



Report to Policy Committee

Author/Lead Officer of Report: Davina Millership,
Interim Head of Highways

Email: davina.millership@sheffield.gov.uk

Report of: Ajman Ali, Executive Director of Operational Services
Report to: Waste & Street Scene Policy Committee
Date of Decision: 27 September 2023
Subject: Amey Performance Report

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? Ref: 2345				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
<i>Appendix 3 of this report is not for publication because it contains exempt information under paragraph 3 of schedule 12A of the Local Government Act 1972 (as amended)</i>				

Purpose of Report:

To provide an update on contract performance and notify the Committee of proposed new ways of working in relation to a Contract for Highways Maintenance between Sheffield City Council and Amey Hallam Highways (AHH) (subcontracted to Amey LG (Amey) as part of a Private Finance Initiative (PFI) contract dated 31 July 2012 which is due to expire in 2037 (the Contract).

Recommendations:

It is recommended that the Waste and Street Scene Policy Committee:

- Note the Amey Contract Performance Report at closed Appendix 3 together with the proposal for officers to continue to monitor Amey's performance of the Contract considering Appendix 3 and report back to Committee by February 2024 as to progress.
- Note the trials on new ways of working for street cleansing, leafing and planned drainage programmes.
- Note areas of improvement to strengthen monitoring and auditing function.
- Note full compliance on carriageway and footway surfacing and Amey are no longer in default.

Background Papers:

Department for Transport, Technical Note: Road Condition and Maintenance data published 10.11.2021.

Department for Transport, Road Condition Statistics: data tables (RDC) Road Conditions in England to March 2022

[Road condition statistics: data tables \(RDC\) - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

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: Adrian Hart
		Legal: Rahana Khalid/Rita Collins
		Equalities & Consultation: Louise Nunn
		Climate: Davina Millership
	<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>Ajman Ali, Executive Director Operational Services</i>
3	Committee Chair consulted:	<i>Cllr Joe Otten, Chair of Waste and Street Scene Policy Committee</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 Committee 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>Davina Millership</i>	Job Title: <i>Interim Head of Highways</i>
	Date: 18 September 2023	

1. Summary

-
- 1.1 This paper asks Members** To note the closed Appendix 3 and a proposal for officers to continue to monitor Amey's performance of the Contract considering Appendix 3 and report back to the Committee by February 2024 to progress.
- To note developments in trials of new ways of working related to street cleansing, leaf clearance and drainage.
- To note areas where officers have made improvements to strengthen monitoring of the Contract.
- To note that Amey is no longer in contractual default having reached compliance on carriageway and footway surfacing
-

2. Background

-
- 2.1 Highway maintenance in Sheffield** All aspects of Highways Maintenance (from surfacing of footways and roads, litter and fly tipping removal, street lighting and street signs, gritting and environmental maintenance such as tree care and planting, flower beds and shrubs and grass cutting) is undertaken by Amey further to the Contract.
-
- 2.2 PFI promoted by Government** PFI contract arrangements were promoted by the Government, where the private sector finances (holds the debt), to build and operate public sector infrastructure and then offsets this investment with the ongoing revenue of long-term management contracts. It provides a mechanism to bring a significant capital injection without increasing Government/public sector borrowing.
-
- 2.3 Scale & Scope is significant** The scale and scope of the Contract is significant. It includes day to day management of our highway streetscene as well as capital investment in improving our roads and highway infrastructure:
- Core Investment Programme (CIP) to bring roads and footpaths surfaces up to standard and replacement of ageing street lights and traffic signals.
 - Lifecycle Investment Programme (LIP) for ongoing maintenance of assets (roads, footpaths, street lighting, traffic signals, street trees, bridges/structures, verges)
 - Responsible for clearance of litter and fly tipping and grass cutting on highway network.
 - Winter maintenance (gritting priority routes and provision of grit bins)
-
- 2.4 Contract with a Special Purpose Vehicle** The Council Contract is with Amey Hallam Highways (AHH). This is a special purpose vehicle (SPV) company, established solely for the Sheffield contract. AHH holds the debt relating to the project which it off-sets against the payment received from the Council for the Contract.
-

AHH sub-contract the delivery of the output including the investment works and day to day operations to Amey LG (Amey). Amey is a significant player in the infrastructure sector, holding contracts with other local authorities, National Highways and Network Rail. All references to discussions with the subcontractor Amey, include the SPV, AHH.

Buckthorn Partners and One Equity Partners (OEP) acquired Amey from its parent company Ferrovial in December 2022. Buckthorn is a UK investment firm focused on energy services businesses.

2.5 Amey's role

Amey delivers a combination of planned, cyclical, and reactive works to requests and complaints.

The output specification is set out in the Contract (Schedules of Service Standards for Core Service) with approximately 650 performance measures across these. Performance requirements range from annual submissions for planned works to response times of hours to incidents on the highway Network.

Examples of Service Standards areas are:

- Carriageways, structures, Street Lighting, Grounds Maintenance, Street Cleaning

For example, a Service Standard for Street Cleaning could be an activity of litter clearance and the performance measure would be responding to an enquiry from the public within 14 days. If Amey fails, there are a number of 'service points' deducted and every day they fail to meet that performance requirement that will mean further service points would be deducted.

A redacted version of the Contract is published on the Council website.

<https://www.sheffield.gov.uk/roads-pavements/streets-ahead/streets-ahead-documents>

2.6 Amey delivery is reported in several ways.

Amey delivery is reported in several ways:

- Quarterly performance challenge dashboard to SCC 'Performance & Delivery Board' See Section 2.10 to 2.13 where current performance is discussed further.
- Quarterly dashboard to the PFI Strategic Board (See Appendix 1 Strategic Board Quarter 1 2023_4 Dashboard)
- Monthly knowledge briefing open to all Waste and Street Scene Councillors delivered by the Head of Service.
- Monthly Report to each Local Area Committee relating to delivery in the area.

2.7 Monthly Management Reports	Amey is required to submit monthly payment reports requesting payment. These are checked and ratified at Board and then actual payment reports issued with invoices raised. The monthly payments are published in line with council's commitment to transparency and the Government recommendation for all spend over a certain threshold to be published.
2.8 Declaration of all known performance failures	Amey is required under the Contract to declare all known performance failures as part of the monthly bill submission. The council verify their claims through its own contact performance monitoring.
2.9 Remedies for Non-Performance	Clauses 71 to 76 of the Contract enable the Authority to terminate the Contract where there has been a breach or a series of breaches (as set out in the Contract) by Amey.
2.10 Service Improvement Plan: Carriageways and footways	<p>Amey did not meet the Contract requirements in relation to carriageway and footway surfacing 2021/22 and have been working in accordance with an improvement plan since April 2022 to achieve Contract compliance.</p> <p>Full compliance on carriageway and footway surfacing has now been achieved and Amey are no longer in default. Officers are satisfied with progress made by Amey in delivering against the agreed Service Improvement Plan.</p>
2.11 Key Performance Improvements: Carriageways and footways	<p>Please refer to Appendix 2 which shows the Customer Charter Measures to June 23.</p> <p>As 2.9 above, carriageway and footway resurfacing has now met planned levels over the year. The overall road condition in Sheffield continues to benchmark well against national figures, maintenance should be considered on only 1% of A roads and 2% of B and C roads in Sheffield. This is under half of the national figure for each road type.</p>
2.12 Key Performance Improvements: hazardous potholes	<p>Please refer to Appendix 2 which shows the Customer Charter Measures to June 23.</p> <p>Repairs to hazardous potholes have shown good performance throughout the year. These are potholes which are greater than 40mm in depth. It is notable that during quarter 4 of 2022/23 which is the winter seasonal peak Amey achieved 98.7% quarter average.</p> <p>Performance and discussions around lower category defects (pothole less than 40mm deep in carriageways and less than 20mm deep in footways) are set out in closed Appendix 3.</p>
2.13 Key Performance Challenges: customer	Please refer to Appendix 2 which shows the Customer Charter Measures to June 23.

enquiries & complaints

Complaints resolution within the 3 day and 28-day target has been variable across the year falling below 80% across the first quarter of 2023/24. Complaints where an investigation is required (28-day target) are driving this performance issue, whereas performance of those dealt with via the shorter problem-solving route are meeting target.

There are ongoing discussions relating to Amey's management of customer enquiries, Member enquiries and customer complaints which are set out in closed Appendix 3.

2.14 Key Performance: Fly tipping

Please refer to Appendix 2 which shows the Customer Charter Measures to June 23

Locally focused increases in fly-tipping incidents have been seen over the last quarter and incidents are being dealt with in line with timescales, however further increases may be seen as targeted action is conducted.

2.15 Key Performance: Street Lighting

Amey are performing well in street lighting with 99.9% of all lighting columns fully operational in June, July, and August. This is a consistent performance. The data is taken directly from our remote Central Management System (CMS) for monitoring of our street lighting columns. Over the last three months, on average it took just over half a day to repair any lamps which were not working. However, if the fault is related to the energy provider, then this takes closer to 9 days on average to repair. Although Amey are not directly responsible for the energy provider's performance, under the contract, they are expected to actively co-operate with them to reduce these timescales. They have managed to reduce the timescales through management meetings and daily updates of faults.

In addition, it is important to recognise Amey actively promoted the introduction of Light Emitting Diodes (LEDs) for street lighting. This roll out has helped significantly towards the reduction of our carbon and energy usage. Since the completion of the full roll out of LEDs in 2017/18 we have managed to reduce our carbon emissions from 6,848 to 2,535 in tonnes of CO₂ and our energy consumption has also reduced from 17,953,077 kWh to 12,146,027 kWh in 2022/23.

2.16 Developing new trial ways of working: Cleansing Standards

Officers are aware of ongoing issues with general street cleansing standards where the input specifications are not being met.

To actively improve this, officers have worked with Amey to develop better ways of working subject to contract negotiations, which include:

- Area based approach with a trial in the eastern part of the city. This is focused on moving away from rigid cleansing regimes, promoting greater flexibility by utilising area-based

teams, and embedding services in communities to target local issues. It should be implemented before the end of 2023.

- Reset of cyclical cleansing over a 17-week period. We are seeing enhanced levels of engagement with members of the public following the introduction of the 'FixMyStreet' app which has increased reporting of issues at community level. This will commence by the end 2023.
- City Centre cleansing trial moving to an output specification and deploying resources where needed to achieve the required cleansing standard is programmed to start by the end of 2023.
- A forward plan to target leaf clearance is being developed for this year to clear footpaths and prevent leaf fall turning into detritus and affecting access.

2.17 Moving to planned programmes: Drainage.

There are some areas of concern related to cyclical and reactive drainage maintenance works with failure to meet contractual timescales and outputs. Officers accept that there are genuine challenges around responding to complex drainage issues and it has been agreed to address these matters with a 12-month programmed approach. The tracking of progress and monitoring of these programmes is currently being finalised with technical officers.

2.18 Improvements to strengthen monitoring & auditing function.

Although PFI contracts are intended to be self-reporting, there is a requirement to draw a distinction between this and monitoring. There is a clear need for a stronger monitoring/auditing function for public sector bodies managing PFI contracts and this requires greater capacity and capability. The Council have already made changes to the internal staffing structure to better support the management and monitoring of the Contract as follows:

- The governance arrangements across Service Operational, Management and Strategic Boards are being reset.
- New monthly performance sessions with Directors and Executive Directors
- A new dedicated Assistant Director of Highways post. Role was previously split between Highways and Waste
- An experienced interim manager has been recruited to lead and manage highways until the new Assistant Director starts.
- Review of Highways Maintenance Division roles/grades and new recruitment drive for inspectors and managers to fill long term vacancies.
- External health check of the Streets Ahead PFI via the government's centre of expertise for infrastructure and major projects.

3. How does this decision contribute?

Strong and Connected neighbourhoods

Our Sheffield Delivery Plan 2022/23 details six strategic priorities for the council, one of which is Strong and connected neighbourhoods, which people are happy to call home.

The new ways of working and continuous service improvements will contribute to improving resident satisfaction levels with the roads and pavements, street cleansing and drainage.

4. Has there been any consultation?

4.1 NHT & customer satisfaction surveys

The council and Amey subscribe to the National Highways and Transport (NHT) annual survey since the start of the contract in 2012. This is a national opt in survey covering highways maintenance and road use including public transport of around 1,000 respondents in Sheffield.

Sheffield performs well and this information is reported at the PFI Strategic Boards. However, despite year-on-year improvement the results have plateaued.

5. Risk analysis and implications of the decision

5.1

Equality Implications

This report is a review of current performance, and therefore no changes are proposed to policy or service delivery.

5.2

Financial and Commercial Implications

The monthly spend on the Amey contract is published (section 2.7)

5.3

Legal Implications

There are a number of provisions in the Contract which enable effective contract performance management and remedies for non-performance.

The Council should ensure that it keeps adequate records of all communications with Amey relating to non-performance and be sure not to waive any of its rights when discussing or agreeing remedial plans.

5.4 Sheffield has adopted a Net Zero 2030 City target.

Climate Implications

As this is a report on current performance and no changes are proposed to policy or service delivery, there are no new or additional climate impact implications arising from this report.

As part of the council's pathway to net zero, Amey's fleet was included in the Council's carbon emissions baseline and as such, we will be collaborating with them to decarbonise their fleets and they will provide annual emissions reporting. In addition, the way in which we manage our land to increase carbon sequestration opportunities is a key priority and Amey are already collating data on this which will be supplied as part of the Council's decarbonisation targets.

Headline carbon impact performance and fleet composition is included in the quarterly PFI Strategic Board's Dashboards.

6. Alternative options considered.

6.1 No other options were considered Not applicable.

7. Reasons for recommendations

7.1 Members are asked to note compliance, trials of new ways of working and remaining areas of concern The reason for this report is for the Committee to note the points outlined above and in the closed Appendix 3 and note Officers proposed way forward.

This page is intentionally left blank

Included in this report are the following graphs:

Asset Quality & Conditions – Figures 1 to 6

These 6 x graphs depict the condition score for each of the various categories of highway assets within the contract – The contract threshold is shown on each graph.

Highway Maintenance Ranking (All Local Authorities) – Figure 7

Figure 7 shows the Highway Maintenance overall NHT Survey Results for the 2022 survey. Sheffield's score has remained static achieving the same score as 2021, the two top performing Authorities have increased their score whilst other Authority's have increased their position to equal Sheffield's results. This year the survey was sent to 4,500 households across the authority area and 963 members of the public responded. This represents an overall response rate for Sheffield of 21.4% compared with the national average of 22.8%.

National Highways and Streets Ahead Lost Time – Figure 8

This graph has been compiled by our H&S Safety Manager and depicts our actual Lost Time Accident Incident Rate and compares it to National Highways and that of the Construction Industry.

Performance Deductions – Figure 9 and 10

This graph depicts the deductions applied to the contract and also highlights the DOV2 cap of £60K. This also includes the Default Threshold Analysis Weekly Tracker.

Quality and Timeliness – Figures 11 and 12

These 2 graphs depict the number of events recorded by workstream. The first graph shows the number of events that required a response within 2 business days or under and everything else shown in the second graph. For an immediate response, the target completion is 98% and for non-immediate response is 95%, indicated on the graph with a dashed red line.

These targets are non-contractual Key Performance Indicators and are set by us. These results should be read in conjunction with performance deductions against the contract. On the occasions where our target is not met then relief is sought which can fluctuate by 3rd party activities beyond our control. (eg. Utility works, cars blocking access...etc)

Flood Risk Management – Figures 13 and 14

Figure 12 shows the cyclical gully cleaning program, broken down into blocked gullies, broken lids, jammed lids and lid missing. Figure 13 represents the total number of gullies cleaned per month against a target of 4,250.

Customer Satisfaction – Figures 15 and 16

These graphs depict the number of complaints and compliments raised over a 12-month period. Figure 14 is the percentage of complaints by month from the annual total.

Environmental – Figures 17 and 18

These graphs provide details of the Streets Ahead carbon expenditure. It is Amey's aim to be carbon neutral by 2030. As a company we are looking to drop 5% by 2023. Figures 17 represents the total number of vehicles leased to Amey and does not include Short Term Hires.

Lifecycle Investment Program – Figures 20&22

These graphs depict the SqM of resurfacing works undertaken for both Carriageways and Footways

Workforce – Figures 23 - 26

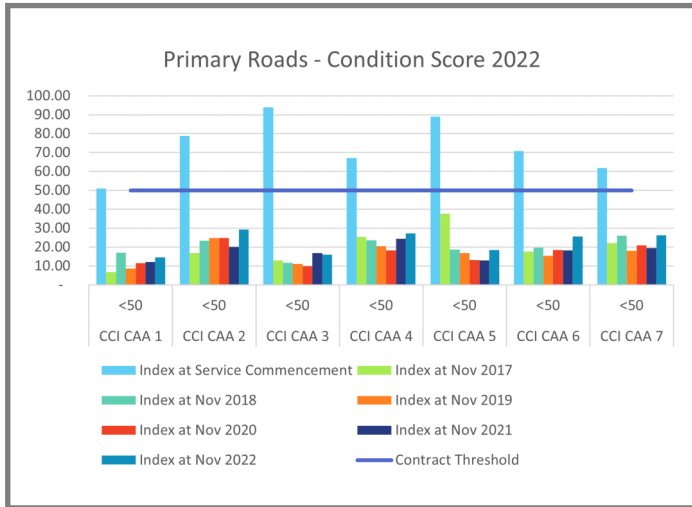
These graphs depict Equality, Diversity, and Inclusivity markers for the Streets Ahead contract. Amey's aims to achieve the following:

- By 2023 we aim to have a gender and multiculturalism improvement plan in place and achieve 50% female representation on our Early Careers programmes
- By 2025 we aim to achieve 33% female representation and 10% multicultural representation across Amey. Plus maintain 50% female presentation on our Early Careers programmes.
- By 2030 we aim to achieve 40% female representation and 15% multicultural representation across Amey.

Social Value

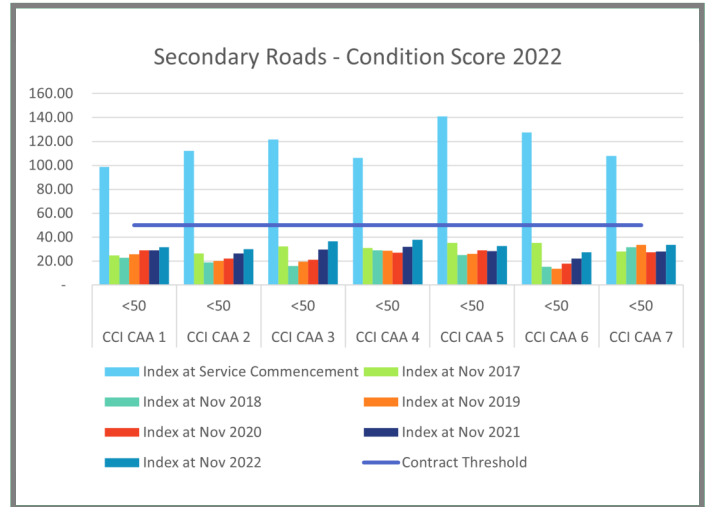
A list of all Social Value activities undertaken.

Asset Quality & Conditions:



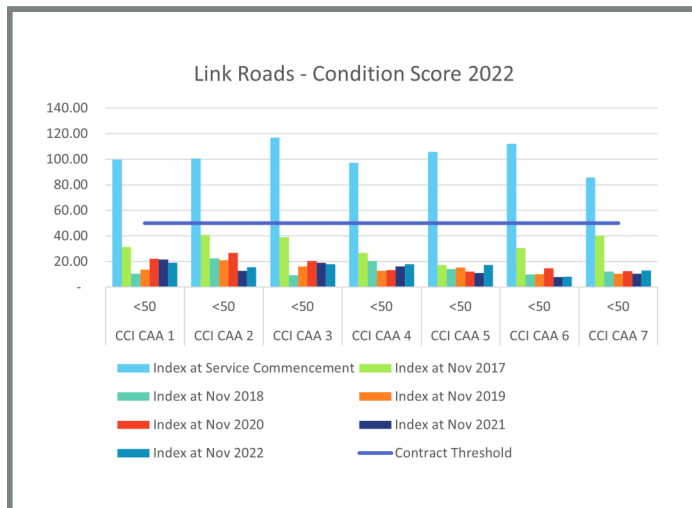
Primary Roads - Condition Score 2022

Figure 1



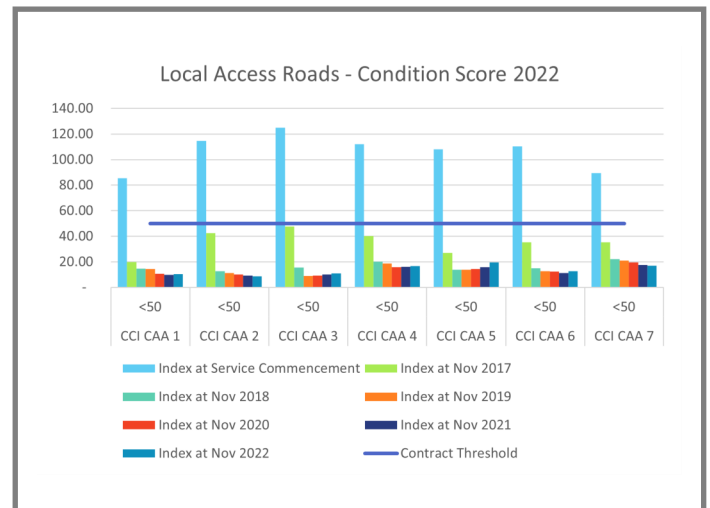
Secondary Roads - Condition Score 2022

Figure 2



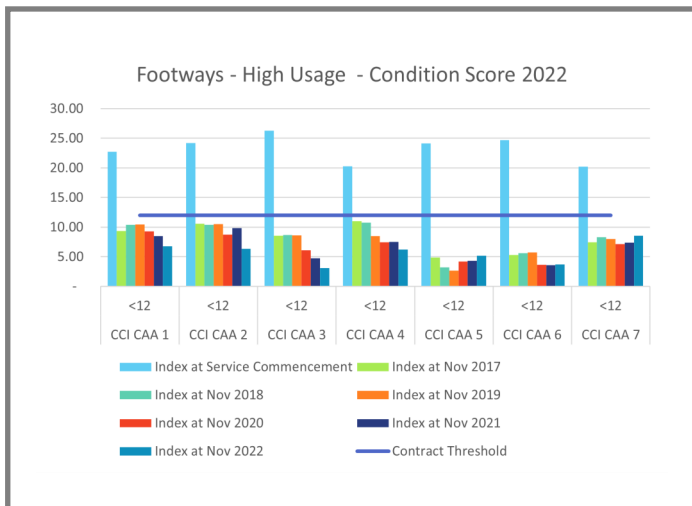
Link Roads - Condition Score 2022

Figure 3



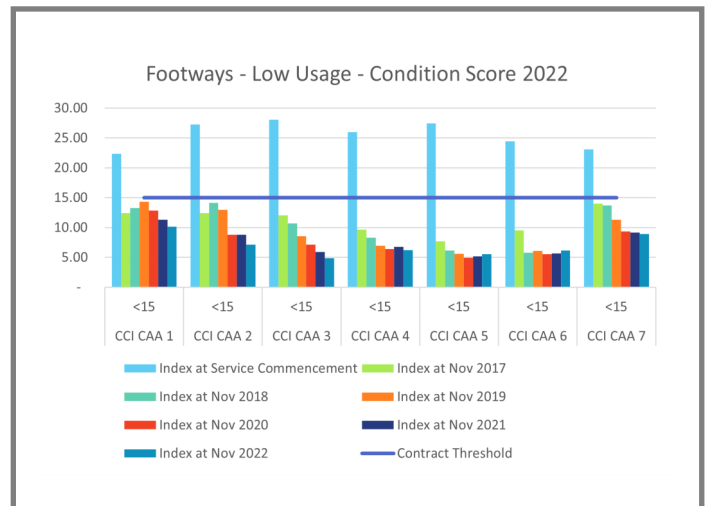
Local Access Roads - Condition Score 2022

Figure 4



Footways - High Usage - Condition Score 2022

Figure 5



Footways - Low Usage - Condition Score 2022

Figure 6

Peer Group Comparisons (from 2021 NHT survey):

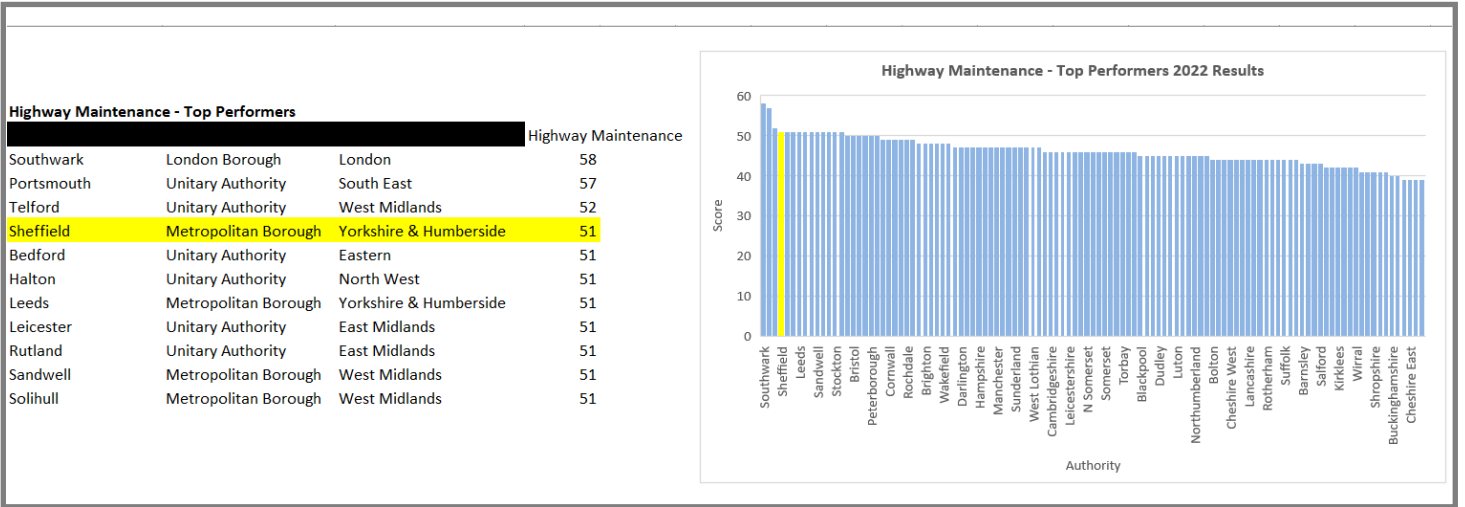


Figure 7

National Highways & 'Streets Ahead' Lost Time:

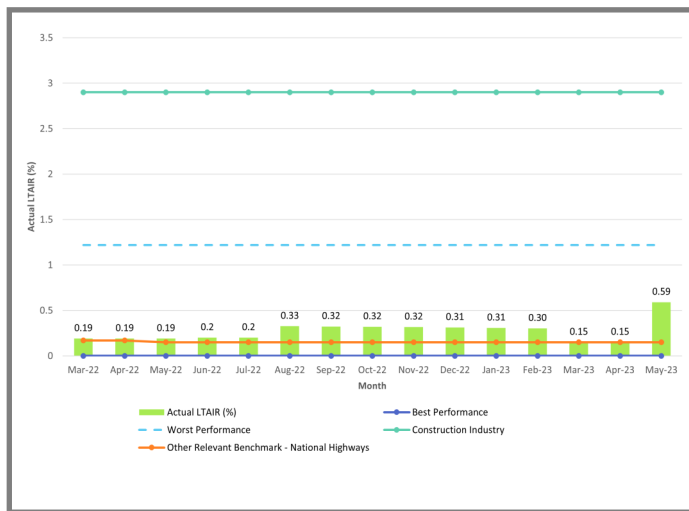
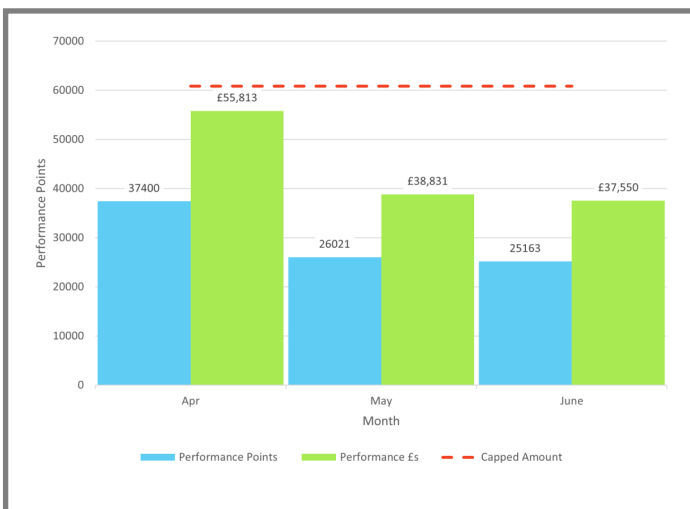


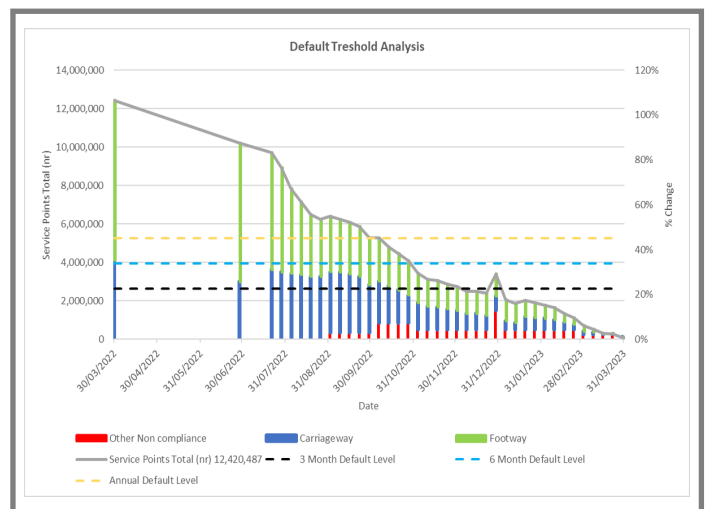
Figure 8

Streets Ahead Lost Time Accident Rate

Performance Deductions:



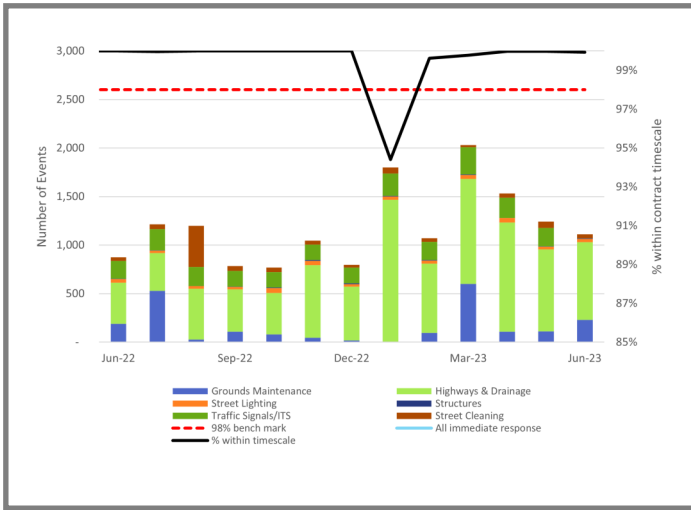
Total Indexed Model Amount (£)



Default Threshold Analysis—Weekly Tracker

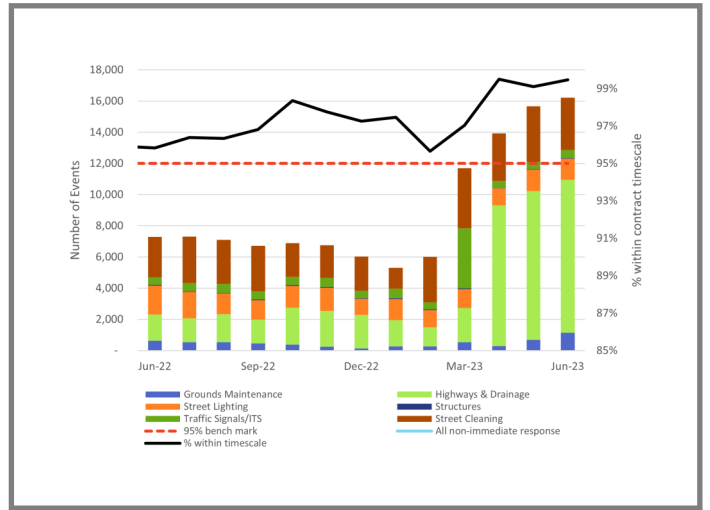
Figure 10

Quality and Timeliness:



Immediate Response (≤ 2 Business Days)

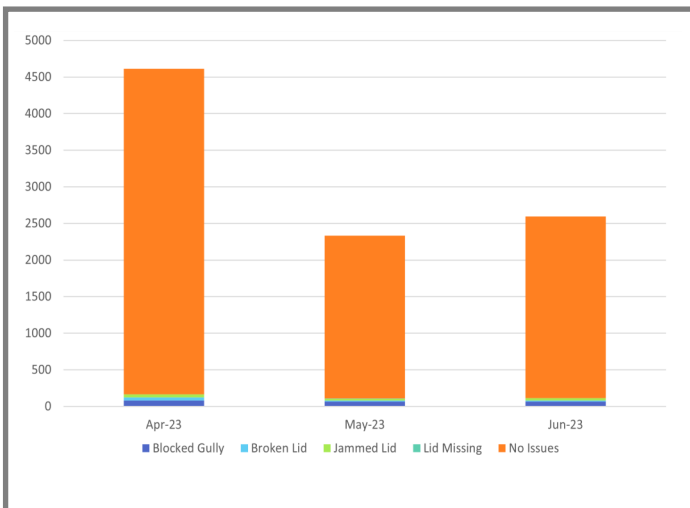
Figure 11



Non-Immediate Response (≥ 2 Business Days)

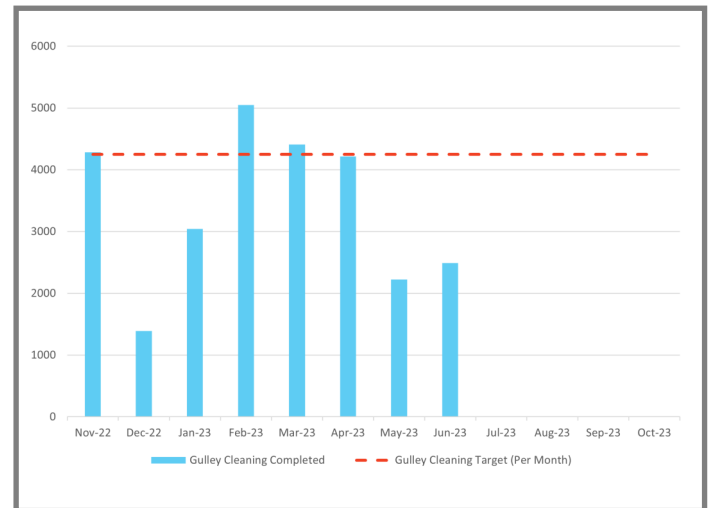
Figure 12

Flood Risk Management:



Cyclical Gully Cleaning Program

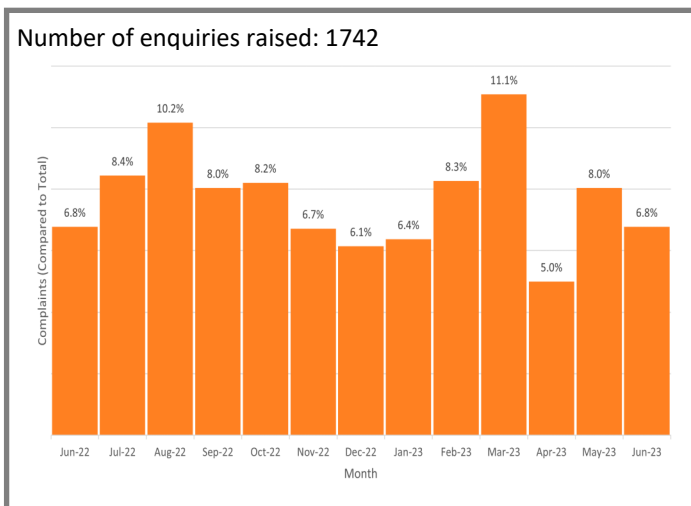
Figure 13



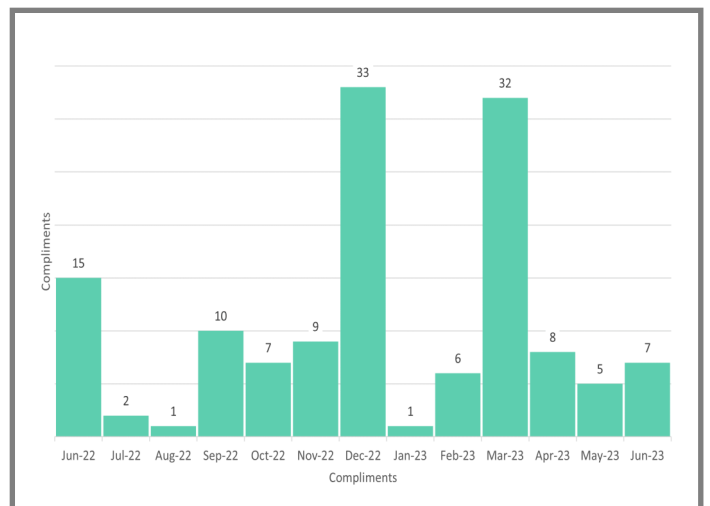
2022 Gully Cleaning Program

Figure 14

Customer Satisfaction:



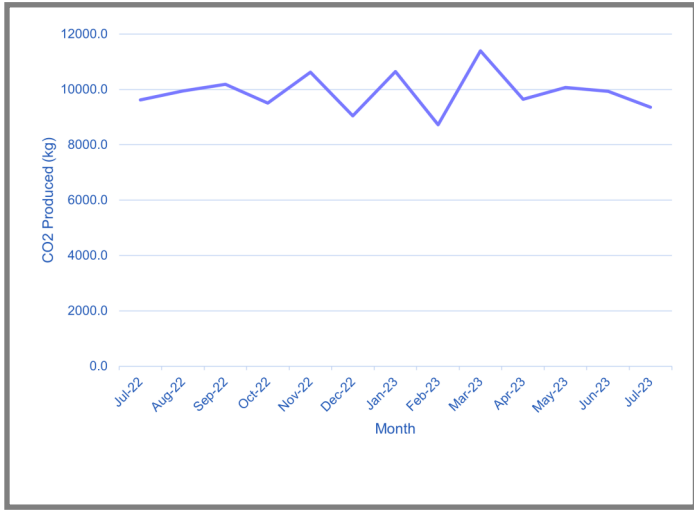
Customer Complaints



Customer Compliments

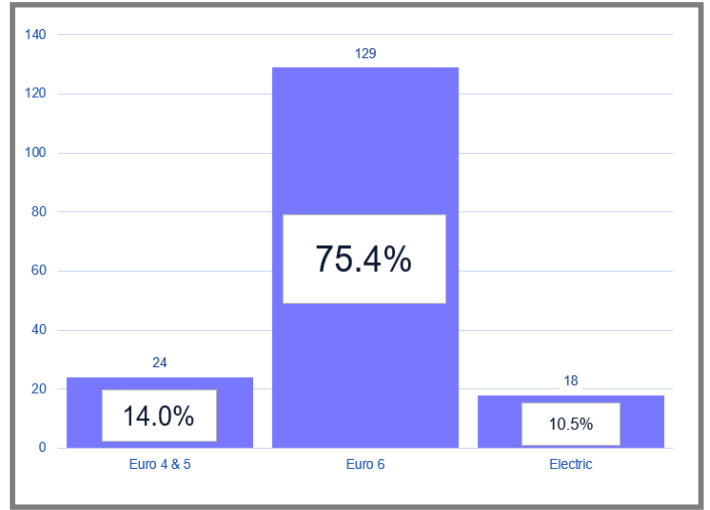
Figure 16

Environmental:



Fleet Carbon Produced (kg)

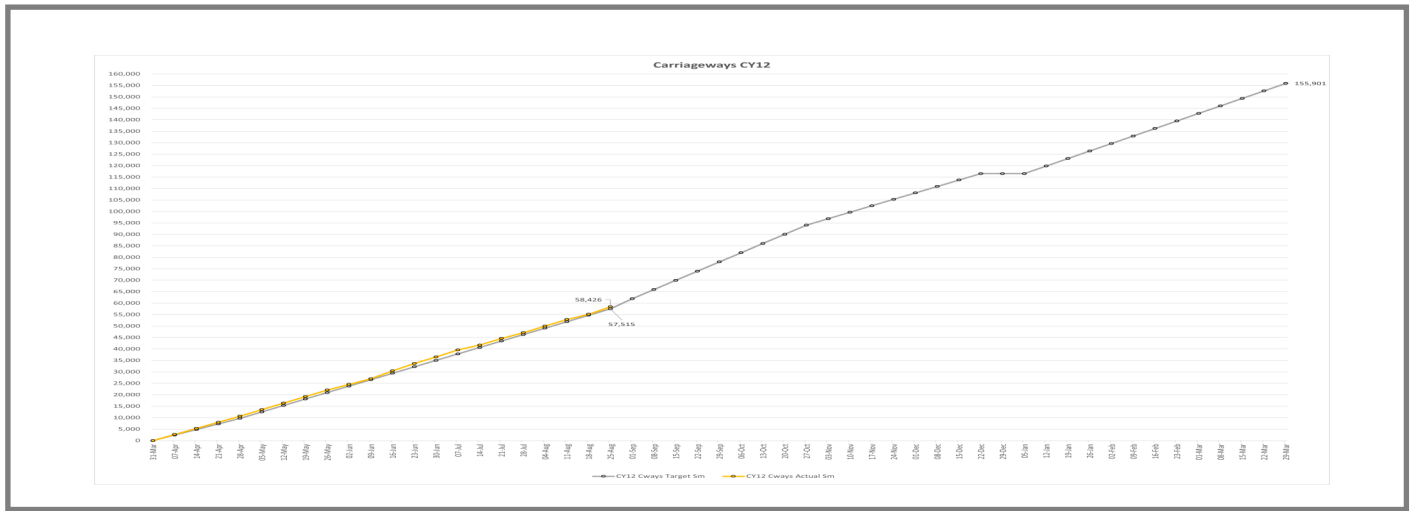
Figure 17



Fleet Management

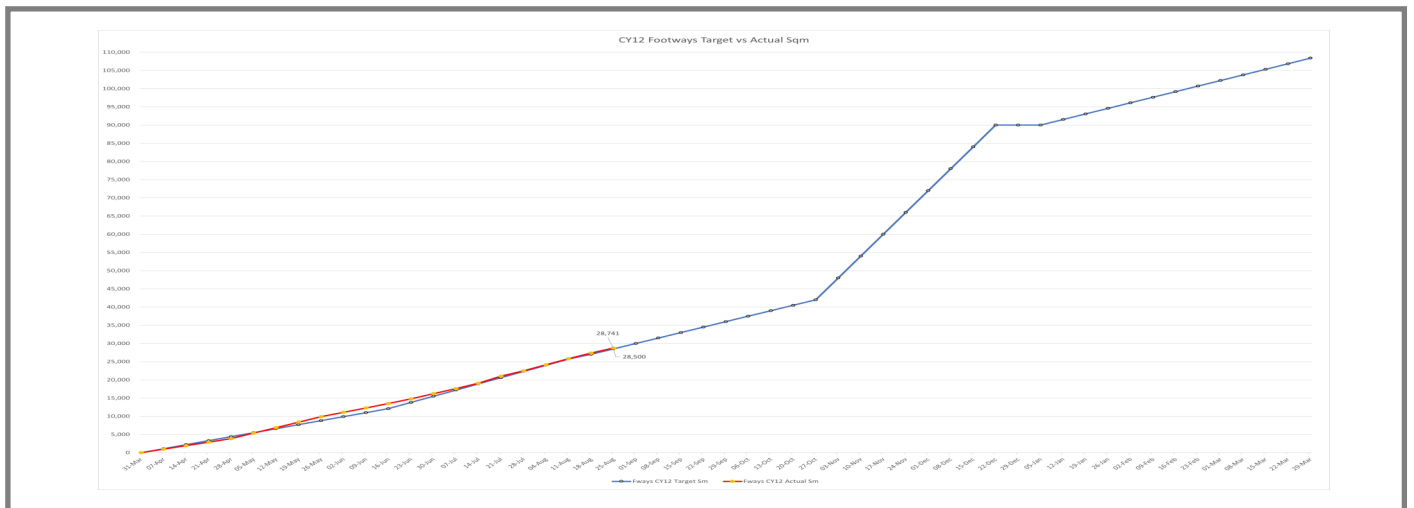
Figure 18

Lifecycle Investment Program:



2023 LIP C/Ways

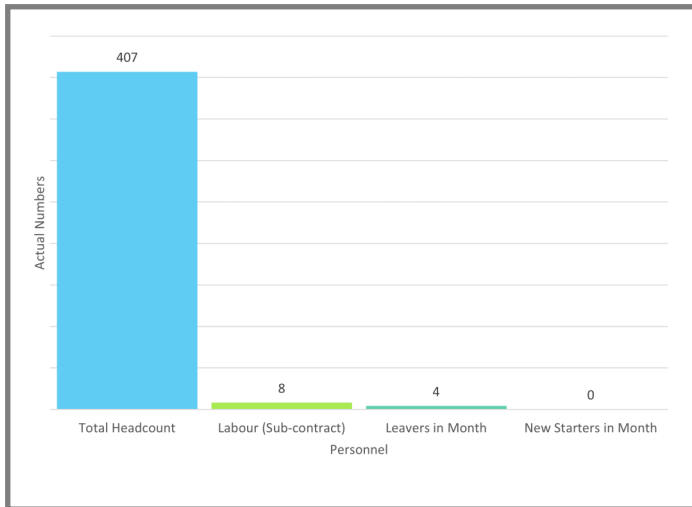
Figure 20



2023 LIP F/Ways

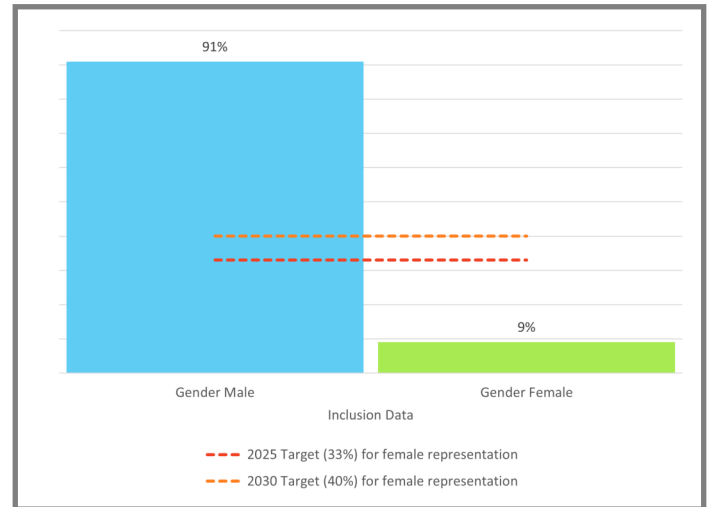
Figure 22

Workforce:



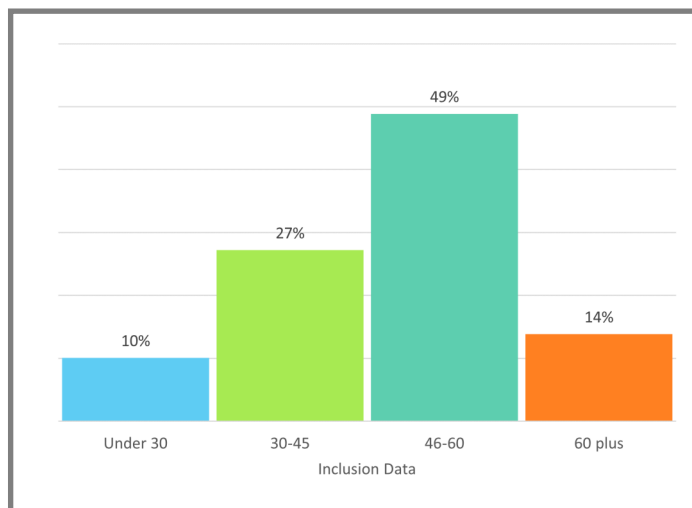
Personnel

Figure 23



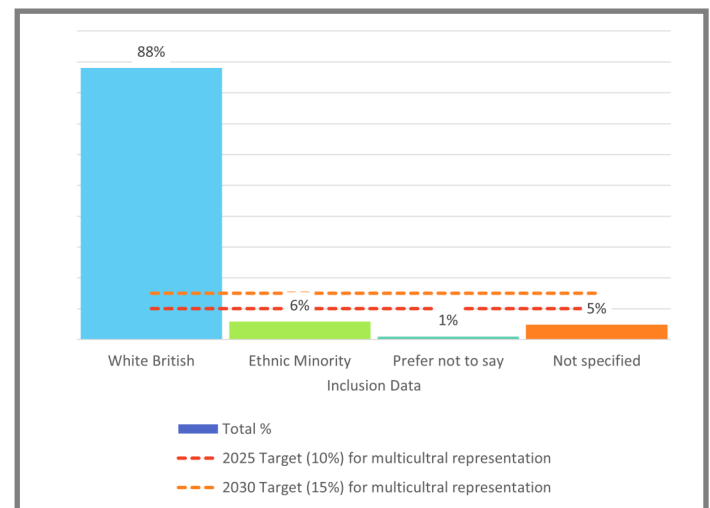
Gender

Figure 24



Age

Figure 25



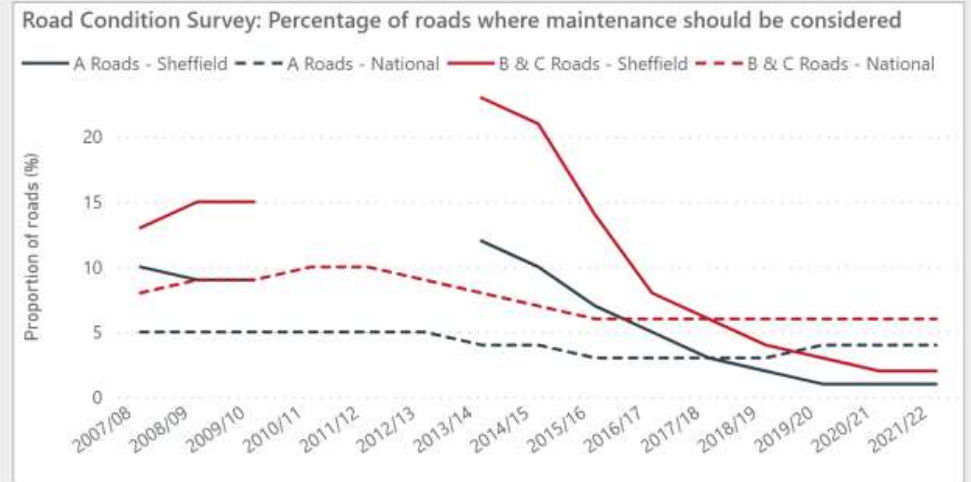
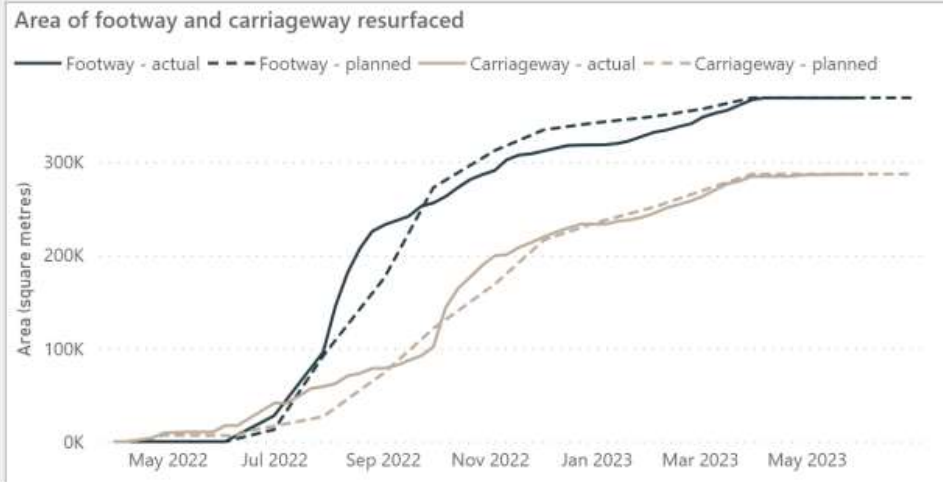
Ethnic Origin

Figure 26

Social Value:

- Amey Challenge Cup Event to help inspire the next generation of Engineers
- Social Impact Days used to support Cancer Research Charity Shops across the area
- Streets Ahead Peak District Challenge - sponsored 12 mile walk to raise money for Cancer Research (Amey's chosen charity for 2023)
- International Women in Engineering Day event - Hinde House, Yewlands and Springs Academy involved in a bridge building project.
- Continued support for Community Litter Picking groups across the city
- Emma Pickering (Amey Education Officer) was awarded a social value award for achievements as part of Sheffield City Council's 'See it be it' campaign.

Strong and Connected Neighbourhoods: Street and Neighbourhood Environment



Page 17

Customer Charter Measures

Month	June 2023		May 2023		April 2023		March 2023		February 2023		January 2023		Dec 2022
	Incidents	Result	Incidents	Result	Incidents	Result	Incidents	Result	Incidents	Result	Incidents	Result	
Proportion of complaints resolved within 3 working days, or 28 days where further investigation is required	93	❌ 75.2%	161	❌ 70.8%	244	❌ 79.6%	433	⚠️ 91.3%	360	⚠️ 92.0%	272	❌ 86.2%	2
Proportion of reported fly-tipping on the highway removed within 5 working days	1,267	✅ 100.0%	1,760	✅ 100.0%	1,111	✅ 100.0%	1,261	✅ 100.0%	1,410	✅ 100.0%	1,314	✅ 100.0%	7
Proportion of reported full litter bins emptied within 1 working day	133	✅ 100.0%	96	✅ 100.0%	52	✅ 100.0%	100	✅ 100.0%	92	✅ 100.0%	71	✅ 100.0%	
Proportion of reported hazardous potholes repaired within 24 hours	545	✅ 100.0%	703	✅ 99.9%	928	✅ 99.9%	1,127	⚠️ 96.7%	623	✅ 99.8%	1,185	✅ 99.6%	3

This page is intentionally left blank

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank



Report to Policy Committee

**Author/Lead Officer of Report: Ben Brailsford,
Head of Street Scene Services**

Tel: 0114 205 3006

Report of: Richard Eyre: Director Street Scene & Regulations
Report to: Waste & Street Scene Policy Committee
Date of Decision: 27 September 2023
Subject: **City Centre Parking Offer at Christmas**

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 2354				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
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><i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>				

Purpose of Report:

The purpose of this report is to set out, following a request from the Chair and Deputy Chair of the Committee, options for consideration in terms of parking concessions in the City Centre, seeking to increase footfall to support the Christmas retail and hospitality offer.

Recommendations:

The Waste & Street Scene Committee is recommended to:

- Consider the options put forward in this report for discussion and agree whether a Christmas parking offer in the city centre should be implemented or whether no further action is taken in relation to parking provision.
- Note that the Transport, Regeneration and Climate Policy Committee may authorise officers to liaise with the South Yorkshire Mayoral Combined Authority to identify potential measures to promote and / or incentivise the use of public transport over the Christmas period, and further recommend that it does so.

Background Papers:

(Insert details of any background papers used in the compilation of the report.)

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: Adrian Hart
		Legal: Richard Cannon
		Equalities & Consultation: Ed Sexton
		Climate:
<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	SLB member who approved submission:	Ajman Ali, Executive Director of Neighbourhoods
3	Committee Chair consulted:	Cllr Joe Otten, Chair of Waste and Street Scene Committee
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 Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Ben Brailsford	Job Title: Head of Street Scene Services
	Date: 22-9-23	

1. PROPOSAL

1.1 Background

- 1.1.1 The Council, its partners in the Sheffield Business Improvement District, and many City Centre attractions develop a programme of Christmas activity each year in the city centre. The activity is designed to encourage people to visit the hospitality and retail offer at what is a crucial trading period for businesses.
- 1.1.2 This programme encompasses a wide variety of festive activities, supported by the City Council, that take place from mid-November through to the end of December. Plans are still being developed for 2023, but last year saw a number of activities including:
- The largest Christmas Market to date, running from Pinstone Street, through the Peace Gardens, and now down to the bottom of the Moor.
 - Additional Christmas lights and family activities such as Santa's Grotto and an Elf trail.
 - Seasonal music performances and light shows on the cathedral.
 - Pantomimes attracting thousands of people are held at both the Sheffield Theatres and the City Hall.
- 1.1.3 These activities make a positive difference to the footfall in the city centre at this time of year.
- 1.1.4 There are also a number of positive capital investment programmes in the city centre that are nearing completion, such as the Heart of the City II development, which is improving the attractiveness of the city centre as a place to live, work and visit. Some city centre locations, such as Fargate, are undergoing works at the moment which will affect the footfall numbers recorded there in the short-term, but which will ultimately deliver an improved environment and encourage more visitors to the city's retail and hospitality businesses.
- 1.1.5 Footfall in the city centre continues to increase and has improved year on year (see table below). However year to date, it is still 8% lower than that seen in 2019, before the Covid-19 pandemic.

City Centre Footfall Year to Date comparison					
	2019	2022	2023	23 c/t 22	23 c/t 19
Jan	1,819,385	1,471,326	1,715,097	16.6%	-5.7%
Feb	2,110,426	1,623,405	2,089,936	28.7%	-1.0%
Mar	2,792,051	2,490,196	2,459,180	-1.2%	-11.9%
Apr	2,191,960	1,815,337	2,014,848	11.0%	-8.1%
May	2,142,050	2,155,255	2,137,260	-0.8%	-0.2%
Jun	2,637,413	2,512,695	2,413,984	-3.9%	-8.5%
Jul	2,258,285	2,017,337	1,959,143	-2.9%	-13.2%
Aug	2,256,315	1,873,110	1,914,377	2.2%	-15.2%
Sep	3,060,073	2,599,093			
Oct	2,665,473	2,288,149			
Nov	2,527,001	2,327,656			
Dec	3,205,233	2,425,775			
TOTAL	29,665,665	25,599,334	16,703,825	4.7% YTD	-8.3% YTD

- 1.1.6 In the past the Council has agreed some form of free parking offer at Christmas in the pay and display parking spaces it controls, in order to support the wider festive offer. The last time a parking offer was made in Sheffield was December 2020 during the recovery from the covid pandemic. A Christmas parking offer was not part of budget proposals agreed when setting the 2023/24 budget.
- 1.1.7 In 2019 the offer provided free all day (defined as the charging hours from 08.00-20.30) parking each Sunday running up to Christmas, starting with the Christmas lights switch on event in mid-November. The offer was devised in consultation with the retail sector, Business Improvement District, and the Council's City Centre Management.
- 1.1.8 However in 2020, the national lockdown imposed between 5 November and 2 December 2020 impacted the benefit of providing a similar offer, so an alternative offer was agreed, allowing free parking on the three weekends immediately prior to Christmas, both in the city centre and across the wider district centres.
- 1.1.9 Sheffield's High Street Forum, which encompasses many of the city centres high street businesses recently raised a question of whether a Christmas Parking offer would be implemented in 2023. The Chair and Deputy Chair of the Waste and Street Scene policy Committee have asked officers to present options relating to free parking in the Christmas period as a means to increase footfall in the city centre. This report sets out the issues and options for the Committee to consider should the Council wish to provide a parking offer to support the city centre Hospitality and retail offer at Christmas.

1.2 Outline of subsidised parking options

1.2.1 The tariffs for parking in the city centre are as follows:

1.2.2 On Street

- Monday to Saturday Zone 1 – £3.00 per hour
- Monday to Saturday Zone 2 – £1.50 per Hour
- Sunday Charges Zone 1 - £1 per hour
- Sunday Charges Zone 2 - £0.50 per Hour

1.2.3 Off Street - Monday to Saturday -

- Broad Lane / Brook Hill / Carver Lane / Eldon Street / Fitzwilliam Street / Silver Street - £1.45 per hour
- Carver Lane / Devonshire Green / Milton Street - £0.90 for first 30 mins, £1.45 per hour, £5.50 all day
- Rockingham Street / Workhouse Lane £1.45 per hour, £7.25 all day
- Ebenezer Street / Stanley Lane / Trinity Street / Windrush Way - £0.90 per hour, £3.60 all day
- Copper Street - £0.90 per hour, £7.25 all day

1.2.4 Off Street - Sunday

- £0.50 per Hour

1.2.5 On and off street charges outside of the city centre

Monday to Saturday

- £0.90 per Hour
- Sunday parking outside of the City Centre is free all year round.

1.2.6 Option 1 – Free all-day parking in the city centre on Sundays between 19th November and 24th December

1.2.7 Should the committee wish to provide a parking offer in line with the 2019 offer this would encompass free all-day parking in the city centre in on street and off-street spaces on the following six Sundays: 19 November, 26 November, 3 December, 10 December, 17 December and 24 December.

1.2.8 Sundays have lower footfall numbers in the city centre compared to the rest of the week, so would provide most potential benefit from any Christmas promotional activity to attract people to the city centre. The cost to the Council of offering Sunday free parking is significantly less than the rest of the week due to the pricing structure.

1.2.9 The average income of Sunday parking charges in December 2022 for the first 3 weeks was £6,320 per week. Based on this the loss of income will total £37,920 for the six weeks plus £4,080 relating to the costs associated with providing the free parking for 6 Sundays such as enacting the changes with signs and suppliers.

1.2.10 **Option 2 – Free all-day parking on Saturdays and Sundays in all council pay and display bays across the city between 2 & 3 December and 16 & 17 December 2023**

1.2.11 The Council could offer free parking on three weekends in December in line with the Christmas offer that was implemented in 2020. Based on income received in December 2022, the average cost in uncollected income per weekend would be approximately £27,883. This is forecast to cost approximately £84,000 for the 3 weekends in total, plus £4080 in costs to enact the free parking such as signs and suppliers. This would include parking provision outside of the City Centre.

1.2.12 **Option 3 – Do nothing**

The Council could choose to maintain its current tariffs throughout the festive period, having regard to the points in paragraphs 1.3.2 to 1.3.4.

1.3 Other Considerations

1.3.1 Any decisions to provide free parking will only apply to the Council's pay and display parking, not to any other private operators. The Council only manages approximately 18% of the available parking in the city centre. Private operators therefore manage the large majority of parking space in the city centre.

1.3.2 The Council has a duty to consider Traffic Management impacts under the Road Traffic Regulations Act 1984. December is one of the busiest months of the year, with most of the Council managed city centre spaces taken up at peak periods. Due to the available capacity, the parking offer is likely to result in free parking for a visitor who may have already planned to use (and pay for) a Council parking place, rather than attracting significantly more cars.

1.3.3 Free parking may result in more circulating vehicles looking for the free of charge spaces. However Sunday's lower footfall indicates there will be sufficient capacity in private off-street car parks to accommodate any additional circulating vehicles, and render any traffic management impacts to be minimal. It is not therefore felt that free parking would have an adverse effect on traffic flows in the city.

1.3.4 Given the above however free parking in the Council's car parks is unlikely to attract significant many more motorists who otherwise may have used alternative means to travel to the city centre or who would have used private car park provision.

2 HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 The operation of on and off-street parking spaces, the management of parking through the introduction of parking restrictions and use of parking permits contribute to the management of traffic in the city. Traffic management is a key part of the Sheffield Transport Strategy published in March 2019.
- 2.2 Traffic management, through parking restrictions and their enforcement, also enables the Council to help deliver the strategy, by investing in facilities to enable people to make informed choices about the way they travel and helping transport contribute to the social, economic and environmental improvements we want to happen in the City.
- 2.3 The priority in spending any surplus parking income is the provision and maintenance of off street parking spaces. Income may also be used to fund public transport improvements, new highway schemes, highway maintenance, reducing environmental pollution and maintaining and improving public open spaces.
- 2.4 The Council recognises the importance of supporting public transport and active travel and is in the process of working with partners on exploring and developing options to increase the usage of public transport and increase active travel.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 The Council is not required to consult on changes of this nature, but the Business Improvement District Manager and Chair of the High Street Forum in the City Centre have indicated support for a Christmas parking offer.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

- 4.1.1 Overall there are no significant differential, positive or negative, equality impacts from these proposals. There may be a small positive financial impact for visitors by encouraging them to shop and visit the city centre and district centres at a key time of year. This should then have a positive impact in supporting local businesses and jobs.
- 4.1.2 The EIA assessed that, as the proposal is commercially-driven to support retailers at their more important time of year, impacts of the proposal in religious terms are considered limited. Moreover, it is an established shopping period which people of all faiths and no faiths take part in.

4.1.3 Any free parking scheme will obviously only be of benefit to residents and visitors who have access to a car. Alternative measures to improve access to the city centre for those residents and visitors who do not have access to a private car may need to be considered in conjunction with this report.

4.2 Financial and Commercial Implications

4.2.1 A Christmas parking offer was not part of the budget proposals agreed by Council during the 2023/24 budget cycle. There is therefore currently no provision within the parking budget for 2023/24 to fund any offer that may be agreed. Any decision made would therefore need to consider the impact of lost income and the identification of mitigating actions to offset any costs.

4.2.2 The table below shows the month 5 position in terms of Parking Service's budget, together with the forecast out-turn position.

Car Parking Type	Month 5 YTD Variance	Forecast Year Variance
Off Street	£63,470 adverse	£119,350 adverse
On Street	£77,908 adverse	£117,486 adverse
Overall Parking Account	£(670,889) favourable	£(1,238,595) favourable

4.2.3 Whilst the overall position is a significant budget surplus, the majority of this is related to Bus Lane enforcement. Parking income from both on and off-street car parks is currently underachieving income against forecast expectations.

4.2.4 It is also worth noting that, at the end of the first quarter of 2023-24, the Council's overall revenue budget shows a forecast overspend of £17.6m.

4.3 Legal Implications

4.3.1 Section 45 of the Road Traffic Regulation Act 1984 ('the Act') gives the Council a power to designate parking places on a highway; to charge for the use of them and to issue parking permits for a charge.

4.3.2 Section 46 of the Act enables a Local Authority to exempt from the payment of any charge any vehicle left in a parking place in such circumstances as may be specified in a traffic order, and for treating any vehicle so exempted as having been left there, and the charge from which it is exempted as having been paid, at such time as may be so specified. This would include the proposal recommended in this report.

4.3.3 Section 122 of the Act imposes a general duty on the Council to exercise its functions under the act to “secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway”. Collectively, these criteria may be referred to as ‘traffic management purposes’. The Council must consider those traffic management purposes so far as it is practicable while also considering:

- (a) the desirability of securing and maintaining reasonable access to premises;
- (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
- (bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);]
- (c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- (d) any other matters appearing to the Council to be relevant.

4.3.4 Where the Council may exercise the powers under sections 45 and 46 – including where the Council chooses to exempt a vehicle from a charge for leaving that vehicle in a parking place – it must first have regard to this duty and consider those traffic management purposes. This report demonstrates that this exercise has been carried out.

4.4 Climate Implications

4.4.1 Any Christmas parking offer would be limited in the number of days it would be applied and is not therefore felt to have a significant direct negative impact in terms of climate change.

4.4.2 There is no significant spare capacity in the Council’s parking provision during the Christmas period to attract more vehicles to the city centre. There is therefore the potential that an offer would result in traffic potentially circulating while searching for a free of charge space. This could have a slight negative impact on carbon emissions.

4.4.3 Sheffield City Council has declared a climate emergency and set out a route map to decarbonisation, including the promotion of public transport and active travel. Whilst the provision of limited free parking is unlikely to impact directly in terms of climate change, the promotion of city centre parking could be perceived as being out of line with the Council’s ambitions in this area. There are potentially other options for improving accessibility of the city centre that might be considered by the Council, including the promotion or subsidy of public transport.

4.5 Other Implications

4.5.1 There are no other implications.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 The Council could choose to support a public transport offer to promote the use of public transport and/or active travel in partnership with transport operators and the South Yorkshire Mayoral Combined Authority. It could alternately make a decision to invest in the cost of supporting offers to increase public transport take up.

It should however be noted that this would be a matter for the Transport, Regeneration and Climate Policy Committee. A decision from that committee would be required so as to take such a proposal forward.

On that basis, this Committee may therefore wish to consider making a recommendation to the Transport, Regeneration and Climate Policy Committee that it authorises officers to liaise with the South Yorkshire Mayoral Combined Authority to identify potential measures to promote and / or incentivise the use of public transport over the Christmas period.

6. REASONS FOR RECOMMENDATIONS

6.1 This report sets out options for consideration in terms of parking concessions in the City Centre, seeking to increase footfall to support the Christmas retail and hospitality offer. Any decision to implement such an approach should be made in the context of the potential cost and impact on footfall of the proposed approach.

PART A - Initial Impact Assessment

Proposal Name: City Centre Parking Offer at Christmas

EIA ID: 2354

EIA Author: Ben Brailsford

Proposal Outline: To offer free parking on six consecutive Sundays starting 19 Nov 23 and ending 24 Dec 23 to support the City Centre Christmas retail and hospitality offer.

Proposal Type: Non-Budget

Year Of Proposal: 23/24

Lead Director for proposal: Richard Eyre

Service Area: Street Scene Services / Parking Services

EIA Start Date: 18/09/2023

Lead Equality Objective: Understanding Communities

Equality Lead Officer: Ed Sexton

Decision Type

Committees: Policy Committees

- Waste & Street Scene

Portfolio

Primary Portfolio: Neighbourhoods

EIA is cross portfolio: No

EIA is joint with another organisation: No

Overview of Impact

Overview Summary:

The offer will primarily affect people who own a car. This is all adults but car ownership is higher in older people rather than younger adults. So there will be slight benefit to older people. People in poverty are less likely to own a car. This offer is less likely to benefit people in those groups. Religion/ belief - this proposal is a commercially-driven proposal to support retailers at their more important time of year. As noted in the report the parking offer is one part of a much larger package of entertainment and activity taking place in the city centre, and on its own it wouldn't really provide any additional encouragement to visit the city centre. It's such an established shopping period which people of all faiths and no faiths take part in. However, It could also be viewed as helping to celebrate and promote Christmas, although it's possible some people might feel it detracts from the meaning of Christmas as well. Consideration will be given to supporting any future city centre events and activities that celebrate other religious festivals, if it was part of an overall package to attract people to the city centre retail and hospitality offer.

Impacted characteristics:

- Age
- Poverty & Financial Inclusion
- Religion/Belief

Consultation and other engagement

Cumulative Impact

Does the proposal have a cumulative impact: No

Impact areas:

Initial Sign-Off

Full impact assessment required: No

Review Date: 18/09/2023

Action Plan & Supporting Evidence

Outline of action plan:

Action plan evidence:

Changes made as a result of action plan:

Mitigation

Significant risk after mitigation measures:

Outline of impact and risks:

Review Date

