

Chapter 10 : Enabling People and Goods to Move Conveniently and by Sustainable Forms of Transport



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CS51 Transport Priorities

10.1 Transport features in a number of the challenges and objectives of the Core Strategy and is of critical importance in connecting the various areas with their different roles. The strategy objectives are intended to help manage the tensions between the need for mobility and choice on the one hand and those of minimising congestion and promoting good health on the other. The policies for transport reflect those of the South Yorkshire Local Transport Plan 2006-11 and the Government's 10-year Transport Plan. Although this covers a much shorter period than the Core Strategy, the underlying principles and approach will continue to apply over the longer period.

Policy CS 51

Transport Priorities

The strategic priorities for transport are:

- a. promoting choice by developing alternatives to the car
- b. maximising accessibility
- c. containing congestion levels
- d. improving air quality
- e. improving road safety
- f. supporting economic objectives through demand management measures and sustainable travel initiatives.

10.2 The themes of accessibility, congestion, air quality and road safety accord with national policy for transport planning and the South Yorkshire Local Transport Plan. Choice is promoted so that sustainable forms of transport become a more attractive option. Maximising accessibility means making places accessible to all users, including disabled people. This is to be achieved in accordance with the accessibility criteria set out in policy T3 of the Regional Transport Strategy. The aim of containing congestion levels takes into account the pressures of increasing demand and does not preclude the longer-term aspiration to reduce congestion if possible. Supporting economic development means developing transport in ways that are sustainable in the longer term and do not merely create short-term benefits that prove to be short-lived. The Highways Agency has identified specific concerns about the potential impact of development in the Lower Don Valley on congestion and air quality and the policy indicates that addressing these is an integral part of the strategy.

- 10.3** The complementary priorities of the policy will be delivered through the more specific policies that follow, supported by those in the City Policies document.

CS52 Key Route Network

- 10.4** A Network of Key Routes identified in the South Yorkshire Local Transport Plan 2006-2011 will form the backbone of future investment. These are routes carrying the largest numbers of people, where interventions can have the greatest impact in achieving transport strategic objectives. The routes, with some modification of the original Local Transport Plan proposals, are shown on the Key Diagram.

Policy CS 52

Key Route Network

The Key Route Network will provide good quality, access to the City Centre and to the regional and national road network, and fulfil the following strategic transport functions:

- a. through-traffic and strategic traffic movements will be concentrated on the 'A' roads of the Network, with best use being made of existing road capacity to enable this;
- b. specific Key Routes (see table below) will receive integrated 'whole-route' treatment of congestion;
- c. specific Key Routes (see table below) will receive 'whole-route' treatment as Quality Bus Corridors;
- d. other Key Routes will be treated with bus priority and traffic management measures on a more site-specific basis to alleviate more localised problems;
- e. road-based freight will be concentrated onto those Key Routes (see table below) where it would not have an unacceptable impact on local communities.

Investment in the Key Routes will be complemented by improved links into the communities that they serve to increase their accessibility.

- 10.5** The Key Routes largely focus on the City Centre and other major employment areas and play a crucial role in supporting the new development that is proposed there and enabling the increased number of people travelling there. But it will be important to connect the Network with the neighbourhoods of the city to achieve the objectives for accessibility. The types of intervention will vary according to the needs and opportunities on each link.
- 10.6** Implementation will be through the current and future Local Transport Plans and further detail appears in the policies below. The 'whole-route' treatment for congestion of specified Key Routes will be carried out through the South Yorkshire Congestion Delivery Plan, which is a focussed contribution to delivering the Government's national congestion journey time

targets. The improvements to bus corridors will be achieved through bus priority and improvement measures, as set out in policy CS56 below. Priorities for public transport investment within the Key Route network are still being identified.

The extent and future role of Sheffield's Key Route Network				
Sheffield's Key Route Network	Routes for through and strategic traffic CS52(a)	Congestion target routes CS52(b)	Priorities for public transport investment CS52(c)&(d)	Strategic freight routes CS52(e)
A61 Sheffield Inner Relief Road	✓		✓	✓
A6109 City Centre - M1 J34 North	✓	✓	✓	✓
A6178 City Centre - M1 J34 South	✓	✓	✓	✓
A631 Shepcote Lane	✓			✓
B6200*/B6066 Attercliffe - Woodhouse	✓*		✓	✓*
A630 link towards M1 J33 (Sheffield Parkway)	✓	✓		✓
A57 City Centre - Swallownest	✓ ✓			✓
A6135 City Centre – Mosborough/Halfway	✓		✓	✓
A6102 Sheffield Outer Ring Road (South & East)	✓	✓ ✓*		✓
B6388 Heeley - Gleadless			✓	
A61 Chesterfield Road	✓	✓		✓
C105 Woodseats Road, Sheffield			✓	
A621 Abbeydale Road, Sheffield	✓			✓
B6068 Abbey Lane	✓			
A625 Ecclesall Road	✓	✓	✓	✓
A57 City Centre - Manchester Road	✓	✓		

The extent and future role of Sheffield's Key Route Network				
Sheffield's Key Route Network	Routes for through and strategic traffic CS52(a)	Congestion target routes CS52(b)	Priorities for public transport investment CS52(c)&(d)	Strategic freight routes CS52(e)
A6101 Rivelin Valley Road	✓			✓
B6079 - Infirmary Road/Langsett Road		✓	✓	
A61 Penistone Road - to city boundary	✓	✓	✓	✓
A6102 Sheffield Outer Ring Road (North)	✓			✓
A6102 Hillsborough - Stocksbridge	✓			✓
A6135 City Centre - Chapeltown	✓			✓

CS53 Management of Demand for Travel

10.7 The objectives for the strategy include reducing the distances that people need to travel (S9.1, S9.2) and the land-use policies in the chapters above will contribute to achieving this. But, it is also important to plan for those trips that still need to be made, both promoting sustainable modes of travel and managing demand for travel patterns that would otherwise be unsustainable. This does not mean stifling demand for necessary car travel but managing it so that it becomes more sustainable. This is acknowledged to be a very considerable challenge. The success of the Core Strategy will depend on investment in more sustainable alternative modes of travel and these are considered more fully in the later policies.

Policy CS 53

Management of Demand for Travel

Increasing demand for travel in all parts of the city will be managed to meet the different needs of particular areas through:

- a. promoting good quality public transport and routes for walking and cycling to broaden the choice of modes of travel;
- b. making best use of existing road capacity through the use of variable-message signing and Intelligent Transport Systems;
- c. implementing Travel Plans for new developments to maximise the use of sustainable forms of travel and mitigate the negative impacts of transport, particularly congestion and vehicle emissions;
- d. active promotion of more efficient and sustainable use of vehicles through car clubs, car sharing to increase vehicle occupancy and incentives for using alternatively fuelled vehicles. These will be associated with new residential and commercial developments and particularly in the City Centre;
- e. managing public car parking to reduce long-stay commuter parking in favour of short-stay and providing long-stay park-and-ride facilities near the edge of the main urban area;
- f. creating Controlled Parking Zones to manage traffic levels in constrained locations and encourage the use of more sustainable modes of travel, with priority to:
 - i. the City Centre;
 - ii. the Peripheral Residential Parking Zone around the City Centre, incorporating Broomhill, Sharrow, Broomhall and Crookesmoor;
 - iii. the eastern end of the Lower Don Valley, including Atlas and Carbrook;
- g. applying maximum parking standards for all new developments to manage the provision of private parking spaces.

10.8 The policy includes a package of measures to make better use of road space and this will mean relying more on public transport at peak periods. It recognises that needs and opportunities will vary between different areas and routes and Travel Plans for specific developments enable actions to be tailored to each case. Travel Plans are also the subject of a further policy in the City Policies document. Additional, more innovative, measures aim to make better use of finite road space and reduce pollution. These will be negotiated when applications for planning permission are being considered. Within the City Centre and District Centres, parking policy and charges will favour short-stay parking over long-stay commuter parking. Controls on parking will help to manage the number of trips to the

affected destinations and the policy supports measures to maximise the number of people who can get to jobs in the City Centre and Lower Don Valley. The zone around the City Centre supports the adjoining City Centre Zone by responding to the displaced demand and safeguarding the living environment of the inner neighbourhoods. The Peripheral Residential Zone will be rolled out over the plan period using Local Transport Plan funding.

CS54 Pedestrian Routes

10.9 Trips made on foot are good for health, the environment and sustainable travel patterns but need to be encouraged by creating an attractive environment for pedestrians. In the period from 2001 to 2005, pedestrian movements across the City Centre boundary increased by over 30%. Although many trips are too long to be made by foot, the strategy does require making it more attractive for those who can walk to do so.

Policy CS 54

Pedestrian Routes

The pedestrian environment will be improved, with priority being given to routes providing access to:

- a. the City Centre, via the main radial routes
- b. other major employment areas:
 - i. University of Sheffield/Museums/Hallamshire and Children's Hospitals/Collegiate Campus
 - ii. the Northern General Hospital
 - iii. the new Sheffield College site on Penistone Road
 - iv. Sheffield College site on Granville Road
 - v. the Lower Don Valley between Attercliffe and Meadowhall
- c. railway stations and other key transport nodes
- d. District Centres and areas within them

Walking routes will also be developed along the corridors of the Strategic Green Network.

10.10 The emphasis of the policy is on routes to major centres of employment where walking would take some pressure off roads at peak times. It also encourages walking to District Centres and leisure walking along key green routes.

10.11 Improvements will be brought about through Local Transport Plan schemes and in association with new development. Routes for walking (and cycling) will also be opened up through the Public Rights of Way Improvement Plan. Accessibility action plans are being produced for routes to, and within, District and Neighbourhood Centres, focused currently in the North-East Urban Area.

CS55 Cycling Routes

10.12 Cycling is a sustainable and growing form of travel for short to medium length journeys in the city – over the past 10 years the number of trips to and from the City Centre has increased by around 15%. Despite the hills in parts of the city, cycling represents a sustainable option, which improves accessibility and can enable extensive connections within Sheffield. The policy aims to retain and increase numbers of cyclists and improve safety.

Policy CS 55

Cycling Routes

Improvement and development of the cycle network will be given priority on strategic links, mainly to key employment locations, particularly on routes:

- a. providing access to the City Centre from the University, Bramall Lane, Charlotte Road and Granville Street
- b. making up the City Centre ring route northern section (Upper Hanover Way – Exchange Street – Pond Street)
- c. providing access within the City Centre
- d. through the Upper and Lower Don Valley, with a network of links to neighbouring residential areas;
- e. between the Northern General Hospital and City Centre (via Riverside);
- f. through the Blackburn Valley, extending through Smithy Wood and Hesley Wood to Chapelton and the TransPennine Trail.

10.13 The routes specifically identified are based on Sheffield's Cycling Action Plan (2006-11) and focus mainly on a selection of employment locations and principally the City Centre but also the Upper Don Valley and Northern General Hospital. The route up the Blackburn Valley will provide access to employment and will be used by leisure cyclists, complementing other environmental improvements in the Valley. These routes will complement other leisure routes along the river valleys as part of the Strategic Green Network (see policy CS73).

10.14 The route improvements will come about through Local Transport Plan funding, the Public Rights of Way Improvement Plan, the Council's cycle facilities budget and regeneration funds, and developer contributions.



CS56 Priority Routes for Bus and Bus Rapid Transit

10.16 The great majority of trips by public transport are by bus. Bus services to the City Centre account for 70% of person trips by public transport, supplementing those by tram and train. Improvements to bus services are crucial for achieving the objectives of more sustainable travel, opportunities for all, well-being and health, connecting up the city and better use of roadspace and they will be critical for the success of the spatial strategy. The South Yorkshire Local Transport Plan and Congestion Plan focus action on specific Key Routes in the city. Two options for Bus Rapid Transit are being investigated between Sheffield and Rotherham centres, one to serve employment areas in the Lower Don Valley and the other to access the Waverley development including its park-and-ride site.

Policy CS 56

Priority Routes for Bus and Bus Rapid Transit

Bus priority measures on Key Routes will be developed to reduce the impact of congestion on buses and improve speed, reliability, frequency and accessibility in the main urban area and on links to economic regeneration areas. Measures will include traffic management schemes (including bus lanes), park-and-ride sites, new transport interchanges, traffic signal technology, improved information and waiting areas for users, and bus/light rail rapid transit, where appropriate.

The following Key Routes will be improved through bus priority measures over the period to 2011:

- a. A6109 City Centre – M1 J34 North
- b. A6178 City Centre – M1 J34 South
- c. A6178/B6200 City Centre – Woodhouse
- d. A6135 City Centre – Mosborough/Halfway
- e. B6388 Heeley – Gleadless
- f. A625 Ecclesall Road
- g. A61 Penistone Road

Site-specific public transport priority measures will be developed on a number of other Key Routes, to include:

- h. A61 Sheffield Inner Relief Road
- i. C105 Woodseats Road
- j. B6079 Infirmary Road/Langsett Road

Routes will be identified for Bus/Tram Rapid Transit between Sheffield and Rotherham.

10.17 The concentrating of investment on these routes allows resources to be targeted to greatest effect and complements other aspects of the Key Routes policy. The improvements will be delivered, in partnership with the Passenger Transport Executive and operators, through the Local Transport Plan. The improvements will be supported by land-use policies to concentrate development of high-frequency bus routes (see policies CS3 and CS26) and so raise demand for services and increase frequencies further.

10.18 Past trends indicate that making bus services work well will be challenging and significant levels of investment will be needed to make the bus component of the strategy effective. The current Local Transport Plan provides for the next steps in what must be a long-term

strategy for making bus travel more attractive and effective and the strategy will inform future bids.

- 10.19** The success of the policy will depend on high-quality operation that will make buses an attractive choice. This will require modern forms of investment such as Bus/Tram Rapid Transit and effective new ways of working in partnership with the Passenger Transport Executive and operators, such as Statutory Quality Partnerships, the first of which in the country has been introduced in the north of the city in the A6135 corridor. The current Transport Bill now makes provision for the Passenger Transport Executive to introduce Quality Bus Contracts to specify networks, timetables and fares and to let contracts to bus operators to run those services. Should the new voluntary partnerships not prove equal to the challenge required of the strategy, then the introduction of these new Quality Bus Contracts will be pursued. The use of buses, particularly on routes to and from the City Centre will be monitored annually for both the Local Transport Plan and the SDF Annual Monitoring Report, and the means of delivery of the policy will be reviewed accordingly.

CS57 Park-and-Ride and Car Parking in the City Centre

- 10.20** Whilst measures will be taken to improve accessibility to best possible public transport, some people may still have little choice but to make the first part of their journey by car. But the success of the strategy will depend on minimising the distance that they have to use the car. Well located park-and-ride facilities can help to achieve this. In turn, this takes pressure off congested routes at peak periods into the City Centre. But, a different approach is proposed to City Centre access and parking outside peak periods.

Policy CS 57

Park-and-Ride and Car Parking in the City Centre

Short-stay parking provision within the City Centre will be increased to 9,500 spaces and long-stay parking will be reduced to enable this to be achieved. In support, pricing policies will be implemented to favour short-stay over long-stay parking.

Additional long-stay parking to serve the City Centre will be provided through park-and-ride facilities outside the centre and the strategic priority corridors or locations include:

- a. Penistone Road
- b. Ecclesall Road
- c. Abbeydale Road
- d. Meadowhead/Chesterfield Road
- e. Sheffield Parkway
- f. Lower Don Valley

In addition, new locations will be developed where demand exists and as and when opportunities arise, particularly where they would serve links with improved facilities and infrastructure for best possible public transport.

10.21 In order to achieve a more accessible City Centre, and to support its economic transformation, larger, higher quality car parks are needed. These will provide the level of accessibility and security required to encourage people to visit the City, stay longer and boost the economy. The provision of 13 major car parks combined with a number of smaller facilities will create a total of 9,500 shopper and visitor spaces to serve the City Centre. These spaces will be in place by 2012.

10.22 The strategy is to develop park-and-ride capacity in the city to reduce both car-miles and the need for long-stay parking in the City Centre, so reducing potential congestion at peak periods. The locations are selected to make greatest use of transport investment that is concentrated on the Key Route corridors, particularly to make the associated best possible public transport more attractive. It is expected that other opportunities for providing more spaces will arise over the plan period and the strategy will depend on this to help reduce pressure on the City Centre.

10.23 New sites will be identified in the South Yorkshire Park-and-Ride Strategy and delivered through the Local Transport Plan and delivered over the period to 2015, supported by developer contributions. Some sites will be allocated in the City Sites document and others will be identified in subsequent reviews.

10.24 The policy has a different emphasis for off-peak periods. The priority for park-and-ride capacity is for peak-period travel. Off-peak parking provision in the City Centre will not contribute to congestion to the same degree as at peak times and short-stay provision will help to support the centre's regeneration for shopping and other services for the region. Due provision in the City Centre will always be made for disabled drivers.

CS58 Freight

10.25 The movement of freight is as important for the city's economic objectives as the movement of people but may conflict with the strategy's objectives for quality of life in the neighbourhoods.

Policy CS 58

Freight

The movement of freight by sustainable modes will be encouraged, primarily rail through promoting the use of Tinsley Rail Freight Terminal. Road-based freight will be concentrated onto the Key Route Network.

The impact of road-based freight will be managed and minimised through the production of Freight Management Strategies, as part of the Travel Plan process.

10.26 In practice the opportunities for more sustainable forms of freight travel may be limited at first but advantage should be taken of the potential to link directly with the rail network and provide for transshipment. Opportunities for more sustainable freight movement are expected to increase with new engine technology, strategies to improve air quality and the negotiation that precedes the granting of planning permission. In all cases, residential areas away from routes designated from through and strategic traffic should be safeguarded.

CS59 New Roads

10.27 The strategy objectives include making the best use of the existing road network. New roads do not address the causes of congestion and they may have damaging environmental impacts. However, limited new road building in particular circumstances may be required to support the strategy's economic objectives and address local environmental problems caused by traffic on unsuitable routes.

Policy CS 59

New Roads

There will be no significant increase in the physical capacity of the city's highway network. New through-roads will only be built, and existing roads improved, in a limited number of circumstances, to:

- a. improve the movement of public transport, cyclists or pedestrians; or
- b. enable regeneration; or
- c. reduce serious traffic impacts on the local environment where there is no sustainable alternative option.

The following road schemes are proposed:

- i. Improvements to M1 Junctions 34 North and South
- ii. M1 Junction 34 relief road (Halfpenny Link)
- iii. Improvements to Sheffield Parkway (A630) and Catcliffe Junction
- iv. Claywheels Lane improvements associated with proposed new road and crossing of River Don
- v. A61 Penistone Rd/Herries Rd improvements
- vi. A6102 Herries Rd/Barnsley Rd (Fir Vale)
- vii. A621 Bramall Lane widening.

10.28 The first four of these schemes are needed to connect major employment areas with the national road network and to support the economic regeneration of the Lower Don Valley. The Claywheels Lane, Penistone Road and Herries Road schemes are all part of the programme of Key Route improvements to support the regeneration of the Upper Don Valley. The Bramall Lane widening is needed as part of the improvements to the Chesterfield Road corridor.

10.29 The schemes will be provided through Local Transport Plan funding, complemented, where appropriate, by developer contributions.



CS60 Transport in the City Centre

10.30 The spatial strategy depends on workers, shoppers and other visitors being able to get into the City Centre and this forms a central theme of the citywide policies for transport. Key Routes converge here (see policy CS52) and demand management measures (policies CS53 and CS57) will be particularly intensive here. The City Centre also crucially depends on provision for sustainable travel within its boundaries to serve the needs of its expanding economy.

Policy CS 60

Transport in the City Centre

The transport network into and within the City Centre will be managed to enable the development of its core city functions. Increased demand for trips will be managed by measures including:

- a. public transport improvements including:
 - i. a series of midi-interchanges to meet the needs of bus users at priority locations including:
 - Moorfoot
 - The New Retail Quarter (Charter Square)
 - Howard Street/Sheffield Station
 - ii. bus-based park-and-ride links on the main radial routes at the edge of the main urban area to serve the City Centre
 - iii. City Centre shuttle bus service providing connections between major destinations in the City Centre
 - iv. improved penetration of the City Centre by public transport;
- b. including the area inside the new Northern Inner Relief Road within the City Centre Controlled Parking Zone;
- c. development of car club hubs at the following locations:
 - i. Arundel Street
 - ii. Charles Street
 - iii. Fitzwilliam Street
 - iv. St James Street
 - v. Victoria Street
 - vi. Brown Street
 - vii. Millsands
 - viii. Moorfoot;
- d. providing for 9,500 public short-stay parking spaces but restricting long-stay public and private car parking and providing long-stay park-and-ride facilities on the edge of the urban area;

- e. helping all users of the City Centre to understand and find their way round the City Centre, including extending the Connect Sheffield project in conjunction with development in the New Retail Quarter and The Moor.

10.31 The location of bus stops and termini is not always convenient for City Centre workers and visitors and improvements will help to encourage more use of public transport. But a wide range of measures is needed to cater for trips that have to be made by car as well as those that lend themselves to public transport.

10.32 The success of this policy will be critical to the strategy of concentrating economic development in the City Centre and it will be kept under review in the Annual Monitoring Report using indicators for congestion and use of public transport into the City Centre. Continuing the increase in the number of people who can travel into the City Centre will be a key challenge when reviewing the Local Transport Plan.

CS61 Pedestrian Environment in the City Centre

10.33 The transformation of the City Centre has been greatly affected by improvements to the pedestrian environment, benefiting workers and visitors. This has included the linked high-quality public spaces from the station to Barkers Pool and it is proposed to continue this process along an axis from Moorfoot to Victoria Quays/Wicker. Policy CS54 provides for improvements to pedestrian routes into the City Centre. These improvements need to continue to be extended into the centre itself.

Policy CS 61

Pedestrian Environment in the City Centre

A Pedestrian Priority Zone in which a high-quality environment will allow priority for the safe, convenient and comfortable movement of pedestrians within and through the area, will be established in the following areas of the City Centre:

- a. Heart of the City
- b. Fargate
- c. The Moor/NRQ
- d. the Cultural Industries Quarter
- e. Castlegate/Victoria Quays
- f. Devonshire Street
- g. the University of Sheffield (Portobello/Portobello Street)
- h. routes to St Vincent's
- i. West Bar
- j. Sheaf Square/Howard Street
- k. Kelham/Neepsend.

10.34 The priority for improvements is in areas used by visitors, new residential areas and parts of the University of Sheffield campus. It is expected to include 20 mph zones and improved landscaping, design, materials and street furniture.

10.35 The policy will be delivered through Area Action Plans, development briefs, Local Transport Plan funding, regional funding and developer contributions.

CS62 Access to Wider Employment Opportunities for Residents in the North-East Urban Area

10.36 Although further opportunities for jobs and training will be provided locally, many residents of the North-East Urban Area will continue to work elsewhere, and the provision for local employment needs to be matched by improvements to access jobs in the main concentrations of employment proposed in the strategy.

Policy CS 62

Access to Wider Employment Opportunities for Residents in the North-East Urban Area

Transport links will be improved to major employment areas, especially in the Lower and Upper Don Valley, and Burngreave will be integrated more closely with the neighbouring areas of the City Centre. This will include improvements to public transport and the Key Route Network.

- 10.37** The need for improvements is recognised in current transport strategies, as direct access to much of the Don Valley employment areas is not possible on the major radial bus routes to the City Centre. Also, whilst access to the City Centre is already generally good, greater integration, particularly with better pedestrian links, would enable neighbouring parts of Burngreave to share more in the regeneration of the Wicker and Riverside areas. Improvements are likely to include better interchange facilities and direct links to employment areas outside the city, including Waverley.
- 10.38** The improvements will be introduced over the next five years as part of the Burngreave Transport Strategy, and the South Yorkshire Local Transport Plan by a range of partners including the City Council, South Yorkshire Passenger Transport Executive and local bus operators.