

SHEFFIELD CITY COUNCIL

Economic and Environmental Wellbeing Scrutiny and Policy Development Committee

Meeting held 23 July 2019

PRESENT: Councillors Denise Fox (Chair), Ian Auckland (Deputy Chair), Dianne Hurst, Alan Hooper, Bryan Lodge, Mohammed Mahroof, Barbara Masters, Ben Miskell, Moya O'Rourke, Sioned-Mair Richards, Martin Smith, Paul Turpin and Peter Rippon (Substitute Member)

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1. APOLOGIES FOR ABSENCE

- 1.1 Apologies for absence were received from Councillors Neale Gibson, Abdul Khayum and Chris Rosling-Josephs (with Councillor Peter Rippon 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 There were no declarations of interest.

4. MINUTES OF PREVIOUS MEETINGS

4.1 20th March 2019

The minutes of the meeting of the Committee held on 20th March 2019, were approved as a correct record, subject to the amendment of (a) Item 6 – Building Better Parks Strategy, by the substitution of the words 'Graves Leisure Centre' for the words 'Graves Park' in the second bullet point in paragraph 6.3 and (b) Item 7 – Call-in of the Individual Cabinet Member Decision on Parking Fees and Charges, by the substitution of the word 'practice' for the word 'possibility' in paragraph 7.5 and, arising therefrom, further to a query by Councillor Ian Auckland, the Chair confirmed that details of the sites, where it had been suggested that private companies were making money by leasing areas of land from the Council, constructing car parks and generating revenue from parking charges, had been forwarded to Councillor Lewis Dagnall (Cabinet Member for Environment and Transport), for him to discuss this issue with officers in Property Services.

4.2 15th May 2019

The minutes of the meeting of the Committee held on 15th May 2019, were approved as a correct record.

5. PUBLIC QUESTIONS AND PETITIONS

- 5.1 Councillor Douglas Johnson questioned whether it had been an error on the part of the Council in not asking the public, as part of the consultation, about the possibility of charging private cars to travel through the proposed Clean Air Zone.
- 5.2 Laurie Brennan (Head of Policy and Partnerships) stated that, as part of the consultation, this question was raised both on the questionnaire, and as part of the citizens direct-wide survey.

6. SHEFFIELD CITY REGION - REVIEW OF BUS SERVICES

- 6.1 The Committee received a report from Jo Kaczmarek (Mayoral Manifesto Policy Lead and Bus Review Secretariat, Sheffield City Region (SCR)), which was circulated at the meeting, and which provided an overview of the South Yorkshire Bus Review. The report contained an update on the progress of the Review, together with information on the approach to the Review, including evidence collation and key lines of enquiry, and an indicative timeline.
- 6.2 Ms Kaczmarek referred specifically to the purpose of the Review, highlighting the fact that it was being undertaken in order to provide the SCR Mayor (Dan Jarvis) with an independent assessment of (a) the current condition of the commercial bus and community transport sector in South Yorkshire, including the reasons for the decline in both registered bus services and bus passenger numbers, (b) the social, environmental and economic impacts of this decline in bus services and passenger numbers and (c) the steps which should be taken to ensure commercial bus and community transport services met the needs of South Yorkshire residents. She reported briefly on how Clive Betts MP, Chair of the Review, would be ensuring that it independently considered all the evidence available to fulfil its purpose, and stood up to scrutiny.
- 6.3 Members of the Committee raised questions, and the following responses were provided:-
- It was expected that following the Review, there would be a set of clear recommendations against each of the powers the Sheffield City Region Mayor has under the Bus Services Act, which could include enhanced partnership, together with recommendations seeking to address other issues, regardless of the model of operation, such as air quality and declining passenger numbers.
 - Both Sheffield Hallam University and the University of Sheffield would be consulted as part of the Review, which would include discussions with both the Universities' Student Unions, specifically with regard to the recent decline in student patronage.
 - The closing date for the call for evidence was 6th September 2019, but there would be further sessions arranged after that date in order to look at the

submissions in more detail, and Councillors would be informed of the dates and locations of such sessions.

- Whilst it was expected that there would be a number of specific recommendations within the powers of the Bus Services Act, it was believed that the Panel would list a number of short, medium and long-term recommendations. These could include recommendations regarding the best method of simplifying fare structures, possibly South Yorkshire-wide, as well as recommendations that apply to specific local authority areas or routes. Biographies of the Panel Members could be provided on request, to highlight the balance of the Panel.
- Discussions had been held with the Nexus Partnership, in Tyne and Wear, specifically to look at the lessons learnt, following a similar review in that area, and where the SCR was offered some very useful advice on the merits of having a strong evidence behind the Review.
- Whilst representatives from the large bus operators would be consulted as stakeholders, as part of the Review, they had not been invited to be members of the Panel. It had been accepted that there was a need to work collaboratively with all the bus operators.
- Every attempt would be made to seek the views of as many people as possible, including the 'hard to reach' groups, and those who were most dependent on buses. SCR would welcome the support of Councillors in terms of helping with this process, and offered to meet with any groups identified by Councillors. There were also plans to contact the regional Members of Parliament as part of the consultation. It was accepted that there was a need for a better connected transport system, including better links between buses, trams and trains, and this would be considered as part of the Review.
- It was believed that there was a question in the survey, asking people, if they didn't use buses, why not. Preliminary results of the survey had indicated the main reasons for people not using buses was due to journey times, buses not serving their area and complicated and/or expensive fares. These preliminary results could be shared with Councillors. Ms Kaczmarek indicated that she would be prepared to come back to the Committee with assurances that there was nothing missing from the consultation that Councillors were seeking to address, and, in the event of there being something missing, these issues could be picked up through the Focus Groups.
- Given the views expressed by the SCR Mayor in his manifesto, particularly his views on franchising, there was always a possibility that the final outcome may clash with such views.
- A number of bus routes and bus times in Sheffield had specifically been designed due to the City's topography. It was accepted that this had resulted in some services not being accessible in some areas. It had also been

accepted that there was a need for changes to ticketing and integration.

- As part of the Review, all operators had been asked to provide detailed information on routes and times of their services, which would hopefully result in improvements to reliability and better access by residents.
- It was accepted that, on some buses, the information on the front, displaying the number and destination, could be clearer, and this would be considered as part of the Review.
- Whilst it was not possible to comment on business decisions of any of the larger bus operators, it was stated that there were a number of other companies who had expressed an interest in running their operations in South Yorkshire.
- The Review would cover the whole of South Yorkshire, with similar discussions being held in each of the four areas. However, given the individual aspects of each of the four areas, such as socio-economic and topographical issues, specific discussions would be held in this regard. SCR would also be looking at the lessons learnt following similar reviews in Tyne and Wear and in Nottingham, with regard to good practice.

6.4 RESOLVED: That the Committee:-

- (a) notes the contents in the report now circulated, together with the comments now made, and the responses to the questions raised;
- (b) thanks Jo Kaczmarek for attending the meeting, and responding to the questions raised, and requests that she provides (i) biographies of the Panel Members, (ii) the email address of Louise Haigh, MP and (iii) confirmation of any gaps in the survey;
- (c) recommends the extension of the deadline for the call for evidence, to allow for the summer holidays; and
- (d) requests Members to make every effort to ensure that their constituents complete the questionnaire, as part of the consultation, and let Jo Kaczmarek know if they want to attend any of the specific meetings with community groups.

7. TACKLING AIR POLLUTION - SHEFFIELD'S CLEAN AIR ZONE PROPOSALS

7.1 The Committee received a report of the Executive Director, Place, providing an update on the development of Sheffield's proposals to introduce a Class Charging Clean Air Zone in the City, as part of its approach to tackle harmful nitrogen dioxide (NO₂) from road traffic in the City. The report provided an update since the Committee discussed the issue at its meeting held on 28th November 2018, as well as offering the Committee the opportunity to contribute to the statutory consultation on the proposals.

- 7.2 In attendance for this item were Tom Finnegan-Smith (Head of Strategic Transport and Infrastructure) and Laurie Brennan (Head of Policy and Partnerships).
- 7.3 Tom Finnegan-Smith reported on the statutory consultation process on the City's Clean Air Zone, which had commenced on 1st July 2019, and would end on 25th August 2019. The main basis of the consultation comprised three online surveys, that were tailored to key stakeholders – people that lived and worked in Sheffield, businesses and organisations and taxi drivers, and this was supported by a dedicated website, which provided a short summary of the Clean Air Zone proposals, access to the surveys, the Council's Outline Business Case (OBC) and a set of frequently asked questions (FAQs), which would be updated as the consultation progressed. In addition to the online surveys, a series of engagement events had also been planned over the coming weeks, particularly targeted at those groups that were most directly affected by the proposals – businesses and taxi drivers. Mr Finnegan-Smith concluded by referring to the range of supporting measures which, it was hoped, would be provided from the money received from the Government, towards upgrading vehicle fleets.
- 7.4 Laurie Brennan added that, as well as a number of FAQs on the website, there was also a link to the Council's OBC. He reported that approximately 3,500 responses had already been received, and that work would continue to encourage more people to submit their views.
- 7.5 Members of the Committee raised questions, and the following responses were provided:-
- Information provided by the Council's Licensing Service indicated that the average age of the City's Hackney Carriages, during the Calendar Year 2017/18, was 12 years. Whilst there was no data available in terms of what proportion of overall vehicle trips in the City Centre were made by Hackney Carriage drivers, there was evidence to show that trips made by such drivers represented a large proportion of NO₂ emissions, particularly in the City Centre.
 - A separate questionnaire had been designed for taxi drivers, which contained a number of questions relating to the age of their vehicles and their travel patterns.
 - Whilst being aware that part of the consultation period was during school holidays, and that the Council could be open to potential criticism regarding this, it was believed that an eight-week consultation period was sufficient time for people to have an opportunity to put forward their views on the proposals. In addition to the eight-week period, there were also plans to hold drop-in sessions and events with businesses and taxi drivers in various venues across the City. Every effort would be made to encourage these groups to attend the sessions, and officers would be in attendance to provide assistance, and to help those people who did not have the facility, to complete the on-line survey.

- There were plans to specifically target funding received from the Government to assist taxi drivers in upgrading their vehicles. The provisional aim was to assist Hackney Carriage drivers to upgrade to either electric or Liquid Petroleum Gas (LPG), and for private hire drivers to upgrade to either electric or hybrid vehicles. Such support measures would comprise interest free loans, grants or other means of financial support. The plan was to listen to the drivers' views, then submit the final business case to the Government containing proposals regarding support measures.
- In terms of engagement with schools, a considerable amount of work had already been undertaken by the schools, in conjunction with the Council, in connection with raising awareness of the benefits of clean air, including a campaign to get parents to stop their car engines idling when dropping off at, and picking their children up from, school. Schools, Sheffield Teaching Hospitals and Clinical Commissioning Groups, as major employers, were considered key stakeholders, and the Council would continue to work with, and encourage them, both in terms of reviewing their vehicle fleets and getting their employees to look at how to travel to and from work.
- The Council had looked at the issue of potential displacement prior to the submission of the OBC to Defra in 2018, which had highlighted the fact that Category C vehicles had the lowest levels of displacement. Whilst there was no detailed data with regard to displacement available at the meeting, this information could be provided to Members on request.
- The Chamber of Commerce had been very helpful in promoting the survey with local businesses, and targeted interviews with them had taken place.
- It was hoped that the responses received as part of the consultation would assist the Council in formulating proposals with regard to those drivers having one vehicle, which they used for both work and pleasure.
- The results of the consultation would hopefully enable the Council to finalise the various aspects of the support packages with regard to upgrading vehicle fleets. It was hoped that the results of the questionnaire would assist the Council in terms of determining which groups and individuals the support measures could be targeted at.
- The responses to the consultation would be used to inform the Council's final business case, which would hopefully provide sufficient time for people to adapt prior to the proposals being implemented.
- The Government would consider the Council's final business case, then the Council would have to establish an appropriate scheme, which would include all the relevant infrastructure required and support packages. There would be a need to ensure that all elements of the scheme were appropriate, therefore it would take time to resolve this.

- Only Category C vehicles would be affected by the proposals.
- Whilst views would be sought on the issue of exemptions, at the present time, there were no planned local exemptions to the proposed charges, but the Council would seek people's views on this, as part of the consultation. Possible exemptions could include vehicles of a bespoke nature, or there could be some national exemptions. There were no planned exemptions for those private residents who had a van, and who lived within the proposed Zone, neither were there any planned exemptions for Council vehicles.
- With regard to the Amey depot, Amey were considered as one of the Council's key partners, and the Council was working closely with them to encourage them to make improvements to their vehicle fleet. The Council was also in discussion with First Mainline, in connection with encouraging them to improve and/or upgrade their fleet. First Mainline had recently received funding from the Clean Bus Technology Fund towards retro-fitting or replacing their vehicles to a Euro 6 standard.
- There were a number of options to consider with regard to upgrading both Hackney Carriage and private hire taxis, including the retro-fitting on vehicles to LPG or offering interest-free loans towards the purchase of replacement electric vehicles. As part of the consultation with taxi drivers, they were being asked to provide comprehensive information in terms of their vehicles and driving routes/patterns.
- It was estimated that approximately £300,000 a year would be raised through the charges, which would be used to fund the various elements required in terms of enforcement. Any surplus funds would be ring-fenced, and used towards implementing further measures to reduce air pollution in the City.
- It was accepted that there will be a number of wide-ranging views in terms of the size of the proposed Clean Air Zone, as well as which roads should or shouldn't be included as part of the proposed Zone. The Inner Relief Road has always been included as part of the proposed Zone.
- It had been decided to charge buses as it was considered that the operators' fleets required updating or replacing.
- A number of targeted sessions had been held with some of the Council's key partners, such as the Chamber of Commerce, informing of the detail in the OBC, and seeking feedback on this. The Chamber of Commerce had consequently published information on its website. Targeted sessions had also been held with the City's Disability Hub.
- It was envisaged that the final business case to the Government comprised a funding package of approximately £50 million. The package, which comprised funding already obtained through various grants, would be used for the Clean Air Zone infrastructure, the charging infrastructure and funding from the two Government funds – Implementation Fund (£8m) and

Competitive Clean Air Fund (£37).

- Under the National Clean Air Framework, there would be exemptions for certain emergency service vehicles, together with the potential exemption for some bus services, such as community services.
- A Strategic Transport Model, covering Sheffield and Rotherham, had been used to assess the implications of the Clean Air Zone, including the levels of emissions from the various transport fleets and the potential for displacement.
- Whilst early indications had shown that taxi drivers were broadly in support of the proposals, it was expected that a large proportion of them would be seeking assistance in terms of the support measures with regard to either upgrading or replacing their vehicles.
- The Council was reasonably confident that bus operators would take steps to either upgrade or replace their fleets, and a number of discussions had already been held with the main bus operators in the City in this regard. The preference of the bus operators was the Euro 6 standard, which was significantly cleaner than other Euro standards. It was expected that the majority of the investment made by the bus operators would be used towards retrofitting.
- The Department for Transport had recently announced that a condition would be attached to all future planning applications regarding new-build residential developments, requiring electric car charging infrastructure.
- It was accepted that the success of the proposals relied heavily on the funding received from the Government, and discussions on this would continue, with the Council refusing to reduce its ask. The funding received from the Government was fundamental to ensure compliance, in terms of the implementation of the proposals, within the quickest possible time, and if a sufficient amount of funding was not received, this would not stop the proposals progressing, but would affect the Council's timescales.
- Whilst a considerable amount of modelling had been undertaken in connection with the proposals, and, for whatever reason, the proposals were not successful, the Council may have to look at implementing alternative measures. It was, however, believed that the proposals would work, and that Government evidence, together with local modelling, has shown that compliance could be achieved within a short timescale.

7.6 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 now raised;
- (b) thanks Tom Finnegan-Smith and Laurie Brennan for attending the meeting

and responding to the questions raised;

- (c) endorses the proposals in respect of the implementation of the Sheffield Clean Air Zone, as detailed in the report now submitted; and
- (d) requests that the comments now raised with regard to extending the consultation period on the proposed implementation of the Clean Air Zone be forwarded to Councillor Lewis Dagnall (Cabinet Member for Environment, Streetscene and Climate) and relevant officers, for consideration.

8. DRAFT WORK PROGRAMME 2019/20

8.1 The Committee received a report of the Policy and Improvement Officer (Deborah Glen), containing the draft Work Programme for 2019/20.

8.2 Further to suggestions from Members, the Chair stated that items on the Heart of the City and the Sheffield Plan were listed as items to be scheduled on the Work Programme 2019/20.

8.3 RESOLVED: That the Committee:-

- (a) notes the contents of the report now submitted, together with the comments now made; and
- (b) agreed that:-
 - (i) a visit be arranged to the Energy Recovery Plant, prior to the next meeting of the Committee, on the re-arranged date of Tuesday, 3rd September 2019, and Gillian Charters (Head of Waste Management Services) be requested to submit a report providing an update on waste management and recycling services; and
 - (ii) consideration be given to the Committee discussing the implications of Brexit, at its meeting to be held on 22nd October 2019.

9. DATE OF NEXT MEETING

9.1 It was noted that the next meeting of the Committee would now be held on Tuesday, 3rd September 2019, and not Tuesday, 10th September 2019, at 4.30 pm, either in the Town Hall or at the Energy Recovery Plant, following a visit to the Energy Recovery Plant.