

Active Travel Implementation Plan

Sheffield
City Region

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Sheffield City Region Active Travel Implementation Plan

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FOREWORD

"I'm delighted to share the Active Travel Implementation Plan, which sets out how we will build a region where the natural choice for short journeys will be on foot or by bike.

Currently, the natural travel choice for many people in South Yorkshire is to drive. Around 40% of commuter journeys that are 1km or less are driven, a choice that damages public health, negatively affects air quality and adds to congestion.

Car centred development has created towns and communities where safe places to play, walk and cycle have been overlooked and the priority given to vehicles. When vehicles are prioritised over people, concerns about the safety of cycling and walking increases. Vehicles either parked on the pavement causing an obstruction, queuing in traffic jams or speeding past vulnerable road users, create places that are less welcoming, causing more people to become reliant on their car and activity levels subsequently drop.

The lockdown of spring 2020 created instant low traffic neighbourhoods and people of all ages had the confidence to cycle and walk. Our response to this public health crisis must be to create places that are more liveable for all. Unless we become more active, our current generation of schoolchildren will spend much of their lives in poor health and have a lower life expectancy than their parents.

Together with Mayor Dan Jarvis, I am committed to enabling more people to walk and cycle. By building an Active Travel Network which is safe and suitable for all, we will build activity back in to people's lives. By prioritising walking and cycling for the shortest of journeys, or as part of a longer journey, we will ensure children born today have a healthier future.

The coronavirus pandemic has shone a light on the dangers of living with multiple health problems, many of which are linked to low activity levels. With more people expected to be living with multiple health conditions by 2035¹, it is vital interventions to reduce this are deployed now. Adults living with a disability are twice as likely as non-disabled adults to be physically inactive² yet; "there is no condition and no age, where exercise is not a good thing" [Chris Whitty, May 2020]. For the health of everyone in society there has never been a better opportunity to prioritise people over motor vehicles, ensuring everyone is afforded greater transport choice and our children are never so reliant on a car as we are today."

Dame Sarah Storey
Active Travel Commissioner



¹Kingston, A et al. Projections of multi-morbidity in the older population in England to 2035: estimates from the Population Ageing and Care Simulation (PACSim) model. Age and Ageing, 2018: 1:47:374-380.

²Sport England, Active Lives Adult Survey November 2017-18

Growing up where physical activity is part of everyday travel will help to ensure future generations live healthier, longer lives.

0 - 5 YEARS OLD

Pre-school children will learn to walk and cycle

Our new generation will learn to walk and cycle free from traffic danger and be able to play and explore their local neighbourhood with their parents and carers, not just experience it through the windows of a car. Parents and carers can take their children out walking and cycling as part of everyday life.

11 – 15 YEARS OLD

Young people

Our young people will be confident walking, cycling and taking public transport to school and for other trips. Parents will have greater confidence that their children are safe on independent journeys and able to get enough exercise to keep them in good physical and mental health

6 – 10 YEARS OLD

Primary school children will

The new generation will be able to walk, cycle and scoot to school. They will be able to play locally and get their daily exercise in their local neighbourhood. They will be able to cycle walk and use public transport on trips from their home with their parents and learn to travel independently.

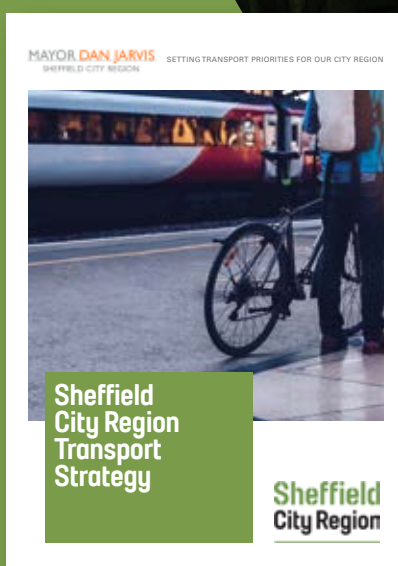
15 – 20 YEARS OLD

Young adults

Our young adults will leave school to take up further study, apprenticeships or employment, more likely to use public transport, walk or cycle, rather than own a car.

For too long our neighbourhoods, towns and cities have been designed around cars not people. By creating a city region that no longer designs out activity, we can ensure that young or old, mobile or with accessibility requirements, we have an efficient transport system that works for everyone.

1.0 Purpose of the Plan



The Sheffield City Region (SCR) Transport Strategy sets out how we intend to better connect our major urban and economic centres to enable the better flow of people, goods, businesses and ideas across the City Region, as well as promoting our rural and visitor economies. By doing so we will help create jobs, secure new investment and grow our economy.

The Strategy is underpinned by three goals:

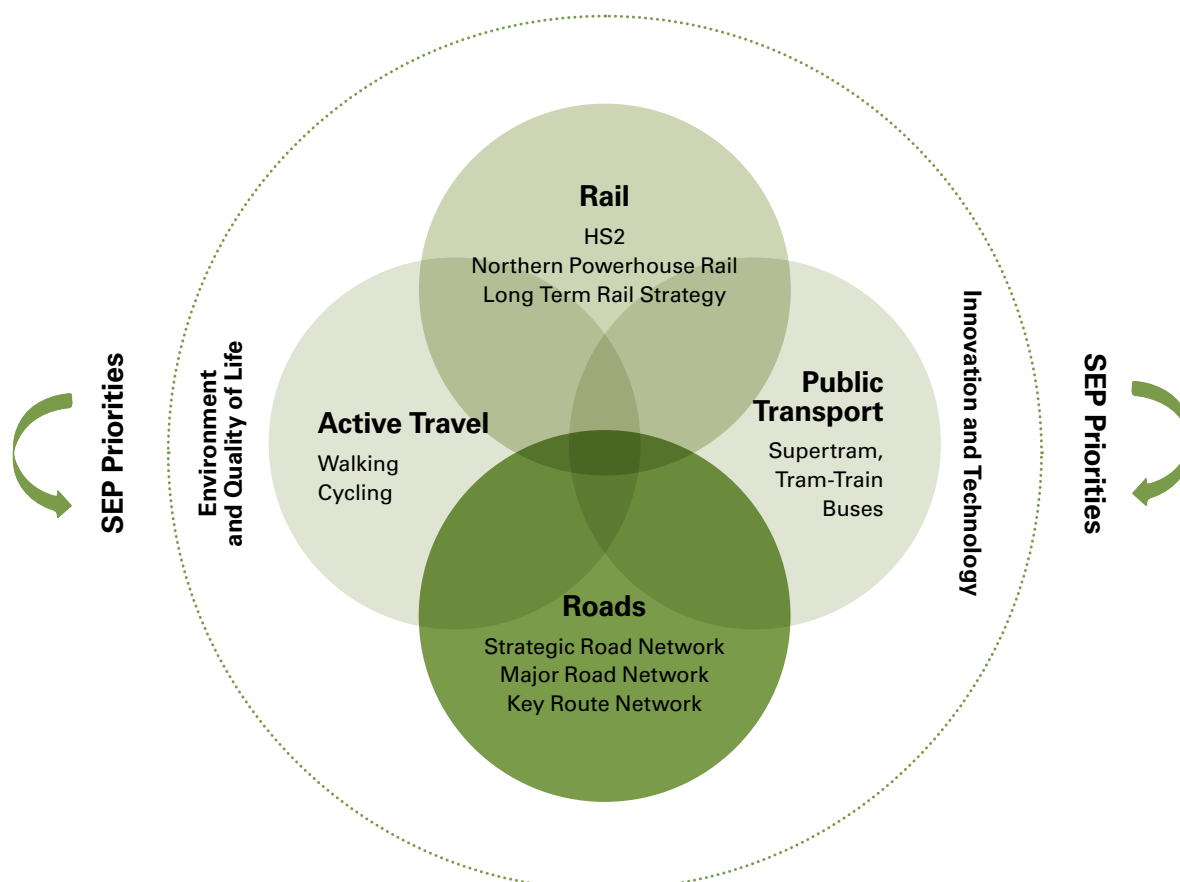
Residents and businesses connected to economic opportunity

A cleaner and greener Sheffield City Region

Safe, reliable and accessible transport network

The Strategy also envisages a series of implementation plans, some of which the SCR will lead, some of which we will contribute to and some of which we will seek to influence. The Strategy envisages four key programmes, as shown below.

This is the Active Travel Implementation Plan within the Transport Strategy. This plan also incorporates the work undertaken in partnership with the DfT to develop a Local Cycling and Walking Infrastructure Plan (LCWIP).



The Mayor's Vision for Transport stated that he would put pedestrians and cyclists at the centre of our transport plans. If the plans for significant economic growth within the City Region are to be realised, it is forecast that there will be up to half a million extra trips per day across our transport network and if current trends continue, many of these journeys would be made by car – this is not a sustainable situation.

By delivering the policies in our Transport Strategy, we want to increase the levels of walking and cycling by 21% and 350% respectively, by 2040. To be successful we need to consider the interventions required to make walking and cycling (active travel) the natural choice for short journeys and improve the links to public transport. As 40% of current car commuting trips are less than 1 km in length, the SCR has a significant opportunity to promote public transport and active travel.

The benefits of walking and cycling are wide reaching both for our City Region and for individuals continued well-being. Increased levels of walking and cycling contribute to improved physical and mental health in children and adults, as well as doubling up as sustainable modes of transport, with positive benefits for air quality, reducing our carbon footprint and cutting down on car use.

Road transport is already the single biggest contributor to poor air quality, responsible for some 80% of harmful roadside nitrogen dioxide (NO₂) concentrations³. The Cabinet Office has estimated that motorised road transport costs English urban areas between £38 to £49 billion a year, as a result of excess delays, accidents, physical inactivity, air pollution, greenhouse gas emissions and noise⁴. Without action, traffic problems on our roads, through our neighbourhoods, will become even worse and the cost to our society will continue to rise.

Creating environments and transport networks which promote and enable walking and cycling as part of everyday life can not only help create active, healthier and more liveable communities⁵ but can also have significant economic benefits. For example, sickness absence costs UK business around £29 billion annually⁶ however cycle commuters take one day less sick leave on average each year, estimated to save UK business around £83 million. It is possible to move a much greater number of pedestrians and people on bikes through a space than cars, meaning that active travel also offers efficiencies in terms of land use and road space.

Walking and cycling as activities in their own right are good for people and can improve community cohesion. There is evidence to suggest that people who walk and cycle visit their high street and local facilities more frequently and spend more money there, compared to people in cars. High streets that create attractive environments for active travel and for spending time in, attract more shops and make the high street more attractive and economically viable.

Yet although these benefits of walking and cycling are widely recognised and reported on, funding for active travel is piecemeal and complex, often released on a competitive basis, covering a limited timeframe. This restricts our capacity to make the long-term funding commitments and plans that are necessary to achieve the growth we aspire to.

³Department for Environment, Food and Rural Affairs (2017) UK plan for tackling roadside nitrogen dioxide concentrations: Technical report

⁴The Cabinet Office (2009) The wider costs of transport in English urban areas

⁵Public Health England (2016) Working Together to Promote Active Travel: A briefing for local authorities

⁶PWC Blog (2013) Rising sick bill is costing UK business £29bn a year – PwC research

The Government's vision is to make cycling and walking the natural choice for shorter journeys and to achieve this, local transport authorities were encouraged to develop Local Cycling and Walking Infrastructure Plans (LCWIP), intended to take a more strategic, evidence led approach to improving the conditions for cycling and walking and to identify cycling and walking schemes for future investment, ideally over a 10 year period.

The SCR developed a draft LCWIP in 2018/19 with support from SCC and support from DfT, which identified key cycle desire lines and two corridor level maps per local authority area, highlighting the preferred route and feeder areas for further development. Core walking zones and walking desire lines were also identified but there was no guarantee of supporting funding.

The early elements of the draft LCWIP have been incorporated in this plan and informed the active travel elements of SCR's Transforming Cities Fund (TCF) programme. The four year TCF programme is the first step but in order for the legacy of this to be continued and built upon, a more long term approach to investment is needed to fund a step change in walking and cycling infrastructure across the City Region. A long term funding programme is required for us to address the current problems of air pollution, poor health and traffic growth, taking a fresh look at how we plan our travel networks and affecting a real and sustained change in how people travel around the SCR.

To demonstrate a commitment to the development of a truly transformational approach to active travel across the SCR, the Mayor appointed an Active Travel Commissioner in April 2019 and confirmed the membership of an Active Travel Advisory Board in September 2019. Board members include representatives from national and regional cycling and walking organisations, including British Cycling, Living Streets, Sustrans, Yorkshire Sport, the health sector and Cycling UK.



The appointment of the Commissioner, the establishment of the Advisory Board, the development of the draft LCWIP and the TCF programme all now provide the foundations to progress our plans to make our City Region a place where our streets and neighbourhoods are safer and more enjoyable for pedestrians and people on bikes and where people of all ages and abilities are enabled to walk, cycle or use public transport. In October 2019, SCR launched an interactive map inviting people from across the region to highlight what is and what isn't working on South Yorkshire's current network of roads, cycle paths and footpaths. The results of this consultation will be used to shape our programmes of activity going forward.

Through this Active Travel Implementation Plan, we will set out what we need to do to make these aims a reality and to achieve the goals, policies and outcomes set out in the Mayor's Vision for Transport and the SCR Transport Strategy. It will take the draft LCWIP evidence base and build on this to develop a network of active travel routes across the SCR, setting out where investment is needed to deliver this, some of which will be sought from the TCF in the short term. This Plan will take an integrated approach to active travel, outlining the design standards required to deliver high quality infrastructure that will enable people to engage in active travel across the City Region.

We know that the most effective active travel strategies consider the combined roles of hard infrastructure and behaviour change interventions⁷ so, recognising that infrastructure alone is not enough to achieve our policy ambitions, we will also consider the behaviour change interventions required to make active travel the natural choice for shorter journeys. As our Sustainable Travel Access Fund revenue programme is currently due to end in 2021, we will review the successes of this programme and build on them, to encourage more people to incorporate physical activity within their daily lives and to improve sustainable access to services, amenities and job opportunities for everyone. This integrated approach along with continuous funding will help to shift the balance from predominantly car based trips to active travel.

It is also important that this Plan is not viewed in isolation. Active travel can form a small part of a longer distance journey, indeed most longer distance journeys will start with a shorter journey, many to a bus stop, interchange or rail station. For this reason, our other implementation plans also reference active travel as each has a part to play in delivering this vision and making space for active travel.

This Plan will deliver the infrastructure and support required to increase activity levels in the next generation. SCR will enable easier walking and cycling journeys, either in isolation or as part of a longer trip through integration with public transport, helping to realise the Mayor's Vision for Transport and to help deliver a transport system that works for everyone.

⁷Sheffield Hallam University (2019) Active Travel Strategy Review

2.0 Background

Existing Active Travel Network and Challenges

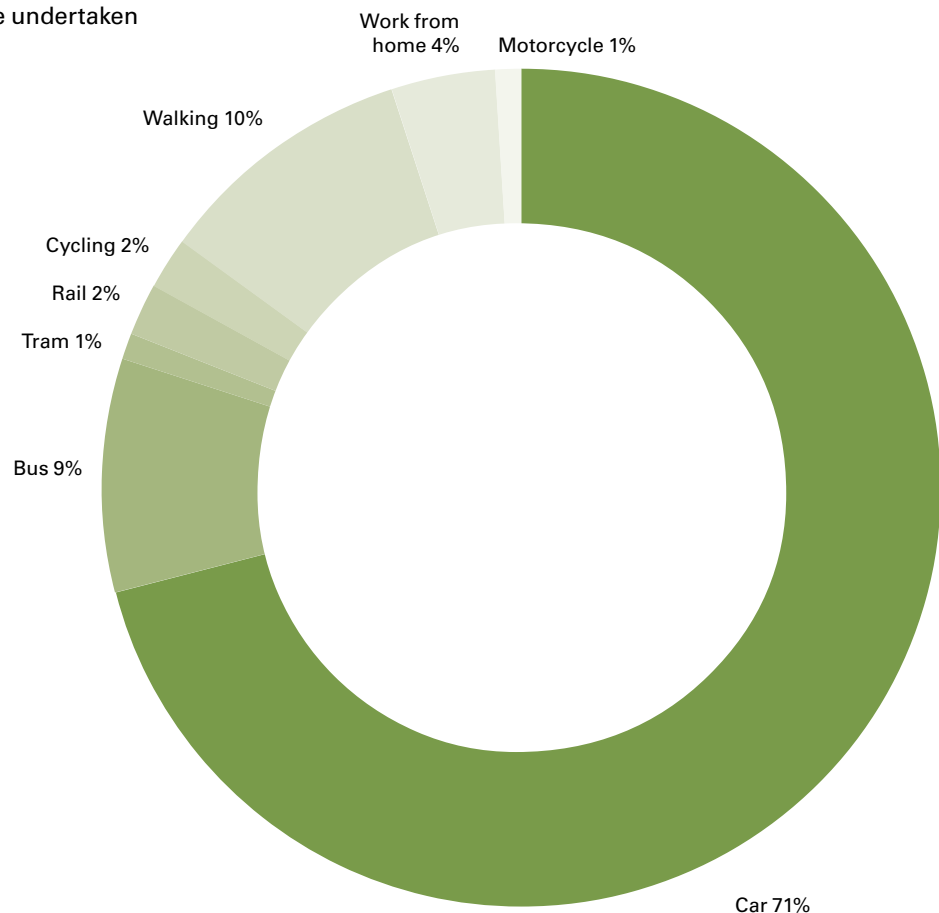
At present, SCR does not have a defined city region-wide cycle route network. Whilst each of the four South Yorkshire Local Authorities has a mapped cycle route network, these have developed over time using on and off road facilities and each is delivered to a different standard.

The Trans Pennine Trail and National Cycle Network both run through South Yorkshire, forming an important part of the existing networks however, a fully joined up South Yorkshire-wide walking and cycling network delivered to a consistent standard, would better connect all our residents and communities to employment and local services, as well as public transport routes.

Walking and cycling infrastructure, for many of our residents offers no meaningful choice as in places the network stops and abandons them to work it out for themselves. Given these issues it is perhaps not surprising that only 2% of journeys to work are undertaken by bicycle and 10% by walking.

This is compared to 71% of journeys to work undertaken by car⁸, a trend that has increased since 2001 which is contrary to the general UK trend of decreasing car commuter trips⁹.

The levels and certainty of funding afforded to the different modes is also significantly different. The TCF was established in 2017 and aims to improve productivity and spread prosperity through investment in public and sustainable transport in some of the largest English city regions. The total value of the fund currently lies at just over £1.2 billion up until 2023, yet the Government recently announced a £25 billion package of improvements to the Strategic Road Network up until 2025. The latter is the second five year settlement given to these roads and yet there is no guarantee of capital funding for active travel beyond the current TCF period, and even less certainty over revenue funding.



⁸Census (2011)

⁹DfT National Travel Survey, Table NTS0412 – Commuter Trips by Employment Status and Main Mode: England 2002 Onwards

¹⁰DfT RAS 60001 – Average value of prevention per reported casualty and per reported collision GB 2018

¹¹Ibid

¹²Sustrans (2015) Bike Life Survey

¹³DfT (2014) National Travel Survey tables NTS0601 and NTS0605

Safety and Inclusion

In a transport context, safety is wider-reaching and a priority for all modes, all services and all locales. The perception of safety is particularly relevant with regards to active travel as it is a factor that can prevent people from walking and cycling.

Collisions not only cause distress and suffering, they also incur a larger societal cost in terms of time lost from working both for those directly involved and those who may need to take time off to look after those injured, police time and healthcare costs. In financial terms, the average cost of a Road Traffic Collision is £98,232¹⁰, with the cost of a fatal collision being £2,196,534¹¹. This is insignificant compared to the distress and grief suffered by the victims, their families and friends, so there are gains to be made by reducing collisions both in terms of costs to society and minimising disruption on the transport network.

Safety for pedestrians, cyclists, passengers and drivers must remain of paramount importance as although road safety has improved, the number of casualties amongst people on bikes has been relatively flat and not seen the same level of overall decrease that other modes of transport have experienced in recent years.

Sustrans research into attitudes towards cycling found that whilst attitudes towards cycling are positive, with high levels of support for measures to encourage cycling, there remain real concerns over safety.¹²

Protected cycle lanes and traffic-free cycle routes were highlighted by Sustrans as being necessary to encourage occasional bike riders and those who do not currently ride a bike, to consider cycling more.

On average men make over three times as many trips by bicycle as women, cycling four times the distance¹³ and adults living with a disability are twice as likely as non-disabled adults to be physically inactive. Walking and cycling in childhood means that you are more likely to continue to do so as an adult therefore creating safe environments for everyone to engage in active travel from an early age, as well as delivering cycle training will improve the quality of life for all of our residents and encourage the formation of sustainable travel habits.

Air Quality & Health

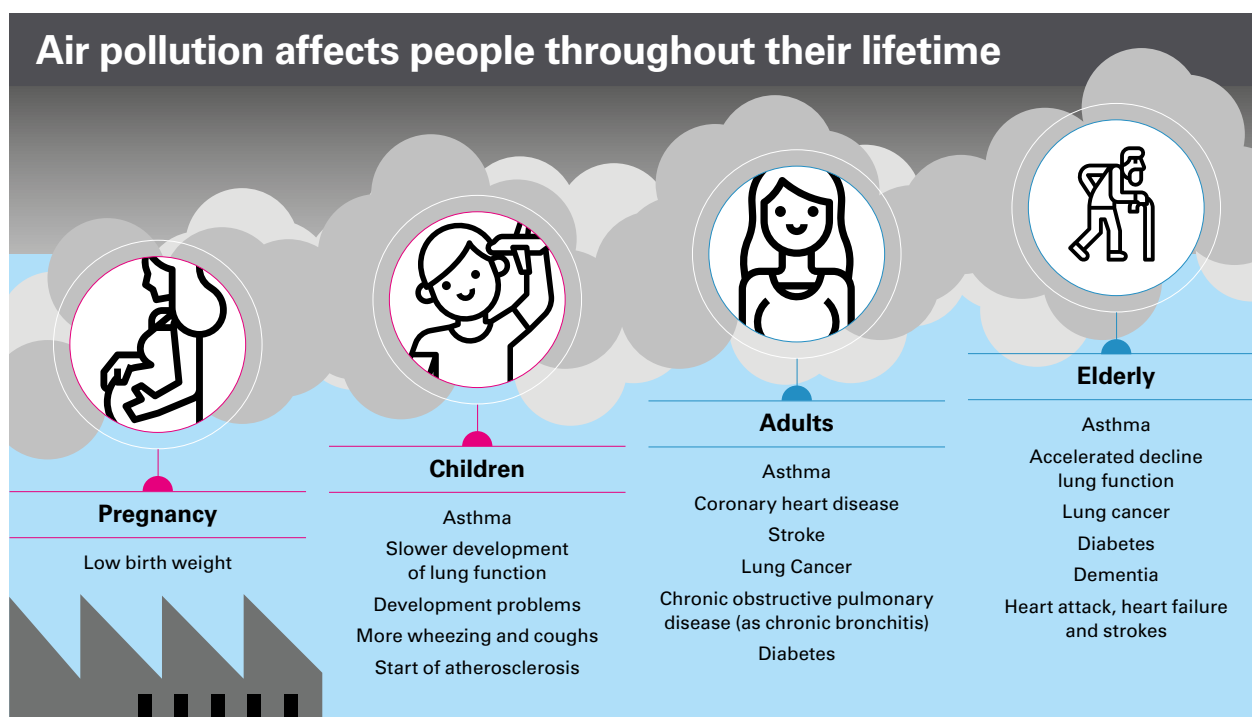
Air pollution is a major public health risk and the largest environmental health risk in the UK, causing around 40,000 deaths in the UK every year and contributing to poor health^{14 15}. In South Yorkshire, nearly 5% of deaths can be attributed to particulate air pollution and it is predicted that between 2017 to 2035 there will be 4,181 new cases of disease due to PM2.5 and NO₂ per 100,000 – equivalent to around 75,000 new cases of disease for the SCR¹⁶.

Road transport is the single biggest contributor to poor air quality and is responsible for some 80% of roadside nitrogen dioxide (NO₂) concentrations. Across our City Region we have 28 Air Quality Management Areas (AQMAs), 51 locations where NO₂ emission limits are being exceeded and a Clean Air Zone (CAZ) mandated in Rotherham and Sheffield.

Elevated levels of pollutants are very harmful to human health and the associated carbon dioxide (CO₂) emissions from road transport are also contributing to worsening climate change, which also has huge consequences for both our health but also our economic prosperity.

Air pollution can cause short term effects, such as exacerbating asthma and respiratory symptoms but also long term effects, contributing to the development of lung cancer, respiratory and cardiovascular disease and stroke. There is also increasing evidence that air pollution may cause asthma, particularly in those who live near busy roads¹⁷.





The detrimental effects of air pollution occur across our lifetime, even before we are born¹⁸. Babies in the womb and young children are particularly vulnerable to the health impacts of air pollution as this is a critical time for the development of body systems. Other groups that are more affected by air pollution include older people, people with heart or lung disease and those who live in areas of high pollution. Furthermore, many people do not realise air pollution levels in a car can be many times higher than those people experience walking or cycling along the same route.

Road traffic not only causes air pollution but is also a significant contributor to noise pollution. Environmental noise can cause annoyance, sleep disturbance, cognitive impairment in children and increase the risk of heart disease¹⁹. The World Health Organisation recommends that average day and night noise exposure are kept below certain levels to limit the impact on people's health²⁰. Modelled data from Defra estimates that around 147,800 people in the SCR are exposed to road traffic noise levels during a 24 hour period above recommended levels and 96,400 people to above recommended night time noise levels, with the consequent impact on their health²¹. Air and noise pollution are not spread evenly across SCR but tend to be worse in the poorest areas, those areas where people are less likely to own a car. Without change, the way we travel will continue to affect the health of everyone, but in particular our children, those in our poorer communities and those who already suffer with ill health.

¹⁴Royal College of Physicians (July 2016) Public health cannot wait until 2040, say health leaders – Press Release

¹⁵Royal College of Physicians, (2016) Every Breath We Take: the lifelong impact of air pollution

¹⁶PLOS Medicine (Published: July 10, 2018) Estimating the costs of air pollution to the National Health Service and social care: An assessment and forecast up to 2035

¹⁷Public Health England (2018) Health Matters: Air Pollution

¹⁸Royal College of Physicians, (2016) Every Breath We Take: the lifelong impact of air pollution

¹⁹World Health Organisation (2018) Environmental Noise Guidelines for the European Region

²⁰Ibid

Health and Wellbeing

The way that we travel and the transport we use impacts on our health, our environment and our societal wellbeing²². Half of all women and a third of men in England are damaging their health due to a lack of physical activity²³ and the number of children meeting the recommended amount of physical activity for healthy development and weight drops by 40% as they move through primary school²⁴. Physical inactivity is estimated to cost the UK as much as £1.2 billion a year²⁵ and directly contributes to one in six deaths²⁶.

Our health and wellbeing have a huge impact on our everyday lives. If we are unwell it can affect our ability to work and work productively, to study and learn and to care for others.

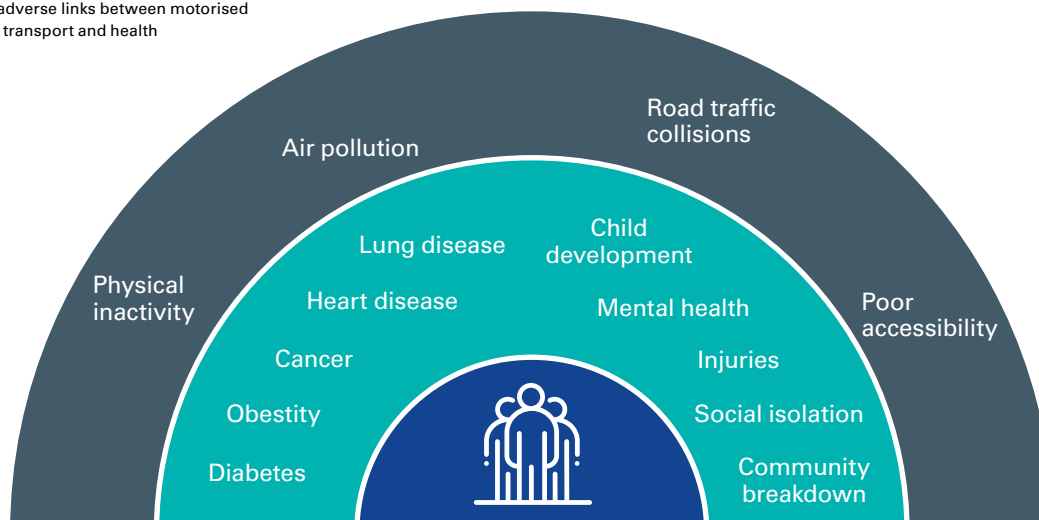
The people of SCR have poorer health compared to many other areas of the country²⁷ – less than two thirds (62.9%) are physically active at recommended levels. This is significantly lower than the England average and lower than activity levels in West Yorkshire and Liverpool city regions. Nearly 66% of adults in SCR are overweight or obese, which is higher than England and many other combined authority areas.

Being overweight has many consequences on our health including an increased risk of heart attacks and strokes, diabetes and some types of cancer, with consequences for both a person's quality and length of life. We have higher rates of early deaths due to cancer and cardiovascular disease and higher levels of common mental health disorders than the England average.

Although health is affected by many different factors, being physically active can have a huge positive impact on both our physical and mental health²⁸. Not only does being active help contribute to maintaining a healthy weight for children and adults, there is good evidence that it also significantly reduces the risk of several different diseases.

National recommendations for physical activity for adults are 150 minutes of moderate activity per week in bouts of ten minutes or more. Walking or cycling to and from work or school, five days a week, is a simple way for people to incorporate levels of physical activity into their lives and reduce their risk of developing serious health conditions.

Key adverse links between motorised road transport and health



Source: Mayor of London & Transport for London 'Valuing the health benefits of transport schemes' Transport for London 2015.

²¹fingertips.phe.org.uk/profile/wider-determinants/data#page/0/gid/1938133043/pat/126/par/E47000002/ati/102/are/E08000016
Used the percentage against total size of population to derive the number. Estimate only.

²²Public Health England (2016) Working Together to Promote Active Travel: A briefing for local authorities

²³Ibid

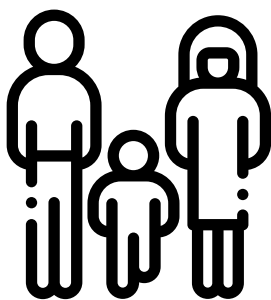
²⁴Public Health England (July 2014) Number of children getting enough physical activity drops by 40% - Press release

²⁵British Heart Foundation (2017) Physical Inactivity and Sedentary Behaviour Report 2017

²⁶Public Health England (2014) Everybody active, every day: An evidence-based approach to physical activity

²⁷Public Health England Fingertips Data – Physical Activity dataset

²⁸Public Health England (2020) Health Matters: Physical activity – prevention and management of long-term conditions



A person who is active every day **reduces** their risk of:

Type 2 diabetes

35-50% ▼

Depression

20-30% ▼

Coronary heart disease

20-35% ▼

Alzheimer's disease

20-35% ▼

Hip fracture

36-68% ▼

Breast cancer

20% ▼

Death

20-35% ▼

Colon cancer

30-50% ▼

Network Operation and Inclusive Design

Although transport plays a significant role in our health and wellbeing, car-centred development has created towns and communities where safe places to play, walk and cycle have effectively been built out to accommodate and prioritise cars.

Active travellers need safe, clear and direct routes, yet as cars remain at the heart of our transport networks, active travellers have a low priority – this is most noticeable at junctions where they are frequently stopped for motorised vehicles. At major junctions they often have to cross in multiple stages which deflect them from desire lines and causes journey disruption.

If the network for motorised transport was the same as the active travel network, few would be able to use it, because it is not continuous, direct, safe or signposted. Harnessing public support for active travel and engaging people in the network design process, is vital to address this current imbalance in the approach to the design of facilities.

Linked to the priority placed upon walkers and cyclists is the creation of space. Cycling has the potential to replace trips made by other modes, typically up to 10 km, with walking trips covering distances, typically up to 2 km²⁹. Provision of cycle storage at rail stations can also support cycling as part of a longer journey. Pedestrians and cyclists take up far less space than cars allowing the movement of a far greater number of people through a commuter route if they choose to travel on foot or by bicycle, resulting in less congestion and more reliable journey times for everyone.

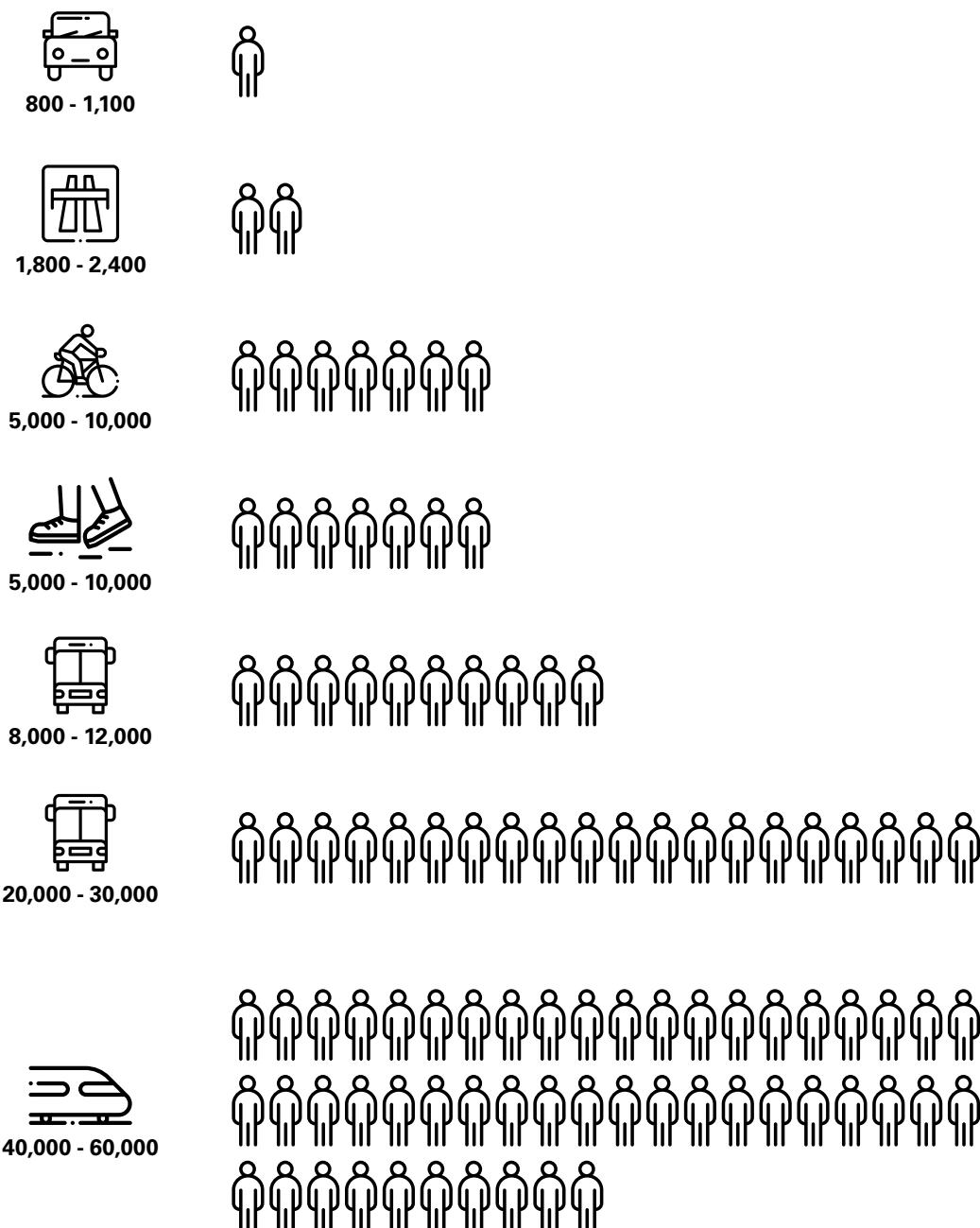
The allocation of road space is traditionally driven by how transport interventions are appraised, which again disadvantages active travel modes. Walking and cycling trips are often not counted or not fully captured when examining evidence for future transport interventions – we know that about three times as many cycling trips are for leisure than travel and walking is often not seen as a mode of transport at all, but the roots of active travel are often sown in leisure activity.

Similarly, the current system of transport scheme appraisal does not necessarily recognise the significant wider benefits of walking and cycling, being biased towards the full cost of motoring and values of time for business journeys.

We will need to create the space required to develop a South Yorkshire-wide active travel network. As well as physical barriers such as driveways and street furniture, the space where cycle lanes would go is often where residential or high street parking is situated and many drivers park straddling or occupying the footway. The creation of a footway or cycleway is often challenged because there is not enough road space – on these occasions decisions need to be made about the amount of space allocated to vehicles (both moving and stationary).

²⁹DfT (April 2017) Local Cycling and Walking Infrastructure Plan Guidance

The number of people transported in a four meter wide space by different modes



Roadway capacity varies by mode



= 1000 people

The top ten challenges facing the existing active travel network in the SCR are as follows

1. There is a piecemeal approach to planning and building active travel infrastructure meaning that there is no coherent South Yorkshire-wide walking and cycling network connecting our residents, communities and the wider public transport network to reduce trips by car.
2. Funding provision is fragmented and sporadic, making long term planning increasingly difficult and implementation inconsistent and often rushed – this applies to both capital and revenue funding.
3. The design standards of walking and cycling infrastructure varies across the SCR leading to differences in provision of facilities and there is a wide variation in the ease of taking cycles on public transport and the facilities provided for cyclists in places of work.
4. The most cited reason that people do not walk cycle and walk is that it does not feel safe – vulnerable road users are still too likely to be injured or killed in traffic collisions and we need to reduce road danger caused by vehicles so that the percentage of walkers and cyclists involved in accidents reduces.
5. Elevated levels of transport-related pollution across the City Region are damaging our residents' health and carbon emissions from transport are contributing to climate change.
6. Above average levels of inactivity in parts of the City Region are contributing to ill health.
7. The design of existing infrastructure often considers walkers and cyclists last with a focus on reducing vehicular delays – at many junctions, walkers and cyclists are frequently stopped for vehicles and have to cross in multiple stages which deflect them from desire lines.
8. Much of our urban space is taken up by parked vehicles and roadside parking occupies the space that is best for active travel – cycle lanes should be where residential or high street parking is situated however, many drivers park straddling or occupying the footway.
9. Walking and cycling trips are often not counted or not fully captured when examining evidence for future transport interventions – we know that about three times as many cycling trips are for leisure than transport and walking is often not seen as a mode of transport at all.
10. The current system of transport scheme appraisal does not necessarily recognise the significant wider benefits of walking and cycling, being biased towards the full cost of motoring and values of time for business journeys – this means that making the case for active travel interventions is often more difficult.

Future Active Travel Opportunities and Needs

In order to address some of these challenges, a step-change is required in how people travel around the City Region and we need to take a fresh look at how we plan our transport networks. Enabling Active travel across the region, will help to strengthen the local connections to and between our neighbourhoods, contributing to the delivery of the aspirational journey times set out in the Mayor's Vision for Transport.

Within the SCR almost 40% of journeys to work measuring only 1 km (around a 15 minute walk) are taken by car. This figure increases to 64% when the distance is increased to 5 km; however, walking remains the dominant mode for journeys under 500 m. Converting these short car trips to active travel modes will have a positive impact on congestion and air quality in SCR. Recent data from London has shown reduced air pollution levels after the introduction of cycle lanes on one of its busiest routes.

Most of SCR's residents (85.3%) commute within the City Region boundaries. The current commuter flows within SCR are shown opposite, which highlights the particularly high commuting levels between Rotherham and Sheffield and the polycentric composition of our City Region.

Whilst there is a significant opportunity around shifting short journeys from car to sustainable modes, there is also a role for active travel to form part of a longer journey. Although walking and cycling can offer a viable alternative for trips under 5 km, by providing cycle storage at our transport hubs for example and enabling sustainable access to our rail stations and tram network, inter-regional trips covering longer distances also become possible by sustainable modes, helping to reduce car use on our busiest corridors.

Neighbourhood to Regional Hub

15
MINS

By walking, cycling, driving or using public transport, residents will be able to travel from their local neighbourhood to their nearest regional hub in no more than 15 minutes.

Regional Hub to Regional Hub

30
MINS

Using public or private transport, residents will be able to travel between the region's major centres and employment hubs in no more than 30 minutes.

Regional Hub to Major Centres

75
MINS

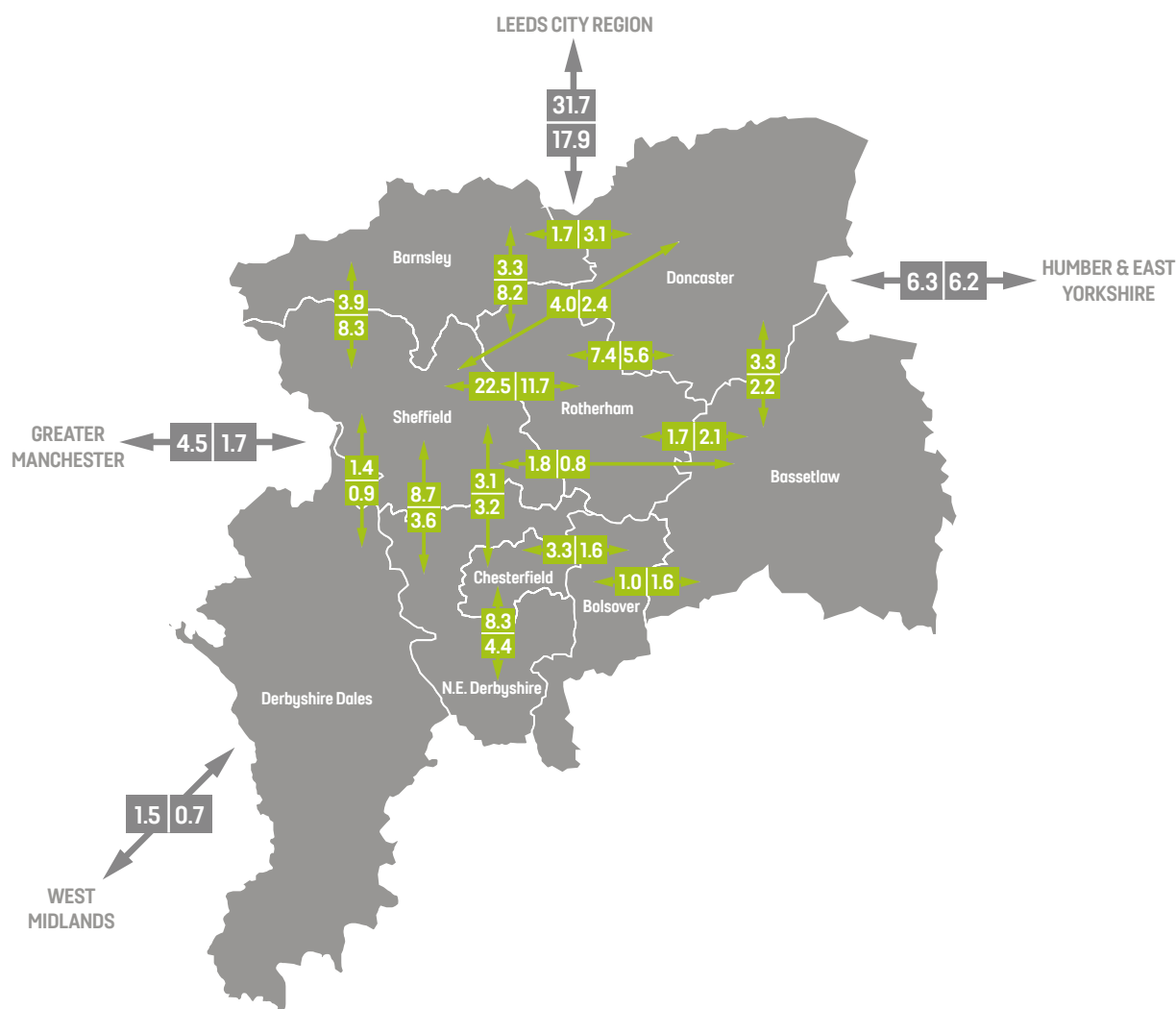
People will be able to travel from each of our main town and city centres to at least four other major cities within 75 minutes.

Whilst there are a high number of car trips on our network, more than one in five households within SCR have no access to a car. Although improving sustainable access to growth and employment opportunities for all of the SCR's residents is a clear objective, there are a number of areas across the City Region where the opportunities that have been identified could have the greatest impact on social cohesion – these are the areas that currently experience “transport poverty”³⁰. This is defined as an area of high deprivation where both public transport uptake and car ownership are low.

³⁰SCR (2017) SCRIPT Study – Transport Poverty defined as areas that have no access to a car, low uptake of public transport, classified as in the top 10% deprived communities in England

Our current transport system, which prioritises car travel above walking and cycling and public transport, immediately puts these families at a disadvantage. Enabling active travel and connectivity to the public transport network in these locations in particular, can help support families to access educational and employment opportunities, which they would otherwise be excluded from due to the lack of a car. Transport offers a way of accessing economic opportunities, services and maintaining social links. Where limited travel choices constrain access to economic opportunities, an environment of “transport poverty” is created, contributing to higher levels of social deprivation. Enabling active travel can provide an affordable means of connecting people to employment and economic opportunity, to shops and leisure amenities and healthcare facilities, particularly for the one in five households in the SCR who do not have access to a car.

Whilst much of the focus of this plan is on high quality walking and cycling infrastructure, we also need to consider supporting measures to change behaviours. Active travel strategies that are the most effective combine hard infrastructure with interventions such as cycle training, walking groups and cycle loan schemes, to change the behaviour of the population using them. Furthermore, marketing, engagement and information is required to inform populations about the infrastructure and the interventions available to them³¹. This integrated approach along with continuous funding will help to shift the balance from predominantly car based trips to active travel. By re-prioritising our transport networks we can create healthier places to live and rebalance the transport system to extend travel choice to all, not just those who have access to a car.



³¹Sheffield Hallam University (2019) Active Travel Strategy Review

Objectives of the Active Travel Plan

Drawing on the current challenges and the opportunities, the key objectives of this plan are:

1. To put those who walk and cycle at the centre of our transport plans to:

- (a) create low traffic, liveable and connected communities;
- (b) to improve health;
- (c) and to support low-carbon, energy efficient mobility to help address the climate emergency.

2. To develop walking and cycling networks to:

- (a) improve the economy
- (b) embed active travel in all developments.

3. To develop active travel as a component of all trips, including longer multi-modal journeys across and to/from SCR as well as leisure trips.

4. To provide high quality, safe infrastructure that meets a set of minimum standards.

5. To empower local communities to co-develop and own ambitious future plans for walking and cycling.

6. To develop an SCR appraisal and monitoring system that supports our current proposals and helps provide the evidence base for future proposals.

These objectives will be used to ensure alignment of the interventions and the policies of the Transport Strategy and Mayor's Vision for Transport. The high quality, safe infrastructure minimum standards are set out later in this document. The Mayor's Ambition for improved journey times across the City Region outlines an aspirational journey time of 15 minutes between our neighbourhoods and regional hubs, which active travel will play a significant role in achieving.

It is also vital that the interventions set out in this Plan link back to the delivery of the three goals and nine key policies within the SCR Transport Strategy, as shown below.

Transport Strategy Goals	Transport Strategy Policies
Residents and businesses connected to economic opportunity	<ol style="list-style-type: none"> 1. Improve the existing transport network to enhance access to jobs, markets, skills and supply chains adopting technology solutions to support this 2. Enhance productivity by making our transport system faster, more reliable and more resilient, considering the role of new technologies to achieve this 3. Invest in integrated packages of infrastructure to unlock future economic growth and support Local Plans, including new housing provision
A cleaner and greener Sheffield City Region	<ol style="list-style-type: none"> 4. Improve air quality across our City Region to meet legal thresholds, supporting improved health and activity for all, especially in designated AQMAs and CAZs 5. Lead the way towards a low carbon transport network, including a zero-carbon public transport network 6. Work in tandem with the planning and development community to create attractive places
Safe, reliable and accessible transport network	<ol style="list-style-type: none"> 7. Ensure people feel safe when they travel and invest in our streets to make them more attractive places 8. Enhance our multi-modal transport system which encourages sustainable travel choices and is embedded in the assessment of transport requirements for new development, particularly for active travel 9. Ensure our transport network offers sustainable and inclusive access for all to local services, employment opportunities and our green and recreational spaces

Improvements to the active travel network will have cross cutting benefits across the SCR however links to policies 4, 6, 8 and 9 are particularly significant.

Improving the health and activity levels within SCR is a priority given the challenges we face around air quality and the above average levels of inactivity experienced in parts of the region. Delivery of the improvements in this Plan will increase the number of people engaging in activity and help to reduce the health problems associated with a sedentary lifestyle. Enabling people to walk or cycle more will also offer a viable alternative to the private car for short trips or as part of a longer journey, helping to deliver improvements in air quality across the City Region for all.

Active travel can support connections between new housing and other infrastructure. Through working with the planning and development community to make space for active travel, we will help to create liveable places that support the wellbeing of residents and visitors. Changing the priority given to active travel modes and re-imagining our public spaces as healthy streets, will encourage and enable more people to adopt sustainable travel habits. This will in turn reduce the negative health impacts associated with motorised road transport emissions and create spaces where it is enjoyable and safe to spend time.

The delivery of high quality cycling and walking infrastructure with integrated links to public transport will broaden the travel choices available to people, ensuring that our transport system is multi modal. We will also work with partners to embed the requirement for new developments to provide space for active travel at an early stage in the planning process, to ensure adequate provision is made. Car ownership is lower in areas of deprivation, potentially cutting people off from economic and leisure opportunities and creating an environment of transport poverty. Active travel either alone or combined with public transport can offer those without a car access to employment opportunities, local services and to our green and recreational spaces. Delivery of the measures in this Plan will help to reduce inequality of access to opportunity and will provide a sustainable low cost alternative to car travel.

The Mayor committed in his Vision for Transport that he would put pedestrians and cyclists at the centre of our transport plans.

The Active Travel Commissioner has developed four pledges that will help us to realise this vision as follows:”

1. That we will be led by our communities.

We want to listen to those who live work and visit our city region who would like to walk, cycle, run, scoot about for all purposes, and particularly hear where and how our infrastructure could enable this

2. That we will be enable active travel, not just encourage it.

We have been encouraging people to cycle and walk more for 20 years, but little has changed. We need to enable active travel by listening and changing the environment we travel in.

3. That all our infrastructure will meet or exceed minimum standards

Currently active travel infrastructure differs quite markedly across our region, but the needs of active travellers are the same.

4. That all our infrastructure will be fully accessible.

We want our cycle lanes to accommodate 3 and 4 wheeled cycles, and our footways to accommodate wheelchairs. We also want our footways to be legible for the blind and partially sighted.

In developing our interventions outlined in the next section of this Plan, we have worked with and will continue to listen to our communities, to ensure that the interventions we deliver meet the needs of those expected to use them. To ensure the infrastructure provided through this plan will enable active travel, we have developed infrastructure guidelines with our partners, to set out the minimum standards we expect to see delivered across the City Region. This approach to infrastructure provision builds on the Active Travel Commissioner’s pledges and will help us to realise our vision.

A low-angle, rear-view photograph of a person running on a paved path. The runner is wearing a black t-shirt, blue shorts, and blue and red running shoes. Their right leg is lifted in mid-stride, showing the sole of the shoe. The path is surrounded by green grass and trees, with a clear blue sky in the background.

3.0 Delivering the Plan

Objectives of the Active Travel Plan

The key component of the Active Travel Implementation Plan is what we intend to do to deliver upon our objectives.

The three maps in this section show, in turn:

- Public feedback on the active travel infrastructure currently provided across the region
- Interventions that are either committed for delivery, or which we need to see delivered, in the next five years
- Interventions which will ensure that we develop a coherent South Yorkshire-wider active travel network, with the aim of these interventions being delivered from the mid-2020s onwards.

Whilst each Local Authority has their own cycle network, we are aiming to significantly raise the standard and consistency of facilities for cycling and walking, laying the foundations for the roll-out of a holistic SCR active travel network for delivery between now and 2040.

Current Provision

In October 2019 the SCR Active Travel Map went live, inviting people from across the region to highlight what is and what isn't working on South Yorkshire's current network of roads, cycle paths and footpaths. The volume of feedback received at the time of writing is shown in Map 1 alongside some of the comments that were received during this process.

At the present time, several improvements to our active travel network aligned to the draft LCWIP process are underway through our Tranche 1 Transforming Cities Fund allocation however, large scale investment is needed to fully address the comments displayed in Map 1. The Region will continue to gather and monitor feedback from the Active Travel Map to inform the deployment of activities as per the Commissioner's pledges.

Delivery in the Next Five Years

Over the next five years, we will work to ensure delivery of the first stage of our coherent active travel network using the TCF programme and drawing on some of the other components of the draft LCWIP that have been identified through consultation with the South Yorkshire Local Authorities and the Active Travel Advisory Board.

These include

- Improved access between Mexborough town centre and the rail station and Doncaster college and the rail station
- Connecting outlying settlements to the growing economic opportunity by providing a new connection into the iPort site from Rossington for buses and active travel modes and Thorne and Moorends to Unity by active travel modes
- Improving accessibility and connectivity by providing better walking and cycling routes in Armthorpe, Balby, Wheatley, Long Sandall and Edlington
- Improving accessibility and connectivity by providing better walking and cycling routes through Doncaster town centre, including St Mary's Gyratory, North Bridge Road, Cleveland Street and Bennetthorpe
- Connecting Maltby to the main urban centre of Rotherham with localised enhanced active travel routes within the corridor
- Active travel improvements along the A61 corridor in Barnsley
- New cycling route linking Barnsley town centre to the housing growth area in Darfield and on to the housing and employment growth area in Goldthorpe and the wider Dearne Valley
- Connecting the housing growth areas in Staincross and Royston to the urban centre of Barnsley by providing improvements for active travel modes
- Improving walking routes into Barnsley town centre from the Hospital, including along Huddersfield Road
- Providing better active travel routes to enable more walking and cycling into local town centres within the Dearne Valley
- Connecting the housing and employment growth area in the Dearne Valley to the local centre in Wath for active travel modes
- Providing better active travel routes to enable more walking and/or cycling through Rotherham town centre, including links to Forge Island
- A new high quality segregated cycle route along the A6178 Sheffield Road to help support active travel links between Rotherham, Meadowhall and Sheffield
- Promoting active travel for accessing employment opportunities in Sheffield City Centre, the Lower Don Valley (including AMID) and Rotherham (including from Attercliffe and Darnall, Kelham, Neepsend and Burngreave, and Nether Edge)



Development in the Next Five Years

In the next five years, we will work to undertake further design work on the remainder of a coherent active travel network such that the interventions required can be delivered in the latter part of the 2020s as our economic growth ambitions start to move at pace.

This process will involve a number of key steps, including:

- Engaging with communities and key stakeholders
- Establishing and communicating the vision
- Building the evidence base – including using local information and experience
- Creating a monitoring and evaluation framework with key outcomes
- Identifying consistent funding streams
- Co-creating the interventions to enable behaviour change
- Identifying pilot places and communities
- Measuring success and learning lessons
- Embarking on a wider roll-out of interventions



MAP 1

Comments on SCRs Existing Active Travel Infrastructure 2019 – 2020

"Cycli

- Positive
- Negative
- Quite Negative
- Neutral

"Footpath is awful."

"Cyclists and walkers cannot cross the road here - those that do regularly risk their lives whilst drivers risk switching on their indicators."

"Uneven footpaths."

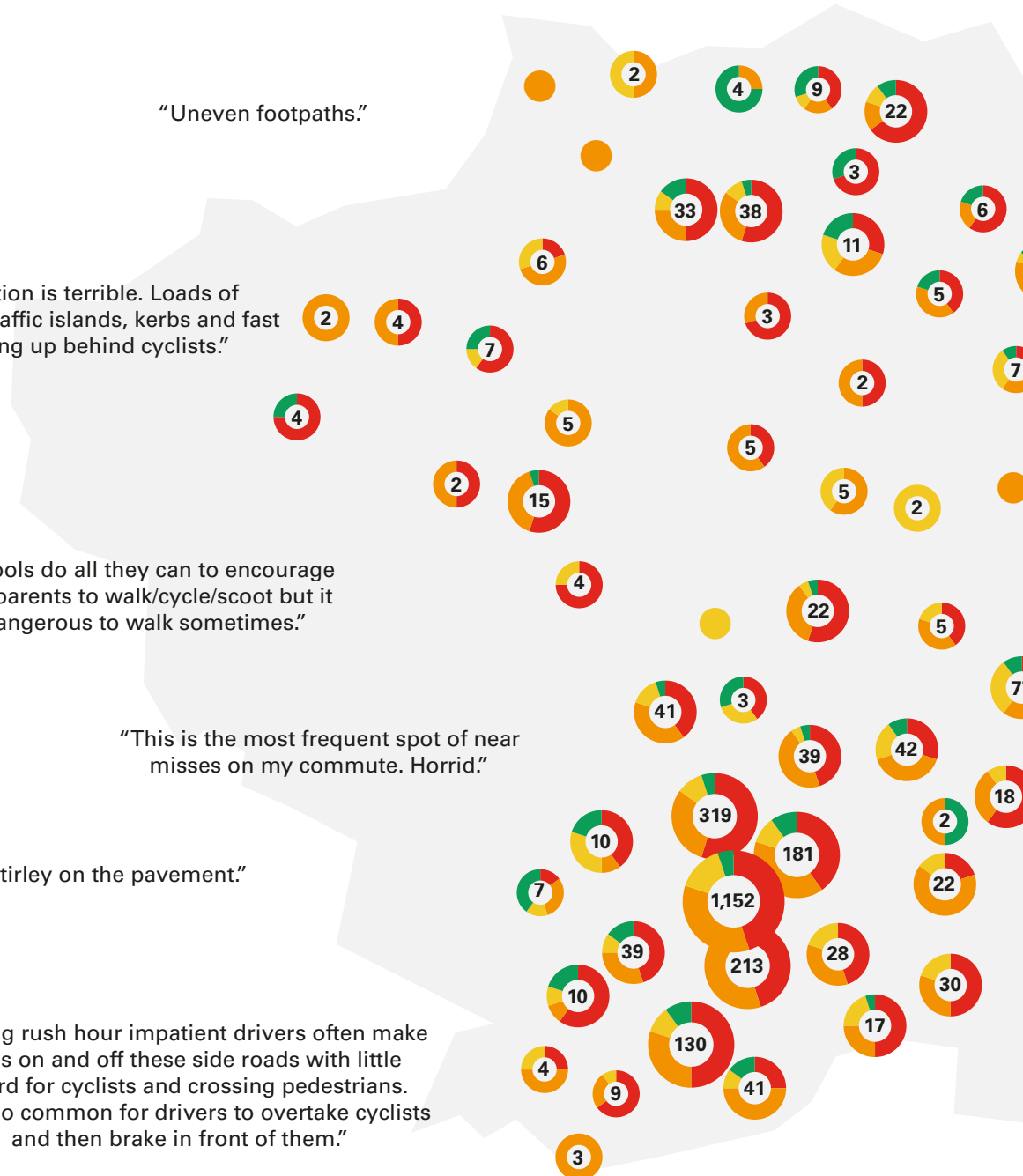
“This junction is terrible. Loads of unnecessary traffic islands, kerbs and fast cars coming up behind cyclists.”

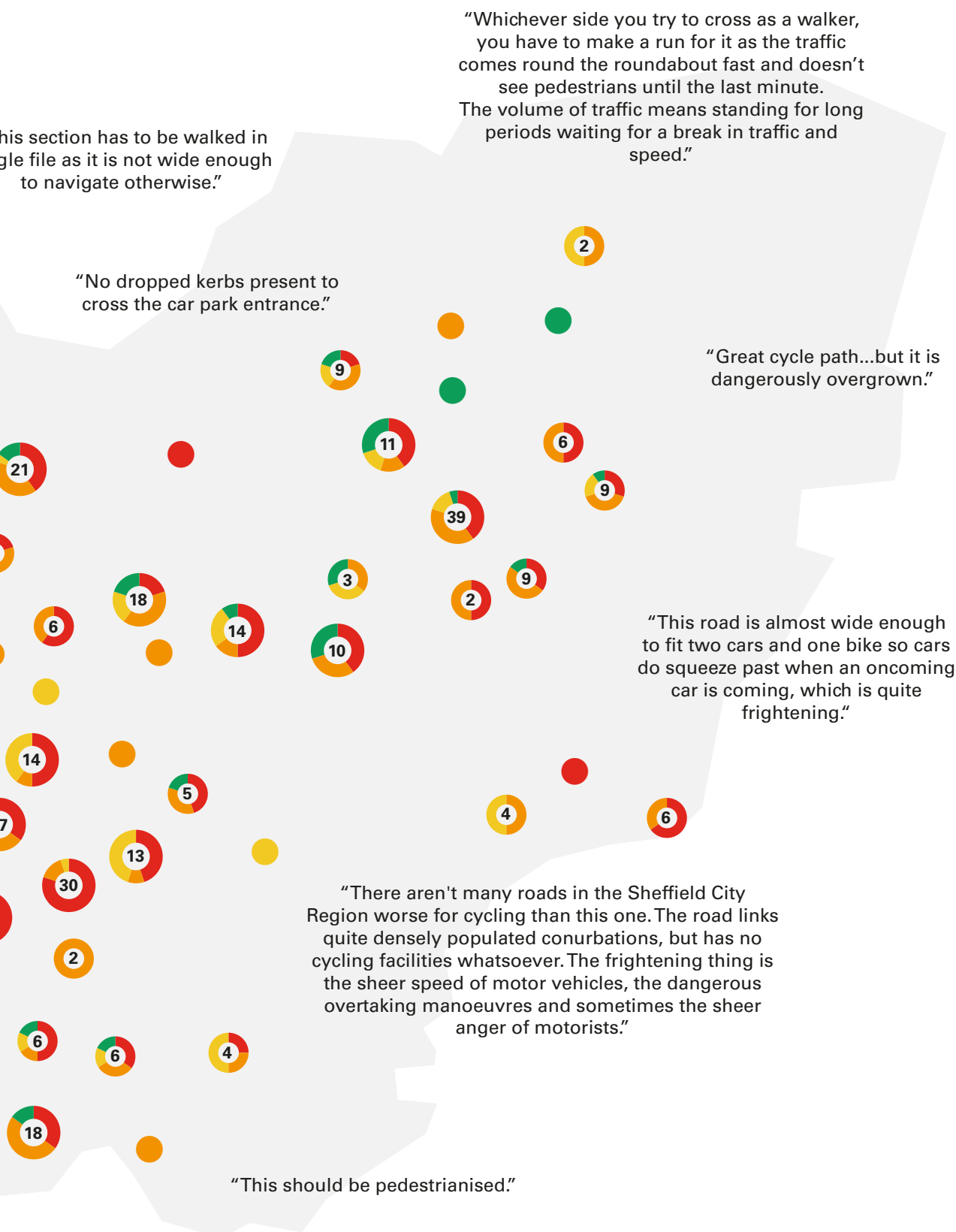
"The schools do all they can to encourage kids and parents to walk/cycle/scoot but it feels dangerous to walk sometimes."

"This is the most frequent spot of near misses on my commute. Horrid."

"Cars parked entirley on the pavement."

"During rush hour impatient drivers often make turns on and off these side roads with little regard for cyclists and crossing pedestrians. It is also common for drivers to overtake cyclists and then brake in front of them"

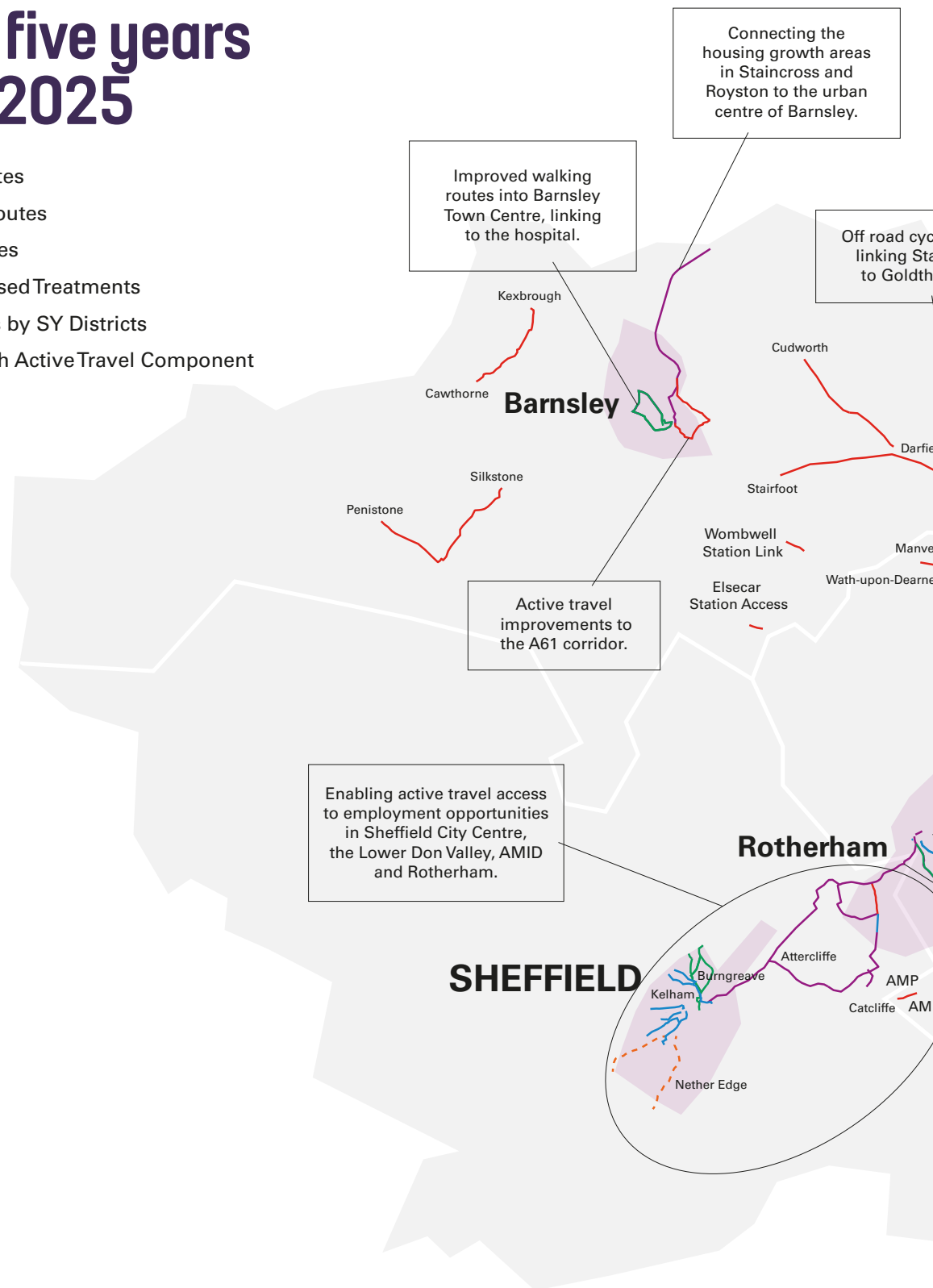


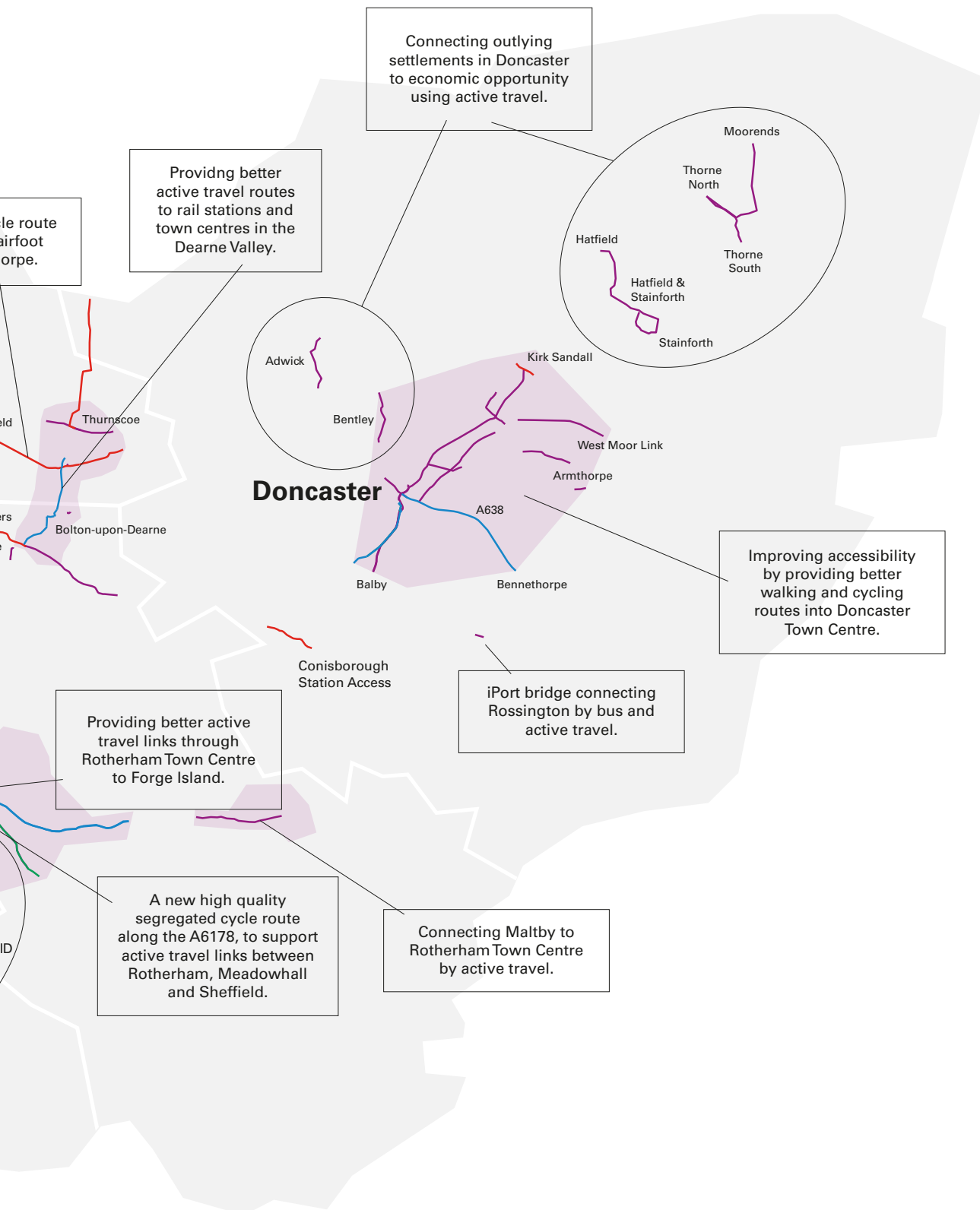


MAP 2

Business cases in the next five years 2020 – 2025

- LCWIP Cycle Routes
- LCWIP Walking Routes
- TCF2 Scheme Lines
- Zones For Prioritised Treatments
- Prioritised Routes by SY Districts
- - TCF2 Scheme with Active Travel Component

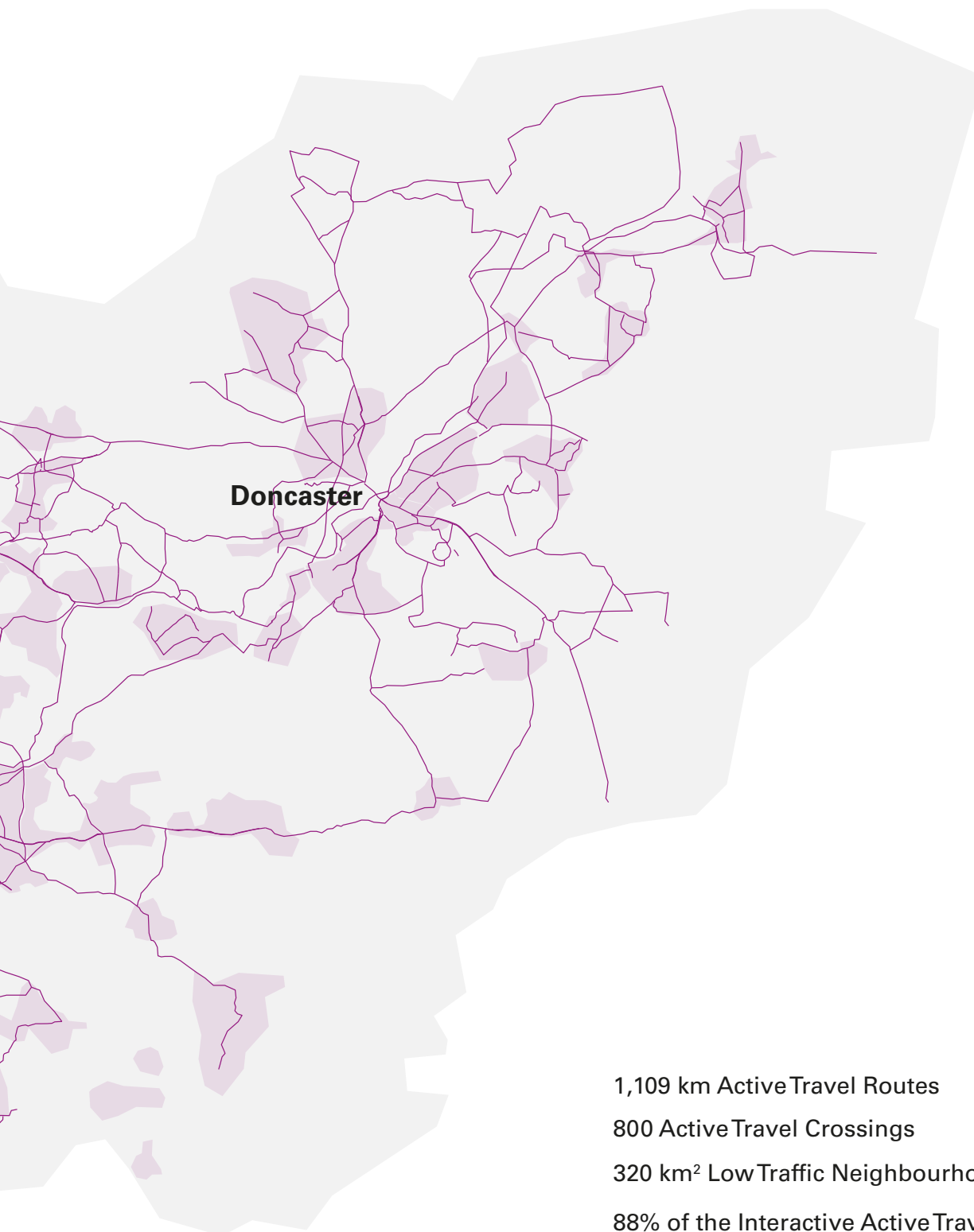




MAP 3

2040 Active Travel Network





1,109 km Active Travel Routes

800 Active Travel Crossings

320 km² Low Traffic Neighbourhoods

88% of the Interactive Active Travel
Map comments are captured by
the 2040 network.

Infrastructure Guidelines

Over the last ten years, the standards of cycling infrastructure have changed markedly, and there are more changes due soon from national government and other key cities. Walking infrastructure is changing particularly with the increasing focus on placemaking, and our expectations are that all active travel infrastructure will continue to change in the coming years.

This implementation plan does not include an active travel design manual, as this would take a long time and be out of date quickly. However, the current active travel infrastructure in Sheffield City Region has not resulted in many new people feeling confident cycling and walking.

With that in mind the Commissioner has outlined a series of guidelines and that our active infrastructure should:

1. Give active travellers confidence by separating them from traffic
2. Continue across junctions
3. Have sufficiently wide tracks and paths to include all active travellers
4. Be inclusive and accessible
5. Have legible routes with clear signage and wayfinding

Traffic volume and speed

The close proximity of fast-moving, or large volumes of vehicles is a deterrent to all active travellers. The first consideration that we would like all scheme designers to assess, is to look at the movement and place function of the location. Often this is considered by looking at the flow of people travelling and the speed limit and agreeing the type of infrastructure that is applicable. A crucial decision is where active travellers need to be segregated from vehicles, and where pedestrians and cyclists need to be separated.

Our start point is that roads with speeds above 30mph, with more than 250 vehicles per hour, or significant flows of large vehicles should segregate active travellers. Our key consideration is to both reduce the measurable road danger to as near zero as possible and give confidence by reducing the perceived danger. We also want to signal an end to painted cycle lanes and shared use footways, which have not proved successful in recruiting large numbers of new cyclists in the region.

Continuing at junctions

One of the main issues with current active travel provision is that it stops at each junction. The clearest and most obvious instances are at side roads, and this continual interruption of the journey, particularly for cyclists, removes most of the advantage that cycling gives. We would like all of our active travel routes to continue across junctions in a straight line and that those travelling straight on should retain priority over turning vehicles. We are working closely with the Commissioner's team in Greater Manchester on the trial and implementation of side road zebras. We would prefer nearly all of our pedestrian crossings to cross in a single phase, without having to wait in the middle of a road, with a minimal wait time after pressing the button.

Width of active travel lanes

The commissioner is committed to making all of our active travel infrastructure accessible and inclusive. This means that 3 and 4 wheeled cycles and mobility aids will be accommodated (including freight carrying bikes), and in most cases this would require a 2m wide lane, clear of street furniture. Where bi-directional wheeled and cycle traffic is being planned, this would require a 3m wide lane. One of the key issues is where these standards would be excepted, for instance where there is a narrow pinch point caused by a bridge or other physical obstacle. If a pinch point is not navigable for any of our users it usually makes the whole journey impossible, and we will press hard for a solution or at least a short diversion.

Inclusive and accessible

We would like everyone to have the confidence to use active travel routes. We want to be clear that wheelchair users, those using mobility aids or being accompanied, and that those with impairments are included. We have already outlined the minimum widths for infrastructure, but this extends to access barriers, and vehicles parked on active travel tracks and paths. Inclusivity includes parents with pushchairs and all groups in our society feeling safe. Partly this comes from having considerate travellers, but this also extends to policing, having enforceable regulations and creating well lit and observed routes where possible. We expect our active travel routes to include places to rest and park a cycle at key locations and along the way.

Route legibility

The first place for route legibility is the surface. Many of the guidelines above will create much clearer and more legible routes - where possible we envisage that routes will be self-indicating. In some cases, this is through the surface treatment and the use of markings, as we do not want to add to street furniture with a large number of signs. We will work with partners on a wayfinding strategy so that our new network shows the connections to key destinations.

Finalising Guidelines

The guidelines are on the workplan for the Active Travel Programme Board, and a set of draft guidelines has already been edited by the Active Travel Advisory Board. A key part of this work is for the technical experts in each of the four partner authorities to agree these guidelines and have a process for agreeing exceptions with the programme. These exceptions are a key part of the process, because in some cases the route will have physical constraints or land ownership issues which will require compromises.

4.0 Measuring Success



A key part of the origination of this active travel plan is the realisation that too many short trips are taken by car, and that neighbourhood walking and cycling should be the natural choice for those trips. Some of these data come from the census, which is only measured every 10 years, and in general, the existing data on cycling and, in particular, walking is poor and patchy. Therefore, we will bring forward a far more detailed evaluation package, with the aim of producing an annual statement of active travel.

Logic map

Although active travel is part of the suite of implementation plans for the Mayor's Transport Vision, it is linked to a set of wider outcomes, particularly in health. We have produced a logic map for the programme, but we anticipate that the evaluation package will create a far more detailed analysis of outcomes and impacts. A key part of this is to develop our own criteria for assessing and developing the schemes contained in the 2040 map, as conventional transport economics have traditionally placed far too much emphasis on vehicle journey times, and struggle to accurately appraise active travel schemes.

Transport Vision

The Transport Strategy states that any interventions brought forward will be judged against the three goals set out previously and the success criteria that flow from them, as shown below.

Goal	Success Criteria (by 2040)
Residents and businesses connected to economic opportunity	a) Contribute towards increasing GVA in SCR through increasing the number of economically active people living within 30 minutes of key employment locations and universities by public transport
A cleaner and greener Sheffield City Region	b) Better frequency of rail service between Sheffield and Manchester/Leeds - at least four fast trains per hour, with a target 30 minute journey time to/from both and a local rail network that meets the agreed minimum standards
Safe, reliable and accessible transport network	c) Increase productivity through reducing delays on our transport network
	d) Increase trips by 18% bus, 100% rail, 47% tram, 21% walking and 350% cycling and manage the increase in private car/van/goods trips to 8%
	e) 95% public opinion that our local transport choices feel safe
	f) Reduction in reported casualties of 4% per year
	g) Eliminate AQMAs in our City Region and comply with legal thresholds to achieve compliance in the shortest possible time
	h) Reduce tailpipe carbon emissions in line with targets for the UK and have a zero-carbon public transport network by 2040

This Plan aims to improve conditions for growth, help to create and attract businesses, improve access to talent and a wider range of employment opportunities. SCR businesses will be able to draw on a wider labour pool when recruiting, leading to more efficient matching of labour demand and supply, and SCR residents' will be able to access employment opportunities in labour markets more readily.

As part of the development of a SCR-wide active travel network, we will be developing an accompanying evaluation process whereby we will monitor the effectiveness of the proposals and their wider impacts, linked to criteria d), f) and g) above, as well as some of the wider benefits of active travel to public health that were described previously.

Transforming Cities Fund

In the short term, the TCF programme will be subject to a programme of before and after monitoring and evaluation, in line with the SCR's agreed Assurance Framework and a framework for the overall TCF programme evaluation that is being developed by the DfT. This will ensure the benefits of the investment are fully realised and the programmes value for money in terms of delivering economic growth and quality of life outcomes for the SCR can be demonstrated.

The TCF programme objectives have been used to develop the desired outputs, outcomes and impacts for the programme and the individual interventions – these desired outputs, outcomes and impacts are the actual benefits that are expected to be derived from the programme. In this case, a “benefit” is an outcome of change that is measurably positive..

The desired outcomes include more walking and cycling journeys across the SCR, increased public transport patronage, reduced car commuting and improved air quality. The corresponding desired impacts are supporting inclusive growth, enhanced opportunities to access new employment sites, creating healthy streets where people feel safe, and improving the quality of our outdoors. Indicators for measuring these outcomes and impacts of the TCF programme have also been defined.

At an individual project level, the key indicators of the success of active travel interventions will be measured using a number of key metrics:

- Number of people using new and improved walking and cycle facilities
- Attitudes to walking and cycling
- Bus Patronage (by service)
- Passenger Satisfaction (with infrastructure and services)
- Number of people using park and ride facilities
- Tram Patronage (on services using new and improved park and ride facilities)
- Rail Patronage (on services using stations with improved facilities)
- Passenger Satisfaction (with infrastructure and services)
- Accessibility to Workplace and Jobs

Although the suggested metrics apply to the overall TCF programme across the SCR, they are also considered suitable for evaluating the individual packages of interventions that sit within it.

An annual monitoring summary for the overall TCF programme will be produced by SCR, whilst on completion of the TCF programme, a '1 year after' and '5 year after' evaluation report will be produced, recognising that the nature of TCF programme of interventions is such that some benefits (particularly impacts) will only occur over a much longer timescale, hence the move towards a longer terms evaluation process.

Benefits Realisation to 2040

Modelling active travel growth has proved notoriously difficult, one reason is that the underlying data is so patchy. Our plan grew from the Local Cycling and Walking Infrastructure Plan which is based on the DfT Cycling and Walking Investment Strategy (CWIS) which contains the following targets:

- to aim to double cycling, from 0.8 billion stages in 2013 to 1.6 billion stages in 2025
- to aim to increase walking activity, to 300 stages per person per year in 2025
- to increase the percentage of children aged 5 to 10 that usually walk to school from 49% in 2014 to 55% in 2025

The Transport Strategy (above) aims to increase cycling trips by 350% and walking by 21%

Our partner authorities have their own strategies and targets and they contributed the information in the 2025 and 2040 maps (Sheffield aims to increase cycling by 570% to 2035, and walking by 3%, from 2015 baseline).

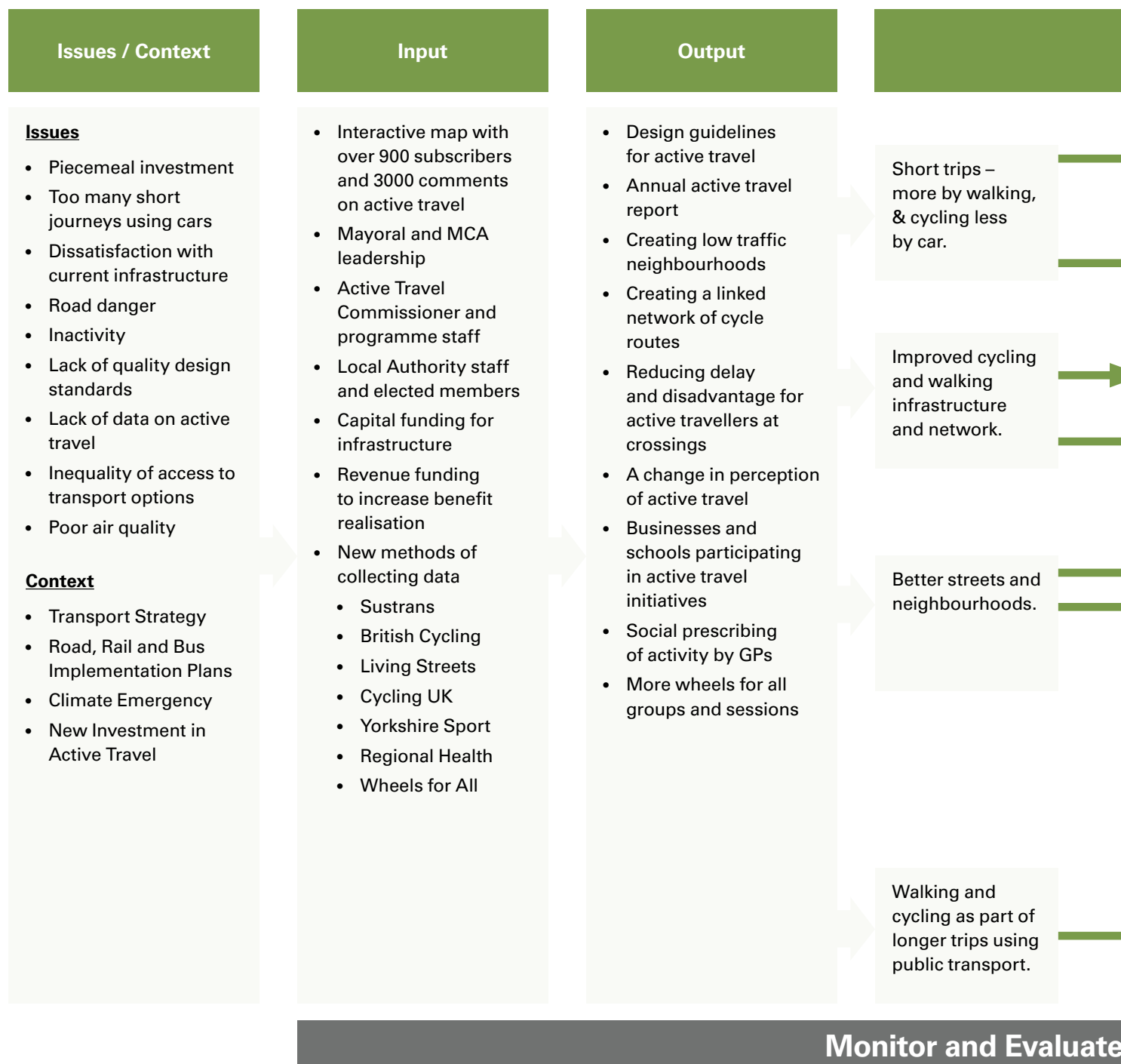
Whilst we accept and intend to do our utmost to reach all the targets above, we will produce a more detailed benefits realisation strategy with it's own targets and monitoring measures. This will be produced along with an annual statement on progress from active travel. This will contain output monitoring and, as they develop, outcomes monitoring.

Beyond TCF

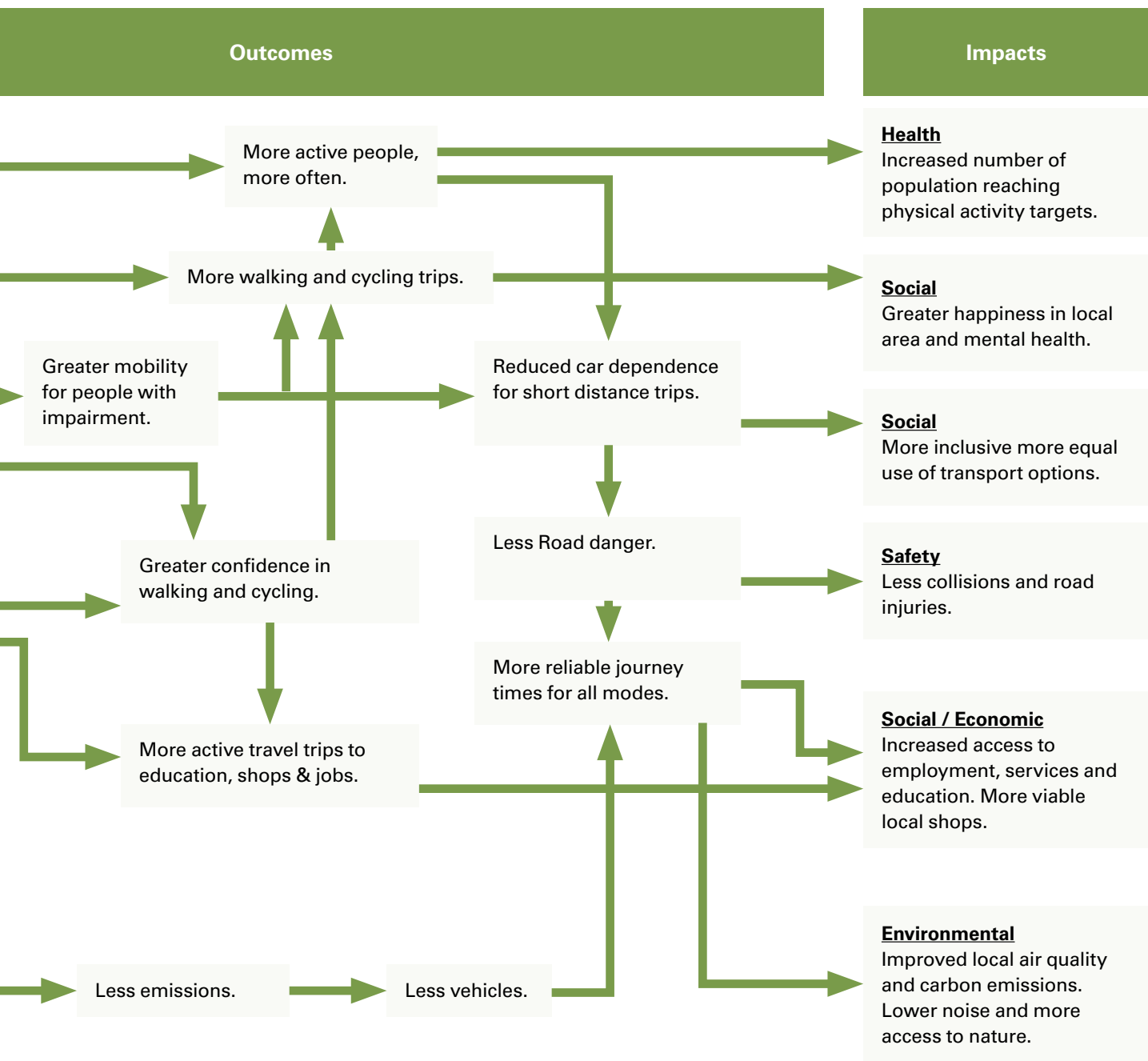
Securing continuous funding for active travel is a priority. To date, each tranche of funding released by Government (usually on a competitive basis) has its own aims, objectives, scheme appraisal process and therefore criteria for success. These different sources of funding cause local authorities to re-prioritise schemes, usually on short timescales, to build a package of measures to fit those specific criteria. Our Active Travel Plan (and LCWIP process) demonstrates a long term vision for walking and cycling. We intend to use our own evidence base to take the 2040 network map and create a prioritised list of routes and low traffic neighbourhoods for implementation as funding becomes available.

A key part of this process will be the development of an evaluation package, which will form the basis of scheme appraisal, business case development and therefore prioritisation. Once this is in place we will annually report on progress, both in outputs and measurable outcomes, the most important of which will be increasing the number of people walking and cycling.

Sheffield City Region – Active Travel



Implementation Plan Logic Map



Inputs, outputs, outcomes and impacts

By developing a comprehensive active travel network, we will put walkers and cyclist at the heart of our transport plans, recognising the climate emergency that has been declared and improving the health and wellbeing of all of those across the City Region.

Mayor Dan Jarvis MBE MP
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