Sheffield City Council

June 2025

Local highways maintenance transparency report

The Department for Transport expects all local highways authorities to publish information about their highways maintenance activities to help local taxpayers see the difference that funding is making in their areas.

Our highway network

In 2012, Sheffield City Council awarded Amey Hallam Highways Limited (AHHL) the responsibility of managing Sheffield's highway network under the 25-year Streets Ahead Highways Maintenance Private Finance Initiative (PFI) contract**.**

This contract establishes a partnership between Sheffield City Council and AHHL as the designated service provider. As part of the agreement, AHHL subcontracted Amey LG to oversee the rehabilitation, maintenance, management, and operation of Sheffield's highway assets.

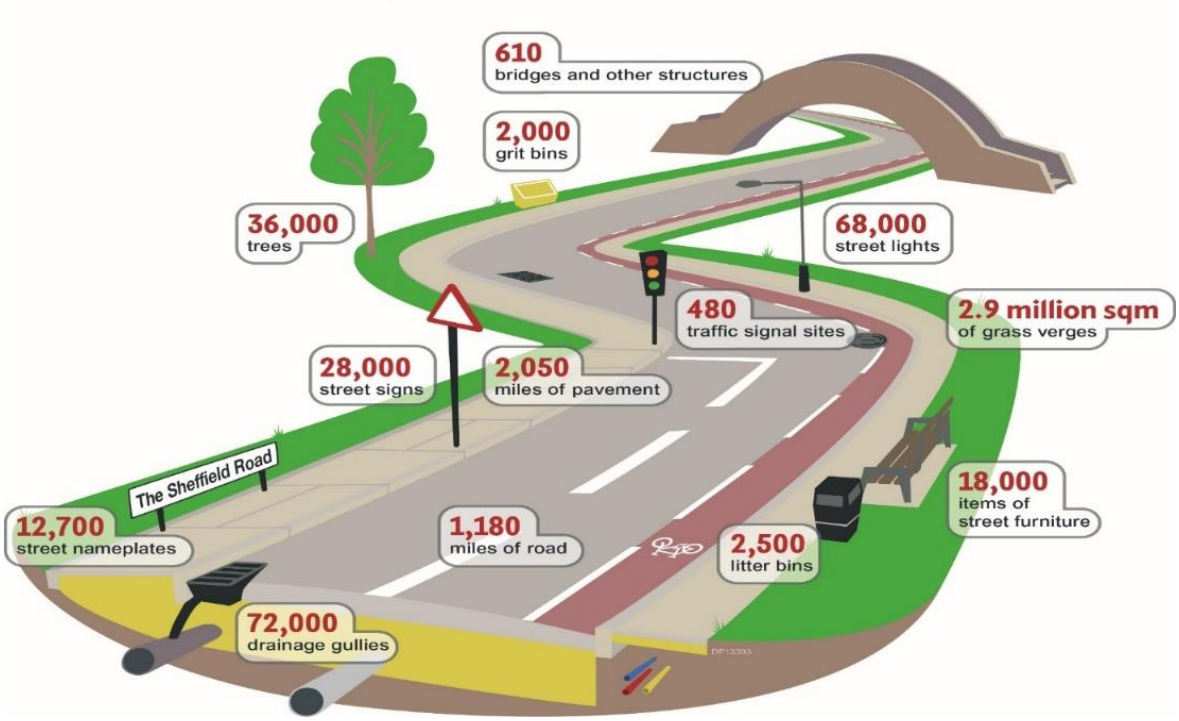
Neither Sheffield City Council nor Amey is responsible for the upkeep of trunk roads or motorways, as these fall under the jurisdiction of National Highways.

To fund these services, Sheffield City Council provides AHHL with an annual fee, sourced from a combination of government grants and council budgets.

An overall breakdown of road length by its classification is provided below.

Lengths of highway, footways and cycleways (km)						
A Road	**B and C roads**	**U roads**	**Total Roads**	**Footways**	**Other Public rights of way**	**Cycleways**
201.2 km	318.1 km	1402.7 km	1922 km	3106.5 km	707 km	115.8 km

The scope of activities on the highway is very diverse, covering many different assets as shown in the figure below.



Highways maintenance spending figures

Sheffield City Council has a PFI contract with Amey Hallam Highways Ltd for the delivery of a complete highway maintenance service which includes all highway maintenance activities such as street lighting, street cleaning, carriageway and footway resurfacing, signal maintenance etc. Payments made by the Council under the contract are made as a single aggregated payment for each month of the 25-year term of the contract. As a result, we do not have a figure for the costs incurred by Amey for individual operations.

The cost information from Amey LG is considered to be commercially sensitive and has been kept confidential to not Prejudice any commercial interests.

Notwithstanding the above, estimates of the % of capital that is spent on preventative vs reactive maintenance have been provided in the table below.

Period	Estimate of % Spent on Preventative Maintenance	Estimate of % Spent on Reactive Maintenance
2020/21	0%	100%
2021/22	0%	100%
2022/23	0%	100%
2023/24	0%	100%
2024/25	24.30%	75.70%
2025/26*	23%	77%

*Forecasted spend allocation.

The PFI contract is governed by a comprehensive suite of output specifications that Amey is obligated to meet to ensure optimal performance of the highway network. These specifications include maintaining specified road condition scores as assessed through annual surveys. Where deficiencies are identified, appropriate remedial treatments must be applied. Additional requirements include the timely repair of potholes within specified response periods.

From the commencement of the contract through to the 2023/2024 period (the first 12 years), Amey adopted a reactive maintenance strategy. This involved continuous monitoring of the highway network to identify non-compliance with performance standards and implementing targeted interventions accordingly. Beginning in 2024/2025, Amey transitioned to a preventative maintenance model, emphasising early intervention strategies aimed at extending the lifespan of the existing road pavement infrastructure.

Additional information on spending

Amey undertakes a combination of works which include the following:

- Planned Works – delivered as a programme of improvement works.
- Cyclical works – delivered as a programme of planned inspections and repairs.
- Reactive works – delivered in response to defects recorded by Council officers, Amey's inspectors, customer queries and complaints.

Examples for the types of work undertaken include:

- Highway resurfacing programmes
- Pothole and other defect repairs (emergency and reactive), typically this has amounted to 12% on average over the last 5 years of the reactive maintenance investment
- Drainage repairs, improvements and gully cleansing
- Bridge and Underpass maintenance
- Signs and road marking repairs
- Winter maintenance operations

Between April 2024 and March 2025 33.16 miles of Carriageway were resurfaced and 41.07 miles of footways were resurfaced.

Regular refreshment of road markings and signs is undertaken to ensure traffic is directed safely through the network.

In January 2025, many parts of the country were affected by a prolonged cold snap. Over 60% of the highway network including the city's priority routes and other main routes such as bus routes were frequently gritted to keep the roads safe and preserve the network's integrity.

Amey also employs a team of inspectors who regularly inspect the highway network to identify defects for Amey to repair. In addition to this, the council operates a comprehensive customer service department taking in queries via email, telephone, reporting forms on the Council's website and the fixmystreet app.

These sources of intelligence help inform Amey of all reported defects on the carriageway including potholes.

CAT1 and CAT2 Pothole Categorisation

Inspectors are used to undertake safety inspections of the roads on a monthly, quarterly or annual basis depending on the road type. For example:

- primary or A roads and secondary or B roads are inspected monthly.
- link roads are inspected quarterly.
- local roads, for example, side roads are inspected annually.

Our highways inspectors will mark any potholes or other defects and report them to the relevant team for repair.

Potholes fall into two categories:

- CAT1 potholes – hazardous potholes – these are potholes which are typically greater than 40mm in depth.
- CAT2 potholes – lower category defects – these are potholes or defects that require attention, but they do not represent an immediate or imminent hazard.

For a pothole posing an immediate safety hazard, we will temporarily fill it with asphalt to make it safe. We aim to do this within 24 hours of receiving a report of a pothole.

If it requires a larger repair, our highways inspectors will mark it and we will return to make a permanent repair, known as an inlay patch, within 28 days. Marking the pothole ensures that when our team arrives to repair it, they know how large the repair needs to be.

Prioritising the most hazardous potholes means that we may leave other less urgent potholes, even if they are close by. In this case, we check if the potholes are on a route that we already have planned for resurfacing. We then look at starting work on those roads earlier than planned and design appropriate diversion routes to ensure minimal disruption to road users.

Estimate of number of potholes filled (Category 1 Defects)				
2020/21	2021/22	2022/23	2023/24	2024/25
2348	2707	2862	5762	6179

Estimate of number of potholes filled (Category 2 Defects)				
2020/21	2021/22	2022/23	2023/24	2024/25
2448	1539	1650	1586	5770

Condition of local roads

The condition of our network is assessed through advanced scanning technologies and thorough visual inspections. These comprehensive surveys are conducted across all adopted highways in Sheffield over a two-year cycle, ensuring that half of the network undergoes a full assessment each year.

These surveys are summarised in condition scores. The need to undertake maintenance works is triggered when the condition scores reach a specified threshold.

A number of parameters measured in these surveys are used to produce a road condition indicator which is categorised into three condition categories:

- Green – No further investigation or treatment required.
- Amber – Maintenance may be required soon.
- Red – Should be considered for maintenance.

These are summarised in the tables below.

Year	Percentage of A roads in each condition category		
	Red	Amber	Green
2020	1.2	10.1	88.7
2021	0.9	9.7	89.4
2022	1.1	9.7	89.1
2023	1.6	11.6	86.8
2024	1	10.9	88.1

Year	Percentage of B and C roads in each condition category		
	Red	Amber	Green
2020	2.7	23.3	74
2021	2	20.1	77.9
2022	1.7	17.6	80.7
2023	3	14	83
2024	3	14	83

Year	Percentage of U Roads in the Red category
2020	8
2021	8
2022	10
2023	10
2024	12

In England, an average of approximately 4% of local 'A' roads are typically identified as requiring maintenance. However, Sheffield outperforms this standard, with only 1% of its roads deemed in need of repair.

Similarly, across England, an average of 7% of ‘B’ and ‘C’ roads require maintenance, while 17% of unclassified roads are identified for repairs. Sheffield outperforms these national figures, with only 3% of its ‘B’ and ‘C’ roads and 12% of unclassified roads requiring maintenance.

Further details are available at https://www.gov.uk/government/statistical-data-sets/road-condition-statistics-data-tables-rdc#condition-of-local-authority-managed-roads-rdc01

Plans

Overall strategy

Preventative Carriageway Asset Management Strategy

1. Strategic Approach to Asset Management:

The strategy emphasises the importance of a proactive planned preventative maintenance approach over reactive maintenance. This involves planning and executing maintenance activities before significant deterioration occurs, thereby extending the life of the assets and reducing long-term costs.

2. Development of Preventative Maintenance Treatments:

A suite of preventative maintenance treatments has been determined through workshops with subject matter experts (SMEs). These treatments include micro-asphalts, single surface dressing, racked-in surface dressing, and double surface dressing.

The strategy also includes defining the parameters and assumptions for modelling these treatments using bespoke software, which helps in selecting the appropriate maintenance actions for different types of roads.

3. Modelling and Evaluation:

Bespoke pavement modelling software are used to simulate various scenarios and evaluate whether the performance requirements can be met using preventative maintenance treatments. This model helps in making informed decisions about the most effective maintenance strategies.

The strategy includes updating the pavement model to incorporate preventative maintenance treatments and running model scenarios to ensure compliance with PFI (Private Finance Initiative) performance requirements.

4. Manual Intervention and Works Programme:

While the pavement model provides a robust framework for planning maintenance activities, manual intervention is sometimes necessary. This involves addressing issues that cannot be included in a deterministic model, such as pre-patching and high-stress junctions where preventative maintenance may not be the optimal solution.

Specific plans for 2025/26

Which parts of the network will be benefiting from this activity?

All parts of the network, specifically carriageways will benefit from this activity. The implementation of a preventative strategy will allow for early intervention and mitigate scope to undertake more extensive repairs which can lead to increased journey times.

This approach is also aligned with the feedback we receive from our residents and stakeholders who would like to see well maintained and high-quality road conditions.

What will be the split between preventative and reactive works?

This approach to asset management, will lead to an investment of approximately 23% of preventative maintenance works against 77% of reactive maintenance works for the 2025/2026. However, over time, depending on the overall condition of the road network, this proportion may vary.

How many miles of carriageway are planned for resurfacing?

For 2025/26 the estimated treatments subject to road space availability and other factors are:

- Carriageways – 62 miles are planned to be resurfaced.
- Reactive – 14 miles of carriageway will be resurfaced under a patching programme
- Footways - 38 miles are planned to be resurfaced
- Preventative maintenance works - 48 miles of carriageway will be subject to an overlay treatment of surface dressing materials.

In total, 114 miles of carriageway will be resurfaced with an additional 48 miles subject to overlay treatment using surface dressing materials.

How many footways are planned for improvements?

In total, 906 sections of footway will be inspected and repaired.

Which structures are planned for repairs?

For the 2025/26 financial period, 4 major structures are planned for repair, these are at the following locations:

- Handsworth Road
- Sugworth Road
- Ecclesall Road South
- A57 Manchester Road

Approximately, 100 structures will also be subject to vegetation clearance to enable planned inspections to take place this year.

How many potholes are estimated to be filled in during 2025 to 2026 period?

Approximately 7,800 potholes are estimated to be repaired during this period.

Street works

Street works are works carried out to the utility services that are located within public highways. This is different to works which are carried out for the benefit of the road or footpath users, which are known as “works for road purposes”.

Street Works are carried out by “statutory undertakers” (formerly known as public utilities). They can be companies such as gas, water, telecom, broadband or electricity etc. These companies have a legal right to install and maintain apparatus in a public highway.

Under the Traffic Management Act 2024 (TMA) the Council as Highway Authority has a duty to manage congestion and disruption on the road network.

Sheffield co-ordinates Street works on its Network using a Permit Scheme, Sheffield Permit Scheme was introduced in 2012 and was amended to include all streets in 2020.

All works carried out on the road by both utility companies must have a permit before works can be commenced. The permit scheme enables better co-ordination of activities on the highway network, allowing competing demands for space and time in the street to be resolved in a positive and constructive way.

The Sheffield Permit Scheme encourages better planning, scheduling and management of activities, minimising delays faced by all users of the public Highway.

The Permit Scheme objectives are facilitated by improving performance in line with the Authority’s Network Management Duty in relation to the following key factors:

- Enhanced co-ordination and co-operation
- Encouragement of partnership working between the Permit Authority, all Promoters and key stakeholders

- Provision of more accurate and timely information to be communicated between all stakeholders including members of the public
- Promotion and encouragement of collaborative working
- Improvement in timing and duration of activities particularly in relation to the busiest streets within the network
- Promotion of dialogue with regard to the way activities are to be carried out.
- Enhanced programming of activities and better forward planning by all

Sheffield City Council is a member of the Yorkshire Highway Authorities Utilities Committee (YHAUC) and Yorkshire Joint Authorities Group (YJAG). Collaborating in this way allows us to liaise with the statutory undertakers and other Local Authorities to share best practice and discuss performance and programmes of work.

The Council also inspects a sample of the undertakers' work to ensure that they are carried out in a safe manner and to the required standard. Where defects are found the Council instructs the utility to carry out remedial works as appropriate.

Climate change, resilience and adaptation

In 2024 Amey with SCC developed a preventative maintenance strategy which will help to reduce the carbon usage by over 19,000t over the next 10 years. Additionally, working with the supply chain, we have moved to warm asphalt from hot treatments reducing the carbon impact further.

The Council's PFI construction partner, Amey, is also constructing a new depot which is BREEAM 'very good' and will significantly reduce energy consumption. The refurbished depot will also include EV charging for a large proportion of the Highways fleet. Amey has also invested in its fleet of light commercial vehicles which will be 75% EV.

We are working with Yorkshire Water and other third-party partners to minimise the risk of flooding from adverse weather. We also review flooding hotspots and work with Amey to ensure that a multi-party co-ordinated approach is used to minimise flooding on the network.

Through our capital investment programmes, we introduced a number of sustainable urban drainage systems (SUDs) across the city.

Sheffield City Council was one of the early adopters of LED lighting units across the city. The move to a full LED lighting solution has reduced the energy usage by over 50%. Amey and SCC are looking at the feasibility of a subsequent retrofit which could further reduce consumption and Carbon impact.

Over the past three years Sheffield City Council and its residents have developed and implemented a Street Tree Partnership (STP) with an exemplary street tree management strategy that values street trees for the benefits they bring to people, the city and the wider environment. This partnership is represented by Sheffield City Council, Amey, the Woodland Trust, Sheffield & Rotherham Wildlife Trust, Sheffield Tree Action Groups and the volunteer Street Tree Wardens. The key strategic objectives of this partnership range from ensuring

effective management and maintenance of existing street trees to increasing street tree canopy cover across the city.