

# **Economic and Environmental Wellbeing Scrutiny and Policy Development Committee**

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**Tuesday 23 July 2019 at 4.30 pm**

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

**The Press and Public are Welcome to Attend**

## **Membership**

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Councillors Denise Fox (Chair), Ian Auckland (Deputy Chair), Neale Gibson, Dianne Hurst, Alan Hooper, Abdul Khayum, Bryan Lodge, Mohammed Mahroof, Barbara Masters, Ben Miskell, Moya O'Rourke, Sioned-Mair Richards, Chris Rosling-Josephs, Martin Smith and Paul Turpin

## **Substitute Members**

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

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## **PUBLIC ACCESS TO THE MEETING**

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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](http://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 Deborah Glen, Policy and Improvement Officer on 0114 27 35065 or [email deborah.glen@sheffield.gov.uk](mailto:deborah.glen@sheffield.gov.uk)

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## **FACILITIES**

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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.

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**ECONOMIC AND ENVIRONMENTAL WELLBEING SCRUTINY AND POLICY  
DEVELOPMENT COMMITTEE AGENDA  
23 JULY 2019**

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**Order of Business**

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- 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 Meetings** (Pages 5 - 16)  
To approve the minutes of meetings of the Committee held on 20<sup>th</sup> March and 15<sup>th</sup> May, 2019
- 6. Public Questions and Petitions**  
To receive any questions or petitions from members of the public
- 7. Sheffield City Region - Review of Bus Services**  
Jo Kaczmarek, Sheffield City Region, to report  
  
<https://sheffieldcityregion.org.uk/bus-review-panel-announcement/>
- 8. Tackling Air Pollution - Sheffield's Clean Air Zone Proposals** (Pages 17 - 22)  
Report of the Executive Director, Place
- 9. Draft Work Programme 2019/20** (Pages 23 - 32)  
Report of the Policy and Improvement Officer
- 10. Date of Next Meeting**  
The next meeting of the Committee will be held on Tuesday, 10<sup>th</sup> September, 2019, at 4.30 pm, in the Town Hall

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## ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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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](mailto:gillian.duckworth@sheffield.gov.uk).

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### Economic and Environmental Wellbeing Scrutiny and Policy Development Committee

**Meeting held 20 March 2019**

**PRESENT:** Councillors Denise Fox (Chair), Ian Auckland (Deputy Chair),  
Mike Chaplin, Neale Gibson, Mark Jones, Abdul Khayum,  
Cate McDonald, Mohammed Mahroof, Robert Murphy, Moya O'Rourke,  
Paul Wood and Colin Ross (Substitute Member)

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#### **1. APOLOGIES FOR ABSENCE**

- 1.1 Apologies for absence were received from Councillors Lisa Banes and Martin Smith (with Councillor Colin Ross attending as his substitute).

#### **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 8 (Call-in of the Individual Cabinet Member Decision on Parking Fees and Charges), Councillor Neale Gibson declared a personal interest as Cabinet Advisor for Transport and Development.

#### **4. MINUTES OF PREVIOUS MEETING**

- 4.1 The minutes of the meeting of the Committee held on 30<sup>th</sup> January 2019, were approved as a correct record.

#### **5. PUBLIC QUESTIONS AND PETITIONS**

- 5.1 Mike Hodson, Secretary of the Carter Knowle & Millhouses Community Group, raised the following questions:-
- (a) accepting that the Parks and Countryside Service, along with the rest of Sheffield City Council, has been very damaged by the large reduction in grant-income, and accepting therefore that the new Building Better Parks Strategy for seeking to increase income and retain the ability to maintain Sheffield's parks and green spaces is very welcome: nevertheless does the Scrutiny Committee feel able to whole-heartedly endorse the entire Strategy in the light of the apparent conflict between:
    - (i) the Strategy's proposal that implementation should include 'leases and sales of land and/or buildings for new homes or businesses', and could involve 'disposing of low recreational value land or property to generate new income'; and

- (ii) the assertions by Councillor Mary Lea, Cabinet Member for Culture, Parks and Leisure, and by the Head of Parks & Countryside, that ‘no parks will be sold under, or in the implementation of, this Strategy’?
  - (b) Does the Committee feel that the proposal quoted above is also compatible with the aspirations quoted in the report, and/or in public, that the Council should ‘maintain control of policy and assets’, and ‘maintain affordable public access under all circumstances’?
  - (c) Will the Scrutiny Committee recommend the withdrawal of the Strategy, and its rewriting, in the light of the issues raised above, and in the light of criticisms of the lack of due consultation?
- 5.2 In response, James Barnes (Parks and Countryside Service) confirmed that the Council was not proposing to sell any of its park land or buildings to raise income, and that any income raised as part of the Strategy would be re-invested into the Parks and Countryside Service.
- 5.3 Mr Barnes referred to the Assessment Criteria, set out in the report, highlighting the point that it would provide a formal process that would bring both accountability and guide the decision-making on the use and management of the Parks and Countryside Service’s land and property portfolio. Furthermore, the decision-making process included consultation with all relevant stakeholders.
- 5.3 Councillor Mary Lea added that there had been a 30% reduction in the City’s park’s income, and that it was hoped that the proposals set out in the Strategy would address this.

## **6. BUILDING BETTER PARKS STRATEGY**

- 6.1 The Committee received a report of the Executive Director, Place, on the Building Better Parks Strategy, which was intended to be used as a framework for decision-making to assist with maximising the benefits derived from the Council’s Land and Property Portfolio, and which had been approved by the Cabinet, at its meeting held on 21<sup>st</sup> November 2018. A further paper setting out the Building Better Parks principles was circulated at the meeting.
- 6.2 In attendance for this item were Councillor Mary Lea (Cabinet Member for Culture, Parks and Leisure) and James Barnes (Parks and Countryside Service).
- 6.3 Members of the Committee raised questions, and the following responses were provided:-
- The Council would not be selling off any of its park land, but would be either providing a licence, concession or leasing the land and facilities to businesses or other groups or organisations who would operate them on behalf of the Council. This was current policy, and was seen as “business as usual”. Any such businesses or groups would be asked to submit their proposals, and

decisions would be made based on the assessment criteria, set out in the report now submitted. It was deemed important for amenities, such as cafes and play equipment, to continue operating in parks as it would help to attract more people to visit the parks, which would not only benefit from a public health point of view, but would also help to improve community cohesion and make the areas safer for people to visit. There have been several examples where leasing land or facilities in the City's parks to external organisations had proved very successful, such as the three FA Hub sites at Westfield, Graves Park and Thorncliffe, which had not only brought in around £15 million investment into the City, but had also provided additional income and quality footballing facilities in the City.

- The estimated figure of £1 million additional revenue which would be generated over the next five years had been based on the current £1.8 million revenue income that the Parks and Countryside Service generated annually from a combination of sponsorship, leases, car parking income and fees and charges. The Council would be able to provide a clearer estimate as and when interested parties started submitting their business plans. Other Core Cities, including Leeds and Birmingham, had operated successfully, using this model, for a number of years, and had generated well in excess of £1 million additional revenue annually.
- There were no set limits in terms of the number of events held in parks, but assessments would be made, based on the agreed criteria, as regards the suitability of such events. This could involve looking at drainage capacity in respect of larger events, or whether such events would cause noise nuisance or any other problems for residents living within the vicinity of the parks. A common-sense approach would be adopted when deciding what events could be held in parks, with larger-scale events requiring approval from either the Cabinet or the relevant Cabinet Member.
- The term 'open space' in the Strategy included a wide range of areas, including small parks, woodland, including ancient woodland, allotments, paths in open spaces and Sustainable Drainage Systems (SUDS). It was not just a case of cafes within parks being leased and operated by external bodies.
- Under the Council's decision-making process, any decisions made by the Cabinet Member or the Cabinet would be subject to scrutiny call-in, although it was considered that the majority of schemes would be small-scale, therefore would be unlikely to prompt this course of action.
- In terms of the distinction between parks and green spaces, it was confirmed that the Strategy would cover everything under the Parks and Countryside Service, but did not include incidental small spaces.
- The Council would ask the NHS to make a contribution, as it would any savings in terms of health benefits, but it was not expected that there would be a positive response.

- The figure of £1.2 billion (based on the contribution of parks to the asset value of residential property) had been determined as part of a capital accounting evaluation study undertaken by Vivid Economic in 2016, and was considered a reasonable estimate.
- It was hoped that the leasing proposals as part of the Strategy would help to bring in approximately £1 million additional revenue. If this figure was not realised, further consideration would have to be given to the Strategy, going forward.
- There were potentially 5 or 6 destination parks in the City.
- It was hoped that, by working with Friends groups and other local groups and organisations, sites such as Abbeyfield Park could be developed further.
- It was clearly set out in the assessment criteria that, in those cases where there was a charitable interest in the parks or land, of which there were approximately 25 such sites in the City, consultation with the Charity Commission would be required.
- Allotments were a statutory provision. There were no plans for the disposal of any Council-owned allotments in the City.
- As part of the Council's Green Open Space Strategy, regular audits were undertaken of small open green spaces, including pocket parks. If sufficient income was generated through the proposals in the Building Better Parks Strategy, this could be used to develop, or maintain such open green spaces.
- The Parks and Countryside Service was currently dedicating sites (or parts of sites) with a War Memorial tree as Centenary Fields in Trust (FIT) in order to protect the trees in perpetuity, in commemorating the end of World War 1, in 2018. In addition, a request from Stocksbridge Town Council to dedicate the Clock Tower Memorial Garden has been granted, and this would be a centenary FIT. Granting a site FIT status protected the site, and ensured it must be used for recreation and leisure purposes in perpetuity. Anyone wishing to make changes to the site must seek authorisation from FIT, which was similar to the protection offered when sites were charitable. The site was not managed or leased to FIT, and remained in the ownership of the Council.
- The option of transferring the whole parks estate to FIT status had been explored in detail, and dismissed in 2016 as not being in the best interests of the City's green and open spaces. It had been stressed on many occasions by Councillor Mary Lea that the Council was the most appropriate custodian of the green estate. There were no plans to have this debate at a future meeting of this Scrutiny Committee.
- Councillor Mary Lea gave a clear commitment that there were no plans for the Parks and Countryside Service to sell any parkland.

6.4 RESOLVED: That the Committee:-

- (a) notes the contents of the report now submitted, together with the information now reported and the responses to the questions raised; and
- (b) thanks Councillor Mary Lea and James Barnes for attending the meeting, and responding to the questions raised.

**7. CALL-IN OF THE INDIVIDUAL CABINET MEMBER DECISION ON PARKING FEES AND CHARGES**

7.1 The Committee considered the following decision of the Cabinet Member for Environment and Transport made on 5<sup>th</sup> March 2019:-

- (i) *No changes to the pay & display tariffs in the parking zones outside the city centre are made;*
- (ii) *City Centre Zone Pay and Display tariffs are increased, as detailed in Appendix A of the report, and that these are implemented as soon as practicable;*
- (iii) *Changes to the permit pricing structure, as detailed in Appendix B of the report be approved and be implemented from 1 April 2019;*
- (iv) *The changes to the type of vehicle that are eligible for a 'Green' permit, as detailed in Appendix C of the report, be approved and be implemented from 1 April 2019;*
- (v) *Changes to the dispensation and bay suspension charges, as detailed in the report, be approved and be implemented from 1 April 2019; and*
- (vi) *Authority be delegated to the Director of City Growth, in consultation with the Cabinet Member for Environment and Transport, to make future changes to pay & display tariffs, where this supports effective management of demand for parking and contributes to wider traffic management objectives (provided they are not increased by an amount greater than the rate of Retail Price Index plus 1% from the date they were last increased).*

7.2 Signatories

The lead signatory to the call-in was Councillor Ian Auckland, and the other signatories were Councillors Penny Baker, Gail Smith, Vickie Priestley and Martin Smith.

7.3 Reasons for the Call-in

The signatories wanted to examine the predicted environmental, financial, commercial and retail impacts of the proposals in the report.

#### 7.4 Attendees

- Councillor Lewis Dagnall (Cabinet Member for Environment and Transport)
- Tom Finnegan-Smith (Head of Strategic Transport and Infrastructure)
- Ben Brailsford (Parking Services Manager)

7.5 Councillor Ian Auckland, as Lead Signatory to the call-in, stated that he wanted to know how the proposals fitted in with the Council's overall transport strategy, specifically whether it would assist in terms of air quality, retail offer and events held in the City Centre. Councillor Auckland made reference to the recent move to relax parking charges on Sundays, which he believed had helped boost footfall in the City Centre, and stated that, in his opinion, free parking did not mean uncontrolled parking. He considered that, as well as a need for an integrated, reliable transport system for the City, there was also a requirement for a sensible parking strategy, and he considered that the control of car movements rarely commenced in neighbourhoods. Councillor Auckland stated that, in his opinion, the proposed increases represented an opportunity for money-making, which could ultimately deter drivers from visiting the City Centre, thereby having an adverse effect on the commercial and retail offer in the City Centre. He referred to Sheffield's rankings in terms of its City Centre retail performance, indicating that it currently stood at 22<sup>nd</sup>, and with several other Core Cities having higher parking charges, he believed Sheffield's prices should be comparable to cities with a similar retail offer. He questioned whether any consideration had been given to introducing more flexibility in terms of parking charges, believing that there was the ability to do this with the new payment machines recently installed, referring to the possibility of offering the first hour of parking free. Councillor Auckland also made reference to the possibility of offering all-day parking for commuters, at a lower rate, and questioned whether a review of residents' parking schemes had been considered, as part of the decision. He concluded by stating that there was a need to look into the reasons behind the decision in more detail.

7.6 Councillor Lewis Dagnall stated that, given some of Councillor Auckland's comments relating to the wider issues regarding the City's transport strategy, there was a need to focus specifically on the decision regarding parking fees and charges. He believed it represented only a modest increase in City Centre parking, and was the first such increase since 2013. Councillor Dagnall also referred to the other elements of the decision, namely the rise in the residents' parking permit fees, which represented the first such increase since 2012, the changes to the types of vehicle eligible for a 'green' permit, and free parking permits for carers. He stated that the decision had been taken based on evidence, and was not simply a 'money-making' exercise, and he believed it represented a good way to increase visitors to the City Centre.

7.7 Tom Finnegan-Smith referred to the Sunday parking charges, indicating that footfall in the City Centre on such days, when it was currently only £1 to park all day, was lower than on Saturdays, when charges were implemented. He stated that he did not believe the modest increases would have a detrimental effect on footfall in the City Centre.

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

- It was raised that private companies were making money by leasing areas of land from the Council, constructing car parks and generating revenue from parking charges. A number of such sites had been declared as development sites, therefore the Council had not wanted to make any long-term commitments in terms of using the land as car parks. However, officers in Parking Services would work closely with colleagues in Property Services, who lease such areas of land, in connection with possible renegotiations with regard to the leases. It was suggested, and agreed, that the details of such sites be forwarded to Councillor Lewis Dagnall, for him to discuss the issue with officers in Property Services.
- The delays in implementing the decision, following the call-in, was likely to result in costing the Council approximately £90,000 in lost revenue.
- It was expected that the proposed changes would have a beneficial effect on air quality, mainly as a result of the increasing turnover of parking spaces, in that it was expected that there would be a reduction in the number of drivers seeking spaces. Another reason for the decision was to try and increase the number of people driving more environmentally-friendly vehicles by improving the green permit offer.
- It was considered that the best way to provide adequate parking provision was by having a fair charging structure which would encourage people to park for a specific time, then move on, as opposed to having drivers driving around searching for a free parking space. At present, there was a standard hourly tariff, from Monday to Saturday, and £1 all day on Sunday. There would be a huge cost, both financially and in resources, in having different time-limited parking, rather than charges and tariffs. The Council would be regularly reviewing its parking tariffs in future in order to address the wider traffic-management issues, and ensure tariffs were appropriate for demand in different areas of the city centre.
- The charges for off-street parking were lower than those for on-street parking, with the aim being to attract a higher turnover for on-street parking spaces in order to benefit businesses and other facilities in the City Centre area.
- It was accepted that, due to the fact that there were more Residents' Parking Schemes in areas with a higher rate of BME residents, such communities could be adversely affected by the proposed rise in parking permit fees.
- There had been no increases in the residents' parking permit fees since 2012 and, in line with inflation, the price of permits had actually got cheaper in real terms over the last seven years. There would be no increases in the price of Green Permits and Residential Carers' Permits. The residents' parking schemes had been introduced primarily to help residents park as near to their

homes as possible, and deter commuters from making this difficult for residents. The permit charge represented only a small percentage of the total cost of being a car owner.

- The Council was currently looking at proposed changes to existing Residents' Parking Schemes to improve demand issues, and would be submitting some detailed proposals hopefully in the next few months.
- Parking permits for Council staff were administered by Facilities Management, with the number of passes being capped, and policies and procedures in place to monitor the numbers.
- The costs associated with the administration, maintenance and enforcement of residents' parking permits was not currently met by income from the permit fees. It would be possible to calculate how much the City's parking fees and charges would need to increase to enable the Residents' Parking Schemes to be operated at no additional cost to the Council, but it would make sense to assess this as part of the forthcoming review of Residents' Parking Schemes.

**7.9 RESOLVED: That the Committee:-**

- (a) notes the contents of the report now submitted, together with the comments now made and the responses to the questions raised;
- (b) agrees to take no action in relation to the called-in decision; and
- (c) in the light of the concerns raised regarding the funding of Residents' Parking Schemes in the City, requests the Parking Services Manager to send detailed costings in terms of the funding of the schemes to Members of the Committee.

(NOTE: The votes on the above resolution were ordered to be recorded, and were as follows:-

- |                            |  |
|----------------------------|--|
| For the resolution (7)     | - Councillors Denise Fox, Mike Chaplin, Mark Jones, Abdul Khayum, Cate McDonald, Moya O'Rourke and Paul Wood |
| Against the resolution (4) | - Councillors Ian Auckland, Mohammed Mahroof, Robert Murphy and Colin Ross)                                  |

**8. CHAIR AND DEPUTY CHAIR**

- 8.1 Councillor Paul Wood stated that this was the last meeting of the Municipal Year 2018/19.
- 8.2 RESOLVED: That the Committee places on record its thanks and appreciation for the excellent work undertaken by Councillors Denise Fox (Chair) and Ian Auckland (Deputy Chair) during the Municipal Year 2018/19.



**9. DATE OF NEXT MEETING**

- 9.1 It was noted that the next meeting of the Committee would be held on a date to be arranged.

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# **SHEFFIELD CITY COUNCIL**

## **Economic and Environmental Wellbeing Scrutiny and Policy Development Committee**

### **Meeting held 15 May 2019**

**PRESENT:** Councillors Denise Fox (Chair), Ian Auckland (Deputy Chair), Mike Chaplin, Neale Gibson, Dianne Hurst, Alan Hooper, Abdul Khayum, Mohammed Mahroof, Barbara Masters, Moya O'Rourke, Sioned-Mair Richards, Chris Rosling-Josephs, Martin Smith and Paul Turpin

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#### **1. APOLOGIES FOR ABSENCE**

- 1.1 An apology for absence was received from Councillor Ben Miskell.

#### **2. APPOINTMENT OF CHAIR AND DEPUTY CHAIR**

- 2.1 RESOLVED: That Councillor Denise Fox be appointed Chair of the Committee and Councillor Ian Auckland be appointed Deputy Chair for the Municipal Year 2019/20.

#### **3. DATES AND TIMES OF MEETINGS**

- 3.1 RESOLVED: That meetings of the Committee be held on a bi-monthly basis, on dates and times to be determined by the Chair, and as and when required for called-in items.

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## Report to Economic and Environmental Wellbeing Scrutiny & Policy Development Committee

23<sup>rd</sup> July 2019

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**Report of:** Executive Director of Place

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**Subject:** Tackling air pollution:  
Sheffield's Clean Air Zone proposals

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**Author of Report:** Tom Finnegan-Smith  
Head of Strategic Transport and Infrastructure  
City Growth, Sheffield City Council  
[tom.finnegan-smith@sheffield.gov.uk](mailto:tom.finnegan-smith@sheffield.gov.uk)

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### Summary:

This paper provides an update for the Committee on the development of Sheffield's proposals to introduce a Class C charging Clean Air Zone in the city as part of our approach to tackling harmful Nitrogen Dioxide (NO<sub>2</sub>) from road traffic in the city. Building on the valuable EEW Scrutiny Committee discussion in November 2018, this updates Members on the latest position and offers the Committee the opportunity to contribute to the statutory consultation on the CAZ proposals.

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### Type of item:

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

## **The Scrutiny Committee is being asked to:**

1. Consider the issues set out in the paper, in particular providing perspectives on:
    - How the CAZ proposals have been received by citizens and communities across the city
    - The Outline Business Case as a whole
    - The proposed geography of the Clean Air Zone – ie. the area in which charging will be introduced
    - The consultation, including anything we could do to support more citizens to have a say
    - The draft support packages which we are looking to introduce to support businesses and drivers.
  2. Consider developing a formal response to the Clean Air Zone consultation which can then be published and considered in the Final Business Case.
- 

## **Background Papers:**

HMG (2017) *UK plan for tackling roadside nitrogen dioxide concentrations*, here: <https://www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017>

Sheffield City Council (2017) *Clean Air Strategy*,  
<http://www.sheffield.gov.uk/content/dam/sheffield/docs/pollution-and-nuisance/air-pollution/clean-air-zone/Responses%20to%20Taxi%20Driver%20Questions.pdf>

Sheffield City Council (2018) *Air that is safe to breathe for all: Sheffield's Clean Air Zone proposal*, Item 9 of Cabinet Meeting of 21<sup>st</sup> November 2018,  
<http://democracy.sheffield.gov.uk/ieListDocuments.aspx?CId=123&MIId=6989&Ver=4>

Sheffield City Council (2018) *Clean Air Zone: Outline Business Case*,  
<http://www.sheffield.gov.uk/content/dam/sheffield/docs/pollution-and-nuisance/air-pollution/clean-air-zone/Sheffield%20and%20Rotherham%20CAZ%20-%20Outline%20Business%20Case.pdf>

More information: [www.sheffield.gov.uk/cleanair](http://www.sheffield.gov.uk/cleanair)

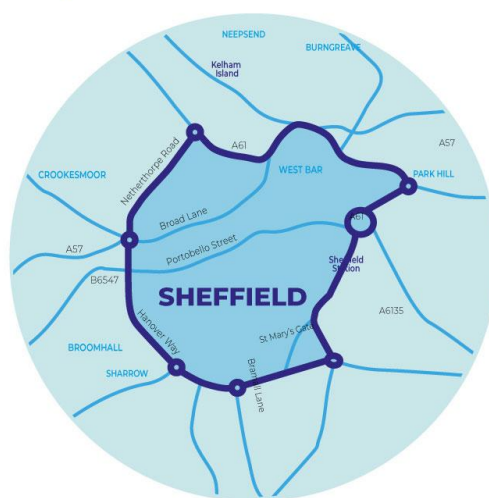
**Category of Report:** OPEN

# Tackling air pollution: Sheffield's Clean Air Zone proposals

## Summary of our Clean Air Zone proposals

1. Air pollution has been identified by the World Health Organisation (WHO) as one of the most significant public health challenges of our time ("air pollution is the new tobacco")<sup>1</sup>. In 2017, Sheffield City Council published its Clean Air Strategy<sup>2</sup> which set out our commitment to significantly reducing the impact that air pollution has on citizens across all our communities, particularly recognising that it is the more vulnerable communities in Sheffield (younger, older, those with long-standing health conditions) that are most impacted on by harmful air. In 2018, Sheffield and Rotherham were one of 29 cities in England legally required by Government to reduce Nitrogen Dioxide emissions from vehicles to below the legal limit in the 'shortest possible time'.
2. In October 2018, Sheffield City Council's Cabinet decided<sup>3</sup> to submit a proposal to Government for a Class C charging Clean Air Zone (CAZ) in order to reduce Nitrogen Dioxide (NO<sub>2</sub>) emissions from road transport in the city to within the legal limit<sup>4</sup>. The proposed zone will cover the city centre *up to and including* the inner ring road and will mean that any buses, taxis, private hire vehicles, Heavy Goods Vehicles (HGVs), and Light Goods Vehicles (LGVs) that do not meet specified emissions standards will have to pay a daily pollution charge to drive in and around the Zone.
3. As set out in the Cabinet Paper, the proposals are premised on access to significant Government investment to support those businesses and drivers most affected by the proposed charges to upgrade or replace their polluting vehicles with cleaner alternatives. Through detailed modelling and analysis of traffic flows and air quality in the city, this approach is shown to reduce NO<sub>2</sub> pollution to within the legal limit in the 'shortest possible time' by accelerating the replacement of the vehicles that disproportionately cause NO<sub>2</sub> pollution in Sheffield. We held a detailed discussion with the Economic and Environmental Wellbeing Scrutiny Committee in November 2018<sup>5</sup>.

### Proposed Clean Air Zone



<sup>1</sup> Tedros Adhanom Ghebreyesus, (2018) *Air pollution is the new tobacco. Time to tackle this epidemic*, in The Guardian, <https://www.theguardian.com/environment/2018/oct/27/air-pollution-is-the-new-tobacco-warns-who-head>

<sup>2</sup> Sheffield City Council (2017) *Clean Air Strategy*, <http://www.sheffield.gov.uk/content/dam/sheffield/docs/pollution-and- nuisance/air-pollution/clean-air-zone/Responses%20to%20Taxi%20Driver%20Questions.pdf>

<sup>3</sup> Sheffield City Council (2018) *Air that is safe to breathe for all: Sheffield's Clean Air Zone proposal*, Item 9 of Cabinet Meeting of 21<sup>st</sup> November 2018, <http://democracy.sheffield.gov.uk/ieListDocuments.aspx?CId=123&MId=6989&Ver=4>

<sup>4</sup> The legal limit is 40µg/m<sup>3</sup>. This requirement along with more detail on the Government's plan to tackle NO<sub>2</sub> tailpipe emissions can be found in the *UK plan for tackling roadside nitrogen dioxide concentrations*, here: <https://www.gov.uk/government/publications/air-quality-plan-for-nitrogen-dioxide-no2-in-uk-2017>

<sup>5</sup> Sheffield City Council (2018) *Economic and Environmental Scrutiny and Policy Committee*, 28<sup>th</sup> November 2018, <http://democracy.sheffield.gov.uk/ieListDocuments.aspx?CId=136&MId=7065&Ver=4>

4. As instructed by Cabinet, the CAZ proposals were set out in an Outline Business Case (OBC) which was then submitted to the Government's Joint Air Quality Unit (JAQU) at the end of December 2018. The full OBC document is available on the City Council website here:  
  
<http://www.sheffield.gov.uk/content/dam/sheffield/docs/pollution-and-nuisance/air-pollution/clean-air-zone/Sheffield%20and%20Rotherham%20CAZ%20-%20Outline%20Business%20Case.pdf>
5. In addition to setting out the detailed proposals for the CAZ itself, the OBC also outlines how we could look to use Government investment to support businesses and drivers to access cleaner vehicles. Clearly, there are legal (eg. State Aid) and financial constraints (ie. resource available from Government) on *how* we support drivers. The proposals mainly involve a mix of loans to buy cleaner vehicles, grants to support retrofitting (where possible) and additional offers to further incentivise drivers to take action (eg. electric vehicle charging vouchers).
6. The OBC also demonstrates that, whilst the CAZ is focused on the inner ring road and city centre, the impact of the air quality improvement will be positive across Sheffield and Rotherham. This is because the vehicles that we are proposing to upgrade/replace travel to towns and neighbourhoods across our city; so a cleaner bus that travels from Ecclesfield to Bents Green will pollute less throughout its entire journey, not just in the city centre.
7. The OBC sets out the other models – both geographical scale and different classes of charging zone – that we tested as part of our analysis. This demonstrates that our proposed Class C charging zone with additional measures to support drivers to replace their vehicles is likely to be the most effective at achieving legal compliance while minimising the financial impact for road users.
8. In particular, the OBC analysis indicates that it is the lowest income households living in Sheffield and Rotherham that disproportionately benefit from the proposed CAZ intervention, thus ensuring that we are starting to address the social injustice of air pollution in Sheffield.

### **Progress since December 2018**

9. We have continued to work with colleagues from Rotherham and JAQU on the development of the proposals. This has included a formal presentation to JAQU Officials in January 2019 and further enhancing our evidence base and modelling in response to specific recommendations of Government's Technical Independent Review Panel (TIRP).
10. We have initiated the key workstreams which will be vital to the delivery of the CAZ, pending final approval of our proposals by Government. This includes taking steps to enable SCC to procure the necessary camera infrastructure, drafting the Charging Order which would give SCC the legal powers to charge non-compliant vehicles for entering the CAZ and further development of the proposed loan and grant packages.



11. Air pollution is a *whole-city challenge* which necessitates a *whole-city response*. We have been working with the city's anchor institutions, the business sector (eg. Chamber of Commerce and City Growth Board) and key stakeholders (taxi associations, Health and Wellbeing Board, Sheffield City Partnership Board, and bus operators) to discuss our proposals and consider how we can work together to tackle harmful pollution, recognising the threat it poses to our population.
12. As we have repeatedly made clear, whilst we aren't proposing to charge people to drive private cars in or through our CAZ, our ambition has to be more than just achieving the legally defined standard for NO<sub>2</sub>, with the CAZ one part of our interventions to tackle air pollution and the climate emergency. As part of our proposals, we have developed a clean air communications campaign which has been launched and will continue over the coming years to increase public awareness of the significant health implications of air pollution to encourage behaviour change towards cleaner, more active journeys.

### **We share the air – statutory clean air consultation**

13. On 1<sup>st</sup> July 2019, we launched the statutory consultation on our proposed Clean Air Zone. At its foundation are three online surveys that are tailored to key stakeholders: people that live and work in Sheffield; businesses and organisations; and taxi drivers.
14. This is supported by a dedicated website which provides a short summary of our CAZ proposals, access to the surveys, the OBC and Frequently Asked Questions which we will update as the consultation progresses. The website can be accessed here: <http://www.sheffield.gov.uk/cleanair>
15. The consultation will run for eight weeks, until the 25<sup>th</sup> August 2019, and the comments, ideas and views of all contributors will inform the development of our Final Business Case (FBC) which must be submitted to Government in the autumn. We are intending to ask an independent research organisation to analyse the consultation data and reports will be published along with consultation is a critical part of CAZ proposals to ensure that we tackle harmful pollution, achieve our legal objectives, but do so in a way which works for the people and businesses in Sheffield.
16. The online surveys are a useful way to enable a large number of people and organisations in the city and beyond to have their say. But, to enhance the consultation, we are also planning a series of engagement events over the coming weeks, particularly targeted at those in the city that are most directly affected by the CAZ – businesses and taxi drivers. These events will add depth to the consultation, working directly with businesses and taxi drivers to talk about what the CAZ will mean for them and consider how we can best use the money that we receive from Government to upgrade vehicle fleets. We will publish more details about these engagement events in the coming weeks on the Clean Air website.



17. We are also engaging with a range of stakeholder networks over the consultation period, including Sheffield City Partnership, Sheffield's Health and Wellbeing Board, Sheffield Teaching Hospitals, and Sheffield Chamber of Commerce.

### **Next steps**

18. The coming months will be focused on enabling as many people and businesses as possible to have their say through the Clean Air Zone consultation. We will also continue to develop the business case and implementation plans, working with people living and working in the city, along with colleagues in Rotherham MBC and Government through JAQU.

### **Potential areas for discussion**

19. We would value any contributions, questions and comments from the Economic and Environmental Wellbeing Committee and we will capture these as part of the consultation and the development of the Final Business Case.
20. In particular, we would welcome any views on:
  - How the CAZ proposals have been received by citizens and communities across the city
  - The Outline Business Case as a whole
  - The proposed geography of the Clean Air Zone – ie. the area in which charging will be introduced
  - The consultation, including anything we could do to support more citizens to have a say
  - The draft support packages which we are looking to introduce to support businesses and drivers.

### **Recommendation**

21. That the Committee:
  - a. consider the issues set out in the paper and in the section above; and
  - b. consider developing a formal response to the Clean Air Zone consultation which can then be published and considered in the Final Business Case.



## Report to Economic and Environmental Wellbeing Scrutiny & Policy Development Committee Tuesday 23<sup>rd</sup> July 2018

**Report of:** Policy and Improvement Officer

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

**Author of Report:** Deborah Glen, Policy and Improvement Officer  
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0114 273 5065

At the start of the municipal year each scrutiny and policy development committee determine and agree a work programme. This report aims to assist the Committee in determining this.

A suggested draft work programme 2019/20 for Economic and Environmental Wellbeing Scrutiny and Policy Development Committee is attached at Appendix 1 for the Committee's consideration and comment. Appendix 2 provides a log of the issues looked at by Economic and Environmental Scrutiny and Policy Development Committee in 2015/16, 2016/17 and 2017/18.

**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	
Briefing paper for the Scrutiny Committee	
Other	X

**The Scrutiny Committee is being asked to:**

- Consider and comment on the committee's draft work programme
- Identify, prioritise and agree topics for inclusion in the work programme

**Background Papers:** [Sheffield Council Constitution](#)

**Category of Report:** OPEN

## **Draft Work Programme 2019/2020: Economic and Environmental Wellbeing Scrutiny Committee – Tuesday 23<sup>rd</sup> July 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, this includes provisionally scheduled agenda items, some carry forward items from last year as well as a list of possible items to be agreed, added to, prioritised and scheduled. In determining the work programme, the Committee is being asked to consider the information provided at the meeting on Place Portfolio priorities and how the work programme might reflect these. As overall background information a log of topics over recent years is attached at Appendix 2.
- 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 2019/20**

- 3.1 Meetings have been scheduled for Tuesdays 4.30 until 6.30 pm on the following dates:
- 23<sup>rd</sup> July 2019
  - 10<sup>th</sup> September 2019
  - 22<sup>nd</sup> October 2019
  - 12<sup>th</sup> November 2019
  - 14<sup>th</sup> January 2020
  - 17<sup>th</sup> March 2020

### **4.0 Recommendations**

- 4.1 The Scrutiny Committee is being asked to:
- Consider and comment on the committee's work programme for 2019/20
  - Identify, prioritise and agree topics for inclusion in the work programme
-

## Economic and Environmental Wellbeing Scrutiny and Policy Development Committee

### *DRAFT WORK PROGRAMME 2019/20*

**Last updated:** 15/07/19

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

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Economic and Environmental Wellbeing		Tuesday 4.30 – 6.30 pm	
Topic	Reasons for selecting topic	Lead Officer/s	Style of scrutiny
<b>Tuesday 23 July</b>			
Air Quality Consultation	Issue carried forward from last year, Committee requested input into the consultation process and the outline business case	Laurie Brennan, Head of Policy and Partnerships  Tom Finnegan-Smith, Head of Strategic Transport and Infrastructure	<b>Agenda Item</b>
Bus Services Review	Current Review being led by Clive Betts and supported by Sheffield City Region	Jo Kaczmarek, Sheffield City Region	<b>Agenda Item</b>

Draft Committee work programme 2019/20	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	<b>Agenda Item</b>
<b>Tuesday 10<sup>th</sup> September</b>			
Work programme 2019/20		Policy and Improvement Officer	Standing Item
<b>Tuesday 22<sup>nd</sup> October</b>			
Work programme 2017/18		Policy and Improvement Officer	Standing Item
<b>Wednesday 28th November 5-8pm</b>			
Monitoring and Evaluation of all transport infrastructure schemes	Requested by Committee following the call in of the Sheffield Inner Ring Road and Junctions Scheme during 2018/19		Agenda Item
Work programme 2019/20		Policy and Improvement Officer	Standing Item
<b>Tuesday 12<sup>th</sup> November</b>			

Work programme 2019/20		Policy and Improvement Officer	Standing Item
<b>Tuesday 14<sup>th</sup> January 20</b>			
Annual update on Streets Ahead Contract	Committee requested this be brought to the committee annually following the Post Core Investment review of the contract in 2018/19	Cllr Lewis Dagnall Philip Beecroft Clare Smith Darren Butt (Amey)	Agenda Item
Work programme 2019/20		Policy and Improvement Officer	Standing Item
<b>Tuesday 17<sup>th</sup> March 20</b>			
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
<b>Items to be scheduled</b>			



Recycling Rates/opportunities	Possible visit to incinerator		
Climate Change			
Transport Strategy – Bus Services	Requested to be on the work programme by Committee in 2018/19. Requested reps from bus operators. To be further determined by item on 23 <sup>rd</sup> July 2019		
Transport Strategy – Role of cycling	Progress report requested by Committee in 2018/19		
City Centre Development/Growth			
Employability/Inclusive and Sustainable Economy			
Sheffield City Region Mayoral Combined Authority & LEP	Invitation to Mayor to attend a meeting to discuss priorities, particularly transport		
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?		
Sheffield Plan			

Planning Applications - ward members	Originally raised by the Committee along with other planning service matters - carried forward to 2017/18 to be scheduled list - now also relationship to City Growth - could be wider role of planning brief from Director of City Growth/ Chief Planning Officer		
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<b>Economic and Environmental Scrutiny and Policy Development Committee Log of Topics – 2016/17, 2017/18, 2018/19</b>		
<b>Topic</b>	<b>Year</b>	<b>Month</b>
Sheffield Bus Partnership (SBP) review	2016/17	July
Bus Services Bill – briefing	2016/17	October
Business Rates	2016/17	October
Inclusive Growth	2016/17	October
Protecting Sheffield from flooding	2016/17	November
Economic Landscape Task Group draft scope	2016/17	November
Call In of Cabinet Decision: China Economic and Civic Programme Update - special	2016/17	December
Implications for Sheffield of the vote to leave the European Union (commonly referred to as Brexit)	2016/17	January
Western Road First World War Memorial Trees - task and finish cross party working group (committee group)	2016/17	January
Waste Services Review: Consideration of Delivery Solutions for Waste Services - Call In of Cabinet Decision 18th January 2017	2016/17	February
Economic Landscape - evidence session 1	2016/17	February
Economic Landscape - evidence session 2	2016/17	April
Sheffield Retail Quarter – update briefing for information	2016/17	April
Western Road First World War Memorial Trees - task and finish cross party working group report and recommendations - special	2016/17	May
Non-City Centre Parking Developments (Call-In of ICM)	2017/18	July
Western Road First World War Memorial Scrutiny Task and Finish Working Group draft report and recommendations ( <i>Special meeting - 27th July</i> )	2017/18	July
Western Road First World War Memorial - verbal Cabinet response to committee recommendations	2017/18	September
Response to public questions on Western Road War Memorial committee report and recommendations	2017/18	September
Changes to Environmental Maintenance Services (Call-In of Leader's Decision) ( <i>2nd November</i> )	2017/18	November
Sheffield Retail Quarter – Heart of the City Phase 2 - update	2017/18	November
Protecting Sheffield from flooding - Programme Update	2017/18	November
Retaining World Snooker Championships in Sheffield	2017/18	November
China Economic and Civic Programme Update	2017/18	December
Small Businesses in Sheffield	2017/18	December

Green City Strategy, including Transport Vision and Clean Air Strategy	2017/18	January
FOR INFORMATION: Western Road First World War Memorial Committee Recommendations - formal response from Cabinet	2017/18	January
Follow up to implications for Sheffield of vote to leave the European Union (Brexit)	2017/18	March
Disposal of Property at Mount Pleasant Sharrow Lane Sheffield (Call-In of ICM)	2017/18	March
Scrutiny Annual Report 2017-18 Draft Content & Work Programme 2018-19	2017/18	March
Heart of the City	2018/19	September
Supertram/Sheffield Bus Partnership	2018/19	October
Transport Strategy	2018/19	October
Disposal of property at Mount Pleasant Sharrow Lane (follow up from call-in)	2018/19	October
Clean air proposals	2018/19	November
Environmental Services Changes	2018/19	November
Sheffield Inner ring road and junctions (call-in)	2018/19	January
Post Core Investment Review of Streets Ahead contract	2018/19	January
Building Better Parks	2018/19	March
Parking fees and charges (Call-in)	2018/19	March