations, future growth areas and the role it plays in integrating the park and ride network. The strategy acknowledges the need for the major maintenance of the current tram network, and progress has been made on this with £100m secured for the first phase, but also the importance of further expansion of mass transit in the city.
- 1.9. The current strategy also acknowledges the importance of policy-based interventions, such as the use of demand management techniques like parking charges and more innovative solutions to promote and accelerate modal shift and support road safety, such as through better enforcement of poor user behaviour, via changes to the Traffic Management Act Part VI legislation.
- 1.10. It also acknowledges the role of the ring road and the importance to provide a balanced improvement to the highway infrastructure, to support the Department for Transport's Major Road Network ambitions and to provide capacity where longer distance and goods trips are necessary. Ensuring that our highway network is managed and designed to accommodate efficient access into and out of the city centre in order to minimise delay to public transport is essential.
- 1.11. The Sheffield Transport Strategy looks towards 2034 and acknowledges that without a rapid change to more sustainable travel, the scale of growth forecast in the city will lead to significant detrimental economic, social and environmental impact, as a result of a worsening in transport conditions for people travelling in Sheffield.
- 1.12. The current strategy has allowed the development of a pipeline programme of investment, with a clear link to a policy rationale and justification. It has allowed the city to successfully bid in competitive rounds of funding. On a city basis, this equates to over nearly £1bn in the next five years, covering funding allocations held by Sheffield City Council and the South Yorkshire Mayoral Combined Authority (SYMCA). This shows the council's ambitions for the city, and where it must get to, to ensure a well-connected, inclusive and sustainable growth agenda for the city and the wider regional economy.

¹ [Sheffield Transport Strategy 2018](#)

- 1.13. Notwithstanding this, there have been changes since 2019. The outcomes and changing travel behaviours and pressures on public transport following the coronavirus is one area for further consideration. But also, the push towards carbon reduction and innovation are two other policy areas which must be acknowledged at a strategic city level. This includes emerging technologies like autonomous vehicles, mobility hubs and the updated design guidance around cycle and bus investment. A refresh or update of the Transport Strategy has not been taken forward due to significant pressures in the current workload and the historic lack of a dedicated revenue budget for transport planning.
- 1.14. There are challenges in delivery, related to the resourcing in the current structure. The current structure of the policy team, the design teams and delivery are not sufficiently resourced for the scale of capital programme necessary and related policy development. Ultimately, more resource is needed to support delivery if the council is to meet the ambitions set down in the adopted Transport Strategy. This is challenging given that there is currently a shortage of suitable people with the required knowledge, skills and experience in the market. This means that capacity will need to be sourced from a range of providers and importantly that we 'grow our own' experts. In late 2022 the Strategic Transport, Sustainability and Infrastructure Service (STSI) appointed 3 apprentices to start this approach.
- 1.15. Clearer delivery pipelines across key transport programmes would assist in presenting a transparent ambition for the city but also in resource planning and competitive funding bids. It is recommended that alongside any updates to the Sheffield Transport Strategy that city delivery plans are developed where this is most appropriate.

The SCC Climate Declaration and ARUP Pathway Report

- 1.16. In February 2019, Sheffield City Council was a trailblazer in its commitment to carbon reductions. In declaring our Net Zero ambitions by 2030 the Council then started to further develop and define the scale of action and change required to deliver on this commitment.
- 1.17. The Transport Strategy (2019) confirmed that if we achieve our ambition for growth without addressing the transport challenge, by 2035, traffic on the ring road will increase by 20%, meaning longer queues into the city. There would be a 35% increase in delay within the city centre meaning resilience of the network would be severely compromised. As buses use the same highway space, there would be an estimated 20% increase in bus delay. This demonstrates the case that the modal shift towards non-private car modes is urgently needed, to reduce the related externalities of motor journeys.
- 1.18. As a result the strategy set out that we need to hold private car trips at baselined 2015 levels, with a substantial increase in public transport,

walking and cycling but this was primarily just to manage the capacity for growth that was forecast in the city.

- 1.19. The ARUP Pathways Report, and later the council's adopted 10 Point Plan, defined the scale of change over four objectives; increase active travel by 257%, a huge uptake in electric vehicles, consolidation of freight operations and increase public transport use by 15%. Wrapping around all of this is a reduction in car trips by 67%. This is the scale of the change required to manage the capacity and carbon impact of our transport network.
- 1.20. A shift to new technology alone (electric or hydrogen) will be insufficient to meet our net zero target by 2030 and we need to reduce the use of private vehicles as well as supporting a transition to lower emission vehicles, for those journeys where private car is still required. Fundamentally we need to make other modes more attractive, and this starts with the provision of the correct infrastructure and the behavioural messages and incentives to support this transition. But in providing the 'carrots' to encourage a change there is also a need to consider the potential for appropriate 'sticks' to motivate change and manage demand as indicated at section 1.9.
- 1.21. The dependence on private cars is causing severance in the local neighbourhoods, such as parking, speeding, congestion, inability to cross the road and the more pressing issue for the city is the road safety statistic that places Sheffield as the worst performing metropolitan area in the country for Killed and Seriously Injured collisions. Having a safer and more sustainable transport system that addresses these problems will provide real benefits to people across Sheffield.
- 1.22. The other consideration is the fact that 29% of residents and households of Sheffield do not have access to private cars in their household². In certain parts of Sheffield this increases significantly with Darnall c.39%, Burngreave 48% and Norfolk Park and Heeley at 41%. They rely on the buses, trains, trams and active travel. Supporting improvements to these modes and enabling greater uptake will create a more sustainable, stable and financially viable transport network to the benefit of all users.

Refine Messaging and Communication

- 1.23. Recent project delivery has outlined the limitations of our strategic messaging and engagement platforms. The projects have suffered from stop/start consultation processes due to many factors, and this has highlighted some deficiencies in existing processes and messaging.
- 1.24. To tackle this, an emphasis on the community input, at an early stage in the process is of paramount importance for a robust collaborative and co-design approach. There are some significant lessons learnt from the

² https://www.nomisweb.co.uk/sources/census_2021/report?compare=E08000019#section_6

Active Travel Neighbourhood implementation as well as the platforms used during the pandemic that are not suitable in isolation.

- 1.25. A need for a citywide conversation on the need to change has been recognised along with the rationale, the issues facing the city and the benefits of why change is important. The scale of change is significant as outlined previously and that needs to be easily digestible for everyone we engage with. To assist with this, a Toolkit for engagement is being developed, which will define a series of actions that need to be evidenced and completed, to ensure that the right channels are being used and the feedback can be properly incorporated.
- 1.26. At a local level, discussions have been held with a number of Ward Members as part of the most recent communications on Active Travel Neighbourhoods with the opportunity to inform and co-design materials used. Workshops have been held with local ward councillors to understand how communications can support positive behaviour change.

A Strong Political Framework and Regional Exemplar

- 1.27. We need to recognise Sheffield's position as a Core City and as an exemplar for the South Yorkshire region. Sheffield will play a key role in implementing national policy direction and as a result will influence regional policy and the capital pipeline. To make this happen, a strong political framework to secure transformational decisions is needed to maximise investment and delivery.
- 1.28. This is not something that can be achieved as a City alone. Other Core Cities do not function independently, and work closely with their respective regional structures and statutory authorities to achieve successful outcomes.
- 1.29. We have a desire for greater collaboration with SYMCA. Part of this is to ensure that our priorities are clear and consistent with the region's policy direction. It is also important that Sheffield's strengths as a Core City are reflected in the emerging Local Transport Plan 4 update process, including supporting action plans, associated funding allocations and progress reporting. As the Local Highway Authority, we will have direct, statutory responsibility to a significant part for the realisation of these policy objectives if the core outcomes are to be delivered.
- 1.30. With this greater collaboration, there is greater potential to harness the funding opportunities that this brings and ensure that our ambitions are reflected in regional policy. In turn, this will be represented in ongoing communication with service providers and Government departments, mainly, the Department for Transport.
- 1.31. The scale of change is challenging but working in a robust and coherent political framework can ensure that the opportunity to deliver transformational change is achieved. Other Core Cities are leading the way in making radical steps towards transport changes, with major

investment in public transport, active travel and supporting policies to promote a shift to sustainable travel solutions for their metropolitan areas. With the right messaging, and a supporting policy framework, Sheffield can sit alongside other progressive UK and global cities and secure a transition to low carbon, healthy and accessible transport solutions.

2. HOW DOES THIS DECISION CONTRIBUTE?

2.1. The principles contained in this report contribute towards;

- Contributes towards protecting public health and making a positive impact on those who are vulnerable to roadside pollution.
- Contributes positively towards net-zero targets by enabling safer walking and cycling. It also contributes to the Council achieving its aim of increasing cycling levels from 1.4% to 6.6% in peak hours, and from 0.9% to 4.2% across the 12-hour day (2017 base) as outlined in the Sheffield Transport Strategy.
- Contributes towards achieving the corporate objectives within a number of emerging and adopted corporate plans and strategies, including and not limited to the Draft Local Plan, One Year Plan, through the promotion of sustainable transport and the City Centre Plan.
- Contributes to bus network reliability and increased patronage, linked to the emerging objectives of the South Yorkshire Bus Service Improvement Plan and Enhanced Partnership.

3. HAS THERE BEEN ANY CONSULTATION?

3.1. The information contained in this report is for reporting purposes with no direct decision being requested. Consultation has taken place on the paper in respect of briefing with elected members. Any further discussion will include Members of the relevant Policy Committee, currently Transport, Regeneration and Climate.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1. Equality Implications

4.1.1. There are no immediate implications related to this report.

4.2. Financial and Commercial Implications

4.2.1. There are no direct financial implications arising from this report.

4.3. Legal Implications

4.3.1. There are no immediate legal implications arising from this report.

4.4. Climate Implications

- 4.4.1. These are no direct implications arising from this report although as noted transport is one of the most significant contributors towards carbon emissions in the city and it is recommended that the review of the strategy and preparation of associated delivery plans should reflect the commitment to Net Zero. Any further related decision will be brought forward through the relevant Policy Committee, on a specific decision basis.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1. Alternative options are not considered applicable. The information contained in this report is for reporting purposes with no direct decision being requested. Any further related decision will be brought forward through the relevant Policy Committee, on a specific decision basis.

6. REASONS FOR RECOMMENDATIONS

- 6.1. As outlined in the report, given the changes in central government policy with regard to transport investment and a focus on carbon reduction, it is becoming apparent that updating the local transport policy will be a key part of the strategic narrative around the changes being developed as part of the Transforming Cities Fund and Active Travel Fund. It is also relevant to the future capital allocations, such as, the City Region Sustainable Transport Settlement.
- 6.2. An update on a local level is therefore considered beneficial and will be brought forward, subject to agreement by this Committee and the Transport, Regeneration and Climate Policy Committee.