

Economic and Environmental Wellbeing Scrutiny and Policy Development Committee

Wednesday 30 January 2019 at 4.00 pm

**To be held at the Town Hall, Pinstone
Street, Sheffield, S1 2HH**

The Press and Public are Welcome to Attend

Membership

Councillors Denise Fox (Chair), Ian Auckland (Deputy Chair), Lisa Banes, Mike Chaplin, Neale Gibson, Adam Hanrahan, Mark Jones, Abdul Khayum, Cate McDonald, Mohammed Mahroof, Ben Miskell, Robert Murphy, Moya O'Rourke, Martin Smith and Paul Wood

Substitute Members

In accordance with the Constitution, Substitute Members may be provided for the above Committee Members as and when required.

PUBLIC ACCESS TO THE MEETING

The Economic and Environmental Wellbeing Committee exercises an overview and scrutiny function in respect of the planning, development and monitoring of service performance and other issues in respect of the area of Council activity relating to planning and economic development, wider environmental issues, culture, leisure, skills and training, and the quality of life in the City.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. on Friday. You may not be allowed to see some reports because they contain confidential information. These items are usually marked * on the agenda.

Members of the public have the right to ask questions or submit petitions to Scrutiny Committee meetings and recording is allowed under the direction of the Chair. Please see the website or contact Democratic Services for further information regarding public questions and petitions and details of the Council's protocol on audio/visual recording and photography at council meetings.

Scrutiny Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last. If you would like to attend the meeting please report to the First Point Reception desk where you will be directed to the meeting room.

If you require any further information about this Scrutiny Committee, please contact Alice Nicholson, Policy and Improvement Officer on 0114 27 35065 or [email alice.nicholson@sheffield.gov.uk](mailto:alice.nicholson@sheffield.gov.uk)

FACILITIES

There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

**ECONOMIC AND ENVIRONMENTAL WELLBEING SCRUTINY AND POLICY
DEVELOPMENT COMMITTEE AGENDA
30 JANUARY 2019**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest** (Pages 1 - 4)
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting** (Pages 5 - 12)
To approve the minutes of the meeting of the Committee held on 28th November, 2018
- 6. Public Questions and Petitions**
To receive any questions or petitions from members of the public
- 7. Call-in of the Individual Cabinet Member Decision on Sheffield Inner Ring Road and Junctions** (Pages 13 - 50)
Report of the Policy and Improvement Officer
- 8. Post Core Investment Review of the Streets Ahead Contract** (Pages 51 - 78)
Report of the Director of Culture and Environment
- 9. Work Programme 2018/19** (Pages 79 - 88)
Report of the Policy and Improvement Officer
- 10. Date of Next Meeting**
The next meeting of the Committee will be held on Wednesday, 27th March, 2019, at 5.00 pm, in the Town Hall

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ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest** (DPI) relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
 - under which goods or services are to be provided or works are to be executed; and
 - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
 - the landlord is your council or authority; and
 - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
 - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
 - (b) either -
 - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Audit and Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Gillian Duckworth, Director of Legal and Governance on 0114 2734018 or email gillian.duckworth@sheffield.gov.uk.

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SHEFFIELD CITY COUNCIL

Economic and Environmental Wellbeing Scrutiny and Policy Development Committee

Meeting held 28 November 2018

PRESENT: Councillors Denise Fox (Chair), Ian Auckland (Deputy Chair), Mike Chaplin, Adam Hanrahan, Mark Jones, Abdul Khayum, Cate McDonald, Mohammed Mahroof, Robert Murphy, Moya O'Rourke and Martin Smith

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1. APOLOGIES FOR ABSENCE

- 1.1 Apologies for absence were received from Councillors Lisa Banes, Neale Gibson, Ben Miskell and Paul Wood.

2. EXCLUSION OF PUBLIC AND PRESS

- 2.1 No items were identified where resolutions may be moved to exclude the public and press.

3. DECLARATIONS OF INTEREST

- 3.1 In relation to Agenda Item 7 (Sheffield's Clean Air Zone Proposal), (a) Councillor Mike Chaplin declared a disclosable pecuniary interest, as an employee of Royal Mail, and did not speak or vote on the item and (b) Councillor Rob Murphy declared a personal interest as owner, and/or director, of a small business in the City.

4. MINUTES OF PREVIOUS MEETING

- 4.1 The minutes of the meeting of the Committee held on 24th October, 2018 were approved as a correct record.

5. PUBLIC QUESTIONS AND PETITIONS

- 5.1 The Committee received the following questions and observations from members of the public in relation to the Council's Clean Air Zone proposals:-

5.2 Ibrar Hussain

- With regard to the Clean Air Zone coming into force by 2021, was there any possibility that the start of it could be delayed to allow for a phased-in approach to assist those who would be most affected, stating that the process will have a damaging effect on the taxi industry. By having a phased-in approach, the proposal would be more achievable for all.
- Was it possible to see an exemptions list, and would there be any flexibility with regard to Euro 6 vehicles?

- The push towards the electrification of vehicles would place a financial burden on taxi drivers, with brand new taxi cabs costing between £55,000 and £58,000, would taxi operators receive financial help to cover this?
- If a taxi is licensed outside Sheffield, would the driver be exempt from the charge? There was a need for clarity on this.
- The Taxi Trade Association was not against the Clean Air Strategy, however felt that if the proposals go ahead as they stand, the trade will be decimated.
- What will happen if there was a Judicial Review on this?
- What would happen to the Clean Air Strategy if the present Government lost power?
- With regard to private hire operators i.e. Uber in particular, what rules or conditions will apply to them?

5.3 Abdul Raheem

- With regard to electrification of vehicles, I understand the battery weighs 350kgs, and there are some issues around this, one being the radiation levels being emanated from this. Would it affect the health of the drivers?
- Uber is destroying the taxi trade industry by reducing its fares to their lowest level. With the introduction of the Strategy, the charges will finish it off. Also the majority of taxi drivers don't have the facilities to charge their vehicles at home.
- How will there be control over electric vehicle charging points in the city? For example in light of the news of BP taking over Chargemaster.

5.4 Abdi Malik – Taxi Trade Association

The taxi trade was in agreement with the need for clean air but felt that there should be better consultation on this between the Council and the Trade, and asked:

- Was there a better way for the proposals to be phased in?
- Hardly anyone can afford £56,000 for a new vehicle. What would happen if the Government don't provide the money to assist?
- The railway station is a pollution hotspot, particularly on Fridays and Sundays, mainly through bad highways planning. The Trade have asked on several occasions to hold meetings to overcome this but nothing has happened. Sometimes, due to congestion, it can take up to an hour to enter and exit the Station area. Will a meeting finally be arranged to

address this?

- For the safety of both drivers and passengers, vehicles need to be partitioned. How will the proposals affect rear loading vehicles?

5.5 Tariq Nazir

The problems regarding pollution have been known since 2010 but nothing has been done. Why are the Council and the Government acting now and wanting this to be pushed through as quickly as possible? In favour of something being done but it is the way it is being done.

- 5.6 Responding to the questions, Councillor Jack Scott (Cabinet member for Transport and Development) stated that he understood the pressures and frustrations of the Taxi Trades and its drivers and recognised that whilst they accepted the need for change, there was difficulty in accepting the charges and the costs involved to upgrade or replace the most polluting vehicles on the city's roads, but there would be a combination of targeted support packages available through Government funding. He said that air pollution was a major public health challenge, that it was damaging the health and life chances of people in Sheffield, contributing to the deaths of around 500 people a year in the city, so there was a need to improve the health for all by reducing emissions within the Clean Air Zone (CAZ), and ultimately the city as a whole. Councillor Scott made reference to the consultation process and said that he was more than happy to hold discussions with the Taxi Trade and will take on board their suggestions. He added that he would not support any rise in fees to recover the cost to drivers when they are required to invest in new low emission and/or electric vehicles. Councillor Scott said that he could not anticipate technological advances by 2021, or what the range of vehicles and the charging structure might be, but at present there were 55 charging stations around the city and this was set to increase. He added that if the City Council did not receive Government funding towards this proposal, then it would not go ahead. With regard to the pollution around Midland Rail Station, Councillor Scott said that it was private land and as such, the Council could do little to improve the air quality due to emissions from diesel powered trains as well as the taxis and private cars. He accepted that the Council had been in breach of the legal limit of Nitrogen Dioxide (NO²) emissions since 2010 and had fully supported Client Earth's findings with regard to public health, but without Government funding, it had not been possible to tackle the issue before. It was felt that with the introduction of the CAZ, air quality in other hotspots, i.e. Darnall and Tinsley, would significantly improve. He stated that buses, Heavy Goods Vehicles (HGVs) and Light Goods Vehicles (LGVs), along with taxis, were also non-compliant and these needed to be brought in line to improve air quality.

6. SHEFFIELD'S CLEAN AIR ZONE PROPOSALS

- 6.1 The Committee received a summary presentation on Sheffield's Clean Air Zone Proposal from Tom Finnegan-Smith (Head of Strategic Transport and Infrastructure) and Laurie Brennan (Policy and Improvement Manager). Also in attendance for this item was Councillor Jack Scott (Cabinet Member for Transport and Development).

6.2 Due to the fact that Councillor Jack Scott could only stay at the meeting for a short period of time, and had already introduced the proposals in response to public questions earlier in the meeting, and due to the fact that everyone had had an opportunity to study the information circulated with the agenda, it was agreed by Members to forego the presentation and go straight to questions.

6.3 Members of the Committee raised questions, and the following responses were provided:-

- The sum of £40m was an indicative figure to be set out in the Outline Business Case (OBC) to be submitted to the Government by 31st December, 2018. It was felt that the figure could be more or could be less, but more would be known once the consultation process had been carried out, and the OBC submitted.
- The ring road around Nottingham is totally different to Sheffield, thereby having better air quality. Also the transport infrastructure of the city was that the bus and tram network are in the control of the City Council and are run very efficiently.
- A comprehensive statutory consultation process was to begin as soon as possible in 2019, seeking views on the proposals from a cross section of people that live, work and visit Sheffield, most importantly the views of those most affected, including taxi drivers, LGV owners, businesses and bus companies. It was hoped to get the right balance of views and Councillor Scott would be happy for a meeting to be arranged with Scrutiny Committee Members to develop the consultation framework.
- The Government had directed that Sheffield and Rotherham carry out a joint feasibility study, which commenced in 2017, to look at tackling roadside NO² concentrations, and to submit initial and final plans identifying the preferred option for delivering compliance in the shortest possible time, and the results of this study would form part of the OBC.
- CAZs were not intended to be revenue-raising mechanisms to be introduced solely to charge drivers to use the city's streets. The Zone was not a money making scheme and any income derived from the charge would be used to support further work to improve air quality in and around the city.
- It was intended that the CAZ would start at the last exit point on the inner ring road. The Council are striving to ensure that the city centre will be the best it can be, especially with the development of the Heart of the City 2 project. Evidence has shown a significant concentration of illegal NO² emissions within the city centre and the Lower Don Valley, so it was vital that these emissions are reduced within the shortest possible time.
- 29 other cities have been mandated by the Government to reduce NO² emissions and other cities and urban areas are to be added. Leeds and

Birmingham have developed their proposals, already having carried out the consultation process, as they were mandated to explore CAZ options in 2015 and it was felt that Sheffield could learn from their experiences so far. Leeds, for example, has different movement of traffic in and around the city than Sheffield, so their CAZ would be different to Sheffield.

- The decision taken by Government not to electrify the Midland Mainline rail network has had a significant an impact on the city. The Leader of the Council is involved in discussions with Network Rail, Transport for the North and HS2to develop a strategic outline case to present to central Government regarding the electrification of our rail network, not only to improve journey times but also reduce emissions from diesel trains.
- The City Council will seek a strong commitment from Government in order to support the scale of change that is needed to reduce NO₂ emissions, and without such commitment, the Council would be unable to fund the changes required.
- The City Council have been awarded £1.947m from the Government's Clean Bus Technology Fund (CBTF). This funding award will see 117 non-Euro VI diesel buses operating in Sheffield retro-fitted with technology which will improve their engine performance and reduce emissions to a compliant Euro VI standard.
- All work carried out to date has been entirely integrated between Sheffield and Rotherham, and the consultation process will also be carried out jointly.
- To enable hackney carriage drivers to test drive electric cab vehicles, 10 electric taxis will be available in Spring 2019. Also, 12 rapid charge points will be made available in the city to encourage drivers to switch to electric vehicles.
- Even if there was a change of Government, there needs to be a robust scheme in place due to the fact that the EU clean air standards would still apply.

6.4 RESOLVED: That the Committee:-

- (a) notes the contents of the presentation now submitted, together with the responses to the questions raised;
- (b) thanks Councillor Jack Scott, Tom Finnegan-Smith and Laurie Brennan for attending the meeting, and responding to the questions raised; and
- (c) requests that a report on the consultation proposals and Outline Business Case as submitted to Government, be submitted to the meeting of the Committee to be held on 30th January, 2019.

7. SHEFFIELD'S TRANSPORT STRATEGY 2018-35 - ASSESSING SUSTAINABLE TRAVEL OPTIONS - THE ROLE OF CYCLING

- 7.1 The Committee received a report of the Head of Strategic Transport and Infrastructure on Sheffield's Transport Strategy 2018-35 – Assessing Sustainable Travel Options – The Role of Cycling.
- 7.2 The report indicated that in July 2018, Cabinet had endorsed a new long-term Transport Strategy for Sheffield, setting out how the city proposed to deal with projected increases in population, homes and jobs to 2034 and the arrival of HS2. At the meeting of this Committee held on 24th October, 2018, Members expressed a wish that sufficient consideration was also given to active travel, in particular cycling, which had been the subject of an inquiry led by the Committee in 2013/14.
- 7.3 The report included an appraisal of outcomes anticipated by the Sheffield Cycling Inquiry in 2013/14 and how the newly endorsed Transport Strategy seeks to build upon or change them.
- 7.4 In attendance for this item were Tom Finnegan-Smith (Head of Strategic Transport and Infrastructure) and Nat Porter (Senior Transport Planner).
- 7.5 Members of the Committee raised questions and the following responses were provided:-
- Sheffield was among the first tranche of cities looking to develop a Local Cycling and Walking Infrastructure Plan during 2018/19 and, with support from the Department for Transport, had been successful in its first round bid of £6m.
 - Having engaged with Cycle Forums and other local authority partners, it is expected, but as yet uncertain, that further consultation on the Strategy will be carried out.
 - Meetings have been held with officers from the other South Yorkshire Local Authorities to review the priorities and it was hoped to produce a coherent report to the Sheffield City Region Combined Authority in the near future.
 - It was estimated that it would cost approximately £28m, on infrastructure alone, for cycle lane provision across the city.
- 7.6 RESOLVED: That the Committee:-
- (a) notes the contents of the report now submitted, together with the responses to the questions raised;
 - (b) thanks Tom Finnegan-Smith and Nat Porter for attending the meeting and responding to the questions raised; and
 - (c) requests that this matter be retain on its Work Programme and considered again in the future, and that progress on the Local Cycling and Walking Infrastructure Plan be shared with the Committee in March.

8. UPDATE ON THE ENVIRONMENTAL SERVICE CHANGES INTRODUCED IN APRIL 2018

- 8.1 The Committee received a report of the Director of Culture and Environment, providing an update on the changes to the street cleaning and grounds maintenance elements of the Streets Ahead contract which were proposed to promote efficiency and cash savings to the Council whilst delivering an acceptable level of service to the public. No further changes have been made to the Service since the proposals were approved in 2017.
- 8.2 A Member of the Committee asked what type of complaints had been received with regard to shrub beds along Hanover Way, and it was agreed that a written response would be provided to the Committee. With regard to problems in suburban areas regarding grass cutting, the Policy and Improvement Officer indicated that an explanation had been provided at paragraph 4.1.4 of the report.
- 8.3 RESOLVED: That the Committee notes the contents of the report now submitted.

9. WORK PROGRAMME 2018/19

- 9.1 The Committee received a report of the Policy and Improvement Officer, which set out its Work Programme for 2018/19.
- 9.2 RESOLVED: That approval be given to the Committee's Work Programme for 2018/19.

10. DATE OF NEXT MEETING

- 10.1 It was noted that the next meeting of the Committee would be held on Wednesday, 30th January, 2019, at 5.00 p.m., in the Town Hall.

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Report to Economic and Environmental Wellbeing Scrutiny and Policy Development Committee 30th January 2019

Subject: Call in of individual cabinet member decision on “Sheffield Inner Ring Road and Junctions”.

Author of Report: Alice Nicholson, Policy & Improvement Officer
0114 2735065, alice.nicholson@sheffield.gov.uk

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	X
Briefing paper for the Scrutiny Committee	
Other	

1.0 Background

- 1.1 On the 11 January 2019 Cabinet Member for Transport and Development made the following decision:

That the Sheffield Inner Ring Road Scheme be approved and implemented, in accordance with the details set out in the report.

- 1.2 Papers for this item include the Call-In notice dated 14.01.2019, along with Individual Cabinet Member Decision Record of 11 January 2019 and the original report of Edward Highfield (Director of City Growth) on *Sheffield Inner Ring Road and Junctions – Scheme Consultation and Officer Recommendations*.

- 1.3 As per Part 4, section 16 of Sheffield City Council’s Constitution, this decision has been called in, preventing implementation of the decision until it has been considered by this Scrutiny Committee.

- 1.4 The Call-In notice states that the reason for the Call-in is *“To scrutinise the impacts of air pollution on the city’s priorities and the public’s health”*.

2.0 The Scrutiny Committee is being asked to:

- 2.1 As per the Scrutiny Procedure rules, scrutinise the decision and take one of the following courses of action:

- (a) refer the decision back to the decision making body or individual for reconsideration in the light of recommendations from the Committee;
- (b) request that the decision be deferred until the Scrutiny Committee has considered relevant issues and made recommendations to the Executive;
- (c) take no action in relation to the called-in decision but consider whether issues arising from the call-in need to be fed back to the decision maker or added to the work programme of an existing Scrutiny Committee;
- (d) if, but only if (having taken the advice of the Monitoring Officer and/or the Chief Finance Officer), the Committee determines that the decision is wholly or partly outside the Budget and Policy Framework, refer the matter, with any recommendations, to the Council after following the procedures in the Budget and Policy Framework Procedure Rules

(If a Scrutiny Committee decides on (a), (b) or (d) as its course of action, there is a continuing bar on implementing the decision).

- 2.2 The Scrutiny Procedure rules state that if a decision is referred back, it is referred back to the individual or body that made the decision. In this case the decision maker is Cabinet.

Background Papers

- Call in notice dated 14.01.2019
- Individual Cabinet Member Decision Record 11.01.2019
- Report of Edward Highfield (Director of City Growth) 11.01.2019

Category of Report: OPEN

SHEFFIELD CITY COUNCIL

CALL-IN PROCESS FOR EXECUTIVE DECISIONS

I MARTIN PHIPPS (Name of Member in Block Capitals)

under the provision of Scrutiny Procedure Rule 16, wish to call-in Item No.

relating to SHEFFIELD INNER RING ROAD AND JUNCTIONS

of the meeting of INDIVIDUAL CABINET MEMBER DECISION (meeting title)

on 11/01/2019 (date) for consideration by the

ECONOMIC AND ENVIRONMENT WELBEING Scrutiny Committee.

The relevant Scrutiny Committee will be indicated on the Checklist within the report relating to this matter.

Reason for Call-In

TO SCRUTINISE THE IMPACTS OF AIR
POLLUTION ON THE CITY'S PRIORITIES
AND THE PUBLIC'S HEALTH

Signed [Signature] Date 14.01.19

I have obtained the following signatures of the other Members who wish to call-in this item:-

Name (in Block Capitals)	Signature
1. <u>KALTUM RIVERS</u>	<u>[Signature]</u>
2. <u>ROBERT MURPHY</u>	<u>[Signature]</u>
3. <u>ALISON C TEAL</u>	<u>[Signature]</u>
4. <u>DOUGLAS SUMNER</u>	<u>[Signature]</u>

(NOTE: Scrutiny Procedure Rule 16 requires five Members, including two from the appropriate Scrutiny Committee to 'call-in' an Executive decision for scrutiny. This can be done **up to 4 working days after the decision publication**.)

The five signatures required for the call-in process must be submitted by the deadline date, but need not all be on one form.

**Completed forms to be returned to the
Head of Democratic Services (Room G13/14, Town Hall),
by the deadline referred to above.**

**The request will be logged and forwarded to Policy and Improvement Team
for action.**

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SHEFFIELD CITY COUNCIL

INDIVIDUAL CABINET MEMBER DECISION RECORD

The following decision was taken on 11 January 2019 by the Cabinet Member for Transport and Development.

Date notified to all Members: Friday 11 January 2019

The end of the call-in period is 4:00 pm on Thursday 17 January 2019

Unless called-in, the decision can be implemented from Friday 18 January 2019

1. **TITLE**

Sheffield Inner Ring Road and Junctions - Scheme Consultation and Officer Recommendations

2. **DECISION TAKEN**

That the Sheffield Inner Ring Road Scheme be approved and implemented, in accordance with the details set out in the report.

3. **Reasons For Decision**

Failure to keep the Inner Ring Road moving can result in long tailbacks into the city centre, resulting in severe disruption for public transport, as well as adverse impacts on the safety, comfort and convenience of pedestrians and cyclists in the city centre. If we are unable to clear traffic out of the city centre in the evening peak, we will be unable to provide an environment that enables the expedient, reliable operation of public transport, or provide a safe, comfortable environment for walking and for cycling. This would ultimately cause the approach outlined in the city's Transport Strategy to fall.

It is therefore recommended that the scheme is approved so that the scheme can be delivered in the necessary timescales.

4. **Alternatives Considered And Rejected**

General background traffic will continue to grow without there being any increase in traffic capacity. The current 70 seconds of travel delay per kilometre will increase and the Sheffield Inner Ring Road will remain as the route with the highest level of travel delay per kilometre in the entire City Region.

The increase in travel delay will also result in greater traffic emissions which will adversely affect Air Quality. This is not a standstill situation but it is clearly a case of declining traffic and physical conditions.

Do Something (this proposal)

This option has considered the provision of an additional single traffic lane in each direction for much of the section of the Inner Relief Road between Corporation Street and Saville Street and alterations to three main junctions. Overall, journey travel time benefits become significant and the scheme delivers a very good benefit to cost ratio. The reduction in travel times will also reduce congestion and as a result vehicle emissions will be improved compared to doing nothing.

Within this option there is also flexibility to reduce the scope of the scheme, but still achieve journey time savings and very good cost to benefit results. This is important should risks such as statutory undertaker diversions prove too much for the budget available. Each intervention has been discretely modelled and therefore changes to the scheme can be easily quantified, should elements have to be removed.

Do Maximum

This option would consider adding additional traffic lanes along a larger section of the Sheffield Inner Relief Road to accommodate the full build out of the city centre development schedule as well as normal background growth.

This analysis would require a huge modelling resource to complete and the traffic generation from the mid to longer term developments would need to be estimated as formal planning applications have not yet been submitted.

Whilst this provides the optimum solution, the cost of this proposal is far in excess of the budget currently available, third party land is potentially required and the proposals could not be delivered within the current programme timescales.

Based on the information provided above the preferred option would be to spend the budget for the scheme on improving one of the worst sections on the ring road between Corporation Street and Saville Street which provides the benefits identified. The 'Do something' approach does not prohibit the development of the Do maximum option should further money be allocated in future to address capacity issues and congestion.

5. Any Interest Declared or Dispensation Granted

None

6. Respective Director Responsible for Implementation

Executive Director, Place

7. Relevant Scrutiny Committee If Decision Called In

Economic and Environmental Wellbeing Scrutiny Committee



Author/Lead Officer of Report: Andrew Marwood, Senior Engineer, Scheme Design and Assurance

Tel: 2736170

Report of: Edward Highfield

Report to: Councillor Jack Scott (Cabinet Member for Transport and Development)

Date of Decision: 11 January 2019

Subject: Sheffield Inner Ring Road and Junctions – Scheme Consultation and Officer Recommendations

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/> Y <input type="checkbox"/> No <input type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/> Y
- Affects 2 or more Wards	<input type="checkbox"/> N
Which Cabinet Member Portfolio does this relate to? Transport and Sustainability	
Which Scrutiny and Policy Development Committee does this relate to? Economic and Environment Wellbeing Scrutiny and Policy Development Committee.	
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input type="checkbox"/> Y <input type="checkbox"/> No <input type="checkbox"/>
If YES, what EIA reference number has it been given? 115	
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/> No <input type="checkbox"/> N
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-	

<p>Purpose of Report:</p> <p>The report sets out the background to the scheme, consultation comments, and unresolved objections together with officer responses and recommendations.</p> <p>To approve the implementation of the Inner Relief Road scheme.</p>

Recommendations:

That the scheme is approved and implemented

Background Papers: None

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Julie Curry – 27/11/17</i>
		Legal: <i>Richard Cannon - 27/11/17</i>
		Equalities: <i>Annemarie Johnston - 21/11/17</i>
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission:	<i>Edward Highfield</i>
3	Cabinet Member consulted:	<i>Councillor Jack Scott</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Andrew Marwood</i>	Job Title: <i>Senior Engineer – Scheme Design and Assurance</i>
	Date: <i>11/10/18</i>	

1. PROPOSAL

Background

- 1.1 The Sheffield City Centre Masterplan (2013) specifically set out to establish and grow the Riverside Business District and in particular bring forward the West Bar Development. The Masterplan also recommended the continued removal of general traffic which travels through the city centre by re-directing traffic onto the A61, Sheffield Inner Ring Road. This redistribution of traffic has continued to take up highway capacity, creating congestion which is already significant at peak times.

Sheffield's new long term Transport Strategy to 2035 was endorsed by Cabinet in July 2018. It sets out a new approach to dealing with the transport challenges the city faces and how we can enable development in a more sustainable and equitable manner.

The strategy highlights the importance of *'a better connected Sheffield'* and acknowledges that an *'improved major road network is required to keep Sheffield connected to motorways, airports and other cities'*. Consultation on the 'Sheffield Transport Vision' notes that congestion is the biggest public concern if no action were taken – in terms of its impact on all forms of travel with the effect on business featuring strongly within this. The strategy indicates that *'the Inner Ring Road is key to the Council's plans for the development of the city centre. Its operation is key to creating a more pleasant and attractive environment in the city centre while providing access to it (particularly for visitors to the city)'*. It and congestion on it, also acts as a barrier to the movement of people travelling by public transport, foot or bicycle, and freight.

The strategy indicates that *'we will develop a programme of major improvements on the Inner Ring Road, not only to increase capacity, speed up public transport and improve resilience, but also to mitigate for the severance and adverse environmental impacts on it'*.

Failure to keep the Inner Ring Road moving can result in long tailbacks into the city centre, resulting in severe disruption for public transport, as well as adverse impacts on the safety, comfort and convenience of pedestrians and cyclists in the city centre. If we are unable to clear traffic out of the city centre in the evening peak, we will be unable to provide an environment that enables the expedient, reliable operation of public transport, or provide a safe, comfortable environment for walking and for cycling. This would ultimately cause the approach outlined in the city's Transport Strategy to fall.

1.2 **Proposal**

The proposed scheme seeks to reduce traffic congestion in and around the Riverside Business District by adding further capacity and altering and widening key junctions between Corporation Street and Savile Street.

A reduction in traffic congestion and overall journey times will also contribute to a positive impact on air quality in this location and enable better connectivity to and from the city centre for all modes of transport.

This scheme lies entirely within the public highway therefore there are no requirements for additional private land, which makes it achievable in the short term.

1.3 The proposals can be seen in full in SD-1992-C1 (appendix 'A')

They include:

- Moving the right turn facility for traffic from Mowbray Street away from the Bridgehouses junction towards Savile Street.
- Increasing from 2 to 3 lanes, in clockwise direction between Corporation Street and Alma Street.
- Changing the lane usage on the clockwise approach to Savile Street so drivers can either go left or ahead at the junction.
- Providing a new left turn lane into Corporation Street.
- Re-routing the path of traffic heading for Chatham Street at Bridgehouses to the left of the pedestrian island.
- Segregating cycles from other traffic by accommodating them on the footway (segregating them from pedestrians where widths allow).
- Providing a direct and segregated cycle crossing of the Inner Relief Road at Bridge Street, which is to be promoted as a main route into and out of the city centre.
- Replacing the pedestrian crossing east of Bridgehouses with one closer to Savile Street.

- 1.4 The proposed scheme produces a reasonable benefit: cost ratio when just background traffic growth is considered over a 60 year assessment period. However, when the trips associated with a single development in proximity to the scheme are included, the resulting benefit: cost ratio increases significantly, representing very good value for money. Given that the ring road also has strategic regional importance, the cost: benefits are much greater when aggregated and assigned for all development trips in the city.

During existing peak periods, the A61 Sheffield Inner Ring Road experiences the highest level of delay within the entire Sheffield City Region area with travel times commonly being over 30% greater than the off peak period. The average route delay currently is estimated to be almost 70 seconds per kilometre which represents an unacceptably high level of congestion.

The vehicular delay created by new development trips is predicted to increase, resulting in even greater levels of congestion and an increase in vehicular emissions, unless additional highway capacity is added as part of the overall development

The construction of the improvement will therefore provide improved access to new developments, with access to the job opportunities created as a result.

To address the anticipated issues a number of options were tested by officers during the scheme's feasibility stage, and following appraisal the preferred option was selected.

- 1.5 It is unrealistic to expect that all currently committed development will be delivered without addressing the increasing traffic travel times into Sheffield City Centre. It is far more realistic to assume that a point will be reached when the length of time taken to access Sheffield City Centre is simply too long or that journey progress is too slow and that development stagnation will occur due to regular instances of traffic grid-lock. This improvement is therefore important in accommodating a large part of the additional 152,000 trips required to help achieve the required economic growth.

It is therefore clear that by 2026, the additional highway demand will result in severe congestion within the Sheffield City Region road network but specifically on the A61, Sheffield Inner Ring Road. Indeed, the Sheffield City Region Transport Policy reinforces this point and predicts that the change in delay over the period 2007-2026 will be between 100% and 200% in this area.

It is therefore clear that to deliver Sheffield's Economic and Housing Plans, additional highway capacity needs to be added to the A61, Sheffield Inner Ring Road to ensure that congestion is managed and the operation of junctions is improved; this ensures that access on radial routes into the City Centre, particularly for public transport can be effectively managed to allow the delivery of new development sites and jobs.

2. HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 The project will contribute directly through its interventions to the ambitions set out by Sheffield City Council's Corporate Plan and the overall vision and objectives of the Sheffield City Region.
- 2.2 The proposal contributes towards promoting a '*Strong Economy*' by ensuring that as businesses grow and job opportunities increase, as part of the City's growth; these are supported by delivering the capacity for increased travel demand. The scheme will have a significant impact on the areas ability to realise its economic potential and also contribute to providing the conditions that businesses need to prosper and become more resilient. This ambition is also supported by the Sheffield City Region, with the scheme contributing to many objectives set out by the SCR's Economic Plan.
- 2.3 The scheme supports '*Thriving Neighbourhoods and Communities*' by including an improved crossing facility for pedestrians and cyclists to and from Kelham Island and the City Centre, which has been identified as an important strategic cycle link in the draft '*City Centre Plan 2018*'.
- 2.4 The improvements to this section of the Inner Ring Road also aligns with the current priorities set out in the Corporate Plan by '*Transforming roads and pavements*' and contributing towards '*Better connected transport links to increase travel choices*'.
- 2.5 This scheme is necessary to help deliver SCR's Transport Strategy 2011-2026 in particular the following specific policies:
 - Policy F – To improve connectivity between major settlements.
 - Policy G – To deliver interventions required for development and regeneration.
 - Policy L - To reduce the amount of productive time lost on the strategic road network and improve its resilience and reliability.

- Policy V – To improve air quality, especially in designated Air Quality Monitoring areas.

Sheffield's Transport Strategy

- 2.6 Sheffield's new long term Transport Strategy to 2035 was endorsed by Cabinet in July 2018. It sets out a new approach to dealing with the transport challenges the city faces and how we can enable development in a more sustainable and equitable manner.
- 2.7 The strategy highlights the importance of '*a better connected Sheffield*' and acknowledges that an '*improved major road network is required to keep Sheffield connected to motorways, airports and other cities*'. Consultation on the 'Sheffield Transport Vision' notes that congestion is the biggest public concern if no action were taken – in terms of its impact on all forms of travel with the effect on business featuring strongly within this. The strategy indicates that '*the Inner Ring Road is key to the Council's plans for the development of the city centre. Its operation is key to creating a more pleasant and attractive environment in the city centre while providing access to it (particularly for visitors to the city)*'. It and congestion on it, also acts as a barrier to the movement of people travelling by public transport, foot or bicycle, and freight.
- 2.8 The strategy indicates that '*we will develop a programme of major improvements on the Inner Ring Road, not only to increase capacity, speed up public transport and improve resilience, but also to mitigate for the severance and adverse environmental impacts on it*'.
- 2.9 The scheme aligns with the transport strategy actions by securing additional capacity by making best use of the space available and improving the efficiency of the junction operation at Corporation Street, Bridgehouses and Savile Street. The anticipated results will also provide quicker, more reliable bus journeys for services that cross the ring road at this location. The scheme also provides an improved safe and attractive crossing for people on foot or bicycle between Alma Street and Bridge Street improving connectivity between the City Centre and Kelham Island.
- 2.10 Failure to keep the Inner Ring Road moving can result in long tailbacks into the city centre, resulting in severe disruption for public transport, as well as adverse impacts on the safety, comfort and convenience of pedestrians and cyclists in the city centre. If we are unable to clear traffic out of the city centre in the evening peak, we will be unable to provide an environment that enables the expedient, reliable operation of public transport, or provide a safe, comfortable environment for walking and for cycling. This would ultimately cause the approach outlined in the city's Transport Strategy to fall.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 Consultation took place for two weeks in October 2017. A total of 12 yellow backed signs, indicating: 'Major Traffic Scheme Proposed Here', were placed at key junctions and crossings of the Inner Relief Road, between Corporation Street and Savile Street. The signs gave a link to the Council's web site where the proposals could be seen in more detail. The signs also provided a telephone number so that questions could be asked to officers. The Sheffield Star ran a front page article on the proposals the day after the consultation started and all statutory consultees were notified of the proposals including Fire service, Ambulance and Police.

3.2 Comments regarding the proposals were wide ranging and included views on other congestion hotspots within the City as well as more scheme specific observations and suggestions. All comments received are summarised in 'Appendix B'.

3.3 In total 53 comments were received regarding the proposals.

These have been split and addressed in four groups:

1. Cycle Sheffield has submitted a lengthy objection (see Appendix 'C') which includes collated responses from 21 individuals / members.
2. Comments from 18 respondents on the type of proposals the Council are promoting, including discussions on wider transport issues for the City and specific mention of Air Quality.
3. Comments regarding the impact on Kelham Island.
4. Scheme specific requests relating to junction layouts and operations within the proposed changes (these have been investigated and where possible suggestions incorporated into the design).

A total of 49 objections remain for the scheme.

Officer Responses Cycle Sheffield / Members / Supporters

3.4 See Appendix 'C' for a detailed response to each of Cycle Sheffield's comments. Following the consultation, further details on the proposed cycle facilities as part of the scheme were presented to two representatives of Cycle Sheffield in a meeting chaired by the Cabinet Member for Transport and Infrastructure. Officers included in the design suggestions that were made by Cycle Sheffield at the meeting and further details were then provided to the group as shown in Appendix 'D'. A further response indicating that their objection to the scheme remained was received on 01.03.18 and is detailed below.

'Thank you for engaging with us on the designs. It is good to see reference to how the cycle routes/infrastructure will link to future projects. This provides very useful context to the designs and we hope this will be included on the designs of all transport schemes from now on. We also welcome the improvements for active travel in the designs such as the crossing from Alma Street to Bridge Street.

However, given the volume of motor traffic (more than 200 PCUs per hour) and the speed of the motor traffic (over 20mph) on the Inner Ring Road the carriageway is not appropriate for cycling and will not result in the modal shift towards active travel which SCC requires. The IRR requires protected, continuous, direct provision for cycling which this scheme unfortunately does not deliver. We therefore cannot support this scheme.

The designs would be more acceptable if they were presented as part of a larger scheme involving improvements for active travel in Kelham Island (which would require preventing rat running along Green Street and Alma Street along with a resident parking scheme and a 20mph zone).

We appreciate that it may be too late in the design process of this particular scheme for a redesign to enable active travel but future transport schemes in Sheffield must include provision for active travel from the very beginning and if it is not possible to create safe and convenient facilities for cycling on-road then alternative, safe, convenient and direct routes must be identified and created as part of that same scheme'.

Wider Transport Issues

- 3.5 The proposed scheme recognises the importance of the Inner Ring Road as a key part of Sheffield's Transport Network. Officers are aware of wider issues facing the city, and acknowledge that this scheme (as with any intervention) makes only a limited contribution to addressing these. A failure to address these issues is considered likely to harm the economic development of the city, and harm the City Council's ability to attract sufficient funding to address issues in the medium and long term. Funding for this project is only available for improvements on the Inner Ring Road that can demonstrably uplift the city's GVA (Growth Value Added) through promoting development. Failure to deliver the programmed improvement would be expected to hinder the Council's ability to attract funding for future schemes of any nature (including those aimed principally at, or include for, provisions for pedestrians and/or for cyclists).

This part of the Inner Ring Road was constructed in 2007 with the express purpose of relieving streets in the Castlegate area of excessive amounts of traffic, to enable the improvement and regeneration of the

city. Re-opening such streets in this area would be expected to have adverse impacts in respect of the overall economic objectives. Restrictions in that area are also required to protect buses from the adverse impacts of traffic congestion; removal of these would likely see the public transport service deteriorate, further impacting on economic objectives.

The Council, as identified in this report, is at an early stage of the development of the new Transport Strategy for the city. The strategy was endorsed by Cabinet in July 2018 with a key action to develop a programme of major improvements on the Inner Ring Road, not only to increase capacity, speed up public transport and improve resilience, but also to mitigate for the severance and adverse environmental impacts it and the traffic on it, creates.

The proposed scheme is included in the appraisal undertaken as part of the Clean Air Zone Feasibility Study. The scheme is included within the highway network and development related changes for future years.

Kelham Island Residents

3.6

A meeting with the members of Kelham Island Community Alliance was held on the evening of 15th November, 2017 and was attended by more than 60 residents.

1. The aims and objectives of the scheme were put to the group for their consideration and after a fairly lengthy debate, the group were concerned that the proposals shown to them: Increased the physical separation of the Kelham Area from the City Centre.
2. Did not sufficiently promote mode shift or bring about a significant improvement in Air Quality.
3. Believed that the improvement was aimed at improving journey times for vehicles passing Kelham without improving journey times for trips with origins or destinations within Kelham.

After further discussions, members of the group asked for two measures to be considered as part of the scheme development. The measures are:

1. The installation of a yellow box junction road marking to help keep clear the left turn egress from Alma Street into Corporation Street.
2. The construction of a direct through pedestrian crossing phase between Alma Street and Bridge Street.

Both of these requests will be considered as part of the further scheme development and possible inclusion in the detailed design and consideration within the Road Safety Audit process.

At the meeting an action was also taken away to start up a small working group with Council officers where further discussion on the progress of the Inner Ring Road scheme could be had as well as other schemes proposed in the future. This has subsequently held its first meeting and is due to convene again in January 2019.

- 3.7 A response has been received from SYPTE who have indicated support for the proposals as they should enable more reliable journey times for buses crossing and travelling on this section of the Inner Relief Road.

- 3.8 There is the potential loss of trees and grassed areas which result from the construction of the additional traffic lanes in what are currently landscaped central reserve areas. However, in mitigation of this, there are other areas of the site where planting could be replaced on a 2:1 basis. Where possible trees will be replanted.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

An Equality Impact Assessment (reference 115) has been carried out for the scheme. The conclusion was that the works are fundamentally equality neutral affecting all local people equally regardless of age, sex, race, faith, disability etc. However, some aspects will be positive, e.g. for the young, elderly and disabled as the measures improve accessibility. No negative equality impacts have been identified.

4.2 Financial and Commercial Implications

The proposed scheme is predominantly funded from the Sheffield City Region's SCRIF programme. Therefore the assessment of the scheme is through the SCR's appraisal which is based on the Department for Transport's appraisal methodology WebTAG.

The appraisal undertaken by SCR has been completed and they have confirmed their support for the scheme and the benefits that it provides. Sheffield City Region will provide £3,787,000 towards the scheme budget of £4,637,000. Remaining funding will be provided by the Council.

The budget also incorporates a project contingency allowance, should there be any unavoidable cost overruns that were not foreseen or expected. This allowance will be managed throughout the construction phase to account for any variances that cannot be afforded elsewhere from the project budget.

4.3 Legal Implications

The Council in exercising its functions under the Road Traffic Regulation Act (including provision of pedestrian crossings and waiting restriction) is required under Section 122 of the Act to (a) secure the expeditious, convenient and safe movement of traffic (including pedestrians) and (b) the provision of suitable and adequate parking facilities on and off the highway, and so far as practicable having regard to the matters listed below.

The matters to be considered before reaching any decision are:

- i) the desirability of securing and maintaining reasonable access to premises;
- ii) the effect on the amenities of a locality and (including) the use of roads by heavy commercial vehicles;
- iii) the national air quality strategy prepared under Section 80 of the Environment Act 1995;
- iv) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of passengers/potential passengers; and
- v) any other matters appearing to the Council to be relevant.

The Council has received 49 objections to the proposal in response to the consultation. The Council needs to consider whether these objections outweigh the benefits of implementing the proposal. If the Council is satisfied that the benefits of implementing the proposal outweigh the objections, it will be acting lawfully and within its powers should it decide to implement the proposal.

4.4 Other Implications

N/A

5. **ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 General background traffic will continue to grow without there being any increase in traffic capacity. The current 70 seconds of travel delay per kilometre will increase and the Sheffield Inner Ring Road will remain as the route with the highest level of travel delay per kilometre in the entire City Region.

The increase in travel delay will also result in greater traffic emissions which will adversely affect Air Quality. This is not a standstill situation but it is clearly a case of declining traffic and physical conditions.

5.2 Do Something (this proposal)

This option has considered the provision of an additional single traffic

lane in each direction for much of the section of the Inner Relief Road between Corporation Street and Saville Street and alterations to three main junctions. Overall, journey travel time benefits become significant and the scheme delivers a very good benefit to cost ratio. The reduction in travel times will also reduce congestion and as a result vehicle emissions will be improved compared to doing nothing.

Within this option there is also flexibility to reduce the scope of the scheme, but still achieve journey time savings and very good cost to benefit results. This is important should risks such as statutory undertaker diversions prove too much for the budget available. Each intervention has been discretely modelled and therefore changes to the scheme can be easily quantified, should elements have to be removed.

5.3 Do Maximum

This option would consider adding additional traffic lanes along a larger section of the Sheffield Inner Relief Road to accommodate the full build out of the city centre development schedule as well as normal background growth.

This analysis would require a huge modelling resource to complete and the traffic generation from the mid to longer term developments would need to be estimated as formal planning applications have not yet been submitted.

Whilst this provides the optimum solution, the cost of this proposal is far in excess of the budget currently available, third party land is potentially required and the proposals could not be delivered within the current programme timescales.

- 5.4 Based on the information provided above the preferred option would be to spend the budget for the scheme on improving one of the worst sections on the ring road between Corporation Street and Saville Street which provides the benefits identified. The 'Do something' approach does not prohibit the development of the Do maximum option should further money be allocated in future to address capacity issues and congestion.

6. **REASONS FOR RECOMMENDATIONS**

Failure to keep the Inner Ring Road moving can result in long tailbacks into the city centre, resulting in severe disruption for public transport, as well as adverse impacts on the safety, comfort and convenience of pedestrians and cyclists in the city centre. If we are unable to clear traffic out of the city centre in the evening peak, we will be unable to provide an environment that enables the expedient, reliable operation of public transport, or provide a safe, comfortable environment for walking and for cycling. This would ultimately cause the approach outlined in the city's Transport Strategy to fall.

It is therefore recommended that the scheme is approved so that the scheme can be delivered in the necessary timescales.

[illegible]

Appendix 'B' Summary of comments and Issues raised during the consultation.

- *Would like to see the promotion of more sustainable plans. Would like to see bolder plans to tackle transport issues in Sheffield – There is then a list of further congestion hotspots and how to tackle them.*
- *Suggestions on wider congestion issues - not scheme specific (4 others made similar comments).*
- *Against making changes that benefit only public transport, pedestrians and cyclists.*
- *Proposals do nothing to address congestion at Pitsmoor Road / Mowbray Street. Suggests moving the stop lines to get more capacity. Cannot see the positives of moving the loop at Bridgehouses to Nursery Street. Timing of the existing traffic lights is terrible. Co-ordination of lights at the Wicker needs looking at. Suggests better co-ordination of lights at Nursery Street.*
- *Suggestions to improve Pitsmoor Road / Mowbray Street.*
- *Suggests removing the right turn in to Alma Street and re-configure the junction to operate as a give way left in and left out. Suggests removing the Pedestrian Crossing at Cotton Mill Row – this adds to the number of lights in a short section. Suggests removing the traffic signals at Russell Street (as traffic levels are not high enough to require signals). Provide 2 lanes heading towards the IRR and one lane to West Bar (reversing the current layout), also allow two lanes on Tenter Street to be used for going straight ahead at West Bar. Believes these suggestions would be a good addition to the proposals.*
- *Objects to the proposed road widening and thinks the measures are counter productive – they will lead to deterioration in air quality. Increased road capacity will eventually lead to more vehicles. Suggests more provision of alternative / sustainable transport initiatives. The scheme does not help 'realise the full potential of cycling'. (2 others made similar comments).*
- *The scheme doesn't achieve the 'needs' identified by Sheffield City Council. In support of the response by Cycle Sheffield. (21 others made similar comments).*
- *The scheme will just attract more traffic. Need a concerted effort to reduce car traffic, pollution and encourage public transport.*

- *The proposals will be totally ineffective in the short and long term and will only further endanger the lives of pedestrians and cyclists - not to mention the effects on air pollution. The aim should be to reduce the number of vehicles on the road. This is not a sustainable solution.*
- *Strongly opposed to the plan because it is likely only to increase vehicle traffic. Widening only relieves congestion temporarily. Scheme will increase air pollution. Will make cycling more dangerous than it already is. Suggestion of improved walking and cycling routes and infrastructure to enable people to travel by other means.*
- *Suggestion of grade separation to improve traffic flow.*
- *Suggestions on wider congestion / traffic issues. Suggests on the ring road there are excessive amounts of pedestrian crossings which add to journey times.*
- *There is nothing to support any of the proposals. More road space will lead to more vehicles. Cycle and Pedestrian facilities are woefully inadequate. Also does nothing to address the rat run through Kelham.*
- *No vision to address issues within Kelham - Also agrees with the comments made by cycle Sheffield.*
- *Will result in more traffic because of roadworks and will not improve flows. Traffic lights are never in sink. Suggests allowing roads around castle market to be opened up to traffic.*
- *Suggests that the scheme only has a limited life before it attracts more traffic. The money should be used to promote more sustainable means of transport.*
- *Does not provide safe and effective provision for those walking or cycling in that area.*
- *Thinks the money should be used to improve cycling provision.*
- *Does nothing to increase cycling rates in the city.*
- *Should be covered by the 20mph limit. Has an audit been done on the risks associated by cyclists? Suggests advanced stop lines at junctions.*

- *Request to stop excluding non-powered transport from our society. Big roads don't facilitate movement they prevent it.*
- *Not immediately clear how what is being proposed on the plan will achieve the key aims stated by the Council.*
- *Number of solutions to Sheffield's Congestion hotspots but not for the area we are consulting on.*
- *Suggests improvements at Mowbray Street and Borough Bridge, Doesn't see an issue with the left turn to Saville Street. Agrees Ped Crossings need to be moved. Suggests improvements to the flow up Chatham Street.*
- *Suggests improvements at Mowbray Street and Borough Bridge. Doesn't see an issue with the left turn to Saville Street. Agrees Ped Crossings need to be moved. Suggests improvements to flow up Chatham Street.*
- *The proposed scheme does not achieve the 'needs' identified by Sheffield Council. The evidence is that it will not reduce congestion in the medium or long term, it will not provide an economic benefit due to the increased costs of congestion, pollution and inactivity and it does not include safe and effective provision for those walking or cycling in that area. The entire scheme should be scrapped.*
- *Wants to scrap the scheme as it does nothing to tackle the stated target of 10% of all journeys to be made by bike.*
- *Serious concerns about the proposals for cycling.*
- *Planning a safe journey is difficult if not impossible in some cases, especially where road markings are used to denote cycle paths and where these markings are not maintained across the entire road (Queens road being a good example where the cycle marks disappear on a left hand bend). I would hope that any new developments of such significance would do more to improve the lot of cyclists and in doing so hopefully encourage more commuters to take up cycling and leave the cars at home. Can I ask that you respond with the design principles WRT to cycle network for Sheffield and how these are addressed in this design.*
- *Proposals for the Inner Ring Road look to be very one dimensional – trying to expand road capacity to handle anticipated loads – which will only last a few years. Makes walking and cycling difficult. Other locations where the money could be better spent on more sustainable modes.*

- *I am concerned at some of the conclusions drawn upon for the scheme. While the reduction in congestion may improve air quality through the creation of extra capacity you will know doubt incentivise private vehicular travel further through improved journey times and the additional road capacity. What happens once this new scheme is at capacity? The Council has a duty to encourage behaviour change away for private car use.*
- *I do not believe that any of the justifications for the proposal will be achieved and the Council has not provided any evidence to back their assumptions. I have no problem with building infrastructure to aid economic development. However, SCC are claiming that enabling more car journeys will help the economic development of the city centre, reduce congestion and pollution. As is being accepted in many UK cities, the way to reduce congestion and pollution is to have less cars, not more.*
- *What will be done about traffic heading along Mowbray Street to Derek Dooley Way? People use this as a rat run resulting in long delays at the lights where the roads meet. This means resident's movements are restricted and the smaller roads are more dangerous. The short cycle on the traffic lights (if meant as a deterrent) does not work. What will be done about the traffic using Green Lane/Alma Where it joins Corporation Street? This is also used as a rat run resulting in long tailbacks which bring the area to a standstill. Again this blocks residents and presents risk to pedestrians.*
- *The Inner Ring Road design and layout at this location is recent and the road surfaces are in good order and the trees etc are still bedding in. If the current design turns out not to be fit for use how we can be confident that the latest design is fit for use and won't result in further redesign in a few years time. Will the design address serious stationary traffic that backs up very quickly at peak times on the B6539 / West Bar trying to join the A61 / Ring Road. How will the Saville Street junction be made better for cyclists?*
- *Congestion on Green Lane/Alma Street - people use it as a short cut to Brighthouse roundabout. Speeding cars make dangerous to cross the road at Bowling Green/Russell/Alma - getting worse with new development. Kelham Island/Penistone named as one of the air pollution hot spots in Sheffield in May 2017. The problem is too many cars coming in to Sheffield so the strategy needs to limit cars. Make Alma Street one way going towards Green Street. This would decrease traffic on both Green Street and Alma because the turn from Alma going left onto Corporation*

would no longer be an option. It would effectively make these residential streets for Kelham, with limited access.

Appendix 'C' – Objection Received from Cycle Sheffield / Members and Supporters with officer comments / responses.

Introduction

CycleSheffield oppose the proposed Inner Ring Road (IRR) scheme because it **does not achieve the 'needs' identified by Sheffield Council**. The evidence is that it will **not reduce congestion in the medium or long term**, it will **not provide an economic benefit due to the increased costs of congestion, pollution and inactivity** and it **does not include safe and effective provision for those walking or cycling** in that area.

The proposal

Sheffield City Council claim that the scheme "...will allow additional trips generated by the predicted future growth in the city centre and its economy to be accommodated."

They stated their scheme needed to:

- increase road capacity
- reduce journey times for all traffic modes
- reduce congestion which will improve air quality
- provide better connectivity to and through the City Centre for all modes
- unlock development sites.

The five aims of the scheme are addressed below followed by the major design flaws and lastly the other failings of this scheme.

Increase road capacity

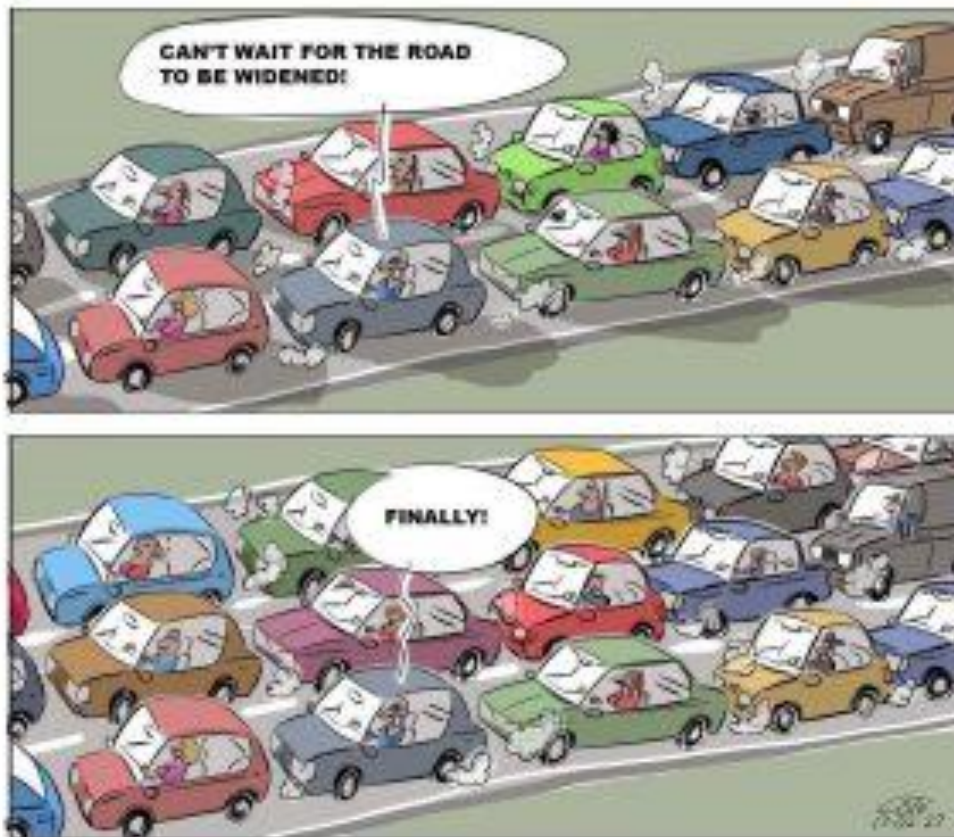
"Building more roads to prevent congestion is like a fat man loosening his belt to prevent obesity" – Lewis Mumford, 1955.

SCC response - Sheffield's roads are self-contained in that there is very little through journeys, so nearly all of the trips are related to locations within the city boundary. Building more road space will only generate more traffic if those locations generate more demand to travel to and from them. Building new locations will generate new trips, this is what the road space is being created to handle.

The Government is promoting a road building programme and supporting similar programmes by other bodies and regions. They have adopted a balanced approach, and also allocate money to support improvements to other modes.

The funding for this scheme is to address specific and localised impacts of traffic growth directly related to committed developments in the immediate vicinity, and that it is not intended or expected to address background growth. We currently do not have funding for large scale infrastructure changes for schemes to encourage modal shift to a sustainable and "healthier" transport mode(s).

Congestion on the ring road has knock on impacts in the city centre which not only impact on motorists, but also have significant adverse impacts on the operation and viability of public transport, the suitability of the city centre for walking and for cycling, and on the quality of the city centre more generally.



Sheffield suffers from illegal levels of air pollution, rising obesity, dangerous climate change, and congestion. This scheme will exacerbate these issues by enabling yet more motor vehicles to be driven into and around the city, contrary to Sheffield Council's aim of a modal shift away from private car use towards active travel and public transport. This scheme is one which condemns Sheffield to another generation of congestion, air pollution and health problems caused by inactivity.

It is now widely recognised by transport professionals that road widening and increasing capacity delivers only short term relief, and actually increases the number of motor vehicles, a phenomenon known as *induced demand*. This section of the Inner Ring Road is less than 10 years old and already it is being widened. **Sheffield Council's traffic modelling for this scheme shows that within 5 years the congestion in this area will return to the levels before the scheme was built.** What then?

SCC response - *This is a short to medium term scheme, and the modelling shows that it will realise the benefits it has been designed to do for the required time period. The modelling also shows that the improvements to the network will continue to provide resilience beyond 2024 which would not be the case had the improvements did not take place.*

The Council is at an early stage of the development of a new Transport Strategy for the city. An early stage of this will be the publication of a paper outlining the challenges facing the city, and potential approach for dealing with those challenges. This is anticipated to be subject to public consultation early in 2018.

In respect of Air Quality, a Clean Air Strategy is in preparation, and is also expected to be subject to public consultation early in 2018, however as the scheme proposed aims to reduce journey times and congestion there is likely to be localised improvements in air quality.

The modelling shows that air quality (NOx's) will improve from its current low level at best but at worse would stay the same even though traffic through the network increase. PM10's are currently at a low level and the Air Quality team have advised that given the outcomes of the improvements this could improve but at worse would remain the same.

£3.4 million is an incredible amount of money to spend on ineffective short term changes to the road layout on a short stretch of the Inner Ring Road. This money could deliver significant improvements to other services, including enabling more active travel in Sheffield.

SCC response - The requirement for SCRIF funding is to achieve Growth Value Added (GVA) uplift by unlocking development sites. The proposed scheme addresses an accepted constraint to development (i.e. highway capacity) in the short term as it is required to do so.

The business case for active travel including cycling schemes, has not been identified.

Reduce journey times for all traffic modes

The scheme totally fails to meet this 'need'. The scheme will only reduce journey times for motor vehicles in the short term. The exceptionally poor quality provision for cycling and walking (addressed below) mean that journey times will increase for these modes. Due to the extra inconvenience and actual danger introduced by the designs it is likely many journeys will not be made these by modes at all. This scheme will further depress active travel in the city, which is contrary to Sheffield Council's targets.

SCC response - *The primary output for the scheme is to improve journey times on the ring road for all modes (including cyclists) in the short to medium term. Modelling has shown beyond doubt that this will be delivered and so will not fail to deliver on this criteria.*

The promotion of and introduction of schemes to enable more sustainable and "healthier" transport systems is the subject of the new Transport Strategy which as mention above is due to be consulted on early in 2018.

Reducing congestion which will improve air quality

There is little evidence to suggest that a reduction in congestion will also reduce air pollution. Road widening schemes should only be used when integrated with measure to promote better use of public transport, walking and cycling. This scheme does not address such measures.

SCC response - *The scheme will keep traffic moving quicker and for longer and also reduce the number of stops. These are all factors in the level of emissions produced by motor vehicles and so it is reasonable to expect an effect on emissions as a result of this scheme. To do nothing will lead to increasing levels of vehicle emissions.*

The modelling shows that air quality (NOx's) will improve from its current low level at best but at worse would stay the same even though traffic through the network increase.

In the longer term the Government phasing out of oil based technology will bring the greatest benefit and sustainable reductions in vehicle emissions.

Furthermore, it is now recognised that much air pollution comes from small particles emitted from vehicle tyres and braking systems. Even if all the vehicles on the inner ring road were powered by electricity, there would still be very dangerous levels of particle pollution. An increase in vehicles travelling at higher speeds will therefore increase air pollution. Yet again the proposal will not achieve its stated aims.

SCC response - *PM10's are currently at a low level and the Air Quality team have advised that given the outcomes of the improvements this could improve but at worse would remain the same.*

As congestion levels are expected to return to their current levels within a few years there will be no medium or long term improvement in air quality as a result of this scheme.

SCC response - *The scheme is not meant to deliver a long term solution, however, being able to operate the network more efficiently and with improved co-ordination of the traffic signals it is anticipated that by regulating the input into this section of the network the improvements in air quality will be maintained or not increase from their current levels for some years beyond 2024.*

If the council were serious about addressing the illegal levels of air pollution in our city they would be designing schemes to reduce motor vehicle use not encourage more of it.

SCC response – *(see previous response re the new Transport Strategy) If schemes took away capacity and did not provide an alternative then this would lead to a significant increase in emissions throughout the city as drivers sought alternative routes to make their journeys. A large scale shift away from motor vehicles is problematic, would need prolonged investment over a number of years to achieve with a lot of pain on the way.*

Strategic modelling indicates that scenarios that worsened congestion as a consequence of growth results in modal shift away from buses into cars. So allowing the ring road to lock up (a key driver of bus delay in the strategic model) would result in a worsening of modal share. This is also an issue with cycling interventions - where in London, cycle routes have resulted in increased delay to buses, the decline in bus patronage may have more than outstripped any increase in cycling (this is not a reason to rule out cycling per se, but the consequences of it need to be thought through to ensure public transport is not undermined in a manner that worsens outcomes).

Provide better connectivity to and through the City Centre for all modes

The scheme fails entirely to meet this 'need'. The exceptionally poor quality provision for cycling and walking in the current design (addressed below) will make it harder and more dangerous to both travel north / south along the Inner Ring Road and to cross it east / west. It will make it more difficult to access the various

developments in the area, such as Kelham Island or the upcoming West Bar Square, and sever these communities from the city centre and each other.

SCC response – *details of the pedestrian and cycle routes within the scheme can be seen on the plan in Appendix E, this also shows how this will benefit pedestrians and cyclists in the local area.*

In essence, pedestrians will have the same signalised crossings of the ring road and side roads they have currently, increasing the number of lanes they cross at some crossing points will not make these crossings any less safe. The scheme does not therefore fail to meet pedestrian needs.

Cycling provision does change and it is not possible within the constraints of the scheme (i.e. no land take) to maintain all the on street facilities or replace them with a segregated alternative, however, for the most part they can be provided for with shared facilities with pedestrians.

The scheme will act as a barrier to the area, particularly to the most vulnerable road users, and so put pressure on Sheffield's already low cycling modal share in direct conflict with the Council's stated aim of increasing cycling numbers.

SCC response – *The ring road is already a barrier that has controlled crossing points to get across it. This does not change under this scheme. Concentrating traffic onto the Inner Ring Road is a key and long held part of the City Council's strategy to managing levels of motor traffic in the city centre. The severance posed by the ring road is the price to be paid for providing a pleasant city centre environment that supports walking, cycling and public transport.*

The scheme will also only temporarily improve connectivity for motor vehicles before congestion returns to its previous levels in a few years time.

SCC response – *This is a short to medium term scheme, and it will realise the benefits it has been designed to do for the required time period. But it is acknowledged further interventions will be required in the future, and these will include cycling where (and only where) there is an evidence base and business case to support it.*

Unlock development sites

Building motorways through our city will not help its economic development. As previously stated they sever development sites, making it harder to travel between them, the city centre and residential areas. In the medium and long term this scheme will lead to more journeys being made by car, increasing air pollution, congestion and health problems related to inactivity.

SCC response – *This is not a motorway, the development sites are served by the ring road with crossing points at frequent intervals to provide connectivity and access.*

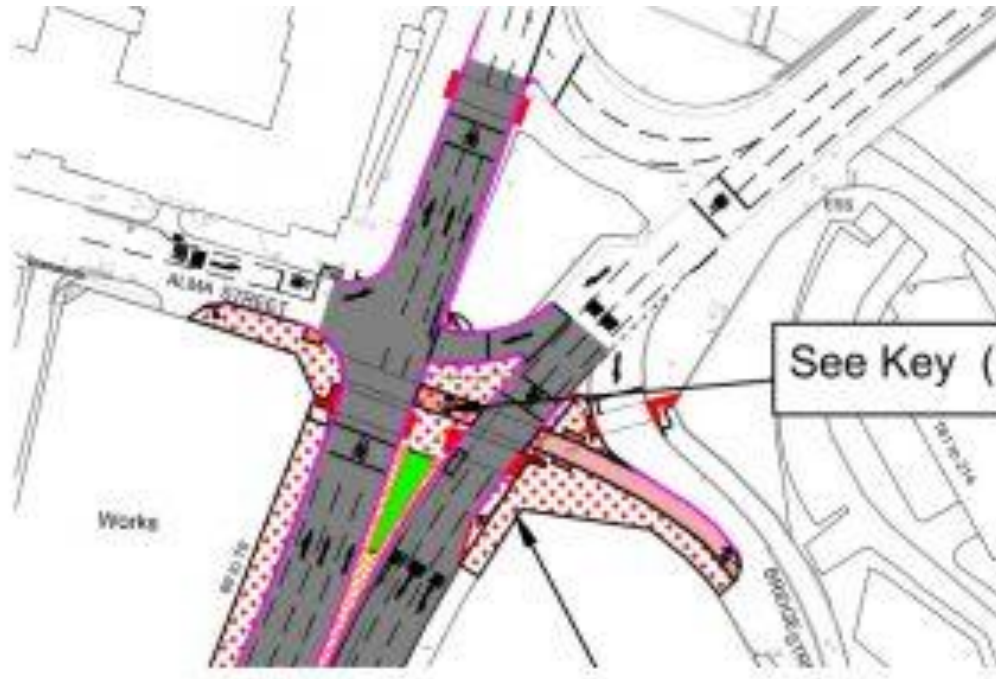
Jamming our streets and communities with motor vehicles makes our city a less attractive place to live, work, study and invest.

SCC response – *Traffic is generated in response to increased development and economic activity, if Sheffield was not an attractive place for business then traffic would not be generated.*

Serious design failures

Painted lanes and Advanced Stop Lines (ASLs)

Guidance in countries with high levels of cycling, as well as from UK organisations such as Highways England and Transport for London, state that motor traffic volumes have to be very low for cycling on carriageway to be acceptable even in low speed environments. The Inner Ring Road is clearly not suitable for cycling in its current form, yet there is no separate cycling infrastructure in the design and painted lanes and ASLs are proposed.



Sheffield City Council stated in March 2016 that:

“In light of the 2014 cycle inquiry, and the resulting target of achieving 10% of journeys by bike in the next 10 years (and 25% by 2050), we have concluded that installing infrastructure such as narrow cycle lanes or Advanced Stop Lines will not assist in achieving this modal share.”

Why then are these still be included in new transport schemes contrary to their own conclusions?

These painted lanes on the Inner Ring Road serve no purpose. They do nothing to enable more people to cycle and they do nothing to make it safer or more convenient for existing cyclists. If the council persist with these antiquated highway designs they will never achieve their cycling targets, as they have acknowledged. Protected cycleways along and across the Inner Ring Road need to be included to provide comfortable, inclusive Space for Cycling which would enable more people to cycle.

The measure of good cycle infrastructure is whether it is suitable for a child to use, the IRR design clearly fails.

The inclusion of painted lanes and ALS's mean the design fails to meet the 'need' to 'reduce journey times for all traffic modes' and 'provide better connectivity to and through the City Centre for all modes'.

SCC response – *the advisory cycle lanes and ASLs are simply the maintenance of existing provisions we are unable to improve at this time within the limitations of this project.*

The cycle lanes and advance stop lines were installed in 2007 at the request of cyclists. These are being retained as a legacy; there is not funding or business case to remove or replace these at this time.

Shared use footways

In order to widen the carriageway, space is being taken from footways, reducing the comfort and amenity of pedestrians. These narrowed footways will become shared use, increasing conflict with people cycling. Using shared use footways to get cycles out of the way of increased capacity for motor vehicles is at odds with the council's aim of dramatically increasing cycling and of enabling active travel.

***SCC response** – footways have only been reduced in width at one location, i.e. on the Kelham side of the ring road approaching Alma Street, however, only at the “pinch point” does this fall to 2.5m. Some sections of footway will be shared but where possible we will increase width, e.g. northern footway approaching Savile Street.*

The consultation states that the scheme will “segregate cycles from other traffic by putting them on the footway where possible (segregating them from pedestrians where widths allow)”. We have asked for clarification on where exactly this will be done as the designs are unclear, however, the council were unable to provide any details.

***SCC response** – see plan in Appendix E for more detail on cycle provision within the scheme.*





Sharing this limited space will be uncomfortable and frustrating for all users, create unnecessary conflict and could be hazardous, especially for visually impaired people.

It is unclear from the designs how wide the shared use footways will be but they will need to be at least 3m to meet the UK guidance for a minimum shared use area and this is without any obstructions from signs, posts and other street furniture which they are currently littered with.

It is not clear from the designs but it is likely that the footways will give way at every side road which will make walking and cycling less convenient and more dangerous.

The inclusion of shared use footpaths mean the design fails to meet the 'need' to 'reduce journey times for all traffic modes' and 'provide better connectivity to and through the City Centre for all modes'.

SCC response – see plan in Appendix E for more detail on cycle provision within the scheme. Your comments are however useful and will inform the design process.

Cycle crossing from Alma Street to Bridge Street

This is described as “to be promoted as one of the main routes into and out of the city centre”. The plan does not give the impression of a main route. It involves awkward and dangerous road crossings at both ends, Alma Street and Bridge Street, and is accessed across a shared-use footway.

SCC response – see plan in Appendix E for more detail on cycle provision within the scheme. Your comments are however useful and will inform the design process.



As the only element of cycle infrastructure in this scheme this crossing is a superficial tidying up of the very poor cycleway currently here. It is not suitable for or attractive enough to enable high volumes of cycle traffic as a “main route”.

This poorly designed crossing fails to meet the ‘need’ to ‘reduce journey times for all traffic modes’ and ‘provide better connectivity to and through the City Centre for all modes’.

The crossing could be improved by removing the general traffic turning off into Bridge Street. This would remove the need for a pedestrian crossing on Bridge Street and allow people using the cycle crossing to enter Bridge Street safely.

There is also conflict between the IRR design of the cycle movement from Alma Street into Bridge Street and planning application 16/02518/OUT which was approved on 16th February 2017 and included under condition 20a, the requirement to complete “amendments to the Bridge Street Junction with the Inner Relief Road to enable two way traffic”. This is incompatible with the designs in this scheme.

SCC response – see plan in Appendix D for more detail on cycle provision within the scheme. Your comments are however useful and will inform the design process. Removing access to Bridge Street would affect the planning approval for West Bar Development. The requirements for access have been taken account within the modelling and we have an outline design for the junction that promotes this route and crossing point.

Rat running through Kelham Island

This scheme does not address the problem of motorists using Kelham Island as a rat run to bypass sections of the Inner Ring Road. This is likely to mean that whilst significant sums are wasted increasing capacity on the IRR, motorists will continue

to bypass it – an ongoing issue that is affecting the attractiveness of Kelham Island as a community and destination for visitors and investment.

This could be solved by a modal filter between Green Lane and Alma Street, to allow cycling through but preventing through motor traffic. This would stop rat-running and make Kelham Island safer, quieter, more attractive, suitable for a non-segregated cycle route or cycle street.

SCC response - The brief for the scheme did not ask for “rat running” to be looked at. However, it is being looked at as part of another piece of work. See response to Kelham Island Action Group (Kica) in 3.6.

No Economic Benefit

There is a wealth of evidence that demonstrates the fallacy that building new roads will provide economic benefit.

Excessive dependence on motorised road transport imposes significant economic costs on society. These include: congestion; road casualties; physical inactivity and the ill health caused by it, such as obesity, and air pollution. More walking and cycling could substantially reduce these risks, while strengthening the city centre economy by supporting local businesses and property values; boosting the economic productivity of a healthy and satisfied workforce; and enabling disadvantaged groups to gain skills and access employment opportunities.

Department for Transport research has demonstrated that cycling schemes have significantly higher economic benefit than old fashioned road widening schemes such as the current proposal. Cycling scheme have a benefit to cost ratio in the the range of 5:1 to 19:1 – with some as high as 35.5:1.

Investment in infrastructure to enable more people to cycle would have a far greater benefit compared to a road widening scheme that will only reduce congestion for a few years.

SCC response - We are not building new roads, we are re-configuring what we already have to make the road network more efficient and better able to cope with increased demand resulting from general traffic growth and that generated as part of new developments. Our modelling has shown that the proposals will do this.

Strategic modelling indicates that trips to the proposed West Bar developments are spread throughout the city and beyond, often over distances such that most trips could not be reasonably expected to accommodate by bicycle even in a most optimistic scenario. Those trips that might be suitable are dispersed such that their facilitation requires much more widespread work than could be afforded by this scheme, particularly given the limitations of the currently available funding.

Summary

Continuing a pattern

This scheme continues Sheffield Council’s trend of major redevelopment / transport schemes failing to include useful, accessible cycle infrastructure. Other examples are Penistone Road, Chesterfield Road, Grey to Green phase 1 and the Knowledge Gateway scheme.

Sheffield Council cannot pretend to be serious about improving access for all or achieving its cycling targets whilst these failures continue.

SCC response - *We are always serious about our responsibilities to all residents of Sheffield as well as the visitors to our city. We are aware of the difficulties involved in making significant changes to the infrastructure of the city to facility movements away from motor vehicles on to more sustainable modes of transport. This will not be achieved overnight and the magnitude of the money needed to do so cannot be underestimated. However, we are making small steps within the constraints we have to operate.*

Cycle Audit

As usual a cycle audit was carried out at the very end of the process when it is likely too late to address the major flaws in this scheme. Cycling and walking audits should be carried out at the very beginning to ensure that all new transport schemes in Sheffield deliver improvements for active travel.

SCC response - *This is simply not true. The audit process for road safety and cycles is carried out at every step in the design process. This is the very first step and all the concerns raised in each audit will be answered and mitigated/accommodated within the detailed design work to follow.*

Poor quality consultation and information

The design provided by the consultation is of poor quality and lacking in detail. More information about the scheme, such as the brief, the traffic modelling etc, would mean that people could see and understand the costs and benefits of the scheme and could provide more useful feedback.

SCC response - *There is a balance to be made between the amount of information included in the consultation of a scheme. In this case the design is only at outline stage and so will be lacking in detail in some areas. However, we had to consult now otherwise we would not be able to meet the timescales for the scheme. This was not a risk we could take.*

The costs are still only budgetary and will remain so until the scheme is finally determined.

Sheffield Council spent £160,000 just on the feasibility study for this scheme. Is a poor quality plan and a few lines of text the best they could come up for the public consultation (which was not included on the council's consultation portal)?

SCC response - *The £160k is in the budget to take the scheme from its mandate up to the start of detailed design. This is not what has been spent so far. There are a lot of tasks that have been carried out to reach the stage where we had a preferred option to take forward into consultation. See Feasibility Report in Appendix B. The consultation material is just a small part of the material that has been generated as part of the design process.*

Recommendations

- The proposed scheme is not progressed.
- Sheffield City Council urgently reviews its transport strategy to include substantial investment in walking and cycling infrastructure.
- Sheffield City Council works with the Sheffield City Region to ensure that walking and cycling is given higher priority than private car use and this is reflected in the design of all transport schemes.

- The council adopts minimum cycle design standards to ensure that all new transport / redevelopment schemes include useful cycle infrastructure.

[illegible]



Report to Economic and Environmental Wellbeing Scrutiny & Policy Development Committee

Report of: Paul Billington

Subject: Post Core Investment Period Review of Streets Ahead Contract

Author of Report: Philip Beecroft,
Head of Highway Maintenance
philip.beecroft@sheffield.gov.uk

Summary:

Following the completion of the Core Investment stage of the Streets Ahead contract the Scrutiny Committee has requested an update on the contract to look at service delivery performance, contract issues and future work programmes.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	✓
Update on previous Scrutiny Committee report	

The Scrutiny Committee is being asked to:

Receive an update on Streets Ahead works to date and future programme plans.

Background Papers:

List any background documents (e.g. research studies, reports) used to write the report. Remember that by listing documents people could request a copy.

Category of Report: OPEN

Report of the Director of Culture and Environment

Post Core Investment Period Review of Streets Ahead Contract

1. Introduction

- 1.1 The report covers the background to the Streets Ahead contract, achievements to date, contractual issues and the future programme of works.

2. Background

- 2.1 Streets Ahead came into being as a result of the Council recognising it needed to address the declining condition of its highway network. Like many other Councils it had battled against a long period of budget cuts and the highway network had suffered as a result.
- 2.2 To address this problem, the opportunity was taken to apply to central government for PFI credits. The bid process and subsequent success in achieving approval for a highway maintenance PFI from central government was approved by all major political parties in 2011.
- 2.3 The funding for Streets Ahead is outlined below:

Over the 25 year term of the contract the Unitary Charge, Street Lighting Energy Costs and associated liabilities and provisions now total £1.95bn. This is a reduction from the original estimated figure of £2.2bn as a result of savings achieved to date.

- 2.4 This is funded by:

PFI credits from Department for Transport (DfT): £1.2bn
Existing Council highways revenue budget of circa £30m pa which has been increased by additional budget commitments of £1.8m pa to give a total of £0.7bn.

- 2.5 In addition, in order to reduce the level of private sector debt and to reduce the Unitary Charge the Council has made capital contributions towards the improvement of the highways asset investing £135m. These capital contributions are funded from prudential borrowing with the debt duration in line with the Councils usual asset life of 20 years for the street lighting element and an asset life of 40 years for the roads.
- 2.6 As evidenced, the majority of the funding for the Unitary Charge is from the DfT and it is a ring-fenced grant.
- 2.7 The additional funding from the Council on top of the pre-existing highway maintenance budget has been gradually increased on an annual basis to match the increasing cost profile of the Unitary Charge and has been built into the Councils long term financial planning.
- 2.8 Since the start of the contract a number of joint initiatives with Amey have been implemented to further reduce the cost of the Unitary Charge in an attempt to mitigate the Council's increasing budgetary pressures at

that same time as preserving the overall aims of the contract. These initiatives include a refinancing in 2016 and changes to the street cleaning and grounds maintenance service introduced in April 2018. Work will continue throughout the contract to review opportunities to work with Amey to reduce contract costs.

- 2.9 Benefits to the city of the Streets Ahead contract include an improved image of the city helping to attract inward investment, dispel the pothole city tag, reduced CO² from the new LED street lighting system and smoother, safer roads leading to fewer accidents and more reliable travel time.

3. Contract

- 3.1 Streets Ahead is a PFI contract and as such does not operate on a traditional measured work basis. The model is that the Council set out a series of performance standards designed to achieve the desired uplift in network condition and then maintain the network at that standard throughout the life of the contract. A series of handback conditions are included to ensure that when the network is returned to the Council in 2037 it is in such condition that the residual life of the overall asset is staggered. This is designed to avoid the need for another significant investment in the first years following the end of the contract.
- 3.2 The Council has sought to publish details of the Streets Ahead contract on its website. In the first few years the sections of the contract that could be published un-redacted were limited due to the nature of the commercial information.
- 3.3 During 2017/18 the Council worked with the Information Commissioner and Amey to publish the remaining sections of the contract that were not on the website and also undertook a thorough review of the elements that were redacted.
- 3.4 Within the documentation available on the website there are specific Clauses, Schedules and Annexures where information has been partially redacted for commercially sensitivity reasons or where information is the personal data of third parties.
- 3.5 The elements of the contract which have been partially redacted will be subject to a five-year review to test whether the redacted information is still commercially sensitive given the passage of time. The documents which have been redacted in full are commercially sensitive and are likely to remain so until at least the termination of the contract. This is because they were provided to us by Amey in confidence and shows the specific offer or details used to secure the contract and will likely prejudice future business activity if disclosed. This information is confidential in order to comply with obligations under the terms of the Streets Ahead contract and to protect the commercial interests of Amey and the Council in the future, when either party is likely to be involved in negotiating commercial deals.

- 3.6 In line with government requirements the financial spend on the contract is published monthly on the Council website.

4. Services Covered by the Contract

- 4.1 The Streets Ahead contract can be described as a fence to fence service covering all aspects of highway maintenance which includes street cleaning, grounds maintenance and winter maintenance.
- 4.2 The service standards of the contract are detailed in the Output Specification which is available to view on the Council's website. They are also listed below with brief details of what each one covers:
- a) Service Standard 1: General
Covers emergency response, urgent defects, temporary traffic management, abnormal loads, customer experience, Management Information System, communication and environmental issues.
 - b) Service Standard 2: Carriageways and Footways
Covers works to carriageways, footways, highway drainage, kerbs and condition surveys.
 - c) Service Standard 3: Structures
Covers bridges, retaining walls, third party structures and inspections.
 - d) Service Standard 4: Streetlighting and Signs
Covers street lighting, illuminated and non-illuminated signs, road markings and street nameplates.
 - e) Service Standard 5: Traffic Signals, Control Infrastructure and ITS
Covers traffic signals and control infrastructure, intelligent transport systems and inspections.
 - f) Service Standard 6: Grounds Maintenance
Covers grassed areas, highway shrub and rose beds, hedges, trees and weed killing.
 - g) Service Standard 7: Winter Maintenance
Covers precautionary salting, snow clearing, grit bins, route planning, daily action planning and weather forecasting.
 - h) Service Standard 8: Street Cleaning
Covers litter collection, graffiti and flyposting, detritus sweeping and removal and litter bins.
 - i) Service Standard 9: Miscellaneous Assets
Covers barriers, fences and guardrails, seats and bollards.
 - j) Service Standard 10: Strategic Assistance
Covers assistance with national surveys, network inspections, service improvement plans, and accident investigation.

- 4.3 In addition to the core services, listed above, Amey also provide non-core services on a non-exclusive basis which permits the Council to request Amey to undertake capital works on the highway which might be related to changes in highway layout for example. This is different to the highway maintenance provided for in the Streets Ahead contract.
- 4.4 Key performance data is published monthly on the Council website as a contract Data Sheet and the latest edition is attached as Appendix A.

5. Financial and Monitoring

- 5.1 Streets Ahead is a PFI contract and as such uses a different payment model to more traditional contracts. There are no individual prices for specific elements of work, instead Amey are paid a monthly fee; the Unitary Charge to cover the huge investment in the early years to bring the roads, street lighting, traffic signals and structures to an agreed standard and also to cover the ongoing maintenance of the whole network for the full 25 years of the contract.
- 5.2 PFI contracts have a significant requirement to be self-monitoring built into the documentation and Streets Ahead is no different.
- 5.3 Amey monitor their performance against the service standards referred to in section 4 of this report and are obligated to report where they do not meet these requirements.
- 5.4 In addition to the self-monitoring carried out by Amey, the Council's Client team has technical specialists covering all aspects of the contract and carries out its own independent checks on performance. Where any failures to meet the standards set out in the contract are identified by either Amey or the Council the appropriate negative adjustment is made to the Unitary Charge.
- 5.5 Where work carried out by Amey is either incorrect or suffers early failure (e.g. a limited amount of road surfacing has failed prematurely) then Amey are obligated to redo the work but at no additional cost to the Council. The Council Client team take a close interest in work standards to avoid where possible any early failures. Although this does not have a financial impact on the Council it does cause unnecessary disruption to residents and the travelling public and also leads to public complaints.

6. Performance to Date

- 6.1 During the first five years of the Streets Ahead contract there were annual milestone targets to achieve in respect of road and footway condition, street lighting, traffic signal replacement and highway structure upgrades. These milestones have all been achieved.
- 6.2 The roads and paths in the worst condition have now been resurfaced. As of January 2019 approximately 70% of the roads and footways in Sheffield has now been resurfaced. This equates to around 755 miles of

roads and 1,490 miles of paths. The result is safer, smoother roads and a dramatic reduction in the incidence of dangerous potholes by around 60% since 2015. In the National Highways and Transport Survey we are currently above the national average for the overall highway maintenance indicator.

- 6.3 The old sodium street lighting has now been replaced throughout the city with a modern LED system of more than 66,000 units. The lantern units have a significantly longer life than the old system and this new technology saves significant levels of energy and therefore carbon emissions. The new system also has a self-reporting ability which identifies faults as they happen and the facility to dim or increase light levels as required.
- 6.4 Streets Ahead has an ongoing replacement programme for traffic signal installations and to date 138 sites have been updated. These updates use extra low voltage LED technology and incorporate virtual detection of traffic. This cuts down on road loop replacement which reduces disruption to traffic and future maintenance costs. Some sites have incorporated systems that link to other sites and pedestrian facilities to monitor pedestrian presence and cut down on congestion by operating on demand only.
- 6.5 Variable Message Signs around Meadowhall have been replaced that link into the Meadowhall car park occupancy system, giving live updates on availability of parking which helps traffic flow in the area.
- 6.6 1,035 bridges and highway structures (including subways and footbridges) have been checked and improved and 70 watercourse culverts have been improved. Two culverts have been completely replaced. This work to culverts reduces the incidence of flooding across the city. In addition over 3,300 drainage gullies have been replaced.
- 6.7 Carbon emissions have been reduced significantly as a result of the street lighting and other powered apparatus changes. Emissions from this apparatus are now around 76% lower than at the start of the contract, seeing a reduction in carbon output from 17,000t to 4,000t.
- 6.8 Environmental benefits of the LED lighting also include greater directional focussing of light to reduce glare, back light and night glow which gives a black night sky as light is prevented from leaking vertically upwards.
- 6.9 Routine maintenance is an important part of the Streets Ahead work and includes winter gritting, street sweeping and litter collection, gully emptying, highway tree maintenance and grass cutting. These services all play an important part in the overall maintenance of the highway network and customer satisfaction levels. Over 96,000 requests for street cleaning have been dealt with to date.
- 6.10 In addition to the highway maintenance work required in the Streets Ahead contract, Amey has engaged with many programmes designed to benefit local people since the contract began. These programmes complement the Council's Ethical Procurement Policy launched in 2018

to drive ethical behaviour as a standard throughout its supply chain and enable greater return in Social Value in Sheffield. The Policy can be reviewed at this link: [SCC Ethical Procurement Policy](#)

6.11 The ethical, effective and efficient dimensions of the policy are demonstrated by Amey which includes driving ethical behaviour in their supply chain in turn enabling greater return in Social Value in Sheffield. This brings innovative ideas and thinking from the market to Sheffield, accommodating short to mid-term change/flexibility into contractual arrangements thereby helping us to drive an increase in cashable savings.

6.12 Some examples of Amey's programme are listed below:

Apprenticeships

70 young people from Sheffield have gained new skills and qualifications as part of Amey's Apprenticeship Programme. 10 new Apprentices started working with Streets Ahead between September and November 2018 and more are to follow in the future.

Supported Internship Programme

This is a scheme for young people with special educational needs, helping them transition from education to employment and was launched in Sept 2016, in partnership with Sheffield College. To date, 10 Interns have successfully 'graduated'. In November 2018 two new Interns joined the programme. In March 2018 Amey Sheffield were awarded 'Extending the Reach' by the Recruitment Industry Disability Initiative (RIDI) for their Supported Internship Programme and have been invited to host a RIDI event in Sheffield to show case the work.

Education

During 2018 Amey joined up with Talbot School to become Enterprise Advisors and will be working closely with the school to help them to develop effective employer engagement plans. They will continue to deliver their Education Programme across Sheffield. More than 264 school visits covering over 57,000 pupils have been carried out since the start of the contract.

6.13 Amey arranges community involvement days and over 50 were held in 2018. In addition employees working on the Streets Ahead are given a paid day off to support charities close to their hearts, with the only stipulations being that it must be in the local community and support an environmental, educational or employment aim.

6.14 The Community Partnership work offers donations of up to £250 to support a wide range of grass roots projects which support education, employment, environment or conservation.

6.15 Amey have installed public benches at their own cost such as Burncross and also at the Heathfield Road memorial and repaired steps at the war memorial in Endcliffe Park.

6.16 Restoration and preservation of the historic gas lanterns.

- 6.17 Involvement in the preparation, and more importantly the clean up after major events in the city such as Tramlines.
- 6.18 Specific road preparation was carried out for the Tour de France in Yorkshire during 2014 and the work was widely praised for speed and quality.
- 6.19 These direct and indirect initiatives and achievements will continue throughout the duration of the Streets Ahead contract.
- 6.20 Highway maintenance and its associated activities are regarded as a higher than normal risk industry in terms of health and safety and accordingly Amey attach a high priority to health and safety at work. They have demonstrated their commitment to the training and development of staff and associated sub-contractors and are an accredited training centre for core industry skills which underpin and maintain the skills of their existing and future workforce.
- 6.21 The Lost Time Accident Incidence Rate (LTAIR) for the Street Ahead Project (Amey) currently stands at 0.63% of the average number of workers employed over the past 12 months; the most positive position since February 2018. The total number of lost time injuries recorded for the 12 month rolling period ending December 2018 equalled 5. This is 3 less than May 2018.
- 6.22 New training and refresher courses are an important element of Amey operations in terms of staff development and the Visible Felt Leadership programme regularly addresses safety as part of the messaging. This included the annual Road Worker Safety campaign over the last three years to raise driver awareness of the danger to road workers of poor driving.

7.0 Future Plans

- 7.1 The main focus of the work is to ensure the roads and footways are brought up to standard and maintained in that condition. As already explained, around 70% of the network has received the upgrades but there is still plenty to do and ongoing surveys and inspections of the network will determine future work programmes. Plans for 2019 include surfacing 100 miles of road and 50 miles of footways.
- 7.2 The surfacing programmes are published in a map format on the comprehensive Streets Ahead section of the Council website. As with all street works a co-ordination operation is carried out to minimise traffic disruption associated with such works. All planned work on the highway from all sources such as utility companies, is taken into account before programmes are approved.
- 7.3 The lifespan of surfacing works means that some work carried out in the early years of the programme will need to be replaced again before the contract ends in 2037. This will ensure that the network is handed back to the Council in a prescribed condition with no major investment required to maintain it in good condition into the future.

- 7.4 Much other work will continue to be visible throughout the duration of the Streets Ahead contract. This will include the continued replacement of outdated traffic signal installations when they become 25 years old, ongoing bridge and structures maintenance and systematic replacement of old highway signs and road markings as they reach the end of their life.
- 7.5 Routine maintenance as described in para 6.9 will continue throughout and these services are equally important to the overall condition of the highway e.g. drainage and gully cleaning prevents flooding to private property as well as the highway.
- 7.6 Amey supports Sheffield Litter Pickers and around 90 other community groups and is planning to expand work in this area alongside education programmes to discourage littering.
- 7.7 Monitoring of the progress on Streets Ahead will include the required self-monitoring by Amey, continued scrutiny by the Council Client team and the feedback from the public via complaints and compliments. The public are welcome to get involved with, and comment on, Streets Ahead works by using the existing contact methods through the Council Customer interface.
- 7.8 The issues related to the tree replacement works are well documented elsewhere but as a major issue in relation to Streets Ahead it is good to report that following extensive talks with campaign groups since October 2018, site work commenced in January 2019 on a compromise approach to retain more street trees. This has been made possible through the efforts of the campaigners and the response by Amey to fund additional works outside the contract and the Council being able to temporarily suspend some elements of the contract specification without affecting the long term aims of Streets Ahead. The Joint Position Statement giving details of the talks and next steps can be viewed here [Street Trees Joint Position Statement](#)

8. What does this mean for the people of Sheffield?

- 8.1 This report reiterates the background to the Streets Ahead contract and gives an update on progress to date along with a view of the future programme of work.
- 8.2 The Streets Ahead contract is providing the much needed improvement to the highway asset thereby achieving the contract objectives to benefit the city now and into the future.

9. Recommendation

- 9.1 The Committee is asked to note the contents of this report.

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Streets Ahead Contract Data Sheet **Amey**

Produced by Finance and Commercial Services
Managers of the Council's External Spend

Purpose

This document is one of a series of documents produced by Finance and Commercial Services providing information on Sheffield City Council's key Suppliers, the Services they provide and their performance in the delivery of those Services.



Introduction

Sheffield City Council has defined the best practice approach implemented for managing and developing its commercial relationships - the Intelligent Client Model. This is supported by a world class contract management approach developed by the Council's Procurement and Supply Chain Service (PSC).

The 'Intelligent Client' is defined as the integrated roles, responsibilities, structures, processes and values that exist to ensure that Sheffield City Council manages and develops the delivery of services and systems, minimises risk and obtains value for money over the full life of the commercial relationship. It is defined by the legal agreement put in place between the Council and the Service Provider.

The Intelligent Client approach to Contract Management comprises Service Area activities and Commercial Contract Management activities.

Service Area activities are:

- Policy, Strategy and Planning
- Service development and Business Requirements
- Technical and Service Assurance

Commercial Contract Management activities are:

- Contract Performance Management
- Contract Process Management
- Supplier Relationship Management

All of the Council's major contracts are commercially contract managed by the Procurement and Supply Chain Service. Other Contracts are managed by the Service Area, with commercial support provided by the relevant category team in the PSC service.

The PSC service is also responsible for:

- The overall approach to Contract Management across the Council
- Defining the Contract Management policies, processes, working practices, tools and techniques: and
- Maintaining and developing the Council's Intelligent Client arrangements.

An overview of Amey

What Amey do

Amey works with both public and private sector clients, supporting them to deliver services to the public more effectively. They increase the quality of services by introducing efficiencies and innovation to the processes and principles that underpin their service delivery.

Amey operate across three principal sectors; Transport, Social and Environmental Infrastructure. The services they offer include:-

Consulting Services

Amey offers a range of multi-disciplinary services to its customers, driving value across its asset portfolio. They offer a whole-life approach to asset management, from advisory and design services, through performance monitoring, to ultimate management of asset operation and use.

Highways Infrastructure

Amey delivers a comprehensive highways infrastructure service to clients across the UK including local authorities, the Highways Agency, Transport for London and Transport Scotland.

Waste Management

Amey, as part of AmeyCespa, provides over 40 years of international, unparalleled experience in waste management, with an emphasis on pioneering new technologies.

Environmental Services

Connecting high quality environmental consultancy with whole life asset management, Amey's environmental team delivers solutions to clients that demonstrate sustainability throughout the whole asset lifecycle.

Rail Infrastructure

Amey keeps the UK on track through bespoke engineering and whole life asset management of over ground and underground rail networks. Our rail team is made up of diverse and highly skilled engineers, inspectors, examiners and project managers

Transportation Services

Amey's in-house fleet and plant capability means it is perfectly placed to provide transportation facilities to our customers.

Property and Facilities Management

Amey provides a comprehensive range of facilities management services. We deliver services to a large proportion of the government's estate, as well as to departments, agencies, non-departmental bodies and the private sector.

Structures Management

Amey delivers savings for its customers through whole-life asset management of their structures portfolio. Our Structures team are experts with a proven capability in delivering asset management services across a range of structures.

Ferrovial – Parent Company

Amey's parent company Ferrovial is one of the world's leading infrastructure companies, with a workforce of approximately 70,000 employees and operations in more than 15 different countries.

The Ferrovial business model focuses on integrated infrastructure management: design, build, finance, operate and maintenance projects (DBFOM). The company also focuses on sustainable growth, underpinned by a portfolio of high quality, long term businesses. This approach to sustainable development is starting to be recognised in financial markets. For the fourteenth consecutive year, Ferrovial has been included in the DJSI World and the DJSI STOXX, and for the tenth year in a row, it is part of the FTSE4Good index.

Amey Hallam Highways Ltd

Amey Hallam Highways Ltd is the Special Purpose Vehicle (SPV) formed by Amey to finance and deliver the Services required under the Contract. The Key Sub-contractor to the SPV is Amey Local Government (Sheffield). Supporting Amey LG are the second tier contractors; Tarmac and Henry Boot.



Amey support the local economy through the use of local suppliers which comprise 96% of their supply chain. Some examples of the many local suppliers with whom Amey work are:



Amey's Local Operating Bases

Amey Hallam Highways Ltd (Amey)

Website: <http://amey.co.uk>

Operational Depots: Olive Grove and Ecclesfield

Amey's main depot is Olive Grove. The Ecclesfield depot services the north of the city and forms part of Amey's business continuity strategy in times of emergency.

How to Contact Amey

Streets Ahead Contract:

<http://www.sheffield.gov.uk/content/sheffield/home/roads-pavements/report-road-problems.html>

Project twitter feed:- @sccstreetsahead

How to contact us:

Email: streetsahead@sheffield.gov.uk

Online: <https://www.sheffield.gov.uk/streetsahead>

Telephone: 0114 27 34567

Full Description of Services provided

The Streets Ahead contract is a fence-to-fence approach to highway maintenance. The core services being provided are:

- Road and pavement maintenance
- Winter gritting and snow clearance
- Bridge and other highway structures maintenance
- Tree maintenance and replacement
- Verge and landscape area maintenance
- Traffic lights and road sign maintenance
- Street lights maintenance
- Road drainage maintenance
- Street cleaning
- Street furniture maintenance including nameplate, bollards, safety fences, barriers and benches

For more details on each of the highway maintenance services please visit: <https://www.sheffield.gov.uk/streetsahead>

To report any faults of the highway maintenance services please visit the following website and complete the online form: <http://www.sheffield.gov.uk/home/roads-pavements/report-road-problems>

In addition to the provision of core services, the Council can, where value for money can be demonstrated, request other services be provided. These may include highway improvement schemes funded by the Local Transport Plan.

Streets Ahead does not include the improvement or maintenance of the following:

- Unadopted roads – e.g. private roads.
- The M1 and the Stocksbridge bypass (looked after by the Highways Agency)

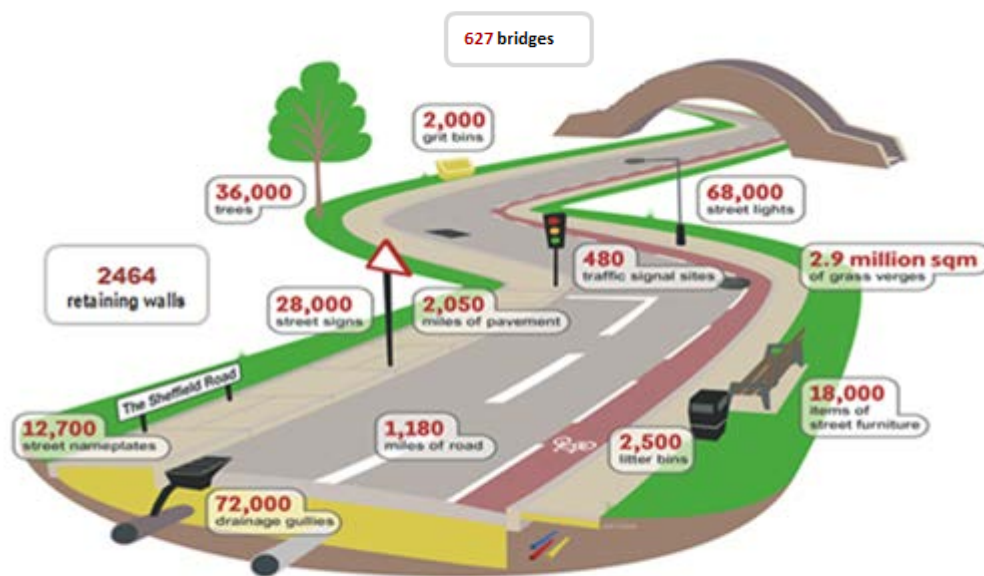
Rural footpaths (i.e. unpaved public rights of way), though they will continue to be maintained by the Council.

Key Facts and Figures

Contract Period – 20 August 2012 – 19 August 2037 (25-year Contract Term)
Contract Value – £2.2bn

Amey is undertaking a significant upgrade works to the city's highways network during the first five years of the Contract and thereafter maintaining the condition of the highway network and all associated highway assets.

The diagram below depicts the scale of the highway maintenance service being provided.

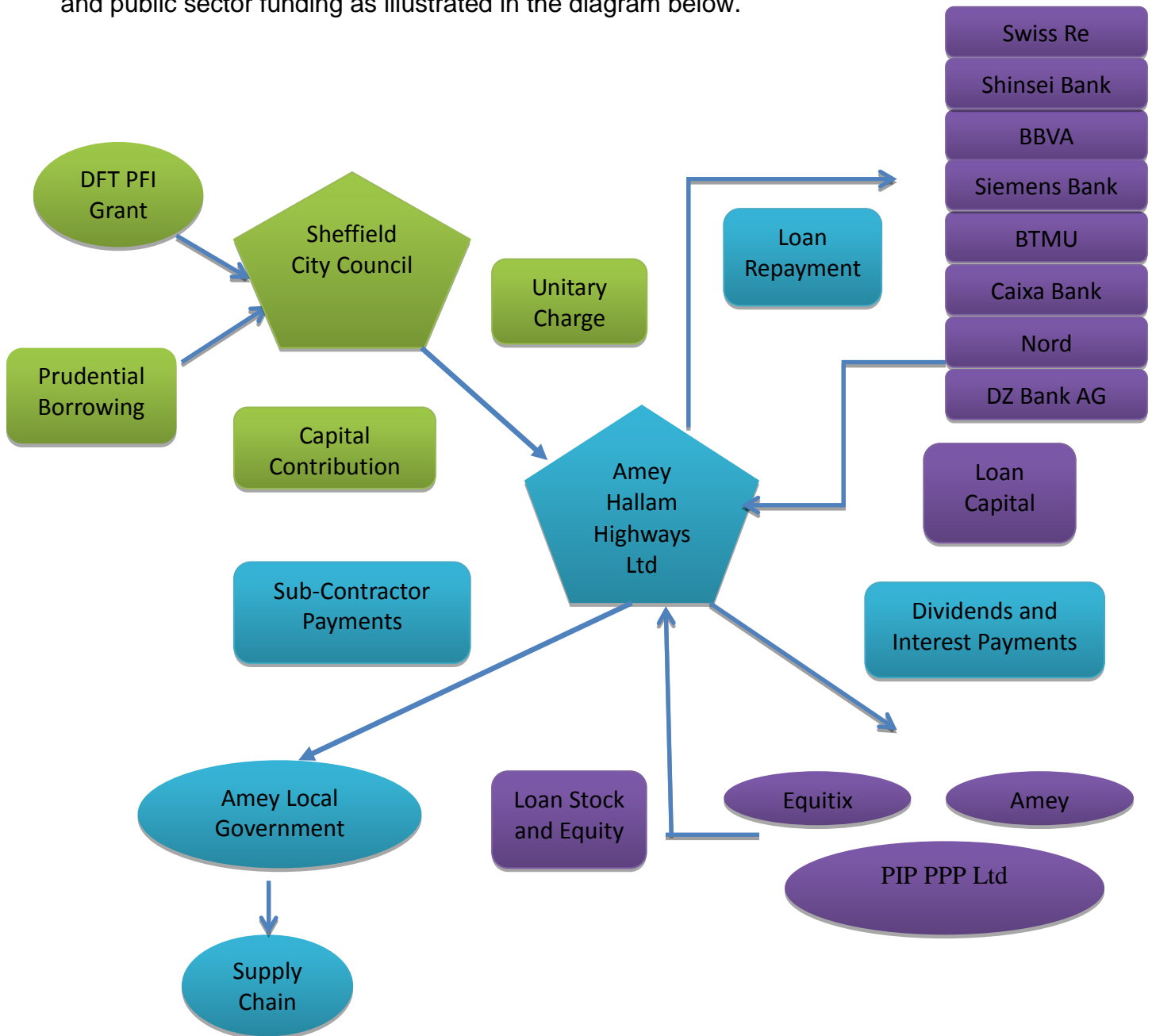


Streets Ahead improvements will consist of some (or all) of the following works, depending on what is required for your street:

- Replace street light columns and traffic signals including installing new LED lights
- Replace road-side trees (where existing trees are dead, diseased, dangerous, damaging or obstructing)
- Maintain road drains (gullies and ditches)
- Upgrade the surface water drainage system
- Replace broken and misaligned kerbs
- Resurface roads and pavements
- Upgrade and repair the condition of damaged verges

Streets Ahead Contract Funding

The Streets Ahead Contract is financed over the 25 year contract term by the following private and public sector funding as illustrated in the diagram below.



Contract Management

The Council's Intelligent Client Model for contract management was used to inform the design of the structure of the teams which manage the Contract. A team led by a Senior Procurement and Supply Chain Manager provides best practice contract management working in collaboration with the Head of Highway Maintenance and a team of technical specialists who monitor service quality and assurance. The processes used to manage the contract are designed in accordance with the Council's Contract Management Toolkit.

The Contract is governed by the following joint Boards and associated Sub-teams:

- Strategic Board – Bi-Annually
- Management Board – Monthly
- Service Operations Board – Monthly
- Technical Sub-team Meetings – Monthly

Amey are required to submit a Monthly Monitoring Report which details their performance and progress against programmes of work. The information in the Monthly Monitoring Report is discussed at the Technical Sub-teams and the Service Operations Board, with issues escalated, as and when required, to the Management and Strategic Boards.

The monthly payment is based on a number of different factors relating to Amey's performance, e.g. progress against investment programmes and completed non-core schemes. Amey submit a Payment Report on a monthly basis which is reviewed and discussed with the monthly payment agreed at Management Board.

The Strategic Board's Terms of Reference include monitoring the realisation of benefits, ensuring strategic alignment of the Contract objectives with the Council's Corporate Priorities and discussing any issues which have been escalated through the governance structure.

Key Performance Data

Monthly Metrics: December 2018

Service: Immediate Response	No. of Requests for Service	% Achievement within Contractual Timescales
Grounds Maintenance	19	100%
Highways	587	100%
Street Lighting	38	100%
Structures	12	100%
Traffic Signals/ITS	98	100%
Street Cleaning	68	100%

Service: Non-Immediate Response	No. of Requests for Service	% Achievement within Contractual Timescales
Grounds Maintenance	99	98.99%
Highways	1386	99.21%
Street Lighting	899	99.55%
Structures	94	100%
Traffic Signals/ITS	329	98.89%
Street Cleaning	1791	99.78%

Data is based on all enquiries received and processed by Amey.

Seasonal Metrics: December 2018

Service: Winter Maintenance	Completion Date
<p>Winter Maintenance is now ongoing</p> <p>In December:</p> <p>8 x runs below 200m 10 x runs above 200m</p>	Ongoing until end of March.

Amey's Recruitment, Employment and Apprenticeship Initiatives

Recruitment and Employment

From the start of the Streets Ahead Contract Amey have worked in partnership with the Sheffield College and Job Centre Plus to maximise employment opportunities for local people. Furthermore they are working with the Youth Justice Service (YJS) in Sheffield, who support young people who are subject to community sentences. Having met with the Education Officer from The YJS who works with young people between the ages of 10 and 18. The YJS was exploring whether or not Amey could offer any kind of support to their programmes. It was agreed that as most individuals are too young to undertake work placements with Amey, they would offer a career aspiration workshop/depot tour and this offer was made to them for potential delivery in 2018.

Work Experience

Amey offer young people between the ages of 14-16 the opportunity to gain crucial work experience with them. The intake for 2018 has seen 3 placements offered to Westfield school in March and a further 3 placements planned for Hinde House school during July.

During December, one of the previous work experience placements from Birley Academy revisited Amey for a mock interview. He commented that since the placement, his behaviour and attitude at school has improved as he is now focused on getting an apprenticeship in Motor Vehicle Maintenance at Amey. He showed his school progress file which confirmed this.

Graduate Programme

Amey has a Graduate Programme which, since August 2012, has employed 18 graduates from both of the Sheffield Universities, Manchester, Liverpool, Derby and Hull.

The graduates are employed across the whole of the organisation such as within performance, operations, commercial, customer services and ICT.

Amey currently have two graduates in post, both are involved in a variety of work based projects and assignments in addition to their central roles in their Commercial and Finance teams.

Trainee Programme

Since the start of the Contract, Amey's Trainee Programme has employed 8 trainees and currently employs 6 trainee technicians in its Consulting division, 4 of whom are studying for an HNC. Three of the trainee technicians from last year have gone on to study for university degrees in Civil Engineering.

Amey Employee Literacy and Numeracy Programmes

From the start of the Streets Ahead Contract, Amey have recognised the need to help employees who have low levels of IT, Numeracy and Literacy skills. Working in partnership with the Joint Trade Union learning representatives (UCATT, UNITE, UNISON and GMB) and

Sheffield College, Amey have developed a Skills for Life Programme which has been very successful in helping these employees to improve their IT, Numeracy and Literacy skills.

All employees who took part in Amey's numeracy for beginner's course, which started in September, passed all of their exams.

Apprenticeships

Through Amey's initiative "Investment in Young Talent", they have established a bespoke Sheffield apprenticeship Programme designed to offer opportunities to young people across Sheffield and the local region supporting the delivery of the Council's young people's employment programmes.

Amey has identified opportunities for apprentices across the Contract in all aspects of the Services including:

- Arboriculture and Grounds maintenance
- Street lighting and Traffic signal maintenance
- Carriageway, footway and structures maintenance
- Customer care
- Highways inspection
- Stock management
- Winter maintenance

Amey's apprenticeship programme provides NVQ qualifications at Levels 2, 3 and 4. The apprentices attend college in addition to receiving tuition in functional skills (literacy and numeracy) at a level relevant to their respective qualifications. Amey have worked with the Sheffield College, CSkills and the Telford College to develop NVQ courses which are relevant to the highways industry. Apprentices gain nationally recognised, accredited qualifications providing the skills they will need within their career.

During September 2017 seven apprentices started employment with Amey in Communities and Education, The Sign Shop, Grounds Maintenance, Arboriculture, Commercial and Highways. October and December saw a total of four further apprentices join Amey in Vehicle Maintenance, The Operational Control Room, Commercial and Networks, bringing the total to eleven. Seven apprentices achieved their Bronze Level Duke of Edinburgh award and were presented with their awards at the Leopold Hotel in January. Furthermore there were six apprentices who achieved the D of E at Gold level and as a result attended the Palace to collect their awards in December; picture below.



Picture of the six apprentices collecting their awards in December

Amey in the Community

Amey's community litter picking groups continue to request support for litter picks as and when required across the city. These groups are helping us make a difference to litter and people's perception of it, asking residents to think about the economic, social and environmental costs of littering.

During September, all Sheffield schools and colleges plus guide and scout groups were invited to take part in our gritter competition to design a wintry scene to cover four of our gritters. The winners were announced in November and the winning designs now appear on the side of 3 of our gritters.

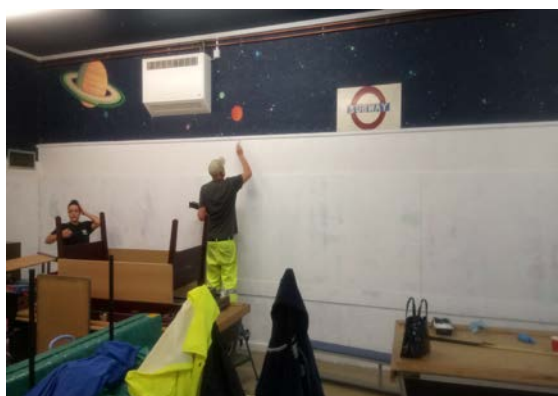
Charity days

All Amey employees are entitled and encouraged to take one paid day per year to work on a project in the local community. The activity must benefit a not-for-profit organisation, or a UK registered charity that supports the environment, the local economy, education or employment. During November a team painted a community hall for Heeley City Farm. The comments received were as follows:

'You've all done such a great job, the space looks so much cleaner and brighter, it's amazing and I can't thank you all enough for all of your hard work. The adults with learning disabilities group is using the space today for cooking and drumming & then children from the local mosque this evening so we'll see what they all make of it, I'm sure that they'll be very happy'.



Heeley Farm community hall, before photo



Heeley Farm community hall, during the charity work by Amey employees

Supporting charities

Amey are supporting various charities throughout 2018 including The DofE (Amey's corporate charity), Trussell Trust (Foodbanks) and various charities via community day support. They have also supported Macmillan this year by collecting for them in support of John Burkhill's 999th event for Macmillan at a half marathon event recently, the total amount collected was £1,000.

Streets Ahead: Thriving Neighbourhoods and Communities

A key Council priority with intrinsic links to the Streets Ahead contract is 'Thriving Neighbourhoods and Communities'. The Contract will improve the city's highway network infrastructure and provide essential street cleaning, grounds and winter maintenance services. However, in order to further improve the environment in which the city's residents live and work, the Council has launched an initiative for local businesses to get involved in corporate social responsibility by sponsoring highway assets. The sponsorship fee includes funding for additional planting in the locality of the highway asset thereby improving the local environment for residents.

The main objectives of the sponsorship initiative are:

- enhancing the community environment, especially where the Sponsor has a stake in or operates in the community, through well maintained sponsorship sites;
- engendering community cohesiveness and respect for their environment; and
- encouraging local businesses to contribute to their communities through this corporate and social responsibility initiative.

The Council's Highways and Property Commercial Team is responsible for the marketing and management of the sponsorship initiative. There are a number of different sponsorship schemes available to businesses as described below.

Sponsorship of Roundabout and Boundary Signs

There are 224 Roundabout and Boundary/Gateway signs in various locations throughout the City. These signs are located on roundabouts and attached to the City Boundary signs. The design of the signs is intended to provide company information that can be easily seen by highway users, incorporating the company's name, telephone number or website address.



Example Roundabout Sign



Example Boundary Sign



Example Roundabout Sign in situ



Example Boundary Sign in situ



Example Roundabout Sign in situ



Example Roundabout Sign in situ

Activity on sponsorship can also be followed via our Twitter and LinkedIn accounts:



@SCCSponsorship



Highways and Property Commercial Team

Streets Ahead: Thriving Neighbourhoods and Communities (cont.)

Keep Sheffield Clean: Litter Bin Sponsorship

The Council has recently launched the Clean Sheffield campaign which aims to encourage all residents and businesses to take ownership of their communities and to work with the Council to keep the city clean.

The campaign aims to show residents and businesses that if everyone plays their part and disposes of the litter in the facilities provided across the city then we can keep the city clean. The campaign also aims to encourage young people about the effects litter can have within a community.

#CLEANSHEFFIELD

The Highways and Property Commercial Team has received a number of enquiries from local businesses requesting to sponsor a litter bin within the vicinity of their business. A pilot project is underway in the Ecclesall Road, West Street and the Hillsborough areas of the city to test out the feasibility of businesses sponsoring litter bins. Fast food retailers, sandwich shops, and other establishments are being encouraged to support the Council's litter campaign. To date, the pilot has been a success therefore the team are now working on expanding this initiative next year.



Sponsors artwork will promote a coherent message about the importance of disposing of litter responsibly and keeping Sheffield's streets as clean as possible.

Supporting the Keep Sheffield Clean campaign will also allow sponsors to demonstrate their social and corporate responsibility for the communities in which they operate.

Planters – Sponsorship

The council has recently added a new scheme into the Sponsorship portfolio in the form of planters. The scheme will allow businesses to sponsor new plant pots across the City in various locations. The scheme will help to increase the visual appeal of the area due to the attractive flowers. The base of the pot will contain the name of the business that has sponsored the planter.

The first batch of planters has recently been installed in the area of Bridge Hill, Oughtibridge. These have been sponsored by Saxton Mee.



A further 18 planters were installed on Chesterfield Road in April/May, the maintenance of which is being provided by the local companies. It is hoped that this will help to increase the awareness and uptake in planter sponsorship.





Report to Economic and Environmental Wellbeing Scrutiny and Policy Development Committee Wednesday 30th January 2019

Report of: Policy and Improvement Officer

Subject: Draft Work Programme 2018/19: Economic and Environmental Wellbeing Scrutiny and Policy Development Committee

Author of Report: Alice Nicholson, Policy and Improvement Officer
alice.nicholson@sheffield.gov.uk
0114 273 5065

The current work programme for 2018/19 is attached at Appendix 1.

There is one remaining meeting scheduled for 2018/19 on 27th March 2019, the work programme includes items for that meeting. If the Committee wish to add to these they are encouraged to consider prioritisation of any outstanding items or additional items in line with the sections of this report that refer to role of scrutiny, determining the work programme.

Where an issue is not appropriate for inclusion on a meeting agenda, but there is significant interest from members, the Committee can choose to request a written briefing.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	
Full Council request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	
Other	X

The Scrutiny Committee is being asked to:

- Consider and discuss the committee's work programme for the last scheduled meeting 2018/19

Background Papers: [Sheffield Council Constitution](#)

Category of Report: OPEN

Draft Work Programme 2018/19: Economic and Environmental Wellbeing Scrutiny and Policy Development Committee – Wednesday 30th January 2019

1.0 What is the role of Scrutiny?

- 1.1 Scrutiny Committees exist to hold decision makers to account, investigate issues of local concern, and make recommendations for improvement. The Centre for Public Scrutiny has identified that effective scrutiny:
- Provides 'Critical Friend' challenge to executive policy makers and decision makers
 - Enables the voice and concern of the public and its communities
 - Is carried out by independent minded governors who lead and own the scrutiny process
 - Drives improvement in public services and finds efficiencies and new ways of delivering services
- 1.2 Scrutiny Committees can operate in a number of ways – through formal meetings with several agenda items, single item 'select committee' style meetings, task and finish groups, and informal visits and meetings to gather evidence to inform scrutiny work. Committees can hear from Council Officers, Cabinet Members, partner organisations, expert witnesses, members of the public. Scrutiny Committees are not decision making bodies, but can make recommendations to decision makers. Also available to members is the Call-In of decisions to the appropriate Scrutiny Committee.

2.0 Determining the work programme

- 2.1 Attached to this report at Appendix 1 is a draft work programme 2018/19. There is one remaining meeting scheduled for 2018/19 on 27th March 2019, the work programme includes items for that meeting. If the Committee wish to add to these they are encouraged to consider prioritisation of any outstanding items or additional items in line with the sections of this report that refer to role of scrutiny, determining the work programme.
- 2.2 It is important the work programme reflects the principles of effective scrutiny, outlined above at 1.1, and so the Committee has a vital role in ensuring that the work programme is looking at issues that concern local people, and looking at issues where scrutiny can influence decision makers. The work programme remains a live document, and there will be an opportunity for the Committee to discuss it at every Committee meeting, this might include:
- Prioritising issues for inclusion on a meeting agenda
 - Identifying new issues for scrutiny
 - Determining the appropriate approach for an issue – e.g. select committee style single item agenda vs task and finish group
 - Identifying appropriate witnesses and sources of evidence to inform scrutiny discussions
 - Identifying key lines of enquiry and specific issues that should be addressed through scrutiny of any given issue.

- 2.3 Members of the Committee can also raise any issues for the work programme via the Chair or Policy and Improvement Officer at any time.

3.0 Meeting Dates 2018/19

- 3.1 Meetings have been scheduled for Wednesdays 5-8pm with one remaining this municipal year on:

- 27th March 2019

4.0 Recommendations

- 4.1 The Scrutiny Committee is being asked to:

- Consider and discuss the committee's work programme for the last scheduled meeting 2018/19
-

Please note: the work programme is a live document and so is subject to change.

E&EWB			
Topic	Reasons for selecting topic	Lead Officer/s	Agenda Item/ Briefing paper
<p>Wednesday 18th July 5-8 pm - Postponed</p>			
Place Portfolio, scene setting and strategic priorities	Scene set on Place priorities and to assist in determining the committee's work programme	Laraine Manley, Executive Director, Place	Agenda Item
Draft Committee work programme 2017/18	consideration of a draft work programme for Economic and Environmental Wellbeing Scrutiny and Policy Development Committee 2018-19, including dates of meetings for year	Policy and Improvement Officer	Agenda Item
<p>Wednesday 26th September 6:15 - 8pm</p>			

City Centre development and growth - Heart of the City II	An update on Heart of the City II, including a look at national changes in retail picture and how this scheme responds to these.	Mazher Iqbal, Cabinet Member for Business and Investment; Nalin Seneviratne, Director, City Centre Development; Queensbury, Strategic Development Partner	Agenda item
Draft Committee work programme 2017/18 - rescheduled from 18th July	consideration of a draft work programme for Economic and Environmental Wellbeing Scrutiny and Policy Development Committee 2018-19, including dates of meetings for year	Policy and Improvement Officer	Agenda Item
Wednesday 24th October 5-8pm			
Sheffield's Transport Strategy 2018-35: sustainable travel options assessment (Supertram, Sheffield Bus Partnership, Sheffield Cycling Inquiry)	1. Public Transport e.g. Supertram – its place in Sheffield Transport Strategy; 2. Buses e.g. Sheffield Bus Partnership – now in year on year rolling programme, what would Sheffield CC like the future to be for the partnership as driven by our transport strategy; 3. Cycling - including Sheffield Cycling Inquiry – 4 years on progress review/update	Jack Scott, Cabinet Member for Transport and Development; Tom Finnegan-Smith, Head of Strategic Transport and Infrastructure, Greg Challis, Senior Transport Planner	Agenda Item
Sheffield Bus Partnership	SYLTE - going forward and operational perspective	Ben Gilligan, Director of Public Transport, South Yorkshire Passenger Transport Executive (SYLTE)	Agenda Item
Supertram update	SYLTE - going forward, future operational picture, including consultation out at the moment and responding to headlines in recent press	Ben Gilligan, Director of Public Transport, South Yorkshire Passenger Transport Executive (SYLTE)	Agenda Item

<i>Ideas and Ambitions of Avenues to Zero for the community</i>	<i>For information: an update following call-in of the individual Cabinet Member decision on the Disposal of Property at Mount Pleasant, Sharrow Lane</i>	<i>For information only</i>	Briefing Report
<i>Work programme 2017/18</i>		<i>Policy and Improvement Officer</i>	<i>Standing Item</i>
Wednesday 28th November 5-8pm			
<i>Sheffield's Clean Air Zone proposal</i>	<i>An opportunity for the Committee to take a look at and seek clarification on matters in regard a Report to Cabinet on 21st November 2018, and comment following Cabinet decision in regard - Air that is safe to breathe for all: Sheffield's Clean Air Zone proposal</i>	<i>Jack Scott, Cabinet Member for Transport and Development; Tom Finnegan-Smith, Head of Strategic Transport and Infrastructure</i>	Agenda Item
<i>Sheffield's Transport Strategy 2018-35: Sustainable travel options assessment – Role of Cycling</i>	<i>Follow up to item on 24th October, more detailed reporting of role of cycling</i>	<i>Jack Scott, Cabinet Member for Transport and Development; Tom Finnegan-Smith, Head of Strategic Transport and Infrastructure, Greg Challis, Senior Transport Planner</i>	Agenda Item
<i>12 month implementation review of Changes to Environmental Maintenance Services</i>	<i>The Committee requested this on 2nd November 2017 following Call-In of Leader's decision of 10th October 2017 - Cabinet agreed 15.11.2017</i>	<i>Lead officer - Phil Beecroft</i>	Item for information
<i>Work programme 2017/18</i>		<i>Policy and Improvement Officer</i>	Standing Item

Wednesday 30th January 5-8 pm - brought forward to 4:00pm start to accommodate Call-In			
Sheffield Inner Ring Road and Junctions: Call-In of ICM decision 11.01.2019	To Scrutinise the impacts of air pollution on the city's priorities and public's health	Jack Scott, Cabinet Member for Transport and Development; Laraine Manley, Executive Director Place, Edward Highfield, Director of City Growth, Andrew Marwood.	Agenda Item
Post Core Investment Period Review of Streets Ahead Contract	Post Investment Period - look at performance (delivery), contract implications, future programme; People's Audit - <i>"to ensure better planning, performance and transparency of the PFI contract"</i> (Helen McIlroy)	Lewis Dagnall, Cabinet Member for Environment and Streetscene; Phil Beecroft, Head of Highway Maintenance; Darren Butt, Amey; Helen McIlroy, People's Audit	Agenda Item
Work programme 2017/18		Policy and Improvement Officer	Standing Item
Circulate for information when available			
Sheffield's Clean Air Zone proposal	Outline Business Case (OBC) post submission to government; and consultation proposals		Agenda Item
Wednesday 27th March 5-8 pm			
Waste Management - Recycling, plastics (global issue, local perspective)	A review of waste management and the recycling bins scheme in Sheffield; the global plastics use and recycling issue, local perspective	Lewis Dagnall, Cabinet Member for Environment and Streetscene	Agenda Item
Sheffield's Transport Strategy 2018-35: Role of Cycling - Update on Local Cycling and Walking Infrastructure Plan (LCWIP)	consideration of the LCWIP - part of implementation plans for active travel		Agenda Item

Scrutiny Annual Report 2018/19 Draft Content & Work Programme 2019/20	This report provides the Committee with a summary of its activities over the municipal year for inclusion in the Scrutiny Annual Report 2018-19; and a list of topics which it is recommended be put forward for consideration as part of the 2019-20 Work Programme for this committee.	Policy and Improvement Officer	Agenda Item
Outstanding items for 2018/19			
Draft Sheffield Plan - Public Consultation	Look at the consultation programme for the draft Sheffield Plan, the first in a series of opportunities for the Committee to consider this draft development plan for the city - TBC when	Jack Scott, Cabinet Member for Transport and Development; Rob Murfin, Chief Planning Officer	Agenda Item
Draft Sheffield Plan - Content	Consideration of the draft development plan as published for consultation July 2018 - TBC when	Jack Scott, Cabinet Member for Transport and Development; Rob Murfin, Chief Planning Officer	
City Centre development and growth sites - Part two	A walking tour and debrief meeting taking in key locations: Part two - Sheffield City Centre Plan post consultation	Mazher Iqbal, Cabinet Member for Business and Investment; Edward Highfield, Tammy Whitaker	
Skills (Strategy)	Pre policy development - upskilling and employability: what are the barriers, what works, prompt the questions on the outcomes and potential tools required	Jayne Dunn, Cabinet Member for Education and Skills	
Onward work programme			

Climate Change - Flooding	<i>Protecting Sheffield from Flooding</i> and beyond, environmental impact and climate change	to be scoped	
Green City Strategy	One of a range of Sheffield growth, placemaking, environment plans and strategies	to be scoped	
Air Quality - SCC strategy and national draft Clean Air Strategy - consultation	connectivity with national draft strategy in the basket of growth, placemaking, environment plans and strategies	Clean Air for Sheffield - Cabinet Decision 21.11.2018	
Sheffield City Region Mayoral Combined Authority & LEP	Proportionate Local Authority scrutiny of Sheffield City Region; E.g. mayoral combined authority (Transport) and the LEP (Strategic Economic Plan); SCR Mayor priorities	Leader	
University role in the economy - University of Sheffield and Sheffield Hallam University	Sheffield as a university city brings added value to the economy - what are the impacts; as a city is there more we need to do?		
Health & Employment	<i>TBC - a potential crossover with Health and Adult Social Care Committee - a look at what is in place in Sheffield; consider activity and programmes aimed at supporting people with health conditions into work. What's working well, what can we do more of?</i>		
Inclusive and Sustainable Economy	Follow on from update on RSA - Inclusive and Sustainable economy is a Sheffield City Partnership Board priority - framework launched 11th October 2018	Sheffield City Partnership Board delivering on this - start with briefing paper	
Heritage Strategy	Update on a coherent approach to heritage		

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