

ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS

1.	Meeting:	Cabinet
2.	Date:	9th February, 2011
3.	Title:	Sheffield City Region Transport Strategy (2011-2026) and South Yorkshire LTP Implementation Plan (2011-2015)
4.	Directorate:	Environment and Development Services

5. Summary

This report outlines the content of the Sheffield City Region Transport Strategy and the South Yorkshire LTP Implementation Plan, which will form the core documents that comprise the third South Yorkshire Local Transport Plan (LTP3). It highlights the reasons we are considering our transport proposals across the area of the City Region, the vision that the strategy seeks to achieve, and the way in which it will be delivered with specific reference to the implications of LTP3 within Rotherham.

6. Recommendation

That Members endorse the Sheffield City Region Transport Strategy (2011-26) and the South Yorkshire LTP Implementation Plan (2011-15) and that they are formally adopted as Council policy.

7. Proposals and Details

Background

The Sheffield City Region Transport Strategy (2011-26) forms the core policy document for South Yorkshire's Third Local Transport Plan (LTP3). Unlike LTP2 which covered a 5 year period up to 2011 the Strategy covers the next 15 year period, from April 2011 to 2026, and has therefore enabled us to set out SCR's aspirations further into the future.

The second part of LTP3 is the South Yorkshire LTP Implementation Plan (2011-15). The Implementation Plan is a separate document that sits alongside the Strategy and provides a framework for our actions and expenditure in South Yorkshire over the next four years, with outline proposals for the period beyond.

Whilst the Strategy specifies our key priorities at a high level, the Implementation Plan describes in more detail how we will turn the Strategy into reality in the first few years of its delivery.

The Strategy and Implementation Plan have been prepared by the South Yorkshire LTP Partnership, which comprises South Yorkshire Passenger Transport Executive (SYPTTE), Barnsley Metropolitan Borough Council (BMBC), Doncaster Metropolitan Borough Council (DMBC), Rotherham Metropolitan Borough Council (RMBC), and Sheffield City Council (SCC).

In contrast to previous Local Transport Plans, whilst there is still a statutory requirement for us to prepare our final LTP3 by April 2011, there is no longer an associated assessment or scoring process of LTP3 by the Department of Transport. However, once the final documents are endorsed the Sheffield City Region Transport Strategy and the South Yorkshire LTP Implementation Plan that constitute LTP3 will be sent to the DfT for information.

Sheffield City Region Transport Strategy

Peoples travel patterns are not restricted by administrative boundaries and in particular South Yorkshire's functional economic area and travel to work patterns extend into adjacent counties. The strategy is therefore defined across the Sheffield City Region, which includes the whole of South Yorkshire, and also parts of Derbyshire and Nottinghamshire, including the Peak District National Park.

The Sheffield City Region does not form a single administrative authority; South Yorkshire, Nottinghamshire and Derbyshire have the responsibility to fund improvements to their respective transport systems. Transport improvements in the SCR districts that lie outside of South Yorkshire are also covered in their own strategies and there is therefore a degree of geographical overlap between these different strategies. However, through the partnership working that has been undertaken it is considered that the strategies will be consistent with each other.

The Strategy identifies how to help people access jobs, leisure services and shops, as well as providing access to education and hospitals. It also addresses how transport can play a role in tackling climate change, road safety, promoting equality of opportunity and contribute to better, security and health. It considers all areas of transport - roads, air, walking and cycling, as well as access to the ports and the public transport network.

The Strategy will also look at transport's role in tackling social exclusion – something all the more important in difficult economic times. And it will examine how we can make the best use of our existing infrastructure.

The Strategy presents the vision for the Sheffield City Region and transport's role in contributing to it. The vision is:

'For the Sheffield City Region to offer people a great place in which to live, work, invest and visit. Focusing on SCR's prosperity and growth, we want it to make a greater contribution to the UK economy by having a local economy less dependent on the public sector, providing conditions for businesses to grow, and becoming the prime national centre for advanced manufacturing and low-carbon industries. To make SCR such a place, we need to keep people and goods moving effectively.'

A web link to the full Sheffield City Region Transport Strategy is attached at Appendix A.

The Strategy – Structure and Content

The Strategy document is structured as follows:

Executive Summary

A copy of the Executive Summary is attached at Appendix B.

Chapter 1 - Introduction

This introduces the strategy; it establishes the reasons why it covers the boundary of the SCR; it sets out the partnerships that have been formed and involved; and the process of producing the final document.

Chapter 2 - Our Vision

This chapter outlines the vision partners have for SCR and the role of transport in contributing to this.

The four goals for transport that stem from the vision are then set out, they are:

- to support the economic growth of SCR
- to enhance social inclusion and health
- to reduce the emissions from vehicles
- to make transport increasingly safe and secure

The Strategy through the vision highlights some of the key achievements that the SCR wants to build on including, within Rotherham:

- Rotherham's reputation as a centre of 21st century manufacturing technologies, including the Advanced Manufacturing Park.
- Opening up the Dearne Valley regeneration area, via a new link road.
- Congestion relief measure on 18 key routes in South Yorkshire, having a steady affect in reducing journey times.

Chapter 3 - The Evidence

This chapter summarises the significant amount of evidence that has been gathered on the challenges facing SCR from a transport perspective, linking them directly to the goals. This includes analysis of our transport networks, issues they face now and problems they are expected to experience in the future.

Amongst the challenges facing Rotherham that the Strategy highlights are:

- Congestion on main radial corridors, particularly the A630 and A633, causing unreliability and slow journey times.
- Overcrowding on rail services together with a limited capacity of the network to support longer trains or new services.
- Continued decline in bus patronage.

Chapters 4 to 7 – The Policies

These chapters form the core of the Strategy and are where each of the 26 policies, A to Z, are defined under one of the four goals presented in Chapter 2. Each of the policies is introduced with a background of why it is required; the policy is stated; and the actions that may be taken to deliver it are then outlined. The policies have been designed in order to address the challenges highlighted in Chapter 3.

In determining the final palette of 26 policies, A to Z, a significant amount of analysis and modelling work has been undertaken to determine whether their associated interventions provide the optimal outcomes across South Yorkshire and the SCR.

When developing the policies, several topics repeatedly came up as crossing the boundaries between goals. Throughout the Strategy these cross-cutting topics are used to highlight areas of overlap between the goals, they are:

- Squeezing more from our assets
- Ensuring our growth is sustainable
- Giving people choice
- Encouraging a cultural change

Chapter 8 - Outcomes and Monitoring

This chapter provides the framework for monitoring our performance towards delivering the Strategy and ensuring that our actions are delivering the desired outcomes, both within the transport system and the wider economic, social and environmental impacts. In a time of constrained resources the level of monitoring will be carefully considered so that the cost of undertaking any specific monitoring or data collection are justified by the benefits gained. It should also be noted that Central Government have confirmed that they will no longer require an annual monitoring report on our progress in delivering LTP3, and in line with this the level of monitoring we undertake will be reduced.

The Executive Summary attached at Appendix B provides more detail on the above and includes: the SCR vision; the four goals; a summary of each of the 26 policies and the 4 cross-cutting topics; and highlights some of the proposed key actions.

How the strategy affects Rotherham?

As a key Partner in the South Yorkshire LTP Partnership the Council will, through the decisions it takes and the projects, schemes and initiatives it delivers, influence the successful outcome of the Strategy. Whilst these decisions will primarily be in the areas of transportation, maintenance and network management that are related to activities in managing and improving our highway network and the movement of people and goods on it, the strategy also aims to influence and impact positively on outcomes in other areas of the Councils influence such as planning, education and health. Seeing the entire Strategy as a single framework is critical to its successful delivery as the different policies complement each other and do not work in isolation.

Throughout the Strategy many key initiatives for Rotherham are identified that each supports the successful delivery of the strategy’s vision. A summary of these is attached at Appendix C, and they include: the proposed Tram-Train trial between Rotherham and Sheffield; improved sustainable access to the Dearne Valley; and the Major Highway Improvement Schemes in Rotherham (A57 and Waverley Link Road).

In the ‘Consultation and Endorsement’ section below the involvement of Elected Members and Officers in the development of the Strategy is discussed. This involvement has sought to ensure that whilst the Strategy meets the strategic needs for the Sheffield City Region that the local needs within Rotherham are also met. As such, table 1 below highlights the association between the Strategy and the Council’s Corporate Plan, and shows a good fit between the goals of both documents.

Table 1 - Strategic fit of RMBC’s Corporate Goals and SCR Strategy Goals

RMBC’s Corporate Plan Goal	SCR Transport Strategy Goal
Ensure that no community is left behind	▶ Growing the Economy; Improving Social Inclusion and Health
Provide quality education	▶ Improving Social Inclusion and Health
Ensure care and protection are available to those who need it most	▶ Improving Social Inclusion and Health; Making transport increasingly safe and secure
Help to create safe and healthy communities	▶ Growing the Economy; Improving Social Inclusion and Health; Making transport increasingly safe and secure;
Improve the environment	▶ Reducing the emissions from vehicles

The LTP3 Implementation Plan - How the Strategy will be delivered

What is it?

The Implementation Plan provides a framework for our actions and expenditure in South Yorkshire for the next four years, with outline proposals for the period beyond. It recognises that funding and resource issues to deliver this Plan will present partners with key challenges and the need for significant prioritisation of ambitions. It sets out how we will go about delivering the SCR Transport Strategy. The Implementation Plan focuses on transport interventions in South Yorkshire, with neighbouring authorities in the SCR area setting out their actions in their own LTPs.

Implementation Plan – Structure and Content

The full South Yorkshire LTP Implementation Plan has been attached at Appendix D. The Implementation Plan is structured as follows:

Section 2 – Strategy Summary

This section contains a brief summary of our strategic vision, goals and policies

Section 3 – Strategy to Delivery

This section sets out a schedule of key actions we aim to pursue over the next four years in support of our policies.

Section 4 - South Yorkshire Investment Themes

This identifies the key investment themes we believe are important to a strategic South Yorkshire programme, and which will form the basis of our investment decisions. These are identified below along with some of the theme areas, in brackets, that will be given particular attention as the Annual Programmes are developed:

- **Asset Management and Maintenance** (delivering District Highway Maintenance programmes; integrating our approach to delivering maintenance and new highway improvements to add value; dealing with exceptional maintenance issues that would severely affect the strategic network and surrounding communities such as a bridge failure)
- **Congestion and Network Management** (building upon our capability to manage our highway network through the South Yorkshire Intelligent Transport System (SYITS); introducing 'permit to work in the highway' schemes and other improved Network Management principles; selective investment in physical improvements to our highway network to improve its robustness and reliability)
- **Public Transport** (providing better Public Transport connectivity; introducing Public Transport improvements that unlock sustainable regeneration and provide access to jobs)
- **Quality of Life** (promoting and encouraging Active Travel through various methods; increasing the mode share of sustainable travel; and promoting alternatives to travel)
- **Air Quality and Climate Change** (considering potential energy generation as part of our transport infrastructure; investment in low carbon vehicles and efficient fuel use; continued evaluation of emissions, air quality and noise)
- **Safer Roads** (enforcing road traffic law; designing and maintaining safe roads; and prioritising safer roads for Children and Young people)

Section 5 – District Plans

This section sets out the transport plans for each of South Yorkshire's four districts, showing how each district will contribute to the overall strategic goals, as well as how they propose to use devolved funding locally. Included within these plans are the SYPTE's public transport priority proposals for each district.

A copy of Rotherham's District Plan can be found on pages 37 – 40 of the Implementation Plan attached at Appendix D.

Section 6 – Resourcing our Plans

Here the plan considers the resource outlook for the next four years in the light of the LTP Settlement, and the Government's revised approach to major scheme funding. New competitive funding streams, including the Local Sustainable Transport Fund and Regional Growth Fund are also considered. The approach the LTP Partnership will take to formulating an effective and realistic delivery programme is also outlined.

Section 7 – Governance

This section defines the decision-making arrangements and structure and delivery and programme management arrangements that are established in South Yorkshire.

Funding the delivery of the Strategy

The LTP Settlement for 2011/2012 and 2012/2013 involves substantial reductions in Government funding for transport. The Integrated Transport Block (ITB) is historically the main source of capital funding for the South Yorkshire Strategic Investment Programme and is payable to SYITA. South Yorkshire has, under LTP2, divided its ITB into two elements: first, a Strategic Fund to support initiatives of South Yorkshire significance, and second, contributions to each of the District Councils to support their District Transport Plans. The Maintenance Block is calculated on a need-based formula and, from April 2011, will be payable to the SYITA rather than direct to District Councils.

Taking the IT and Maintenance Blocks together, the total LTP Capital funding available to South Yorkshire for the next four years is approximately £27m per annum, compared with recent years' figures which have ranged between £40m and £54m. The DfT's indicative figures show an increase to £30.8m in 2014/15, though still well below the funding levels of recent years. The letter from the DfT which details the LTP settlement for South Yorkshire (2011/12 to 2014/15) is attached at Appendix E.

Once the full implications of the settlement for South Yorkshire have been considered, the LTP3 scheme appraisal process has been completed, and priorities for investment determined, detailed programmes of investment will be established in our Annual Delivery Programme. This will be initially for Year 1 (2011/2012), building into a four year rolling programme going forward. The first programme is anticipated to be in place by spring 2011.

The Plan sets a framework for the broader delivery ambition in South Yorkshire, which would be achieved if partners had access to additional resources, for example Local Transport Sustainable Fund (LSTF) and Regional Growth Fund (RGF), which within the current period of constrained funding could be key to achieving many of the Strategy's goals. Over the coming months, partners will be agreeing the priorities and will pursue in parallel other funding opportunities.

Consultation and endorsement

Officers from the four South Yorkshire authorities have been heavily involved in the development and preparation of the Strategy and Implementation Plan and the successful delivery of the strategy will be dependant, to a significant extent, on the work undertaken by the district councils.

A significant amount of consultation has been undertaken on both the Strategy and the Implementation Plan; this included a 12 week public consultation, engagement with local businesses, community representatives, rail and bus operators and many others. This has been an intrinsic part of the process in developing a plan that reflects the needs of the many stakeholders involved.

A table that shows the timeline of meetings, presentations and workshops in which Rotherham's Elected Members (Leader, ITA Members and Local Ward Councillors), Council Officers, and other partners were involved is presented at Appendix F.

The Cabinet Members for Regeneration and Environment, and Town Centres, as Rotherham's Members on the ITA, have been involved throughout the production of LTP3, culminating in the endorsement of the final version of the SCR Transport Strategy for approval by Districts at the meeting of the ITA in January 2011.

Summary and Conclusions

As a statutory document prepared jointly by the South Yorkshire LTP Partnership both the strategy and the implementation plan that form LTP3 must be endorsed and in place by the 31 March 2011.

The Council as a partner Authority has to approve and endorse the joint LTP3 in a metropolitan area like South Yorkshire and Cabinet are asked to approve the Sheffield City Region Transport Strategy (2011-2026) and the South Yorkshire LTP Implementation Plan (2011-2015).

These documents will then be signed off by the South Yorkshire ITA at its meeting on the 3rd March 2011.

8. Finance

There are no direct financial implications arising from this report.

The LTP settlement is discussed and a copy of the settlement letter is attached at Appendix E.

9. Risks and Uncertainties

A key risk is that the expectations of the Strategy may not match the resources available with the consequence that it may not be possible to deliver to everyone's satisfaction. Monitoring of both the Strategy and the Implementation Plan will be undertaken to gauge our success.

Whilst the Strategy sets out our aspirations over the next 15 years it is not inconceivable that as we approach 2026 that our goals, or indeed the way in which we meet them through the more detailed policies of the Strategy, or the way in which we will deliver them through the actions contained within the Implementation Plan, may change. As such the Strategy and Implementation Plan will be reviewed at regular periods.

10. Policy and Performance Agenda Implications

This report sets out the adoption of the Sheffield City Region Transport Strategy and the South Yorkshire LTP Implementation Plan, which will form the core documents that comprise the third South Yorkshire Local Transport Plan (LTP3)

11. Background Papers and Consultation

Appendix A - Sheffield City Region (SCR) Transport Strategy (2011-26): web link to full document

Appendix B - SCR Transport Strategy Executive Summary

Appendix C - Summary of key Strategy initiatives within Rotherham

Appendix D - South Yorkshire LTP Implementation Plan (2011-15): full document

Appendix E – South Yorkshire LTP Settlement Letter (2011/12 - 14/15)

Appendix F – RMBC Member and Officer Strategy engagement - Timeline

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