

Cabinet Member for Prosperity and Economic Regeneration Agenda

Date: Monday, 15th April, 2013
Time: 10.00 am
Venue: Committee Suite 1 & 2, Westfields, Middlewich Road,
Sandbach CW11 1HZ

The agenda is divided into 2 parts. Part 1 is taken in the presence of the public and press. Part 2 items will be considered in the absence of the public and press for the reasons indicated on the agenda and at the foot of each report.

PART 1 – MATTERS TO BE CONSIDERED WITH THE PUBLIC AND PRESS PRESENT

1. **Apologies for Absence**

2. **Declarations of Interest**

To provide an opportunity for Members and Officers to declare any disclosable pecuniary and non-pecuniary interests in any item on the agenda.

3. **Public Speaking Time/Open Session**

In accordance with Procedure Rules Nos.11 and 35 a period of 10 minutes is allocated for members of the public to address the meeting on any matter relating to the work of the body in question. Individual members of the public may speak for up to 5 minutes but the Chairman or person presiding will decide how the period of time allocated for public speaking will be apportioned where there are a number of speakers. Members of the public are not required to give notice to use this facility. However, as a matter of courtesy, a period of 24 hours' notice is encouraged.

Members of the public wishing to ask a question at the meeting should provide at least three clear working days' notice in writing and should include the question with that notice. This will enable an informed answer to be given.

For requests for further information

Contact: Cherry Foreman

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E-Mail: cherry.foreman@cheshireeast.gov.uk with any apologies

4. **Home Energy Conservation Act Further Report** (Pages 1 - 16)

To endorse the Home Energy Conservation Act Further Report for publication.

5. **Congleton Transport Infrastructure Study Revised Objectives** (Pages 17 - 26)

To approve the revised scheme objectives for the Congleton Transport Infrastructure Study.

CHESHIRE EAST COUNCIL

Cabinet Member for Prosperity

Date of Meeting: 15th April 2013
Report of: Private Sector Housing Manager
Subject/Title: Home Energy Conservation Act Further Report
Portfolio Holder: Councillor J Macrae

1.0 Report Summary

- 1.1 This report outlines the requirement placed on local authorities to prepare a further report under the Home Energy Conservation Act 1995, setting out the measures that the authority considers practicable, cost-effective and likely to result in significant improvement in the energy efficiency of residential accommodation in its area.

2.0 Recommendation(s)

- 2.1 That endorsement be given to the Home Energy Conservation Act Further Report for publication.

3.0 Reasons for Recommendation(s)

- 3.1 The further report for Cheshire East is a statement of the Council's existing plans to improve energy efficiency as approved in the Sustainable Community Strategy and the Housing Strategy, as well as the opportunities to address energy efficiency through the emerging Local Plan.
- 3.2 Fuel poverty is a significant issue faced by our communities identified in the Joint Strategic Needs Assessment; the Further Report provides a strong focus for measuring activities to improve domestic properties in order to eliminate fuel poverty in Cheshire East.

4 Wards Affected

- 4.1 All Wards are affected.

5.0 Local Ward Members

- 5.1 All local Ward Members.

6.0 Policy Implications (including carbon reduction and health)

6.1 Cold, damp homes have a negative impact on people's health and in its most extreme form contributes to excess winter deaths. Improving domestic energy efficiency across the social gradient was cited in the Marmot Review as an important measure to reduce health inequalities. Tackling cold homes forms part of the approach to reducing excess winter deaths and fuel poverty outlined in the Cheshire East Joint Strategic Needs Assessment (JSNA).

6.2 The landscape for domestic energy efficiency is in transition, moving from an era of subsidy to one of Green Deal loans, and energy efficiency activity is forecast to drop significantly as subsidised schemes come to an end. Housing is the most significant contributor to carbon emissions, with Cheshire East's per capita CO₂ emissions higher than the national and regional pictures.

7.0 Financial Implications (authorised by Director of Finance and Business Services)

7.1 There are no financial implications for the publication of a report. The plan contains actions which are carried out within approved budgets set as part of the Council's annual business planning process.

8.0 Legal Implications (authorised by Borough Solicitor)

8.1 Section 2 of the Home Energy Conservation Act 1995 places a duty on local authorities to prepare, publish, and send to the Secretary of State, a report on the measures that the authority considers practicable, cost-effective and likely to result in significant improvement in the energy efficiency of residential accommodation in its area. Reports must include an assessment of the cost of the energy conservation measures set out in it, an assessment of the extent to which carbon dioxide emissions into the atmosphere would be decreased as a result of those measures, and a statement of any policy of the authority for taking into account, in deciding whether to exercise any power in connection with those measures, the personal circumstances of any person. However, the duty does not extend to requiring the authority to set out in the report the energy conservation measures to be taken in relation to any particular dwelling or building.

8.2 Using powers under section 5(1)(b) of the Act the Secretary of State for Energy and Climate Change has required all English authorities to prepare further reports by 31 March 2013.

8.3 For the purposes of the further report and pursuant to section 4(2) of the Act, the Secretary of State regards significant improvements to result from measures that take advantage of financial assistance and other benefits offered from central Government initiatives, such as the Green Deal, ECO and Renewable Heat Incentive or other initiatives, to help result in significant energy efficiency improvements of residential accommodation, and particularly when installed by using area based / street by street roll out involving local communities and partnerships.

- 8.4 Using its powers under section 3(2)(a) of the Act the Secretary of State, having received a further report duly prepared in accordance with the Act, expects to request that English authorities provide progress reports on progress made in implementing the measures set out in the further report at 2 yearly intervals after submission of the further report up to and including 31 March 2027.
- 8.5 Authorities are required by section 4(3) of the Act to have regard to guidance issued to English energy conservation authorities pursuant to the Act by the Department of Energy and Climate Change.

9.0 Risk Management Implications

- 9.1 Failure to make significant improvements to the energy efficiency of residential accommodation will inhibit our plans to tackle fuel poverty and prevent excess winter deaths, which will impact on health and social care services in Cheshire East. It is estimated that cold and damp private sector housing costs local health services in excess of £1.6million per year.

10.0 Background and Options

- 10.1 Reports pursuant to the Home Energy Conservation Act 1995 were prepared annually by Macclesfield Borough Council, Congleton Borough Council and Crewe & Nantwich Borough Council, with the last report required by the Secretary of State being for the period 1st April 2007 to 31st March 2008.
- 10.2 In July 2012 the Secretary of State issued new guidance renewing the duty on local authorities, requiring them to publish a further report setting out the measures it intends to take to make significant improvements to the energy efficiency of residential accommodation in its area.
- 10.2 The Act recognises local authorities' ability to use their position to improve the energy efficiency of all residential accommodation in their area. The Government is committed to local authorities setting their own priorities, ambitions and related targets as they are best placed to assess their local needs and judge what will achieve significant improvements based on their particular local circumstances and to support their wider strategic priorities. In particular local authorities:
- have unique knowledge of their local area's needs and circumstances;
 - are able to link wider strategic priorities and funding streams, e.g. through health, education and regeneration agendas;
 - are able to draw on established local networks, partnerships, services and delivery partners;
 - can draw on existing links with business and social enterprises and provide gateways through local advice agencies and services; and
 - are directly accountable to their local residents.

10.3 The further report for Cheshire East is a statement of the Council's existing plans to improve energy efficiency as approved in the Sustainable Community Strategy and the Housing Strategy, as well as the opportunities to address energy efficiency through the emerging Local Plan.

10.4 The further report sets out eight commitments (outlined below), together with actions to deliver the commitments:

1. We will eliminate Fuel Poverty as far as possible in Cheshire East
2. We will target practical and financial support for vulnerable home owners to tackle the effects of energy inefficient homes
3. We will utilise housing legislation to effect thermal improvements in the private rented sector
4. We will encourage uptake of Green Deal and ECO in Cheshire East
5. We will improve the quality and scope of data to support delivery of energy efficiency programmes
6. We will demonstrate our commitment to tackle climate change
7. We will encourage growth of the Low Carbon Economy in Cheshire East
8. We will establish our policies on low carbon energy, energy efficient development and our approach to Allowable Solutions.

10.5 Key outcomes from the plan include:

- Improving the health of low income and vulnerable households living in cold, damp housing
- Generating demand for the Green Deal and acting as a catalyst for attracting investment into Cheshire East, creating jobs and economic growth
- Utilising
- Reducing household expenditure across the social gradient by reducing lower energy bills
- Reducing carbon dioxide emissions.

11.0 Access to Information

The background papers relating to this report can be inspected by contacting the report writer:

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Home Energy Conservation Act 1995

Further Report

setting out actions which will
help result in significant energy
efficiency improvements of
residential accommodation

**Final Draft subject
to formal approval**

March 2013

1. Introduction

- 1.1 The Home Energy Conservation Act 1995 (HECA) recognises local authorities' ability to use their position to significantly improve the energy efficiency of all the residential accommodation in their areas. In July 2012 the Department for Energy and Climate Change (DECC) published a requirement under HECA for all local authorities in England to report on the measures they propose to take to achieve this aim. DECC has set a deadline of 31st March 2013 to publish the first of these reports, known as a "further report". Subsequent reports known as progress reports must be published at two-year intervals following this date. This document sets out Cheshire East Council's strategic objectives in improving the energy efficiency of homes in the borough and the actions the Council will take to help achieve its objectives.

2. Energy use, CO₂ emissions and energy generation

- 2.1 The average consumption of both gas and electricity within Cheshire East are above the regional and national averages. This increases the need to promote energy efficiency and the use of renewable energy technologies within new and existing development.
- 2.2 Energy consumption in housing is the source of 36.6 per cent of CO₂ emissions in Cheshire East. Action to reduce domestic emissions is lagging behind other sectors, with a 5 per cent decrease in domestic CO₂ emissions between 2005 and 2010, compared with a reduction of 8.8 per cent for industrial emissions and 8.7 per cent from transport.¹
- 2.3 20 per cent of private sector dwellings in Cheshire East emit 5 or more tonnes of CO₂, with oil fired heating producing the highest levels of emissions.²
- 2.4 2009 data shows that average electricity consumption in the former Macclesfield borough was significantly higher than the rest of Cheshire East, with average household consumption of 5,053kWh per annum in Macclesfield, compared to 4,349kWh per annum in Congleton and 4,636 kWh per annum in Crewe & Nantwich. Domestic energy use in Cheshire East is in the bottom quartile for the North West, with only two local authorities having greater electricity consumption per household than Macclesfield.³
- 2.5 Gas consumption rates place Macclesfield households as the highest average users in the North West, at 18 per cent higher than the regional average, with

¹ Local Authority CO₂ emissions dataset - CO₂ emissions within the scope of influence of Local Authorities, AEA 2012

² Cheshire East Private Sector Housing Condition Survey 2010

³ Regional Energy Consumption Statistics, 2009

Congleton 7.7 per cent higher than the regional picture. At the other end of the scale was Crewe & Nantwich with the sixth lowest average gas consumption. These variations could be influenced by the size of dwellings and lack of energy efficiency, but also the large areas of rural Nantwich which are off the gas network.⁴

- 2.6 1,949 households have installed renewable energy technologies under the Feed in Tariff scheme between 1st April 2010 and 7th February 2013; 1,933 installations were photovoltaics.

3. Thermal Comfort and Decent Homes

- 3.1 Registered Providers of social housing have achieved targets of making 100 per cent of their homes decent, however the bigger challenge of the private sector housing stock still remains in Cheshire East.
- 3.2 Over 40,000 private sector dwellings do not meet the Decent Homes Standard in Cheshire East, of which 11,000 are occupied by vulnerable households⁵.
- 3.3 An estimated 16,800 of the homes failing the Decent Homes Standard failed because of hazards caused by excess cold (where indoor temperatures are below the optimum level). Significantly, excess cold was more prevalent in properties built before 1919 (solid walled properties), and properties owned and occupied by older people.
- 3.4 A further measure of decency is the reasonable thermal comfort of a dwelling, which is achieved by a combination of efficient heating and effective insulation. In Cheshire East, 11.2 per cent (16,340) of the private sector stock failed the thermal comfort criterion, with the private rented sector and dwellings built pre-1919 most likely to lack thermal comfort.
- 3.5 The Council has assisted over 3,000 households between 2009 and 2012 to carry out energy efficiency improvements. The principal form of improvement carried out has been insulation to lofts and/or cavity walls.

4. Fuel Poverty

- 4.1 A household is in fuel poverty if it needs to spend more than 10 per cent of its income on fuel to heat the home to an adequate temperature (21°C in the living room, and 18°C in the bedroom). Fuel poverty is caused by a number of factors including poor energy efficiency, high fuel costs, low income and under occupancy, and tends to be higher in rural areas with older properties.

⁴ Gas Connections in Cheshire, Transco, 2001

⁵ Cheshire East Private Sector Housing Condition Survey 2010

- 4.2 An estimated 28,792 households (18.2 per cent) are in fuel poverty in Cheshire East. Distribution is fairly even, although is at its highest in Nantwich Local Area Partnership, which correlates with the off-gas network and rural nature of the area.

5. Health Impact of Energy Conservation

- 5.1 There are approximately 220 excess winter deaths each year in Cheshire East, with a 19.7 per cent excess risk of winter death, compared to 17.6 per cent nationally.⁶
- 5.2 Emergency hospital admissions in Central and Eastern Cheshire PCT area for children with lower respiratory tract infections is statistically high compared to England.⁷ Emergency admissions reflect a number of influences, including housing conditions.
- 5.3 Findings from a Health Impact Assessment of poor housing conditions in private sector housing show that if all Category 1 hazards for excess cold were mitigated, the estimated annual saving to the NHS would be over £1.4 million.
- 5.4 Excess cold particularly affects older people, and the most vulnerable group is people aged 65 and over who are expected to spend a greater proportion of their time indoors. Approximately one third of incidences would be expected to result in an extreme harm outcome leading to death. Severe and serious harm outcomes lead to cardio vascular and respiratory illnesses. Excess cold has been shown to contribute to a worsening of symptoms of other illnesses such as rheumatoid arthritis and leg ulcers.
- 5.5 An evaluation of the Warm Front scheme carried out in May 2008 showed the difficulties in demonstrating the link between insulation improvements and increased life span⁸. The paper states that combined heating and insulation measures will reduce annual winter deaths by 0.4 per 1000; positive mental health impacts can also be increased in the short term.

6. Strategic position - National

- 6.1 The requirement to improve the energy efficiency of homes stems from the legal requirements to reduce carbon dioxide (CO₂) emissions as set out in the Climate Change Act 2008, and the government's Carbon Plan published in 2011.

⁶ Cheshire East Joint Strategic Needs Assessment 2012

⁷ Hospital Episode Statistics 2009-10

⁸ Warm front Better Health, Health Impact evaluation of the Warm Front scheme. Centre for regional economic and social research Sheffield Hallam University May 2008

6.2 The Carbon Plan sets the following targets in relation to housing:

- To reduce greenhouse gas CO₂ emissions by 29 per cent by 2017, 35 per cent by 2022, and 50 per cent by 2027 – for buildings this means a reduction between 24 per cent and 39 per cent lower than 2009 levels by 2027;
- To insulate all cavities and lofts, where practical, by 2020;
- By 2030, between 1million and 3.7million additional solid wall installations, and between 1.9million and 7.2million other energy efficiency installations;
- By 2030, between 1.6million and 8.6million building level low carbon heat installations such as heat pumps (Government modelling suggests that 21 to 45 per cent of heat supplies to buildings will need to be low carbon); and
- By 2050, emissions from UK buildings to be “close to zero”.

6.3 To support the ambitions in the Carbon Plan there are several significant drivers for action in the residential sector:

- the Green Deal and the new Energy Company Obligation will provide new sources of finance;
- ongoing support under the Feed in Tariffs scheme;
- ongoing support through the existing Renewable Heat Premium Payment and the new domestic Renewable Heat Incentive from summer 2013;
- requirements for all new homes to be built to a zero carbon standard from 2016;
- Energy Performance Certificates (EPCs), which are required on the sale, rent or construction of a building, which provide the occupier with an assessment of the energy efficiency of the building and a set of recommended improvements that will make it more energy efficient;
- the Energy Act contains provisions to introduce a minimum energy efficiency standard (likely to be EPC band ‘E’) for private rented sector housing from 2018; details will be subject to full public consultation and use of these regulation making powers is conditional on there being no net or up-front costs to landlords. As a first step, government will work with the private rented sector to encourage uptake of energy efficiency measures through the Green Deal; and
- by late 2019 smart meters to be installed in every home.

6.4 The government has also set a target of eradicating fuel poverty in England, as far as reasonably possible, by 2016.

7. Strategic Position – Local

7.1 Local authorities are well positioned to take advantage of the national drivers outlined at paragraph 6.3. Driving local domestic energy efficiency improvements can bring significant benefits for local authorities and their residents including:

- opportunities for local economic and physical regeneration;
- support for the creation and maintenance of local green businesses, jobs and skills;
- helping to reduce fuel bills for local residents;
- helping make homes warmer and healthier;
- making a vital local contribution to reducing local and national carbon emissions; and
- supporting wider local strategic priorities, on issues such as health and poverty.

7.2 The Sustainable Community Strategy⁹ acknowledges the high impact that we have on the environment in Cheshire East, and sets out our commitment to reducing reliance on oil and gas for our energy, and reducing carbon emissions. The Strategy also establishes the need to focus local actions on addressing the wider determinants of health; the Marmot Review on health inequalities¹⁰ highlighted the need to tackle energy efficiency across the social gradient.

7.3 The Housing Strategy¹¹ recognises fuel poverty as a significant issue that our communities face and establishes the reduction of fuel poverty as a strategic priority. Actions include working across tenures to improve health through warmth, targeting practical and financial support to vulnerable homeowners through our Private Sector Financial Assistance Policy, utilising housing legislation to effect thermal improvements in the private rented sector, and maximising the use of Government-initiated carbon reduction schemes, such as Green Deal and Energy Company Obligation funding.

Critical to this local strategic approach is our winter resilience programme, which is focused on supporting the most vulnerable households to take up practical measures to improve the comfort of their home and safeguard their wellbeing. This complements and builds on existing multi-agency work,

⁹ Ambition for All – Cheshire East's Sustainable Community Strategy 2010-2025

¹⁰ The Marmot Review report – 'Fair Society, Healthy Lives', 2010

¹¹ 'Moving Forward', Cheshire East Housing Strategy 2011-2016

utilising existing mechanisms to target vulnerable households who come into contact with health and social care services and other Ageing Well Programme¹² partners.

- 7.4 One of the strategic priorities for the Health and Wellbeing Board is Ageing Well – enabling older people to live healthier and more active lives for longer¹³. The Health & Wellbeing Strategy is informed by a Joint Strategic Needs Assessment (JSNA); winter health including tackling fuel poverty, reducing excess winter deaths and facilitating the take-up of flu vaccinations have been identified as key priorities through the JSNA process¹⁴.

¹² Ageing Well in Cheshire East Programme 2012-2017

¹³ The Joint Health & Wellbeing Strategy for the Population of Cheshire East 2013-2014

¹⁴ Cheshire East Joint Strategic Needs Assessment 2012

8. Action Plan to help result in significant energy efficiency improvements of residential accommodation

Our Commitment	Action	Lead Partners	Timescale
1. We will eliminate Fuel Poverty as far as possible in Cheshire East	<p>Continue with multi-agency partnership approach to reducing fuel poverty and excess winter deaths:</p> <ol style="list-style-type: none"> 1. Publish timely quality information and advice to address the three main causes of fuel poverty: high fuel costs, poor energy efficiency, and low household income 2. Develop the Hotspots referral network 3. Promote Collective Energy Buying / Switching Schemes to reduce fuel costs 4. Develop a patient referral programme with the Clinical Commissioning Groups 	<ul style="list-style-type: none"> • Strategic Housing • Public Health • Benefits • Energy Projects Plus • Cheshire Fire & Rescue Service • Housing Providers • Clinical Commissioning Groups • go-lo CIC • Home Improvement Agency 	<p>2016</p>
2. We will target practical and financial support for vulnerable home owners to tackle the effects of energy inefficient homes	<ol style="list-style-type: none"> 1. Invest £1.34 million between 2012 and 2015 in home improvements through the Private Sector Housing Financial Assistance Policy, prioritising works to tackle the effects of cold and damp homes 2. Identify additional resources for energy efficiency improvements 3. Assist vulnerable households to access ECO 	<ul style="list-style-type: none"> • Strategic Housing • Home Improvement Agency 	<p>2015</p>

	<p>funding</p> <p>4. Deliver small-scale energy improvements through handyperson services</p>		
<p>3. We will utilise housing legislation to effect thermal improvements in the private rented sector</p>	<p>1. Carry out housing inspections, liaison and enforcement actions to improve the thermal comfort and energy efficiency of properties in the private rented sector.</p> <p>2. Raise awareness of any legislative changes that are enacted through the Energy Bill 2012 that affect the private rented sector, through a range of channels.</p>	<ul style="list-style-type: none"> • Strategic Housing 	Ongoing
<p>4. We will encourage uptake of Green Deal and ECO</p>	<p>1. Evaluate the effectiveness of local and national projects to kickstart interest in the Green Deal and to reduce fuel poverty</p> <p>2. Provide information and advice on Green Deal and ECO to local residents and landlords through a range of channels</p> <p>3. Establish the Council's role in delivering Green Deal and ECO, either as a provider, partner or promoter, and develop our approach to engaging Green Deal Providers and Energy Companies.</p> <p>4. Support local established low carbon communities in their ambitions for Green Deal</p>	<ul style="list-style-type: none"> • Strategic Housing • Carbon Reduction Manager • go-lo CIC • Cheshire West & Chester Council • Stoke on Trent City Council • Newcastle under Lyme Borough Council • Warrington Borough Council • Energy Projects Plus 	2013

	and the wider sustainability of the housing stock.		
5. We will improve the quality and scope of data to support delivery of energy efficiency programmes	<ol style="list-style-type: none"> 1. Obtain energy performance certificate (EPC) data for Cheshire East 2. Aggregate existing datasets on domestic energy use, energy performance, SAP rating, housing profiles and energy efficiency projects 3. Use GIS to improve understanding of domestic energy efficiency and aid targeting of activity, particularly in areas of multiple deprivation 	<ul style="list-style-type: none"> • Strategic Housing • Energy Projects Plus 	2014
6. We will demonstrate our commitment to tackle climate change	<p>Cheshire East Council is a signatory to the Nottingham Declaration which commits us to working with central government to reduce local levels of CO2 and address the impacts of unavoidable change on our climate for the benefit of our communities. We will continue to:</p> <ol style="list-style-type: none"> 1. Support the many local groups that act to improve domestic energy efficiency and reduce carbon emissions in their local areas. These groups, or “low carbon communities” offer a route into localities to tackle issues around climate change, build community resilience and support the local economy. 2. Support schools as central in their local communities to tackle energy efficiency and 	<ul style="list-style-type: none"> • Carbon Reduction Manager • Strategic Housing 	Ongoing

	<p>climate change issues.</p> <p>3. Work with other public sector organisations to develop best practice and joint initiative to deliver positive outcomes for the people of Cheshire East.</p>		
7. We will encourage growth of the Low Carbon Economy in Cheshire East	<p>1. We will provide information to SMEs and local businesses on the benefits of Green Deal delivery</p> <p>2. We will publish data to enable Green Deal assessors, installers and providers to target activity in Cheshire East, acting as a catalyst for inward investment</p>	<ul style="list-style-type: none"> • Strategic Housing • go-lo CIC 	September 2013
8. We will establish our policies on low carbon energy, energy efficient development and our approach to Allowable Solutions.	<p>The new Cheshire East Local Plan is currently being prepared. Once in place, the Local Plan will be the Statutory Development Plan in Cheshire East and will form the basis of planning decisions in the Borough until 2030.</p> <p>Money raised through Allowable Solutions provides an opportunity to contribute towards projects that will reduce carbon dioxide emissions, either by increasing the efficient use of energy or providing alternative sources of energy</p>	<ul style="list-style-type: none"> • Spatial Planning 	Spring 2014

	<p>which are less carbon intensive.</p> <p>We will establish a list of key projects to achieve carbon reductions. The priority of these projects will be informed by the relative carbon saving, the likelihood of the project coming forward without support from Allowable Solutions funding and the strategic objectives within the Borough.</p>		
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CHESHIRE EAST COUNCIL**Cabinet Member for Prosperity & Economic Regeneration**

Date of Meeting: 15 April 2013
Report of: Head of Highways and Transport
Subject/Title: Revised Congleton transport Infrastructure objectives and strategic option assessment
Portfolio Holder: Councillor Jamie Macrae

1.0 Report Summary

- 1.1 This report seeks formal approval to revise the objectives of the Congleton transport infrastructure study.
- 1.2 The report also seeks approval of the initial sifting exercise of possible solutions against the objectives of the study. The remaining solutions will go forward for further assessment.
- 1.3 The report outlines the next steps and approval stages to confirm a preferred solution that best addresses the study objectives.

2.0 Recommendation(s)

- 2.1 That the council approves the following revised scheme objectives for the Congleton transport infrastructure study:

1	To support the economic, physical and social regeneration of Congleton by creating and securing jobs
2	To open up new development sites and improve access to Radnor Park Industrial Estate and Congleton Business Park
3	To relieve existing town centre traffic congestion / HGVs, remove traffic from less desirable roads and facilitate town centre regeneration
4	To improve strategic transport linkages across the Borough facilitating wider economic and transport benefit
5	To reduce community severance along key town centre corridors
6	To reduce traffic related pollutants within the towns declared Air Quality Management Areas

- 2.2 That the following solutions are taken forward to the second stage of detailed assessment to address the objectives of the study:

- Online improvements and widening of A34 Rood Hill, Clayton By-Pass, West Road and Holmes Chapel Road and junction improvements
- Isolated junction improvements to either A34 Rood Hill/A54 Rood Hill (signals), A34 Clayton Bypass/West Road/West Street (Rbt) or A34 West Road/A54 Holmes Chapel Road/A534 Sandbach Rd / A34 Newcastle Road (rbt)
- Network Management measures such as traffic signal optimisation
- Strategic signing strategy
- Traffic Management Strategy / Local signing strategy

- 'Partial' Link Road connecting A534/A54 to Viking Way
- 'Partial' Link Road connecting Viking Way to the A536 Macclesfield Road
- Link Road connecting A534 Sandbach Road to A536 Macclesfield Road

3.0 Reasons for Recommendation(s)

- 3.1 To provide an evidenced based impartial assessment of the solutions / interventions that best address the study objectives.
- 3.2 To support any future statutory procedures in evidencing that the full range of alternatives have been examined.

4.0 Wards Affected

- 4.1 Brereton Rural, Congleton East, Congleton West, Gawsworth, Odd Rode.

5.0 Local Ward Members

- 5.1 Brereton Rural – Cllr John Wray
Congleton East – Cllr David Brown, Cllr Peter Mason and Cllr Andrew Thwaite
Congleton West – Cllr Gordon Baxendale, Cllr Roland Domleo and Cllr David Topping
Gawsworth – Cllr Lesley Smetham
Odd Rode - Cllr Rhoda Bailey and Cllr Andrew Barratt

6.0 Policy Implications (including carbon reduction and health)

- 6.1 Department for Transport best practice on scheme appraisal has been adopted as part of the decision making process.
- 6.2 The next stage of feasibility work will consider in further detail the Policy implications of the remaining solutions.

7.0 Financial Implications (authorised by Director of Finance and Business Services)

- 7.1 None – this is an interim product / report of an approved feasibility study with funding in place from the Capital programme and Local Transport plan.

8.0 Legal Implications (authorised by Borough Solicitor)

- 8.1 None

9.0 Risk Management Implications

- 9.1 This process, by confirming the study objectives and taking a step by step objective assessment of all possible solutions minimises risk of future challenge to a preferred scheme.

10.0 Background and Options

- 10.1 The original objectives of the study were approved by in September 2012. These are tabulated below.

Objectives approved by Cabinet in September 2012	
1	To support the economic, physical and social regeneration of Congleton
2	To relieve existing town centre traffic congestion and HGVs and remove traffic from less desirable roads on the wider network
3	To open up new development sites
4	To create and secure jobs
5	To improve access to Radnor Park Industrial Estate and Congleton Business Park
6	To improve strategic transport linkages across the Borough facilitating wider economic and transport benefits including higher GVA and job creation
7	To reduce community severance along key town centre corridors
8	To reduce traffic related pollutants within the towns declared Air Quality Management Areas

- 10.2 Following approval to proceed with the study, one of the initial tasks undertaken was to review the problems, opportunities and constraints of the study. This was undertaken in a workshop environment with a wide range of internal stakeholders to capture as wide a range of issues / knowledge as possible.
- 10.3 The outputs of this workshop confirmed the broad objectives of the study. However, it was concluded that some of the objectives could be combined to reduce potential overlap of objectives.
- 10.4 This resulted in some minor proposed re-wording of the objectives as tabulated below:

Updated objectives following problems and issues workshop	
1	To support the economic, physical and social regeneration of Congleton by creating and securing jobs
2	To open up new development sites and improve access to Radnor Park Industrial Estate and Congleton Business Park
3	To relieve existing town centre traffic congestion / HGVs, remove traffic from less desirable roads and facilitate town centre regeneration
4	To improve strategic transport linkages across the Borough facilitating wider economic and transport benefit
5	To reduce community severance along key town centre corridors
6	To reduce traffic related pollutants within the towns declared Air Quality Management Areas

- 10.5 The workshop also agreed the ‘problems’ that require resolution to address the strategic objectives. These are tabulated below.

Problems identified within local area	
1	Congestion on the A34 corridor through Congleton
2	The A34 West Road, A34 Lower Heath and A34/A54 Rood Hill junction have been declared Air Quality Management Areas
3	A54 Rood Hill and the A34 Rood Hill to Lower Heath have been designated as ‘Important Areas for Road Noise’
4	Severance along key town centre corridors including the A34
5	Lack of capacity to accommodate future development proposals
6	Use of inappropriate routes to avoid congestion on the A34
7	Conflicting traffic movements impact upon the operation of key routes, particularly the A34 Newcastle Road/A534 Sandbach Road/A54 Holmes Chapel Road/A34 West Road roundabout and the West Street/A34 Clayton bypass roundabout
8	Limited route choice for through traffic due to limited crossings of the River Dane
9	Difficulties in attracting inward investment due to traffic constraints in the town and fears of existing businesses relocating to sites with better transport links
10	Existing road network impacting upon development of strategic sites including Back Lane and Radnor Park, Congleton Business park, Giantswood Lane to Manchester Road and Manchester Road to Macclesfield Road

- 10.6 These study objectives and problems have been used identify a long list of potential improvement schemes that could alleviate identified problems and achieve the desired outcomes set out within the study objectives. At this stage all potential interventions were considered regardless of mode, scale or likely impact.
- 10.7 The full list of 28 potential interventions / solutions identified is tabulated below.

Initial list of potential interventions considered		
Online Highway improvements	1	Online improvements and widening of A34 Rood Hill, Clayton By-Pass, West Road and Holmes Chapel Road and junction improvements
	2	Online improvements to the A54 Rood Hill (Mountbatten Way arm)
	3	Implement a tidal flow scheme on the A34 corridor
	4	Isolated junction improvements to the: - A34 Rood Hill/A54 Rood Hill (Signals) - A34 Clayton Bypass/West Road/West Street (Roundabout) - A34 West Road/A54 Holmes Chapel Road/A534 Sandbach Rd / A34 Newcastle Road (Roundabout)
	5	Network Management measures such as signal optimisation, MOVA, SCOOT
	6	Strategic signing strategy
	7	Traffic Management Strategy / Local signing strategy
	8	Parking strategy
	9	HGV ban
	10	Online improvements to Sandy Lane/Chelford Road/Back Lane
	11	Rationalised junction strategy
	12	Online improvements to existing roads to the north of Congleton
Offline Highway Improvements	13	Link Road connecting A534 Sandbach Road to A536 Macclesfield Road
	14	'Partial' Link Road connecting A534 Sandbach Road to Viking Way
	15	'Partial' Link Road connecting Viking Way to the A536 Macclesfield Road
	16	Link Road to the south of Congleton
	17	Link Road to the east of Congleton
Public Transport Improvements	18	Bus service / facilities improvement
	19	Provision of Quality Bus Corridor(s)
	20	Provision of a Park and Ride facility in the town
	21	Additional financial support for existing services from Local Authority / other bodies
	22	Rail service / facilities improvement
	23	Promotion of existing facilities through marketing
Non Motorised Users	24	Promotion of existing walking and cycling facilities
	25	Improve pedestrian and cyclist facilities
	26	Public Realm Improvements
Sustainable Travel	27	Car Share Scheme
	28	Travel Planning (businesses, schools etc.)

10.8 An initial sift of options was undertaken based upon best practice DfT guidelines. The initial sift considered the following criteria:

- Contribution to identified problems and issues: the intervention should provide an overall positive contribution to the identified problems and issues
- Contribution to defined scheme objectives: : the intervention should provide an overall positive contribution to the objectives
- Deliverability: the intervention should be deliverable in theory (e.g. political, planning, timescale or third party issues)
- Feasibility: the intervention should be feasible in theory (e.g. physical constraint, land availability and design standards)

10.9 Full details of the initial sifting exercise are included at Appendix A.

10.10 Following this assessment the 12 options tabulated below were considered to **not** merit further consideration:

Potential interventions that fail initial screening		
Online Highway Improvements	2	Online improvements to the A54 Rood Hill (Mountbatten Way arm)
	3	Implement a tidal flow scheme on the A34 corridor
	8	Parking strategy
	9	HGV ban
Offline Highway Improvements	16	Link Road to the south of Congleton
	17	Link Road to the east of Congleton
	19	Provision of Quality Bus Corridor(s)
	20	Provision of a Park and Ride facility in the town
	21	Additional financial support for existing services from Local Authority / other bodies
	22	Rail service / facilities improvement
	23	Promotion of existing facilities through marketing

10.11 The remaining 16 potential interventions that met the initial screening criteria were then grouped based upon their potential contribution to the scheme objectives (tabulated below).

Potential interventions that pass initial screening		
Contribution to objectives	Schemes	
Low	10	Online improvements to Sandy Lane/Chelford Road/Back Lane
	11	Rationalised junction strategy
	12	Online improvements to existing roads to the north of Congleton
	18	Bus service / facilities improvement
	24	Promotion of existing walking and cycling facilities
	25	Improve pedestrian and cyclist facilities
	26	Public Realm Improvements
	27	Car Share Scheme
	28	Travel Planning (businesses, schools etc.)
Medium	1	Online improvements and widening of A34 Rood Hill, Clayton Bypass, West Road and Holmes Chapel Road and junction improvements
	4	Isolated junction improvements to the: - A34 Rood Hill/A54 Rood Hill (Signals) - A34 Clayton Bypass/West Road/West Street (Roundabout) - A34 West Road/A54 Holmes Chapel Road/A534 Sandbach Rd / A34 Newcastle Road (Roundabout)
	5	Network Management measures such as signal optimisation, MOVA, SCOOT
	6	Strategic signing strategy
	7	Traffic Management Strategy / Local signing strategy
	14	'Partial' Link Road connecting A534 Sandbach Road to Viking Way
	15	'Partial' Link Road connecting Viking Way to the A536 Macclesfield Road
High	13	Link Road connecting A534 Sandbach Road to A536 Macclesfield Road

10.12 Following this process it is recommended that the potential interventions that provide a **medium to high contribution to the objectives should be taken forward** for further detailed assessment as part of the Interventions report. Those schemes that scored three to nine against the scheme objectives in the appraisal process were considered to have a medium contribution towards the objectives, a score of ten or more represented a high score against objectives.

10.13 The Interventions report will define the scope of each of the remaining potential interventions in more detail, assess the potential impacts of each option in more detail (including potential environmental and engineering constraints and deliverability issues) and recommend a single solution for further development.

10.14 The Interventions report is programmed for consideration by Cabinet in May 2013.

11.0 Access to Information

The background papers relating to this report can be inspected by contacting the report writer:

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Appendix A – Initial sift of options

Appraisal Scores

Problems

2	Large beneficial impact
1	Beneficial impact
0	Neutral / marginal impact
-1	Adverse impact
-2	Large adverse impact

Objectives

2	Large beneficial impact
1	Beneficial impact
0	Neutral / marginal impact
-1	Adverse impact
-2	Large adverse impact

Deliverability

(e.g. political, planning, timescale or third party issues)

Deliverable in theory
Deliverable but with challenges
Very difficult to deliver

Feasibility

(e.g. physical constraint, land availability and design standards)

Feasible in theory
Feasible but with challenges
Not feasible / significant challenges

Affordability

Affordable within available funding
Funding support required
Significant funding challenges

Public acceptability

Likely to be supported
Likely to receive mixed support
Likely to be unsupported

Sifting Criteria

Each option must meet the following sifting criteria to be considered further:

- 1: Provide an overall positive contribution to identified problems
- 2: Provide an overall positive contribution to the scheme objectives
- 3: Must be deliverable in theory
- 4: Must be feasible in theory

Additional Comments

- 16: This option is likely to require multiple structures in order to cross a railway line and the river. This is likely to lead to significant funding challenges.
- 17: This option is likely to require multiple structures in order to cross a railway line and the river. This is likely to lead to significant funding challenges.

Problems

- 1: Congestion on the A34 corridor through Congleton
- 2: The A34 West Road, A34 Lower Heath and A34/A54 Rood Hill junction have been declared Air Quality Management Areas
- 3: A54 Rood Hill and the A34 Rood Hill to Lower Heath have been designated as 'Important Areas for Road Noise'
- 4: Severance along key town centre corridors including the A34
- 5: Lack of capacity to accommodate future development proposals
- 6: Use of inappropriate routes to avoid congestion on the A34
- 7: Conflicting traffic movements impact upon the operation of key routes, particularly the A34 Newcastle Road/A534 Sandbach Road/A54 Holmes Chapel Road/A34 West Road roundabout and the West Street/A34 Clayton Road roundabout
- 8: Limited route choice for through traffic due to limited crossings of the River Dane
- 9: Difficulties in attracting inward investment due to traffic constraints in the town and fears of existing businesses relocating to sites with better transport links
- 10: Existing road network impacting upon development of strategic sites including Back Lane and Radnor Park, Congleton Business Park, Giantswood Lane to Manchester Road and Manchester Road to Macclesfield Road

Objectives

- 1: To support the economic, physical and social regeneration of Congleton by creating and securing jobs
- 2: To relieve existing town centre traffic congestion / HGVs, remove traffic from less desirable roads and facilitate town centre regeneration.
- 3: To open up new development sites and improve access to Radnor Park Industrial Estate and Congleton Business Park
- 4: To improve strategic transport linkages across the Borough facilitating wider economic and transport benefits
- 5: To reduce community severance along key town centre corridors
- 6: To reduce traffic related pollutants within the towns declared Air Quality Management Areas

Mode / Type	Reference	Option	Problems											Objectives						Desirability	Feasibility	Public Acceptability	Affordability	Sifting Criteria				
			1	2	3	4	5	6	7	8	9	10	Total	1	2	3	4	5	6					Total	1	2	3	4
Online Highway improvements	1	Online improvements to the A34 Rood Hill, Clayton By-Pass, West Road and Holmes Chapel Road	2	0	0	-1	1	1	1	0	1	1	6	1	1	1	1	-1	0	3					✓	✓	✓	✓
	2	Online improvements to the A54 Rood Hill	0	0	0	-1	0	1	0	0	0	0	0	0	1	0	0	-1	0	0					✗	✗	✓	✓
	3	Implement a tidal flow scheme on the A34 corridor	1	0	0	-1	0	1	1	0	1	1	4	0	1	0	0	-1	0	0					✓	✗	✓	✗
	4	Isolated junction improvements to the: A34 Rood Hill/A54 Rood Hill (sigs) A34 Clayton Bypass/West Road/West Street (Rbt) A34 West Road/A54 Holmes Chapel Road/A534 Sandbach Rd / A34 Newcastle Road (rbt)	1	0	0	0	0	1	1	0	1	1	5	0	1	1	0	0	1	3					✓	✓	✓	✓
	5	Network Management measures such as signal optimisation, MOVA, SCOOT	1	1	1	0	1	1	1	0	1	1	8	0	1	0	0	1	1	3					✓	✓	✓	✓
	6	Strategic signing strategy	1	1	1	0	0	1	1	0	1	1	7	0	1	0	1	0	1	3					✓	✓	✓	✓
	7	Traffic Management Strategy / Local signing strategy	1	1	1	1	1	1	1	0	1	1	9	0	1	0	1	1	1	4					✓	✗	✓	✓
	8	Parking strategy	1	0	0	0	0	0	1	0	1	1	4	0	0	0	0	0	0	0					✓	✗	✓	✓
	9	HGV ban	0	1	1	1	1	0	0	0	0	0	4	0	1	0	0	1	1	3					✓	✓	✓	✗
	10	Online improvements to Sandy Lane/Chelford Road/Back Lane	0	1	0	0	0	0	0	0	0	0	1	0	0	0	0	0	1	1					✓	✓	✓	✓
	11	Rationalised junction strategy	1	0	1	0	0	1	1	0	1	1	6	0	1	0	0	1	0	2					✓	✓	✓	✓
Offline Highway Improvements	12	Online improvements to existing roads to the north of Congleton	0	1	1	0	0	0	0	0	0	0	2	0	0	1	0	0	1	2					✓	✓	✓	✓
	13	Link Road connecting A534 Sandbach Road to A536 Macclesfield Road	2	2	2	2	2	2	2	2	2	2	20	1	2	2	2	2	2	11					✓	✓	✓	✓
	14	'Partial' Link Road connecting A534 Sandbach Road to Viking Way	1	1	1	1	1	0	1	1	1	1	9	1	0	2	0	1	1	5					✓	✓	✓	✓
	15	'Partial' Link Road connecting Viking Way to the A536 Macclesfield Road	0	1	1	1	1	0	1	0	1	1	7	1	0	1	0	1	1	4					✓	✓	✓	✓
	16	Link Road to the south of Congleton	2	2	2	2	2	1	2	0	2	2	17	1	1	0	2	2	2	8					✓	✓	✗	✗
Public Transport Improvements	17	Link Road to the east of Congleton	1	1	1	0	0	0	1	0	1	1	6	1	0	0	1	0	1	3					✓	✓	✗	✗
	18	Bus service / facilities improvement	1	1	1	0	0	0	0	0	0	0	3	0	0	0	1	0	0	1					✓	✓	✓	✓
	19	Provision of Quality Bus Corridor(s)	1	1	1	0	0	0	1	0	1	1	6	0	0	0	1	0	1	2					✓	✓	✗	✗
	20	Provision of a Park and Ride facility in the town	1	1	1	0	0	1	1	0	0	0	5	0	1	0	0	0	1	2					✓	✓	✓	✗
	21	Additional financial support for existing services from Local Authority / other bodies	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0					✗	✗	✓	✓
	22	Rail service / facilities improvement	0	1	1	0	0	1	0	0	0	0	3	0	1	0	2	0	1	4					✓	✓	✗	✓
	23	Promotion of existing facilities through marketing	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0					✗	✗	✓	✓
Non Motorised Users	24	Promotion of existing walking and cycling facilities	0	1	1	0	0	0	0	0	0	0	2	0	0	0	0	0	1	1					✓	✓	✓	✓
	25	Improve pedestrian and cyclist facilities	0	1	1	0	0	0	0	0	0	0	2	0	0	0	0	0	1	1					✓	✓	✓	✓
	26	Public Realm Improvements	0	1	1	2	0	0	0	0	0	0	4	0	0	0	0	2	0	2					✓	✓	✓	✓
Sustainable Travel	27	Car Share Scheme	1	1	1	0	0	1	1	0	1	1	7	0	1	0	0	0	1	2					✓	✓	✓	✓
	28	Travel Planning (businesses, schools etc.)	0	1	1	0	0	1	0	0	0	0	3	0	1	0	0	0	1	2					✓	✓	✓	✓

Objectives are driven by the identified problems hence significant overlap.

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