

# Cabinet Agenda

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**Date:** Tuesday, 14th October, 2014  
**Time:** 2.00 pm  
**Venue:** Committee Suite 1, 2 & 3, Westfields, Middlewich Road,  
Sandbach CW11 1HZ

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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 relevant to the work of the meeting. 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.

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**Contact:** Paul Mountford, Democratic Services Officer  
**Tel:** 01270 686472  
**E-Mail:** [paul.mountford@cheshireeast.gov.uk](mailto:paul.mountford@cheshireeast.gov.uk)

4. **Questions to Cabinet Members**

A period of 20 minutes is allocated for questions to be put to Cabinet Members by members of the Council. Notice of questions need not be given in advance of the meeting. Questions must relate to the powers, duties or responsibilities of the Cabinet. Questions put to Cabinet Members must relate to their portfolio responsibilities.

The Leader will determine how Cabinet question time should be allocated where there are a number of Members wishing to ask questions. Where a question relates to a matter which appears on the agenda, the Leader may allow the question to be asked at the beginning of consideration of that item.

5. **Minutes of Previous Meeting** (Pages 1 - 8)

To approve the minutes of the meeting held on 16<sup>th</sup> September 2014.

6. **Notice of Motion - Making of Roads on New Estates Subject to a 20 mph Speed Limit** (Pages 9 - 12)

To consider and respond to the motion.

7. **Notice of Motion - Peace Pole on Scotch Common in Sandbach** (Pages 13 - 16)

To consider and respond to the motion.

8. **Notice of Motion - Spare Room Subsidy** (Pages 17 - 26)

To give further consideration to the motion.

9. **Macclesfield Movement Strategy (Ref CE 14/15-6)** (Pages 27 - 62)

To consider the development of, and consultation on, a Macclesfield Movement Strategy.

10. **Cheshire East Municipal Waste Strategy 2030 (Ref CE 14/15-6)** (Pages 63 - 144)

To consider the adoption of the Cheshire East Municipal Waste Strategy 2030.

11. **Hurdsfield Community Hub (Ref CE 14/15-25)** (Pages 145 - 148)

To consider a proposal for the creation of a community hub at Hurdsfield, Macclesfield

12. **Adult Social Care Commissioning Strategy** (Pages 149 - 208)

To consider a report on the Adult Social Care Commissioning Strategy.

13. **Cheshire East Energy Supply Offer (Ref CE14/15-16) (Pages 209 - 224)**

***Please note that, contrary to previous indications, this item does not contain exempt information and will be considered in public at the Cabinet meeting, with the public and press remaining in attendance. The discussion on this matter will also be included in the webcast of the meeting.***

To consider a report proposing a strategic partnership with an energy supplier with the aim of enabling competitive energy pricing for residents of the Borough and supporting those in fuel poverty.

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**CHESHIRE EAST COUNCIL**

Minutes of a meeting of the **Cabinet**  
held on Tuesday, 16th September, 2014 at Committee Suite 1,2 & 3,  
Westfields, Middlewich Road, Sandbach CW11 1HZ

**PRESENT**

Councillor M Jones (Chairman)  
Councillor D Brown (Vice-Chairman)

Councillors Rachel Bailey, J Clowes, J P Findlow, L Gilbert, P Raynes,  
D Stockton and D Topping

**Members in Attendance**

Councillors Rhoda Bailey, L Brown, S Corcoran, O Hunter, P Mason,  
R Menlove, B Murphy, D Newton, L Smetham, A Thwaite and J Wray

**Officers in Attendance**

Mike Suarez, Peter Bates, Anita Bradley, Caroline Simpson, Heather  
Grimbaldeston, Brenda Smith, Steph Cordon and Paul Mountford

**Apologies**

Councillor B Moran

**49 DECLARATIONS OF INTEREST**

There were no declarations of interest.

**50 PUBLIC SPEAKING TIME/OPEN SESSION**

Sue Helliwell referred to a report on the agenda relating to key worker accommodation and sought assurances that the proposed approach would not lead to the loss of green belt and countryside. The Leader of the Council responded that the Council had a strong commitment to protecting the green belt.

Sylvia Dyke expressed similar concerns about the matter and pointed out that many housing estates now extended well out into the countryside and that most professional people were able to drive to work. The Leader responded that the Council would support key workers but that there would be a clearly defined process and the policy would not provide a back door way of developing the green belt and countryside.

**51 QUESTIONS TO CABINET MEMBERS**

Councillor S Corcoran asked when the Notice of Motion on a Peace Pole on Sandbach Common would be considered by Cabinet. The Leader responded that the matter would be considered at the next meeting.

Councillor L Brown asked if the Council could produce a supplementary planning document for the provision of community facilities, as had been done by other local authorities. In response, the Leader asked the Portfolio Holder for Housing and Jobs to bring forward a paper on the matter.

Councillor D Newton referred to the recent approval of a £900,000 fund for the benefit of Cheshire East residents and asked for details of the bidding process. The Leader responded that applications should be made to Steph Cordon, the Head of Communities, or to Tina Jones, the Partnership Support Manager.

Councillor J Wray asked about progress in providing a gypsy and traveller site in Cheshire East. The Leader responded that the Council was underway with the purchase and development of a transit site and it was anticipated that this would become available for use by spring/summer 2015. Work was also continuing to identify a potential permanent site.

## **52 MINUTES OF PREVIOUS MEETING**

### **RESOLVED**

That the minutes of the meeting held on 2<sup>nd</sup> September 2014 be approved as a correct record.

## **53 NOTICE OF MOTION - PLANNING INSPECTORATE DECISIONS**

Cabinet considered the following motion which had been moved by Councillor B Burkhill and seconded by Councillor D Brickhill at the Council meeting on 17<sup>th</sup> July 2014 and referred to Cabinet for consideration:

“In a time when we are trying to secure public trust and restore confidence in a system of democracy and priorities of acceptable locations, this Council deplores the planning inspectorate making decisions in the face of the wishes of our local committees and our parish councils. It therefore condemns the Government at Westminster for its policy on granting planning permission for sites not within the submitted local plan. It strongly recommends and requests that the Chief Executive and the Leader contact all local MPs to press them to urge withdrawal of the policy which causes this excess pressure on some Cheshire East communities.”

The Council had refused permission for many applications since it had adopted the latest Housing Position Statement in February this year which demonstrated a five year supply. However, the Council had received a number of decisions that had granted permission, citing that the supply position had not been demonstrated. The Council had sought to challenge some of the appeal decisions.

The Leader and senior officers had been in regular discussions with the Planning Minister and local MPs to highlight the issues in Cheshire East, focussing on the inconsistencies of the appeal decisions. It was therefore evident that Ministers and Local MPs were well aware of the issue of unplanned development in Cheshire East and the implications that it had for its residents. The Leader and senior Officers would continue to highlight these matters and keep the profile of Cheshire East at the highest level.

Councillor Murphy spoke on the motion in the absence of the mover and seconder.

## **RESOLVED**

That having noted the report, Cabinet rejects the motion.

### **54 NOTICE OF MOTION - DEFINITION OF SUSTAINABLE DEVELOPMENT**

Cabinet considered the following motion which had been moved by Councillor S Corcoran and seconded by Councillor S Hogben at the Council meeting on 17<sup>th</sup> July 2014 and referred to Cabinet for consideration:

“This Council should provide a working definition of sustainable development in Cheshire that our planning officers could use and justify objectively when assessing planning applications.”

The concept of sustainability was an extremely complicated one with many interwoven factors needing to be addressed to ensure a successful approach. The UK Sustainable Development Strategy Securing the Future set out five guiding principles of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly. The National Planning Policy Framework (NPPF) itself was built around supporting sustainable development.

There were now two specific policies within the Submission Version of the Cheshire East Local Plan Strategy which built on the advice within the NPPF:

Policy SD1 – Sustainable Development in Cheshire East  
Policy SD2 – Sustainable Development Principles

Councillor Corcoran spoke on the motion, calling for a working definition of sustainability which planning officers could use and justify, building on the foundations of SD1 and SD2. The Deputy Leader and Portfolio Holder for Strategic Outcomes responded that he was willing to meet Councillor Corcoran at any time to discuss ways to make further improvements.

**RESOLVED**

That Cabinet notes the report and the current and emerging policies that exist for assessing sustainability in planning applications.

**55 ALDERLEY PARK INVESTMENT FUND (REF CE 14/15-6)**

Cabinet considered a report seeking approval to establish an investment fund in relation to Alderley Park.

Through the Council's continued close collaboration with its partners, a clear need had been identified for collective action to ensure that new start-ups and growing SMEs on site were fully supported and nurtured. In addition to the business support services already available, there was growing demand for early-stage investment funding.

It was proposed that investment funds target the following:

- § Spin outs from AstraZeneca and academic institutions wishing to establish at Alderley Park
- § SMEs in the UK looking to relocate to Alderley Park in order to grow and expand
- § Inward investors

The provision of such investment funding had the potential, alongside other interventions, to increase significantly the number of jobs on site.

Cabinet was asked to approve an investment in a fund by Cheshire East Council of £5million. This would be used to attract further high net worth investors.

**RESOLVED**

That

1. Cabinet delegates to the Portfolio Holder for Finance, subject to the findings of the independent adviser's final report and the determination of detailed investment policies and appropriate fund structure, the authority to make the investment; and
2. subject to the decision of the Portfolio Holder for Finance, budget be provided and officers be authorised to take all necessary actions to set up the Fund and undertake the proposed investment, including the procurement and appointment of a Fund Manager, and in line with the findings of the independent adviser's final report and the determination of detailed investment policies and appropriate fund structure.



**56 BROWNFIELD DEVELOPMENT (REF CE 14/15-20)**

Cabinet considered a report setting out proposals to facilitate the development of more brownfield sites in Cheshire East, focussing on Macclesfield as a pilot area.

Cheshire East Council had adopted a “brownfield first” development policy with over 77% of housing development being delivered on brownfield sites over the last 5 years. However, housing restraint in Cheshire was no longer supported by national and regional policy and could therefore no longer be justified as an aim in itself by local policy.

The Chancellor had demanded that councils establish local development orders (LDO) on brownfield land, providing sites with outline planning permission to speed up development. Councils would be required to put LDOs on more than 90 per cent of the brownfield sites suitable for housing by 2020. The Treasury had now created a £5million fund to help create the first 100 LDOs.

It was proposed that the following actions take place:

- Cheshire East Council to be at the forefront in the development of Local Development Orders by establishing a cross departmental Task Group to develop a pilot within Macclesfield, identifying and working with the owners of brownfield sites.
- Work with Government to explore the creation of a fund to build capacity to develop knowledge and understanding of smaller sites likely to be beneficiaries of Local Development Orders.
- Explore the potential for the development of an Equity share or grant schemes, delivered through a public / private partnership approach.
- Work with the Government on the development of tax incentives targeted at brownfield sites that were identified within the Local Development Order sites or in existing town centre boundaries.

**RESOLVED**

That Cabinet endorses the approach set out in the report with a focus on Macclesfield as a pilot area for research and bid development in consultation with local members.

**57 KEY WORKER ACCOMMODATION (REF CE 14/15-22)**

Cabinet considered a report outlining a suggested interim approach to secure key worker accommodation on new development sites whilst a formal Supplementary Planning Document was developed.

Key Workers had a fundamental role to play within communities, and may struggle in higher value and rural areas to access affordable housing. The report outlined a suggested interim approach to secure key worker accommodation on new development sites while a formal Supplementary Planning Document was developed. The interim approach would be to pilot the requirement for Key Worker accommodation on new development sites. This would form part of the Section 106 agreement.

The definition of a key worker in Cheshire East was set out in the report. Staff would not qualify for Key Worker accommodation if they had a household income of more than £50,000 per annum.

## **RESOLVED**

That the approach outlined in the report be approved, including:

- (a) the approval of an interim approach including the definition of a Key Worker;
- (b) that Officers carry out the primary research to establish the need for Key Worker provision; and
- (c) the need for Key Worker provision once established to be incorporated into the development of the Affordable Housing Supplementary Planning Document, subject to consultation.

## **58 THE INDEPENDENT LIVING FUND**

Cabinet considered a proposal that the transfer of Independent Living Fund funding into the Council budget in 2015 be ring-fenced to the Adult Social Care commissioning budget to ensure that the Council continued to meet eligible need.

Following the Government's consultation on the future of the Fund, the Minister for Disabled People had announced that the Fund would close on 30<sup>th</sup> June 2015. From this date local authorities would have responsibility for meeting all of the eligible care and support needs of current Fund users. This meant that on 30<sup>th</sup> June 2015 Fund payments currently paid direct to service users would cease.

There would be a transfer of funds from the Independent Living Fund scheme into the Local Authority baseline budget to allow the Authority to meet the service users' needs previously met by the Fund, subject to their meeting the current eligibility criteria of the Council.

## **RESOLVED**

That the transfer of the Independent Living Fund funding into the Council budget in 2015 be ring-fenced to the Adult Social Care commissioning

budget to ensure that the Council continues to meet eligible need for those individuals previously in receipt of Independent Living Fund.

**59 AWARD OF CONTRACTS FOR SUPPORTED LOCAL BUS SERVICES**

Cabinet considered a report seeking approval to award a number of contracts for local bus services.

The seven year contracts for local bus services were set out in paragraph 1.1 of the report. The fully compliant procurement and tender evaluation had identified GHA Coaches as the preferred bidder for all four contracts.

**RESOLVED**

That Cabinet approves the award of seven year contracts for local bus services to GHA Coaches as set out in paragraph 1.1 of the report.

**60 TREASURY MANAGEMENT ANNUAL REPORT 2013/14**

Cabinet considered the Treasury Management Annual Report for 2013/14.

The report dealt with the Council's treasury year-end position, interest rates and prospects for 2013/14, compliance with treasury limits, the Council's investment and borrowing strategies, economic events of 2013/14 and prudential indicators.

The Portfolio Holder for Finance drew attention to the Council's healthy cash balances. He also stressed that the Council's ambitious capital programme would be funded from receipts.

**RESOLVED**

That the Treasury Management Annual Report for 2013/14 as detailed in Appendix A to the report be received.

**61 2014/15 FIRST QUARTER REVIEW OF PERFORMANCE**

Cabinet considered a report on the Council's financial and non-financial performance at the first quarter stage of 2014/15.

The detail of the report was set out in Annex 1 which set out further details of how the Council was performing in 2014/15. It was structured into three sections:

- Section 1 Summary of Council Performance
- Section 2 Financial Stability
- Section 3 Workforce Development

In 2014/15 the Council would operate on an annual budget of more than £750m. At First Quarter, a small overspend of £1.7m was projected; this

represented only 0.7% of the Council's net revenue budget of £253.8m and was considerably lower than previous years' forecasts at the Quarter 1 stage.

## **RESOLVED**

That

### **1. Cabinet notes:**

- § the summary of performance against the Council's five Residents First outcomes (Section 1 of the Annex to the report);
- § the projected service revenue and capital outturn positions, overall financial stability of the Council, and the impact on the Council's reserves position (Section 2);
- § the delivery of the overall capital programme (Section 2, paragraphs 152 to 161 and Appendix 4);
- § fully funded supplementary capital estimates and virements up to £250,000 in accordance with Finance Procedure Rules (Appendix 5);
- § reductions to Capital Budgets (Appendix 8);
- § treasury management investments and performance (Appendix 9);
- § the Council's invoiced debt position (Appendix 11);
- § the workforce development and staffing update (Section 3).

### **2. Cabinet approves:**

- § supplementary capital estimates and virements over £250,000, in accordance with Finance Procedure Rules, (Appendix 6);
- § supplementary revenue estimates to be funded by additional specific grant (Appendix 10);

### **3. Cabinet recommends that Council approve:**

- § supplementary capital estimates and virements over £1,000,000, in accordance with Finance Procedure Rules, (Appendix 7).

The meeting commenced at 2.00 pm and concluded at 3.30 pm

M Jones (Chairman)

## CHESHIRE EAST COUNCIL

### Cabinet

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<b>Date of Meeting:</b>	14 <sup>th</sup> October 2014
<b>Report of:</b>	Caroline Simpson, Director of Economic Growth and Prosperity
<b>Subject/Title:</b>	Notice of Motion – Making of Roads on New Estates Subject to a 20 mph Speed Limit
<b>Portfolio Holder:</b>	Cllr David Topping, Service Commissioning

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#### 1.0 Report Summary

- 1.1 The purpose of this report is to consider and respond to the following motion which had been moved by Councillor Fletcher and seconded by Councillor Nelson at the Council meeting on 17<sup>th</sup> July 2014, and referred to Cabinet for consideration:

**Notice of Motion – Making of Roads on New Estates subject to a 20 mph Speed Limit”**

The motion stated:

*“Most, if not all, new approved Planning Applications for large estates have a condition that the developers build the road in a way that is unsuitable for driving at speeds in excess of 20mph.*

*However, it appears that not all residents or visitors to these estates are aware that the roads on these new estates are usually set at different levels can damage their vehicles if they drive in excess of 20mph.*

*Local garages have stated that the increase in damage to cars is being caused by potholes, the poor state of Cheshire roads, and driving at excess speed over road humps.*

*The Council therefore calls for official 20mph speed limits to be imposed when Cheshire East Planning Department imposes a condition that roads be built to ensure that speeds are limited to 20mph maximum and that any associated legal costs and erection of signs is paid for by the developers.”*

- 1.2 This report examines the opportunities and effects of two options for the control of traffic speed on new estate roads which come forward through new development proposals.

It seeks to identify the merits and/or disbenefits of methods by which a 20mph design speed or regulated traffic speed can be achieved under those two options.

The options are to either: create a design for the layout of new housing roads which will be self regulating at a 20mph design speed., or: impose Traffic Regulation Orders which will put in place legislative control for a 20mph speed limit on the roads in question.

## **2.0 Recommendations**

- 2.1 That for new residential developments where it is appropriate and where there is Local Demand, the Council will support the provision of a highway environment which creates a self-enforcing 20mph design speed.
- 2.2 That the motion for imposing 20mph speed limits on all new developments be rejected.

## **3.0 Reasons for Recommendations**

- 3.1 The design led approach to managing speed is appropriate and aligns with national policy and guidance. It does not include vertical traffic calming features such as road humps which are not supported by this Authority.
- 3.2 Traffic Regulation Orders are costly and cannot be supported through planning conditions as they fall under Highway Legislation. Developers may resist the requirement to pay for TRO's if they have a 20mph design in place. Orders would require signing maintenance and would be unlikely to be enforced.
- 3.3 To ensure that a 'blanket' application of 20mph limits does not provide an argument for development to occur in unsustainable locations.

## **4.0 Wards Affected**

- 4.1 All

## **5.0 Local Ward Members**

- 5.1 All

## **6.0 Policy Implications**

- 6.1 Maintain current Planning & Highway Development Management approach

## **7.0 Implications for Rural Communities**

- 7.1 Would affect new residential development.

## **8.0 Financial Implications**

8.1 None

## **9.0 Legal Implications**

9.1 None

## **10.0 Risk Management**

10.1 In cases where, even through careful design, there is perceived speeding issue a traffic regulation order can be implemented.

## **11.0 Background and Options**

### **11.1 Option 1 - 20mph by design:**

- Manual for Streets (2007) offers guidance on street design and place making which gives hierarchy to new estate roads and can provide a layout design which creates a 20 mph design speed through various design elements.
- The Strategic Highways Development Control team in liaison with the planning department negotiate new estate design to provide quality place making. This includes for geometry and alignment which will provide a 20 mph design speed.
- Manual for Streets design approach is not based on the old 'traffic calming' approach which is not supported by this Authority, but includes for a descending hierarchy which restricts vehicles and their speed and includes for tighter junction designs, lateral deflections, shorter unrestricted lengths of carriageway, pedestrian priority designs and material and environment changes which all serve to produce a lower vehicle speed.

### **Option 2 - Traffic Regulation Order:**

- Traffic Regulation Orders could be imposed on new estate roads once formally adopted as public highway in order to legally restrict vehicle speed to 20 mph.

Note: there are a number of caveats which can affect this option:

- A Traffic regulation Order cannot be the subject of a planning condition as it falls under legislation other than planning legislation and if conditioned and the TRO failed at legal process the developer would be in breach of planning condition and the granted permission with be rendered unlawful.

- A Traffic Regulation Order can only be imposed once a new estate has been formally adopted as public highway which may mean that a new development subject to build out over a few years may not have a TRO imposed for a lengthy period of time.
- The imposition of a 20 mph speed limit would require on street signing which may be considered detrimental to the street scene due to signing proliferation – something which the LPA may wish to comment upon.
- In order for TRO's to be funded it is likely the Authority would require developers to provide funding for the legal advertisement and signing of the Traffic regulation Order if CEC policy required TRO's to be imposed once adoption was complete. This would mean negotiating a capital sum under a Section 106 agreement at the time of the planning process - which would need to be estimated - and agreeing a suitable length of time for the money to be held by the Authority in order that it was available when in the fullness of time the development was formally adopted.
- It is entirely possible that a developer – having agreed a high quality design which provides a 20mph design speed – may object to a requirement for the funding for a TRO as it could be considered both unreasonable and not appropriate against the requirements of the National Planning Policy Framework.
- In addition, and in making this decision, weight must be given to the probability that if the Authority policy was to provide 20mph Traffic Regulation Orders, that residents on existing residential developments may view this precedent and this could begin a series of requests for similar TRO's on existing estate roads which are currently subject to a 30mph speed limit due to street lighting provision.
- Finally, weight must be given to the likelihood of enforcement of an imposed 20mph speed limit by Cheshire Constabulary and whether this would be a practical likelihood.

## **12.0 Access to Information**

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

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Designation: Principal Development Officer  
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Email: [nigel.curtis@cheshireeast.gov.uk](mailto:nigel.curtis@cheshireeast.gov.uk)



## CHESHIRE EAST COUNCIL

### Cabinet

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<b>Date of Meeting:</b>	14 <sup>th</sup> October 2014
<b>Report of:</b>	Steph Cordon, Head of Communities
<b>Subject/Title:</b>	Notice of Motion – Peace Pole on Scotch Common in Sandbach
<b>Portfolio Holder:</b>	Cllr Les Gilbert – Localism and Enforcement

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#### 1.0 Report Summary

- 1.1 At Council on 17 July 2014, a Notice of Motion was proposed by Councillor Sam Corcoran and seconded by Cllr Gillian Merry that “This Council supports the efforts of Churches Together in Sandbach, with support from Sandbach Town Council, to plant a Peace Pole on Scotch Common in Sandbach”. The recommendation was that this be referred to Cabinet.
- 1.2 This report outlines the issues that would need to be considered in relation to the erection of a Peace Pole to establish community benefit.

#### 2.0 Recommendations

- 2.1 That Cabinet agree that before any decision can be made, evidence is provided which demonstrates:
- a. community support and evidence of need for a Peace Pole in Sandbach; and
  - b. that all necessary conditions set out in section 11.2 can be met

#### 3.0 Reasons for Recommendations

- 3.1 To establish the level of demand for this and ensure that no ongoing costs would be incurred by the Council.

#### 4.0 Wards Affected

- 4.1 Sandbach wards.

#### 5.0 Local Ward Members

- 5.1 They may be able to provide views as part of community demand assessment

## **6.0 Policy Implications**

6.1 Not applicable.

## **7.0 Implications for Rural Communities**

7.1 Not applicable.

## **8.0 Financial Implications**

8.1 It is envisaged that installation and ongoing maintenance costs will be met by the organisations proposing and supporting the initiative, as described in the report. Council officer time will be spent in considering and approving the proposal, but these costs will be met from existing budgets.

## **9.0 Legal Implications**

9.1 There may be legal implications for the erection of the Peace Pole which need to be considered before this goes ahead.

## **10.0 Risk Management**

10.1 The risks to the Council are contained in this report and potential mitigation measures outlined in the recommendations.

## **11.0 Background and Options**

11.1 There was no specific information provided about the proposal and unfortunately work pressures have not enabled any further work to be done at this point. However for Members information, this is an international project where areas are asked to plant a Peace Pole to promote world peace. The website for this is <http://www.peacepoleproject.org/peacepoleproject.html> which states that “a Peace Pole is an internationally-recognised symbol of the hopes and dreams of the entire human family, standing vigil in silent prayer for peace on earth. Each Peace Pole bears the message **May Peace Prevail on Earth** in different languages on each of its four or six sides”.

11.2 The following sets out the information that the Council would require before it agrees to support this proposal:

- § details of all necessary permissions that need to be obtained from the Council are presented by the lead organisation with confirmation that costs will be met by the lead organisation;
- § confirmation of support from any other agencies that may need to be consulted;
- § that all costs for repairs and annual maintenance are met by the organisation who wish to install it for the lifetime of the Peace Pole;

- § any liabilities for injury to persons or property related to the Peace Pole remain with the organisation who wish to install it and not with the Council; and
- § that if for any reason the Peace Pole had to be removed that all costs for making good Council owned land would be met by the organisation wishing to make this happen.

## **12.0 Access to Information**

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

Name:	Steph Cordon
Designation:	Head of Communities
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Email:	<a href="mailto:steph.cordon@chershireeast.gov.uk">steph.cordon@chershireeast.gov.uk</a>

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## CHESHIRE EAST COUNCIL

### Cabinet

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<b>Date of Meeting:</b>	14 <sup>th</sup> October 2014
<b>Report of:</b>	Benefits Manager
<b>Subject/Title:</b>	Notice of Motion – Spare Room Subsidy
<b>Portfolio Holder:</b>	Cllr Peter Raynes, Finance

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#### 1.0 Report Summary

- 1.1 The purpose of this report is to respond to the following Motion to Council on 27<sup>th</sup> February 2014 on Spare Room Subsidy<sup>1</sup> which was proposed by Cllr K Edwards and seconded by Cllr P Raynes:

*“In line with the aspiration to improve the quality of life of all in Cheshire East, this Council should be satisfied that there has been no harm done to the health and wellbeing of the residents who have been affected by the Spare Room Subsidy.*

*We therefore call upon this Council to carry out Health Impact, and Equality Impact Assessments on the effects of the implementation of the Spare Room Subsidy throughout the Borough.*

*In particular, the Council should assess the impact on those residents who have been detrimentally affected, because they have been in receipt of Housing Benefit Support since before 1996.”*

- 1.2 The interim response was considered by Cabinet on 29th April 2014<sup>2</sup>, outlining the approach to be taken.

#### 2.0 Recommendations

- 2.1 That Cabinet consider the response to the motion and consider further actions to support those affected by the Spare Room Subsidy. Whilst supporting the regulations to encourage households to downsize and incentivise people to find work or increase hours/pay, Cabinet write to the Rt. Hon. Ian Duncan Smith with the findings of the study.

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<sup>1</sup>

<http://moderngov.cheshireeast.gov.uk/ecminutes/documents/s32658/Notices%20of%20Motion%20Council%2027%20Feb%202014.pdf>

<sup>2</sup> <http://moderngov.cheshireeast.gov.uk/ecminutes/documents/s34179/NOM%20-%20Spare%20Room%20Subsidy%20-%20report%20final.pdf>

2.2 These are the areas where it is believed a review should be considered:

- Having a clear definition within the Housing Benefit rules with regards to minimum size criteria for a bedroom
- Allow a bedroom for a child where there is regular access (e.g. a child stays at least one day a week overnight)
- Consideration is given to allow an additional bedroom where a couple are unable to share, matching the rules where children are unable to share a bedroom due to the medical needs of one of them
- An additional bedroom can be allowed where it is required to store medical needs
- Local Planning authorities should encourage the building of more one and two bedroom accommodation

### **3.0 Reasons for Recommendations**

3.1 To minimise the impact of the changes on the health and wellbeing of those affected.

3.2 To support the aim of the reforms to encourage and support the residents of Cheshire East into employment.

### **4.0 Wards Affected**

4.1 All

### **5.0 Local Ward Members**

5.1 All

### **6.0 Policy Implications**

6.1 Those affected by the Spare Room Subsidy are entitled to apply for a Discretionary Housing Payment (DHP). The DHP Policy<sup>3</sup> outlines the discretionary support for those facing a shortfall between their housing benefit award and rental liability.

6.2 The Cheshire Homechoice Common Allocation Policy<sup>4</sup> ensures those households downsizing, where agreed by their landlord, are placed in the highest priority band (band A).

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<sup>3</sup> [http://www.cheshireeast.gov.uk/benefits\\_housing\\_council\\_tax/discretionary\\_housing\\_payments.aspx](http://www.cheshireeast.gov.uk/benefits_housing_council_tax/discretionary_housing_payments.aspx)

<sup>4</sup> [http://www.cheshireeast.gov.uk/housing/housing\\_options/rented\\_social\\_housing.aspx](http://www.cheshireeast.gov.uk/housing/housing_options/rented_social_housing.aspx)

## 7.0 Implications for Rural Communities

- 7.1 Those living in rural communities may have less access to alternative affordable properties in the local area and have to move away from family and support

## 8.0 Financial Implications

- 8.1 The Council receives funding from the Department for Work and Pensions (DWP) for the Discretionary Housing Payment Scheme. Any spend over the Government's contribution is to be funded by the Council. The expenditure for 2012/13 onwards is shown below for comparison:

Year	Government Maximum contribution	Expenditure
2014/15	£488,079	£267,510 as at 31 August 2014
2013/14	£451,401	£287,063
2012/13	£226,396	£118,363

Table 1 DHP expenditure showing actual and committed expenditure by Cheshire East

- 8.2 The DWP has stated the increased funding for DHPs is to reflect the potential increase in demand as a result of various welfare reforms.
- 8.3 The following chart depicts the original national DHP allocation with the increased (in £m) allocation for the changes to Local Housing Allowance (affecting private rented claimants), the removal of the Spare Room Subsidy (affecting working age Social Housing claimants) and the Benefit Cap (affecting working age claimants with higher income including housing benefit):

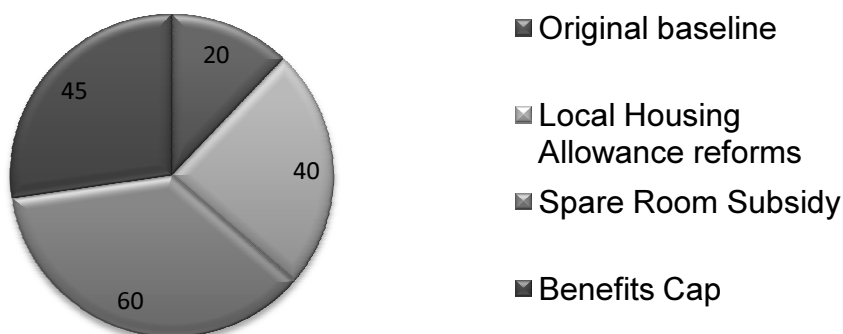


Figure 1 DHP national expenditure for 2014-15 in £m

- 8.4 As the Council does not have its own housing stock, any impact on rent collection rates and increased cost of collection only affects Registered Housing Providers (Housing Associations). More information on this impact is included in 11.8.

## **9.0 Legal Implications**

- 9.1 The government made changes to housing benefits with effect from 1 April 2013. The Housing Benefit (Amendment) Regulations 2012 reduced the rent that is eligible for housing benefit by 14% where a recipient of housing benefit is judged to have one spare bedroom and by 25% where there are two or more extra bedrooms.
- 9.2 However, when previous changes to the housing benefit scheme were introduced in 2006, transitional protection was provided to claimants in certain circumstances. When the housing benefit rules were changed again in 2013, this transitional protection was preserved and some tenants were seeking to have their housing benefit entitlement decided in accordance with the transitional provisions in the 2006 Regulations instead of the Housing Benefit (Amendment) Regulations 2012. This in effect prevented any deductions due to under-occupancy, which was causing an anomaly and defeating the policy intention of the government in certain circumstances.
- 9.4 Amendments have therefore been made to The Housing Benefit and Council Tax Benefit (Consequential Provisions) Regulations 2006 which came into force on 3 March 2014. This amendment should ensure that all tenants are now subject to The Housing Benefit (Amendment) Regulations 2012 and therefore ensure consistency of approach in application of the under-occupation reductions to housing benefit claims.

## **10.0 Risk Management**

- 10.1 The Corporate Welfare Reform Group and the Benefits Section maintain a risk log in connection with all the welfare reform changes. Following the initial implementation the main remaining risk surrounding the removal of the Spare Room Subsidy is:
- Demand for Discretionary Housing Payments exceed the available budget
- 10.2 As part of the implementation of this change and on-going monitoring of impacts, a Health Impact Assessment has been maintained. Further information on this is included at 11.12.

## **11.0 Background and Options**

- 11.1 Principles of under-Occupancy (Spare Room Subsidy)  
From April 2013, when assessing claims for Housing Benefit, the household is reviewed to determine the number of bedrooms required, compared to the number of bedrooms in the property. If a working age claimant is considered to be occupying a property with more rooms than their household requires, the rent used for calculating Housing Benefit is reduced by:



- 14% if classed as having one spare bedroom
- 25% if classed as having two or more spare bedrooms

Those of pension age are not affected.

11.2 The objectives of the reforms are to encourage households to:

- Downsize, freeing accommodation for larger households in need
- Encourage those who can work to do so

11.3 A great deal of publicity was undertaken by the Council and the Registered Housing Providers to ensure all those affected were aware in advance of the changes being introduced, and of the options available to them. Claimants were advised in mail shots, at drop-in sessions and by visits and telephone about the changes and signposted to support and advice, such as moving to smaller properties or taking on lodgers, claiming Discretionary Housing Payments and assistance in managing household budgets.

11.4 Pre-1996 'loophole'

As outlined in the report to Cabinet on 29 April 2014, there was a loophole in the regulations, which was amended from 3 March, where some claimants who had been continuously in receipt of Housing Benefit since 1996 would not be affected by the Spare Room Subsidy until the rules changed. The following is an update on the review of those who may be eligible:

- 206 of the requests considered so far (118 have been allowed and 88 refused)
- 127 left to check
- Average refund for 1 room: £528
- Average refund for 2 or more rooms: £1,090
- Total refunded so far: £92,740

11.5 The following shows the number of households affected by Spare Room Subsidy across Cheshire East, split by those under occupying by one bedroom and those by two or more bedrooms.

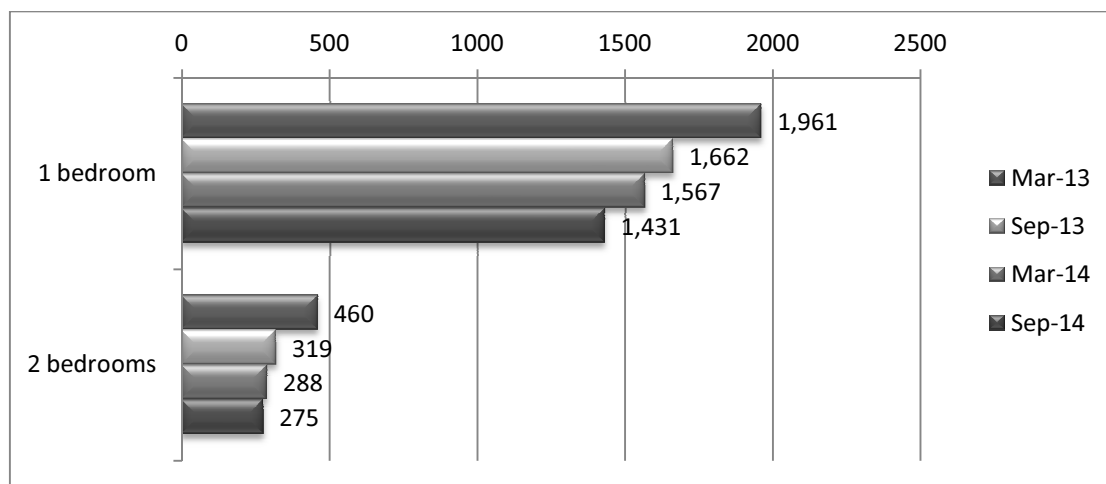


Figure 2 Numbers affected by Spare Room Subsidy

- 11.6 The average weekly reduction in eligible rent, used for Housing Benefit purposes, for those affected is:  
 £13.54 for those under occupying by one bedroom  
 £25.06 for those under occupying by two or more bedrooms
- 11.7 Of those currently affected, 319 are in receipt of a DHP. The average weekly award is £15.85.
- 11.8 Based on feedback from Registered Housing Providers:
- 8.9% of the stock affected
  - Arrears increased by 5.4%
  - 10% of those affected have downsized
  - 3% are waiting to move on
  - Remainder have decided to remain
- 11.9 There has been a 30% increase since 2013/14 in the number on the waiting list looking for social housing, due to the increased demand to downsize with an increase of 12% by those facing overcrowding:

As at 9 September 2014:

6,324 households are waiting for accommodation of which  
 923 have been awarded priority due to under occupation and  
 554 have been awarded priority due to overcrowding

Bedrooms required	Applications held
1	3295
2	2181
3	701
4	133
5	14
6	1

Table 2 Demand for property size

- 11.10 When comparing 2012-13 to 2013-14 there has been a 25% increase in property turnover:
- 5% increase in 1 bedroomed
  - 35% increase in 2 bedroomed
  - 40% increase in 3 bedroomed
  - 70% increase in 4 bedroomed
  - 400% increase in 5 bedroomed
- 11.11 The following case studies help to demonstrate the impact and outcomes of the removal of the Spare Room Subsidy:

**Case study 1 - downsizing**

Miss A is working part time and lived in a 2-bedroomed property. The rent was £92.45 per week. As she was under-occupying by one room her eligible rent was reduced by 14% (£12.94). She has moved to a 1-bedroomed property but the rent is higher at £105.94.

Based on her housing benefit entitlement, she used to contribute £53.83 per week. Following the move she now pays £40.43, so is better off financially. If she rented in the private sector, the maximum rent which would be met by Housing Benefit under the Local Housing Allowance<sup>5</sup> is £84.

**Case study 2 – size of bedroom and access to a child**

Currently the Benefits Section relies on Landlords for confirmation as to how many bedrooms a property has. There is not a legal definition outlining any size criteria for a bedroom for Housing Benefit purposes.

Mr B is living in a 2-bedroomed property on his own. The landlord has confirmed that it is classed as having 2 bedrooms. Mr B has a child staying with him overnight occasionally, but this is not his main home.

The second bedroom is 7 feet 11inches by 4 feet 6 inches.

Mr B can only be treated as needing a one-bedroomed property so is subject to a 14% deduction for having one extra room.

Mr B appealed and his case was heard by the First Tier Tribunal (HM Courts and Tribunal Service). Following the hearing, the Tribunal allowed the appeal on the grounds that he has access to his son and the room is too small to be a bedroom.

**Case study 3 – adapted property**

If a claimant or partner requires overnight care provided by someone who is not a member of the household, an additional bedroom can be allowed. This is not the case if the care is required for a dependent child or other adult. An additional bedroom is not allowed where a couple are unable to share a bedroom due to medical needs or need a room to store medical equipment. They are required to claim a DHP to help meet the shortfall.

Mrs C lived in a 5-bdroomed property which was adapted. As some of her adult children had moved away she was under-occupying by 2 bedrooms and had to downsize as she could not afford the shortfall. The adaptations at the new property cost £16,333.

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<sup>5</sup> [http://www.cheshireeast.gov.uk/benefits\\_housing\\_council\\_tax/local\\_housing\\_allowance.aspx](http://www.cheshireeast.gov.uk/benefits_housing_council_tax/local_housing_allowance.aspx)

The average cost of adapting a property in 2013/14 was £4,712. The lowest cost is usually £1,300 (installing a stair lift), through to the upper grant limit of £30,000.

11.12 The Health Impact Assessment covering the removal of the Spare Room Subsidy, highlighted the following:

Of the **167,616** properties within Cheshire East, there are **19,433** properties where the landlord is a Registered Housing Provider

**18,927** households in Cheshire East are receiving Housing Benefit (social housing and private rented)  
of which:

**12,757** of the households are renting from Registered Housing Providers (social housing)

**7,630** of these households are claimants of working age and potentially subject to the Spare Room Subsidy with

**1,706** actually affected by the Spare Room Subsidy

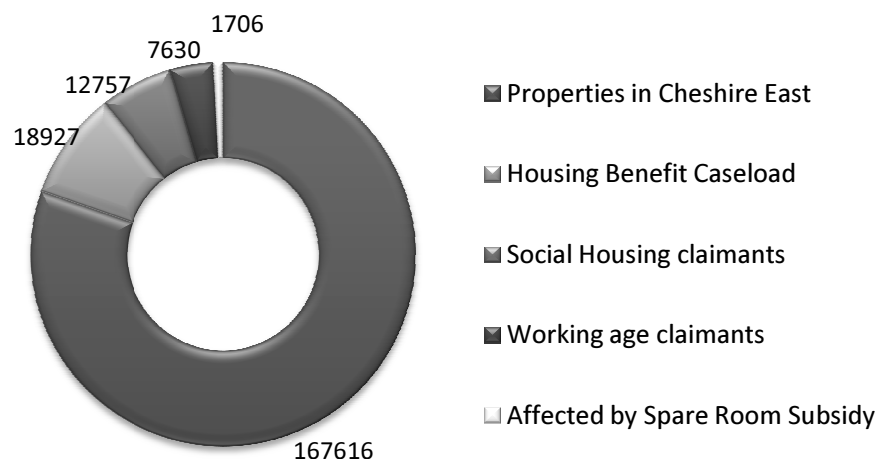


Figure 3 Impacts on properties within Cheshire East

11.13 From the Health Impact Assessment, the majority of those affected can move and downsize and/or gain employment or increase hours, with only the following groups felt to be most vulnerable and most likely to be supported by a Discretionary Housing Payment:

- Those in adapted properties (more than just a minimum adaptation)
- Those requiring an additional bedroom for storing medical equipment
- Couples who are unable to share a bedroom due to health needs of one of the couple
- Families where an extra bedroom is required by a non-resident overnight carer providing support for another member of the

household who is not the claimant or partner (a room can be allowed in that scenario)

### **Ongoing review**

- 11.14 The Corporate Welfare Reform Group is continuing to review and plan for the introduction of the wider welfare reforms, working with partners, and to evaluate the impacts on Cheshire East. The Benefits Team have been working hard with customers and stakeholders to help to mitigate the impact and provide support and advice for those affected.
- 11.15 The group will continue to work with partners to encourage and support residents of Cheshire East into employment.

### **12.0 Access to Information**

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

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## CHESHIRE EAST COUNCIL

### Cabinet

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<b>Date of Meeting:</b>	14 <sup>th</sup> October 2014
<b>Report of:</b>	Director of Economic Growth and Prosperity
<b>Subject/Title:</b>	Macclesfield Movement Strategy (Ref CE 14/15-6)
<b>Portfolio Holder:</b>	Cllr David Brown – Strategic Outcomes.

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#### 1.0 Report Summary

- 1.1 The Council has an ambitious plan to improve the Macclesfield economy, supported by town centre regeneration, and the delivery of 3500 new homes and 15Ha of new employment land.
- 1.2 This report addresses how the Local Plan development proposals have informed the Infrastructure Plan and the impact on the local highway network. It proposes a major multi million pound investment to address key highway pinch points and improve transport networks to deliver a 'Movement Strategy' for the town.
- 1.3 The report sets out and identifies a package of short term 'quick wins' to address existing problems and help support the early delivery of some of the key strategic sites, including phase 1 of the South Macclesfield Development Area (SMDA) which is currently the subject of a planning application. Schemes will be delivered incrementally and a key consideration will be minimising delays during construction.
- 1.4 The report suggests a mechanism is considered to ensure new developments fairly contribute towards delivering the future highway improvements contained in the Movement Strategy.
- 1.5 This approach is also being developed in the councils other key growth areas, including Congleton and Crewe to ensure that key investment in critical new highway improvements is secured from new development ahead of adoption of the Local Plan and associated Community Infrastructure Levy.

#### 2.0 Recommendations

- 2.1 To approve the development of and consultation on a Macclesfield Movement Strategy, which will include prioritisation of highway improvement schemes, complemented by a package of sustainable travel improvements.
- 2.2 Approve the establishment of a Local Member Forum to review the development and delivery of the Macclesfield Movement Strategy.

2.3 That the following locations are prioritised for the delivery of highway improvements immediately and that work commences on detailed scheme development and consultation:

- ◆ A536 Congleton Road / Park Lane junction – ‘The Flowerpot’
- ◆ A536 Congleton Road / Moss Lane junction signalisation
- ◆ A523 Silk Road minor lining improvements
- ◆ A523 Mill Lane lining and widening improvements

2.4 To note that longer term, highway improvement schemes, as a minimum, will be required at the following key locations to accommodate the anticipated Local Plan development:

Silk Road	<ul style="list-style-type: none"> <li>• Silk Road / Hibel Road junction and Hibel Road improvements</li> </ul>
Chester Road	<ul style="list-style-type: none"> <li>• A537 Chester Road / Ivy Road roundabout improvements</li> <li>• A537 Chester Road / Fieldbank Road junction improvements</li> <li>• Broken Cross roundabout improvements</li> </ul>
Cumberland Street	<ul style="list-style-type: none"> <li>• Cumberland Street corridor capacity improvements</li> </ul>
Park Lane	<ul style="list-style-type: none"> <li>• A536 Park Lane / Churchill Way roundabout improvement and Park Lane widening</li> </ul>
Prestbury Road	<ul style="list-style-type: none"> <li>• Prestbury Road roundabout improvements</li> </ul>
Byron's Lane	<ul style="list-style-type: none"> <li>• Signal optimisation and/or upgrade</li> </ul>

The delivery of these improvements will be prioritised based on the pace and location of future development. This list is not exhaustive and it is recognised that other local ‘pinch points’ will be addressed over the plan period.

2.5 To authorise the appointment of Counsel to provide an opinion on the most appropriate way to secure the funding from developers towards the costs of these works and also to suggest a method for dealing with s106 obligations where the Council is the landowner.

2.6 Subject to the Counsel’s opinion and progress with the Local Plan, that the Director of Economic Growth and Prosperity be authorised to approve the preparation of a Development Brief / Supplementary Planning Document for Local Highway Infrastructure to support the economic growth of Macclesfield, Congleton and Crewe to ensure that new developments fairly contribute towards new and improved infrastructure prior to the adoption of a Community Infrastructure Levy.

2.7 That approval is granted to the Head of Strategic Infrastructure in consultation with the Cabinet Member for Prosperity & Economic Regeneration to take forward and deliver the initially prioritised schemes, subject to the Council’s arrangements for the endorsement of the business case.

2.8 To note the likely requirement for third party land to deliver the full benefit of the improvements to the Flowerpot junction and that approval is granted to enter into discussions with affected landowners and that the Chief Executive or his



identified nominee, in consultation with the Cabinet Member for Prosperity & Economic Regeneration, and subject to taking advice from the Head of Legal Services and the Chief Operating Officer or their identified nominee(s), be given delegated authority to acquire options or interests in land required to facilitate the works.

- 2.9 That any CEC owned land that is necessary for the delivery of the highway improvements identified in 2.3 is made available and transferred for highway purposes.
- 2.10 That authority is delegated to the Director of Economic Growth and Prosperity in consultation with the Cabinet Member for Prosperity & Economic Regeneration to submit a planning application (if required) for schemes identified in 2.3

### **3.0 Reasons for Recommendations**

- 3.1 To highlight the full package of longer term highway improvements necessary in Macclesfield to ensure the satisfactory mitigation of development proposals.
- 3.2 To prioritise the early deliver of key aspects of these improvements linked to the phasing of new development in the town, including the SMDA and set aside the necessary budget.
- 3.3 To examine options to ensure that new developments mitigate their impacts, not in isolation, but with due regard to the wider development proposals contained in the emerging local plan.
- 3.4 To ensure that a prioritised list of sustainable travel improvements is developed to compliment delivery of highway infrastructure improvements.

### **4.0 Wards Affected**

- 4.1 Macclesfield South, Macclesfield Central, Macclesfield East, Macclesfield Hurdsfield, Macclesfield Tytherington, Broken Cross and Upton, Macclesfield West and Ivy

### **5.0 Local Ward Members**

- 5.1 Cllr Damien Druce, Cllr Laura Jeuda, Cllr Janet Jackson, Cllr Ken Edwards, Cllr David Neilson, Cllr Gill Boston, Cllr Brendan Murphy, Cllr Lloyd Roberts, Cllr Louise Brown, Cllr Martin Hardy, Cllr Carolyn Andrew, Cllr Alift Harewood.

### **6.0 Policy Implications**

- 6.1 This measures outlined in this report will support the early delivery of some of the strategic sites Macclesfield.

## **7.0 Implications for Rural Communities**

7.1 None

## **8.0 Financial Implications**

- 8.1 In order to deliver the necessary improvements in a timely manner the council will be required to 'forward fund' from Council resources the delivery of the necessary highway improvements in advance of external funding from grants and developer contributions.
- 8.2 The budget required to develop the prioritised schemes is £400,000. This was included in the Capital Programme approved by Council on 27<sup>th</sup> February 2014; identified under Longer Term Proposals with an initial spend requirement in 2014/15.
- 8.3 The initial budget is required to deliver a robust estimate and delivery plan; this will then inform the future capital programme requirement.
- 8.4 A development brief for Local Highway Infrastructure should include a mechanism for fair and proportionate payment of S106 monies towards highway improvement schemes.

## **9.0 Legal Implications**

- 9.1 At this early stage it is impossible to identify the legal issues and considerations which will arise but it is possible that the Council will consider use of its compulsory purchase powers and the need for the diversion of highways and footpaths in due course. Other matters which will or could be of legal relevance include environmental issues and responsibilities, the need for provision or interference with utilities and highways and planning considerations.
- 9.2 The intentions expressed in this report should not fetter the Council's discretion in relation to the emerging Cheshire East Local Plan or any pending planning applications for the Macclesfield area, which must be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 9.3 The funding of any of the proposed schemes through the Planning system will have to comply with s106 of the Town and Country Planning Act 1990 (as amended) and the Community Infrastructure Levy Regulations 2010, together with National Planning Practice Guidance.
- 9.4 In relation to the pooling of section 106 contributions, it should be noted that Regulation 123 of the Community Infrastructure Levy Regulations 2010 imposes a limit so that no more than 5 separate obligations can be used to contribute to the same fund.

## **10.0 Risk Management**

- 10.1 The early commitment to delivery of the prioritised schemes from the Macclesfield movement strategy will ensure that key development sites can be delivered without undue impacts on the local highway network.
- 10.2 As the concept designs for improvements at these locations are refined, the necessary budget provision, possible land requirements and delivery programme will be firmed up.
- 10.3 This report concerns the Council's role as highway authority only arising from the need to consider the impact of new developments generally on the Macclesfield Transport network.
- 10.4 The proposed mechanism for clawing back Council funding invested in early infrastructure improvements is yet to be determined but it is anticipated that this will be based on an evidenced based assessment such as new trip generation.

## **11.0 Background and Options**

- 11.1 The preparation and implementation of a multi-modal Movement Strategy for Macclesfield was a commitment outlined in the recent report of traffic modelling undertaken for the draft Core Strategy development proposals. In recognition that new development in the town will add additional pressure to the highway network, the Movement Strategy is being prepared to examine all modes of transport and seeks to encourage increased use of public transport, walking and cycling. The strategy also includes a phasing proposal for the implementation of localised highway infrastructure and capacity improvements at key locations. Further details are contained at Annex A.
- 11.2 The town currently experiences peak period congestion around the town centre and on key commuter routes. Whilst a town centre Urban Traffic Control system has been implemented on Silk Road, Churchill Way and Park Lane within the last 5-10 years, congestion still occurs due to the volume of traffic not only entering and exiting the town centre, but also traversing the core area using Silk Road, Park Lane, and Cumberland Street/ Hibel Road.
- 11.3 Long delays occur in the morning peak period on Congleton Road as commuters enter the town from the south, and on Chelford Road as commuters leave the town. Similarly, long evening peak delays occur on Silk Road on approach to the roundabout junction with Hibel Road and the signalised junction with Buxton Road, and on Park Lane on approach to the Flowerpot signalised junction. Likewise, the Cumberland Street and Hibel Road route that traverses the northern side of the town centre and provides an important access route into and across the town, generates delays throughout the day.
- 11.4 Therefore, Macclesfield already experiences a number of highway challenges which, without effective mitigation measures in place, will worsen due to new development proposed in the town. The draft Core Strategy proposes the development within the town of up to 3500 new residential units, 15 hectares of

employment land, and 5,000 sqm of convenience retail, in addition to a range of community facilities.

- 11.5 With future development in the town, almost all routes will experience an increase in traffic during the morning and evening peak periods. The greatest traffic flow increases are shown to occur in the A536 Congleton Road corridor, the A523 London Road / Silk Road corridor, and the A537 Chester Road / Chelford Road corridor. It is acknowledged that the town currently experiences peak period congestion, and development is predicted to increase average journey times across the town, albeit these will be managed to an acceptable level through investment in improved infrastructure. Further details are contained in Annex A.
- 11.6 The critical local transport challenges facing the town can be summarised as follows:
- ◆ Town centre routes and isolated junctions suffer peak period congestion resulting in delays and air quality problems;
  - ◆ Bus service provision within the town and to key employment destinations outside of the town are limited and do not encourage high levels of residents travelling to work by bus;
  - ◆ Rail services to Manchester, Stockport and Birmingham are good, with direct and quick connections. However, bus service access to the rail station are limited, and existing station car parking is in limited supply;
  - ◆ Cycle routes are incomplete and do not provide comprehensive linkages across the town;
  - ◆ Core Strategy development proposals within the town will further increase traffic volumes and journey times despite the introduction of recommended highway infrastructure improvements;
  - ◆ Some new development in the town is located on peripheral sites that will require integration into existing sustainable travel networks and linkages to employment and services.
  - ◆ Transport connections to the Motorway network are poor.
- 11.7 In order to address the worst areas of existing and future highway congestion work has been undertaken to identify improvements, over the period of the local plan at key locations: These are:

Location	Scheme Description
Silk Road	<ul style="list-style-type: none"> <li>• Silk Road / Hibel Road junction and Hibel Road improvements</li> <li>• A523 Silk Road and Mill Lane minor lining and widening improvements</li> </ul>
Chester Road	<ul style="list-style-type: none"> <li>• A537 Chester Road / Ivy Road roundabout improvements</li> <li>• A537 Chester Road / Fieldbank Road junction improvements</li> <li>• Broken Cross roundabout improvements</li> </ul>
Cumberland Street	<ul style="list-style-type: none"> <li>• Cumberland Street corridor capacity improvements</li> </ul>
Congleton Road	<ul style="list-style-type: none"> <li>• Flowerpot junction improvements</li> </ul>
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Prestbury Road	<ul style="list-style-type: none"> <li>• Prestbury Road roundabout improvements</li> </ul>

Location	Scheme Description
Byron's Lane	<ul style="list-style-type: none"> <li>Signal optimisation and/or upgrade</li> </ul>

The Location of these improvements is contained in Annex A

- 11.8 The assessment of the draft Core Strategy development proposals has been undertaken for a future year scenario in which all development and mitigation is constructed. In reality, certain development sites will come forward earlier than others, with associated mitigation requirements which may impact on the overall package of infrastructure improvements summarised above.
- 11.9 As an example, the Council is aware there are several planning applications pending on sites to the South of the town, including part of the SMDA site which is currently the subject of a planning application. As a result, these developments could potentially result in a higher / earlier level of impact on Congleton Road and Moss Lane than the wider draft Core Strategy proposals assessed in the Macclesfield traffic model, which includes the delivery of the SMDA link road.
- 11.10 Consequently, given the impacts of development phasing and third-party land requirements associated with some individual mitigation schemes, consideration has been given to the prioritisation of individual mitigation schemes and the identification of 'quick-wins' for early implementation. The full methodology for this assessment is contained Annex A; which prioritised the following schemes for early delivery:
- Flowerpot Junction improvements
  - A536 Congleton Road / Moss Lane junction signalisation
  - A523 Silk Road minor lining improvements
  - A523 Mill Lane lining and widening improvements

#### Flowerpot Junction

- 11.11 The Flowerpot junction is an existing network constraint. Operation of the junction is predicted to deteriorate with future development proposed through the Core Strategy and the maturity of development proposals to the South of the town. A draft improvement scheme for the junction has been developed as part of traffic modelling work for the Core Strategy. The scheme does require third-party land-take in order to deliver a step-change in capacity and initial contact with landowners has been made. Work is now required to confirm the extent of land-take required and the final design details for the scheme.

- 11.12 Depending on the progress of future discussions with affected landowners it may be necessary to bring a future Cabinet report seeking approval to use Compulsory Purchase Powers.
- 11.13 Initial scheme costs have been estimated to be in the order of three-quarters of a million pounds. However, the proposed scheme (or a variation thereof) is vital to ensure that development to the south of the town avoids significant increases in congestion at this location.

#### Moss Lane / Congleton Road junction

- 11.14 To the south of the Flowerpot junction, Moss Lane links to the A536 Congleton Road at an existing priority junction. Queues currently form on Moss Lane during peak periods as vehicles seek gaps in the oncoming flow on Congleton Road. The SMDA first phase development will increase queues on Moss Lane by adding to traffic movements on Congleton Road. With potential future redevelopment of industrial premises along Moss Lane for residential uses, peak period delays on Moss Lane would increase further. Until the extension of the SMDA link road to meet with the A523 London Road, significant queuing will continue to occur on Moss Lane.
- 11.15 It is proposed that the existing Moss Lane priority junction is improved to deliver a signalisation scheme to reduce delays for traffic using Moss Lane. Whilst this would increase delays for traffic on Congleton Road, the junction could potentially be linked to the proposed new signalised junction for the SMDA link road, minimising additional delays for through-traffic. The signalisation scheme may impact on vehicular access to residential properties neighbouring the junction, but these issues will be resolved through detailed design. This scheme is important to avoid significant highway impact associated with the likely phasing of development. An initial budget estimate for the delivery of this scheme is £400,000

#### A523 Minor Improvements

- 11.16 Traffic modelling undertaken for the Core Strategy development proposals identified minor lining and widening schemes on the A523 Silk Road and Mill Lane that could also represent 'quick-win' schemes delivering small-scale localised benefits. Lining improvements are proposed to mark two northbound lanes on the Silk Road on approach to the signalised junction with Buxton Road
- 11.17 In addition, it is proposed that a flared northbound approach to the signalised junction with Mill Lane / Silk Road is lengthened by reallocating road space and potentially undertaking minor widening into highway land. Both improvements seek to formalise existing behaviour and encourage more efficient use of the available highway capacity. Both schemes also offer low-cost opportunities

with no significant deliverability issues. Whilst benefits would be localised and relatively low-level, the identified improvements still represent an important contribution to the wider package of highway infrastructure improvements proposed to support the Core Strategy.

### Sustainable Transport Improvements

- 11.18 It is clear that, sitting alongside improvements to the highway network, a comprehensive sustainable transport strategy for the town needs to be developed. The initial scope for this study is set out in Annex A and will result in a phased programme of sustainable transport improvements, prioritised against their impact and linked to the phasing of new developments.

### Timescale

- 11.19 For the highway measures prioritised above as short term the following indicative timescales are proposed, delivered as a 'package' of improvements:

Detailed Design	October 2014 – January 2015
Planning application and local consultation	January 2015 – March 2015
Land Acquisition	By Summer 2015
Construction	Commence Summer 2015

- 11.20 The timescale for the delivery of the Development Brief, which will assist with the funding of these initial schemes, will be subject to advice received by counsel. However, it is anticipated that this could be in place for late Summer / Autumn 2014.

## **12.0 Access to Information**

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

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# Macclesfield Movement Strategy

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# 1. Introduction

- 1.1. The preparation and implementation of a multi-modal Movement Strategy for Macclesfield was a commitment outlined in the recent report of traffic modelling undertaken for the draft Local Plan Strategy development proposals. In recognition that new development in the town will add additional pressure to the highway network, the Movement Strategy is being prepared to examine all modes of transport and seeks to encourage increased use of public transport, walking and cycling. The strategy also includes a phased strategy for the implementation of localised highway infrastructure and capacity improvements at key locations.
- 1.2. The strategy draws upon the findings of the Macclesfield S-Paramics Traffic Modelling reported in May 2014. In addition, consideration is given to the requirements of individual and phased developments which may impact on the scope and timing of identified infrastructure improvements.
- 1.3. Strategy elements have been developed in line with a series of objectives and evaluated in terms of deliverability and level of impact. Measures to encourage sustainable travel have also been discussed with Cheshire East Council's bus travel and cycling officers.

## Existing Travel Patterns

- 1.4. Macclesfield serves as an important service and employment centre for its own residents and those in its surrounding hinterland. Historically, it has diversified from silk manufacturing to develop new financial and business services, and IT and creative industries. The town benefits from its proximity to Greater Manchester and its airport, a direct rail link to London, and the attractive high quality environment that surrounds the town. Highway links to the Motorway network are relatively poor.
- 1.5. Macclesfield has a number of business parks and industrial estates which provide accommodation for businesses. Hurdsfield Industrial Estate, located to the east of the Silk Road to the north of the town centre, is the largest traditional industrial estate in Cheshire East and is home to a number of local, national and international companies including Astra-Zeneca. Further to the north, Tytherington Business Park offers primarily office accommodation with some light industrial units. Lyme Green Business Park is located to the south of the town on London Road, and provides light industrial units, car showrooms and a retail park / bowling alley. Smaller scale industrial estates include the Heapy Street / Gunco Lane employment area and the Fence Avenue Industrial Estate closer to the town centre.
- 1.6. 2011 Census data in respect of car or van availability has been extracted from Table KS404EW for Macclesfield, the Cheshire East authority and England as a whole. The data is summarised in Table 1-1 and shows that car ownership levels in Macclesfield and the Cheshire East area are higher than the average values for England.

**Table 1-1 2011 Census Car or Van Availability**

Car or Van Availability	Macclesfield*	Cheshire East	England
No cars or vans in household	19.5%	16.1%	25.8%
1 car or van in household	43.3%	41.1%	42.2%
2 cars or vans in household	29.8%	32.8%	24.7%
3 or more cars or vans in household	7.4%	10.0%	7.4%
Total	100.0%	100.0%	100.0%

\* statistics for Macclesfield built-up area which includes Macclesfield, Bollington and Prestbury

- 1.7. 2011 Census data in respect of the method of travel to work for the resident population aged 16-74 has been extracted from Table QS701EW for Macclesfield, the Cheshire East authority and England as a whole. The data is summarised in Table 1-2 and shows that Macclesfield has

higher levels of the resident population travelling to work by car compared to England as a whole. Correspondingly the town has lower levels of residents travelling to work by train and bus. Nevertheless, the town has higher levels of residents travelling to work on foot, with the Census identifying that 10% of residents walk to work.

**Table 1-2 2011 Census Method of Travel to Work**

Method of Travel to Work	Macclesfield*	Cheshire East	England
Work mainly at or from home	4.1%	5.0%	3.5%
Underground, tram, light rail	0.1%	0.1%	2.6%
Train	2.0%	1.9%	3.5%
Bus	1.6%	1.2%	4.9%
Taxi	0.4%	0.2%	0.3%
Motorcycle or moped	0.4%	0.4%	0.5%
Driving a car or van	44.8%	45.8%	36.9%
Passenger in a car or van	3.7%	3.4%	3.3%
Bicycle	1.4%	1.8%	1.9%
On foot	10.0%	6.6%	6.9%
Other method of travel	0.4%	0.4%	0.4%
Not in employment	31.1%	33.1%	35.3%
Total	100.0%	100%	100%

\* statistics for Macclesfield built-up area which includes Macclesfield, Bollington and Prestbury

- 1.8. At the time of the 2001 Census, around 60% of residents in employment worked within the town, with 40% travelling to work outside of the town. Common destinations for Macclesfield residents commuting to work include Manchester, Stockport, Wilmslow and Alderley Edge.

## Macclesfield Transport Challenges

- 1.9. The town currently experiences peak period congestion around the town centre and on key commuter routes. Whilst a town centre Urban Traffic Control system has been implemented on Silk Road, Churchill Way and Park Lane within the last 5-10 years, congestion still occurs due to the volume of traffic not only entering and exiting the town centre, but also traversing the core area using Silk Road, Park Lane, and Cumberland Street/ Hibel Road.
- 1.10. Long delays occur in the morning peak period on Congleton Road as commuters enter the town from the south, and on Chelford Road as commuters leave the town. Similarly, long evening peak delays occur on Silk Road on approach to the roundabout junction with Hibel Road and the signalised junction with Buxton Road, and on Park Lane on approach to the Flowerpot signalised junction. Likewise, the Cumberland Street and Hibel Road route that traverses the northern side of the town centre and provides an important access route into and across the town, generates delays throughout the day with knock-on impacts on Prestbury Road.
- 1.11. Therefore, Macclesfield already experiences a number of highway challenges which, without effective mitigation measures in place, will worsen due to new development proposed in the town. The draft Local Plan Strategy proposes development within the town of up to 3,500 new residential units, 15 hectares of employment land, and 5,000 sqm of convenience retail, in addition to a range of community facilities. The highway impacts of development proposals have been assessed using Cheshire East Council's (CEC) S-Paramics traffic model for the town.
- 1.12. With future development in the town, almost all routes will experience an increase in traffic during the morning and evening peak periods. The greatest traffic flow increases are shown to occur in the A536 Congleton Road corridor, the A523 London Road / Silk Road corridor, and the A537 Chester Road / Chelford Road corridor. It is acknowledged that the town currently experiences peak period congestion, and development is predicted to increase average journey times across the town. Whilst drivers would be expected to notice some peak hour increases in journey times

as they experience additional delay at selected locations, the increases will take a number of years to occur, and may well be further mitigated as drivers retime their journeys to avoid peak congestion or increase the amount of time they work from home. Nevertheless, significant highway infrastructure improvements have been proposed and are discussed in this report.

1.13. The town benefits from a mainline rail station served by Virgin and Northern Rail services. The station is well located for access to the town centre and is popular for commuters travelling into Manchester. Bus services within the town provide adequate coverage but low level frequencies that do not encourage use for commuting purposes.

1.14. Critical challenges facing the town can be summarised as follows:

- Town centre routes and isolated junctions suffer peak period congestion resulting in delays and air quality problems;
- Bus service provision within the town and to key employment destinations outside of the town are limited and do not encourage high levels of residents travelling to work by bus;
- Rail services to Manchester, Stockport and Birmingham are good, with direct and quick connections. However, bus service access to the rail station is limited, and existing station car parking is in limited supply;
- Cycle routes do not provide comprehensive linkages across the town;
- Local Plan Strategy development proposals within the town will further increase traffic volumes and peak hour journey times despite the introduction of recommended highway infrastructure improvements; and
- Some of the new development in the town is located on peripheral sites that will require integration into existing sustainable travel networks and linkages to employment and services.

## Strategy Objectives

1.15. The Macclesfield Movement Strategy has been prepared in response to the existing and future transport challenges facing the town. The following objectives have been identified to guide the scope and emphasis of future strategy elements:

- Promote and improve sustainable travel;
- Reduce traffic congestion, delays and air quality issues on key routes through a reduction in vehicular trip making and implementation of localised infrastructure improvements;
- Integrate new development sites with established communities to increase travel choice, based on comprehensive networks and linked facilities;
- Create the conditions to support local employment opportunities which can be accessed by sustainable modes; and
- Improve accessibility through the town to encourage walking and cycling and improve health and wellbeing.

## 2. Highway Network Performance

### Existing Highway Network Performance

- 2.1. The Macclesfield S-Paramics model was first developed by the former Cheshire County Council before being applied by Atkins to assess the impacts of town centre development and the introduction of highway improvements. Atkins was commissioned in 2011 to update the model to provide an appropriate tool for forecasting the impacts of potential Local Plan Strategy sites, and to support the review of Planning applications within the town centre. As part of the update process the model was extended to improve coverage of potential Local Plan sites located on the periphery of the town.
- 2.2. During 2012, further model updates were undertaken to improve model definition in the vicinity of the South Macclesfield Development Area (SMDA) and land between Congleton Road and Chelford Road. Additional traffic survey data collected in Autumn 2012 was used to update the model matrices and produce a 2012 Base model. A Model Validation Report was produced by Atkins in October 2012 to demonstrate that the model was fit for purpose. The 2012 weekday models have been validated to industry standards using traffic flow and journey time data for key corridors.
- 2.3. The S-Paramics model covers the following weekday time periods in detail - AM peak period (07:00-10:00) and PM peak period (16:00-19:00), enabling assessment of impacts during the peak hours of 08:00-09:00 and 17:00-18:00.
- 2.4. The model replicates existing morning peak congestion issues at the Broken Cross roundabout and the Flowerpot signals, and evening peak queuing problems on the Silk Road, Hibel Road and Cumberland Street. Overall the model demonstrates that areas of the existing network are operating at capacity during peak periods, and long queues occur as a result.

### Existing Sustainable Transport Networks

- 2.5. The town benefits from a mainline rail station served by Virgin and Northern Rail services. The station is well located for access to the town centre and is popular for commuters travelling into Manchester. Bus services within the town provide adequate coverage but low level frequencies do not encourage use for commuting purposes.
- 2.6. National Route 55 (NCN55) of the National Cycle Network runs through Macclesfield and currently links Marple in the north and Congleton in the south. When complete the route is intended to run from Telford to Preston. The route runs along Byron's Lane and Gunco Lane to the south-east of the town centre before continuing through the town centre along Sunderland Street before running parallel to the Silk Road north of the town towards Bollington.
- 2.7. An existing local route connects the town centre and NCN55 route with southern areas of the town and extending to Moss Lane which abuts the SMDA development site. A further cycle route runs north-south along the western side of the town, extending between Moss Lane and Chester Road via the Flowerpot junction and utilising sections of off-street routes.

### Predicted Future Travel Demands and Highway Network Performance

- 2.8. With proposed development to be delivered through the life-time of the Local Plan, significant increases in traffic levels are projected to occur in the town. As part of the traffic modelling undertaken for Local Plan development proposals, the overall increase in traffic levels associated with proposed development allocations has been calculated. Table 2-1 presents the calculated increase in traffic levels in the town, as modelled in the S-Paramics traffic model for the town.

**Table 2-1 Predicted Traffic Growth**

Scenario	AM Peak Hour	PM Peak Hour
2012 Base model	16201	16039
Future Year Base model (including committed development)	16479 (+1.7%)	16376 (+2.1%)
Local Plan Strategy model	18646 (+15.1%)	18907 (+17.9%)

- 2.9. The level of development is predicted to lead to a 15% increase in traffic in the town during the morning peak hour, and an 18% increase in traffic in the evening peak hour. This level of increase necessitates significant highway infrastructure improvements, but will nevertheless lead to a worsening of peak period congestion in the town.
- 2.10. Following the inclusion of proposed highway improvements within the traffic model, the level of development is predicted to result in journey times increasing by 15%. In other words, an average journey made during either the morning or evening peak period is predicted to last 15% longer. Therefore, a journey in the morning rush-hour into the town centre which may theoretically take 7 minutes in the absence of development would take just over 8 minutes following the completion of all proposed development in 2030. Similarly, a journey through the town in the evening peak from north to south may theoretically take 12 minutes to complete in the absence of development, but following the completion of all proposed development in 2030 would take almost 14 minutes to complete.
- 2.11. Predicted journey time increases assume no change in working practices and retiming of journeys. In reality, drivers may well respond to increased journey times by retiming their journeys, for instance leaving for work earlier in the morning to avoid the peak in congestion.
- 2.12. Whilst impacts on individual routes would vary according to the level of traffic flow increases and the delivery of individual highway improvements, the broad level of journey time increase and traffic impact across the town is not considered to be severe. Whilst drivers may well notice increases in journey times as they experience additional delay at selected locations, the increases will take a number of years to occur (over the life of the Local Plan), and may well be further mitigated as drivers retime their journeys to avoid peak congestion or increase the amount of time they work from home. Whilst it is acknowledged that the town currently experiences peak period congestion, in many cases the highway infrastructure improvements are intended to address existing problems in addition to catering for additional development traffic. CEC is committed to deliver this Movement Strategy and necessary highway improvements, and on this basis the modelling suggests that traffic flow increases associated with the proposed level of development in the town can be mitigated to avoid severe impacts to the operation of the highway network.



### 3. Highway Infrastructure Requirements

#### Locations for Infrastructure Improvements

- 3.1. Traffic modelling undertaken as part of the draft Local Plan Strategy assessment identified a range of locations for infrastructure improvements required over the Local Plan period to deliver the proposed level of growth in Macclesfield. Identified improvement locations and potential schemes identified as part of the modelling process are included in Table 3-1.

**Table 3-1 Infrastructure Requirements**

Location	Potential Scheme Description
Silk Road	<ul style="list-style-type: none"> <li>Silk Road / Hibel Road junction and Hibel Road improvements</li> <li>A523 Silk Road and Mill Lane minor lining and widening improvements, and coordination of signals</li> </ul>
Chester Road	<ul style="list-style-type: none"> <li>A537 Chester Road / Ivy Road roundabout improvements</li> <li>A537 Chester Road / Fieldbank Road junction improvements</li> <li>Broken Cross roundabout improvements</li> </ul>
Cumberland Street	<ul style="list-style-type: none"> <li>Cumberland Street corridor capacity improvements</li> </ul>
Churchill Way	<ul style="list-style-type: none"> <li>Provision of right-turn filter at junction with King Edward Street</li> </ul>
Congleton Road	<ul style="list-style-type: none"> <li>Flowerpot junction improvements</li> </ul>
Park Lane	<ul style="list-style-type: none"> <li>A536 Park Lane / Churchill Way roundabout improvement and Park Lane widening</li> </ul>
Prestbury Road	<ul style="list-style-type: none"> <li>Prestbury Road / Cumberland Street roundabout improvements</li> </ul>
Byron's Lane	<ul style="list-style-type: none"> <li>Signal optimisation and/or upgrade</li> </ul>

- 3.2. Whilst not detailed in Table 3-1, the modelling assumes that delivery of the SMDA development will provide a new link road between the A536 Congleton Road and the A523 London Road, with new signalised junctions provided where the new road meets with Congleton Road and at the junction of London Road / Winterton Way.

#### Interim Infrastructure Requirements

- 3.3. The assessment of the draft Local Plan Strategy development proposals has been undertaken for a future year scenario in which all development and mitigation is constructed. In reality, certain development sites will come forward earlier than others, with associated mitigation requirements which may impact on the overall package of infrastructure improvements summarised in Table 3-1 and the prioritisation and timing of schemes.
- 3.4. As an example, the Council is aware there are several planning applications pending on sites to the south of the town. As a result, these developments could potentially result in a higher / earlier level of impact on Congleton Road and Moss Lane than the wider draft Local Plan Strategy proposals assessed in the Macclesfield traffic model, which included the proposed SMDA link road between the A536 Congleton Road and A523 London Road.
- 3.5. Whilst the proposal developed as part of the Local Plan Strategy traffic modelling is for improvements to the existing signalised junction, an alternative scheme to provide a new roundabout at this location is currently under consideration and will be further developed by the Council. A plan indicating land under the ownership of CEC around the Flowerpot junction is included in Appendix B.
- 3.6. In addition, an improvement scheme to signalise the junction of Moss Lane with Congleton Road is also under consideration. Whilst the traffic modelling undertaken to assess the impacts of the draft Local Plan Strategy demonstrates that queues will lengthen on Moss Lane due to increased traffic movements on Congleton Road, the modelling also shows overall flow reductions on Moss



3.7. A plan of the proposed locations for infrastructure improvements is provided in Figure 3-1. This includes infrastructure to be delivered as part of the SMDA development.

The map illustrates the proposed high-speed rail corridor through Macclesfield. The route is highlighted with a prominent red dashed line, indicating the path from the northern boundary, through the town center, and extending southwards. The map includes various geographical features such as the Macclesfield Canal, the River Mersey, and several parks and schools. Key locations labeled include Broken Cross, Weston, Macclesfield, and various parks and schools. The map also shows the Macclesfield Canal and the River Mersey.

## 4. Encouraging Sustainable Travel

### Travel Planning Activities

- 4.1. The traffic modelling undertaken for the draft Local Plan Strategy development proposals made an allowance for the future implementation of Travel Plans at new residential development sites. Therefore, future traffic levels associated with new residential development assume that measures will be implemented to reduce car use.
- 4.2. With home-working and flexible-working becoming increasingly common, it is likely that a proportion of the assumed reduction in development traffic levels will be brought about by improvements in remote working technology and employment conditions. Nevertheless, travel planning measures will still be necessary to provide the required 'nudge' towards sustainable travel modes (car sharing, public transport, walking and cycling) for commuter journeys.
- 4.3. The Council will need to have resources in place to influence travel behaviour for new employment and residential premises. Whilst developers will be required to implement their own travel planning measures, the Council will need to lead and coordinate certain activities. This will ensure that travel planning activities are extended to the wider Macclesfield population rather than just concentrated on new development sites.
- 4.4. Travel planning initiatives should look towards the exemplar mechanisms adopted in the Sustainable Travel Towns, including workplace and school travel planning, personalised travel planning (as the Council is implementing in Crewe), public transport information provision and marketing, and cycling and walking promotion.
- 4.5. The Sustainable Travel Towns programme has been found to be successful in reducing travel by car, and increasing the use of other modes, and it has been concluded that the programme offered very high value for money. The widespread development and delivery of town-based Smarter Choice Programmes has been justified by the success of the three Sustainable Travel Towns (and elsewhere)<sup>1</sup>, and it is recommended that travel planning activities in Macclesfield look to emulate this experience.

### Public Transport Improvements

#### Opportunities for Bus Priority

- 4.6. With increased traffic levels in the town and knock-on impacts in terms of congestion and vehicular journey times, the Movement Strategy will investigate opportunities to provide greater priority for bus services within the town. The intention of bus priority measures is to reduce journey times and/or increase journey time reliability for bus passengers.
- 4.7. With new or remodelled junction layouts committed as part of future infrastructure delivery, implemented layouts and signalling equipment should enable priority to be given to bus services in the future. As an example, new signalling equipment could enable buses to trigger a green aspect, reducing bus passenger journey times through signalised junctions. Similarly, where land-take is required to provide new infrastructure, the additional benefits associated with potential provision of bus lanes will be considered as part of the design process. Bus-only links will also be considered as part of the Movement Strategy. New links could provide bus-only connections between the existing highway network and new development sites, whilst bus-only links may also warrant consideration within the town centre.

<sup>1</sup> *The Effects of Smarter Choice programmes in the Sustainable Travel Towns: full report* - <https://www.gov.uk/government/publications/the-effects-of-smarter-choice-programmes-in-the-sustainable-travel-towns-full-report>

### Bus Service Improvements

- 4.8. With future development proposed through the Local Plan Strategy and the maturity of development proposals to the south of the town, new or improved bus links to serve new development (particularly that concentrated to the south of the town) will be required. Bus service provision to the south of Macclesfield town centre is currently concentrated along the A523 London Road corridor.
- 4.9. The number 38 bus service runs from Macclesfield to Congleton, Sandbach and Crewe, providing an hourly service along the A536 Congleton Road. Existing bus stops are provided on Congleton Road close to the junction with Penningtons Lane and near to the Rising Sun Public House.
- 4.10. Bus route 2 is a local hopper service connecting the town centre with the Weston residential area to the west of the Flowerpot junction. The service operates at 30 minute intervals from Monday to Saturday. Buses operate an anti-clockwise loop within the Weston area, routing along Ivy Lane, Kendal Road, Thornton Avenue and Congleton Road in a northbound only direction. The service then continues into Macclesfield town centre along Park Lane.
- 4.11. Opportunities to strengthen bus service provision along Congleton Road will be reviewed as a priority of the Movement Strategy. This could involve extending the number 2 bus route to serve new development further along Congleton Road, and/or delivering further improvements to the number 38 service.
- 4.12. A wider review of bus service provision and accessibility across the town will then be undertaken as the Movement Strategy is further developed and implemented. Accessibility assessments should be undertaken for all new development sites coming forward, with opportunities for new or enhanced service provision associated with new development sites used to bolster existing accessibility for established communities.

### Walking and Cycling Infrastructure

- 4.13. Existing cycle route infrastructure within Macclesfield predominantly caters for north-south movements across the town. An existing route links Moss Lane with the town centre utilising lightly trafficked residential routes. Further routes will be developed as part of the Movement Strategy, again utilising lightly trafficked routes wherever possible.
- 4.14. The needs of pedestrians and cyclists will need to be incorporated into the ongoing design of highway infrastructure improvements. New infrastructure provides significant opportunities to deliver improvements for vulnerable road users, and in the case of the Cumberland Street improvements could offer the chance to deliver new east-west cycle facilities.
- 4.15. Key entry points to the town centre will also need to be reviewed in terms of provision for pedestrians and cyclists. As traffic levels increase on key routes around the town centre, careful consideration will need to be given to the entry and crossing points for both pedestrian and cyclists.
- 4.16. Development proposals to the south of the town will improve footway provision along the A536 Congleton Road. Many new infrastructure proposals include the provision of signalised junctions, which offer the opportunity for new or enhanced pedestrian crossing facilities. Opportunities to maximise the permeability of development sites and enhance accessibility to surrounding areas will also be reviewed with developers as part of the Movement Strategy.

## 5. Investment Programme and Delivery

- 5.1. Given the previously noted impacts of development phasing and third-party land requirements associated with individual mitigation locations, consideration has been given to the prioritisation of individual schemes and the identification of 'quick-wins' for early implementation.

### Investment Priorities and Programme

- 5.2. A key priority to facilitate the scale of improvements required will be the identification and agreement of a formula for calculating developer contributions. Developments coming forward over the Local Plan period will be obliged to contribute to necessary improvements. In the absence of a local Community Infrastructure Levy (CIL), a formula will be required to share infrastructure costs between individual development sites. Traffic modelling will allow the identification of likely traffic routing and impacts associated with individual development sites, or a more generic approach could be taken to apportion overall traffic flow increases and infrastructure costs based on development size. It is anticipated that any infrastructure delivery calculation will form a Supplementary Planning Document / Development Brief to apply to all forthcoming development proposals. The agreement of this calculation process will be a key requirement for the Movement Strategy.

### 'Quick-Wins' or Immediate Priorities

- 5.3. The Flowerpot junction is an existing network constraint. Operation of the junction is predicted to deteriorate with future development proposed through the Local Plan Strategy and the maturity of development proposals to the south of the town, including the phased delivery of the SMDA site. An improvement scheme for the junction has been developed as part of traffic modelling work for the Local Plan Strategy. The scheme does require third-party land-take in order to deliver a step-change in capacity and initial contact with landowners has been made.
- 5.4. Initial scheme costs have been estimated to be in the order of three-quarters of a million pounds. However, the proposed scheme (or a variation thereof) is vital to ensure that development to the south of the town avoids significant increases in congestion at this location.
- 5.5. To the south of the Flowerpot junction, Moss Lane links to the A536 Congleton Road at an existing priority junction. Queues currently form on Moss Lane during peak periods as vehicles seek gaps in the oncoming flow on Congleton Road. The SMDA first phase development will increase queues on Moss Lane by adding to traffic movements on Congleton Road. With potential future redevelopment of industrial premises along Moss Lane for residential uses, peak period delays on Moss Lane would increase further. Until the extension of the SMDA link road to meet with the A523 London Road, significant queuing will continue to occur on Moss Lane.
- 5.6. It is proposed that the existing Moss Lane priority junction is improved to deliver a signalisation scheme to reduce delays for traffic using Moss Lane. Whilst this would increase delays for traffic on Congleton Road, the junction could potentially be linked to the proposed new signalised junction for the SMDA link road, minimising additional delays for through-traffic. The signalisation scheme will impact on vehicular access to residential properties neighbouring the junction, but is important to avoid significant highway impact associated with the likely phasing of development. An initial budget estimate for the delivery of this scheme is £300,000.
- 5.7. Concept designs for early delivery schemes at the Flowerpot junction and Moss Lane junction are included in **Appendix A**. These will now be taken forward for further detailed design and stakeholder comment. As previously noted, an alternative scheme to provide a new roundabout at the Flowerpot junction is currently under consideration.
- 5.8. Traffic modelling undertaken for the Local Plan Strategy development proposals identified minor lining and widening schemes on the A523 Silk Road and Mill Lane that could also represent 'quick-win' schemes delivering small-scale localised benefits. Lining improvements are proposed to mark two northbound lanes on the Silk Road on approach to the signalised junction with Buxton Road. In addition, it is proposed that a flared northbound approach to the signalised



junction with Mill Lane / Silk Road is lengthened by reallocating road space and undertaking minor widening into highway land. Works to improve coordination between the Mill Lane / Silk Road signalised junction and the signalised pedestrian crossing to the south are also proposed. Both improvements seek to formalise existing behaviour and encourage more efficient use of the available highway capacity. Both schemes also offer low-cost opportunities with no significant deliverability issues. Whilst benefits would be localised and relatively low-level, the identified improvements still represent an important contribution to the wider package of highway infrastructure improvements proposed to support the Local Plan Strategy.

- 5.9. A review of opportunities for signalling improvements is also recommended to reduce delays at the junction of Byron's Lane and the A523 London Road, and at the junction of Churchill Way and King Edward Street. The junction of Churchill Way and King Edward Street could benefit from the provision of a right-turn filter for the southbound Churchill Way arm.
- 5.10. To integrate development with the rest of the town, and to offset additional delays generated by development traffic, opportunities will be reviewed for new infrastructure improvements for bus services and cyclists. Where possible, priority for buses and cyclists should be increased to encourage modal shift towards sustainable modes. Initially opportunities will be reviewed for improvements along the A536 Congleton Road and Park Lane as strategic links into the town centre from the SMDA and wider south Macclesfield area. Opportunities for new cycle links along lightly trafficked routes to the south of the town will also be reviewed. The proposals could also include pump-priming funding for new or improved bus services.

### Short Term Investment Priorities

- 5.11. Following opportunities for 'quick-wins' or key investment priorities, three further short-term investment priorities have been identified.
- 5.12. The Silk Road / Hibel Road roundabout is an existing network constraint, particularly during the evening peak period when long queues form on Silk Road south. The junction is a key entry point to the town centre, and will impact on most development coming forward in the town. A concept design for a highway improvement scheme, affecting not only the existing roundabout junction but also Hibel Road to the junction with Beech Lane, has been developed and it is recommended that this is taken forward as a short-term priority. The concept design scheme is subject to high construction costs, likely to require third-party land take and will lead to significant disruption during construction. However, given the junction's importance in the town centre network, implementation of an improvement scheme is considered to be an important priority for the short to medium term.
- 5.13. With increased development to the south of the town centre, traffic levels will increase on Park Lane on approach to the town centre. The existing roundabout junction with Churchill Way is predicted to generate long delays in the future as traffic heads eastwards to access the town centre or Silk Road. Before completion of the full SMDA link road through to the A523 London Road, it is recommended that capacity improvements are implemented at this roundabout junction. Traffic modelling has assessed a scheme to provide two ahead lanes through the roundabout in a eastbound direction towards Sunderland Street and Mill Lane. Whilst there may be road safety issues associated with this scheme, a study is required to determine the most appropriate solution.
- 5.14. Investment in travel planning services and the development of a Smarter Choices Programme has also been identified as a short-term priority. With significant new development proposed in the town, travel planning will play an important role in limiting highway impacts and maximising sustainable travel. Adequate Council resources will be required to work with developers and influence travel behaviour.

### Medium Term Investment Priorities

- 5.15. Proposed medium term investment priorities are focussed on the A537 Chester Road / Chelford Road corridor with junction improvements proposed at the Broken Cross junction, Ivy Road roundabout, and Fieldbank Road signals. The improvements are intended to reduce the impacts of future development on traffic congestion within this corridor.

- 5.16. A further investment priority is for the continued investment in improvements for bus services and cycling across the town to further encourage sustainable travel on a town-wide basis. This will extend the early-stage improvements recommended for delivery in areas to the south of the town.

### Long Term Investment Priorities

- 5.17. Longer term investment priorities focus on improving capacity on the key east-west Cumberland Street corridor. The route is used by traffic accessing the town centre and circulating around the town, and will experience large increases in traffic flow with the level of development proposed in the town. Opportunities for consideration will include widening (with associated third-party land requirements) as was assessed in the Local Plan Strategy traffic modelling.
- 5.18. Associated improvements would seek to reduce delays on Prestbury Road through widening on approach to the junction with Cumberland Street. Again, this scheme would be subject to neighbouring land take, scheme development and consultation with affected parties.

### Summary

- 5.19. A programme of investment priorities is summarised in Table 5-1, with locations and potential schemes classified in terms of deliverability (with high numbers indicating more challenging delivery), and level of impact. It should be noted that the list of potential schemes does not include infrastructure to be delivered as part of the SMDA development which includes a link road between the A536 Congleton Road and the A523 London Road, along with new signalised junctions at either end. The Council is confident that over the life of the Local Plan infrastructure improvements at all of these locations can be delivered.

Table 5-1 Programme of Scheme Priorities

Focus	Location / Scheme	Deliverability	Level of Impact	Priority
<b>'Quick-Wins' or Immediate Priorities</b>				
Highway	Flowerpot junction improvements	2 – third-party land requirements	High	Key priority for investment to facilitate SMDA and future Local Plan development
Highway	A536 Congleton Road / Moss Lane junction signalisation	1 – available highway land. Potential issues with neighbouring residents but likely to be generally acceptable	Medium	Important priority for the development of the SMDA.
Highway	A523 Silk Road minor lining improvements	1 – minor lining changes	Low	Formalises existing behaviour but a low-cost and straightforward 'quick-win'.
Highway	A523 Mill Lane lining and widening improvements	1 – uses highway land and inexpensive	Low	Maximises localised highway capacity by encouraging efficient use of available road space.
Sustainable Modes	South Macclesfield improvements to increase priority for bus services and cyclists. Potential pump-priming for bus service improvements.	2 – developer funding contributions required subject to opportunities for prioritisation schemes	Medium – potential reduction in traffic generation associated with SMDA development and important for accessibility	Priority to integrate SMDA with town centre opportunities
<b>Short Term Investment Priorities</b>				
Highway	A536 Park Lane / Churchill Way roundabout improvement and Park Lane widening	2 – subject to road safety audit process	Medium	Medium / High – additional delays forecast on Park Lane approach following SMDA and wider Local Plan proposals.
Highway	Silk Road / Hibel Road junction and Hibel Road improvements	3 - remodelling of the junction and third-party land requirements. Potentially significant disruption during construction.	High – significant existing network constraint in the town	High
Travel Planning	Development of a Smarter Choices Programme and negotiation and implementation of appropriate travel plans for all new development, requiring Council resource to inform, monitor and review travel outcomes.	1 – developer funding contributions required	Medium – potential to impact future travel behaviour and deliver modal shift	Medium – linked to delivery of new development

Medium Term Investment Priorities				
Highway	Broken Cross roundabout improvements	3 - remodelling of the junction and potential third-party land requirements. Potentially significant disruption during construction.	High impact to improve existing network constraint in the town	Medium – required to facilitate proposed level of development in the town and to cater for commuter movements to/from the A34 and M6.
Highway	A537 Chester Road / Fieldbank Road junction improvements	2 – likely requirement for earthworks to provide proposed widening	Medium - localised impact to reduce delays on approach to junction	
Highway	A537 Chester Road / Ivy Road roundabout improvements	1 – subject to road safety audit process.	Medium - localised impact to reduce delays on approach to roundabout	
Highway	Provision of right-turn filter on Churchill Way at the junction with King Edward Street.	1 – subject to amendment of UTC system and signalling equipment	Medium – localised reduction of queuing but associated knock-on benefits for westbound traffic on Hibel Road.	Medium - localised benefit but impacting on corridor through Macclesfield
Highway	Review of opportunities to reduce delays at Byron's Lane signalised junction with A523 London Road	1 - subject to opportunities	Medium - junction causes existing delays but further deterioration linked to provision of full SMDA link road to A523 Mill Lane	Medium – localised benefit but impacting on corridor through Macclesfield
Sustainable Modes	Extension of priority improvements for bus services and cycling to consider additional improvements throughout the town	2 - developer funding contributions required subject to opportunities for prioritisation schemes	Potential reduction in traffic generation associated with new and existing development and important for town linkages and accessibility	Medium
Longer Term Investment Priorities				
Highway	Cumberland Street corridor capacity improvements	2 – subject to detailed proposals	High	Medium but subject to scope of improvements and scale of any potential land-take required.
Highway	Prestbury Road roundabout improvements	2 – possible land take requirement	Medium	Medium – localised benefit to reduce delays on Prestbury Road



## 6. Recommendations

### Smarter Choices

- 6.1. It is recommended that travel planning and the development of a Smarter Choices programme is necessary to provide the required 'nudge' towards sustainable travel modes (car sharing, public transport, walking and cycling) for commuter journeys. Whilst developers will be required to implement their own travel planning measures, the Council will need to lead and coordinate certain activities. This will ensure that travel planning activities are extended to the wider Macclesfield population rather than just concentrated on new development sites.
- 6.2. The widespread development and delivery of town-based Smarter Choice Programmes has been justified by the success of the three Sustainable Travel Towns (and elsewhere), and it is recommended that travel planning activities in Macclesfield look to emulate this experience.

### Highway Infrastructure Requirements

- 6.3. Traffic modelling undertaken as part of the draft Local Plan Strategy assessment identified a range of infrastructure improvements required over the Local Plan period to deliver the proposed level of growth in Macclesfield without significant harm to the operation of the local highway network.
- 6.4. Given the impacts of development phasing and potential third-party land requirements associated with individual mitigation locations, consideration has been given to the prioritisation of individual mitigation schemes and the identification of 'quick-wins' for early implementation. A programme of investment priorities has been presented, with locations classified in terms of timescales for deliverability and level of impact.
- 6.5. It is recommended that the package of highway infrastructure improvements identified within this report are further developed by the Council and implemented to mitigate the impacts of future development proposals in terms of traffic congestion and air quality. The Council is confident that over the life of the Local Plan infrastructure improvements at all of these locations can be delivered.

### Improvements for Sustainable Transport

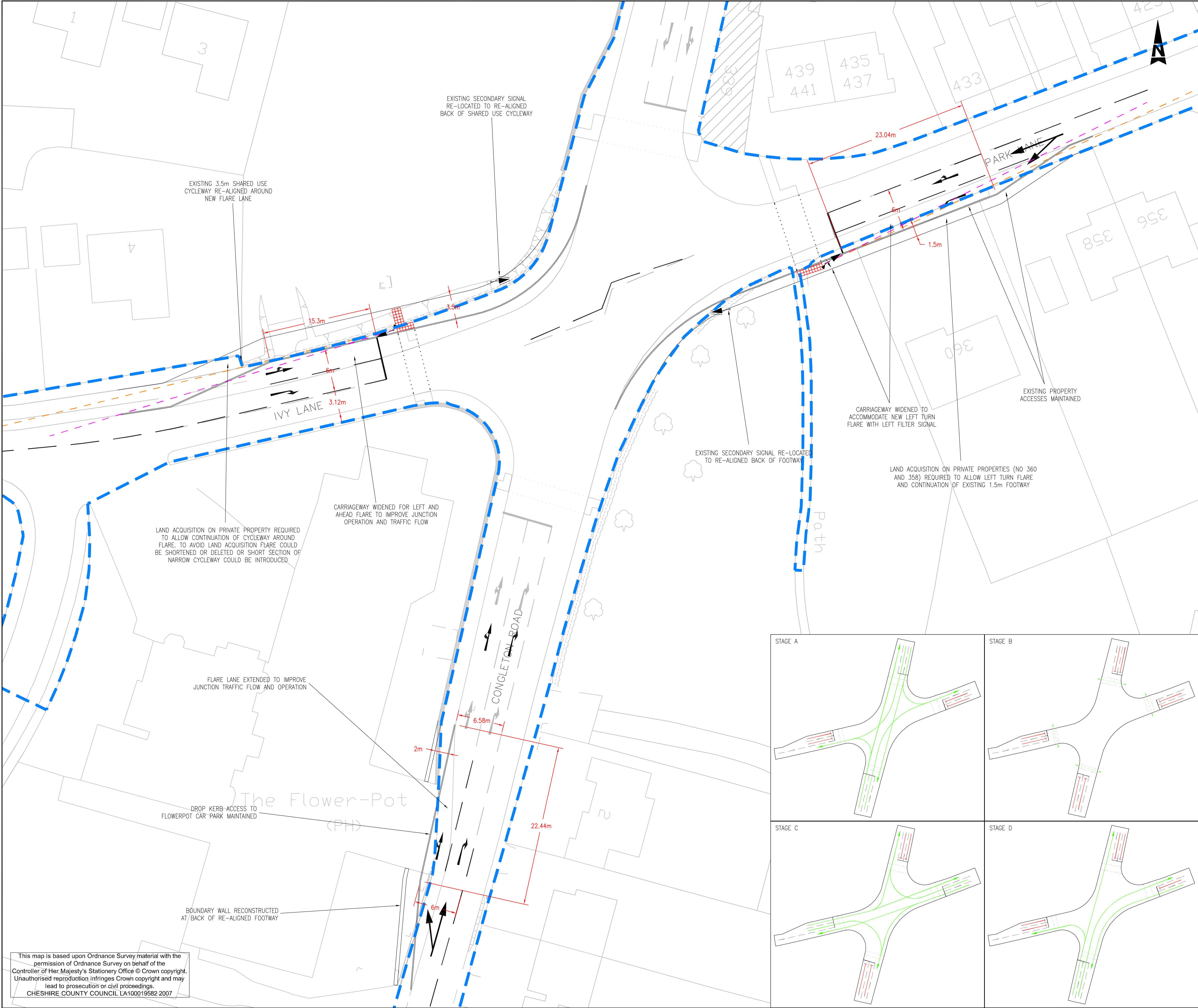
- 6.6. The Macclesfield Movement Strategy must provide multi-modal improvements to facilitate increased use of public transport, walking and cycling. Delivering modal shift will be vital to the achievement of the strategy objectives of reducing congestion and delays and improving accessibility. Opportunities for bus priority measures, new or enhanced bus services, and pedestrian / cycle route improvements will be reviewed as part of the strategy in order to provide the best possible conditions for sustainable growth.

### Securing Developer Contributions

- 6.7. A key priority to facilitate the scale of improvements required will be the identification and agreement of a formula for calculating developer contributions. Developments coming forward over the Local Plan period will be obliged to contribute to necessary improvements. In the absence of a local Community Infrastructure Levy (CIL), a formula will be required to share infrastructure costs between individual development sites. Traffic modelling will allow the identification of likely traffic routeing and impacts associated with individual development sites, or a more generic approach could be taken to apportion overall traffic flow increases and infrastructure costs based on development size. It is anticipated that any infrastructure delivery calculation will form a Supplementary Planning Document to apply to all forthcoming development proposals. The agreement of this calculation process will be a key requirement for the Movement Strategy.

# Appendices

# Appendix A. Concept Scheme Designs



- NOTES:**
- IT IS THE CONTRACTORS RESPONSIBILITY TO CHECK THE LOCATION OF THE EXISTING STATUTORY SERVICES PRIOR TO CONSTRUCTION. PARTICULAR ATTENTION IS DRAWN TO THE "NEW ROADS AND STREET WORKS ACT 1991"
  - THIS DRAWING IS A GENERAL ARRANGEMENT DRAWING ONLY, AND IS **NOT** FOR CONSTRUCTION PURPOSES.
  - THIS DESIGN HAS BEEN UNDERTAKEN ON OS BASE MAPPING. PRIOR TO THE DESIGN BEING DEVELOPED FURTHER A FULL TOPOGRAPHICAL SURVEY SHOULD BE UNDERTAKEN.
  - SWEPT PATH ANALYSIS UNDERTAKEN FOR ALL TURNING MOVEMENTS USING MAX ARTICULATED VEHICLE AS THE WORST CASE SCENARIO DESIGN VEHICLE. TRACKING DRAWING AVAILABLE UPON REQUEST.
  - STOPPING SIGHT DISTANCES (SSD) APPLIED ARE AS RECOMMENDED IN TD 9/93 TABLE 3 OF THE DMRB FOR A 50kph (30mph) ROAD.

- GENERAL KEY:**
- RE-LOCATED LAMP COLUMN
  - SIGN ARRANGEMENT
  - RED BLISTER TACTILE PAVING
  - PRE-CAST CONCRETE EDGING
  - PROPOSED KERBS
  - HIGHWAY BOUNDARY
- SIGNALS KEY:**
- INDICATIVE PRIMARY SIGNAL
  - INDICATIVE SECONDARY SIGNAL
  - PUSH BUTTON UNIT
- SSD KEY:**
- DESIRABLE MINIMUM SSD OF 70m FOR A 50kph ROAD IN LINE WITH TD 9/93 TABLE 3.
  - 'ONE STEP BELOW' DESIRABLE MINIMUM SSD OF 50m FOR A 50kph ROAD IN LINE WITH TD 9/93 TABLE 3.

SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION				
IN ADDITION TO THE HAZARDS/RISKS NORMALLY ASSOCIATED WITH THE TYPES OF WORK DETAILED ON THIS DRAWING, NOTE THE FOLLOWING SIGNIFICANT RESIDUAL RISKS				
CONSTRUCTION				
REFER TO DESIGNER'S RISK ASSESSMENT				
MAINTENANCE/CLEANING				
REFER TO DESIGNER'S RISK ASSESSMENT				
USE				
REFER TO DESIGNER'S RISK ASSESSMENT				
DECOMMISSIONING/DEMOLITION				
REFER TO DESIGNER'S RISK ASSESSMENT				

P	FIRST ISSUE	25/04/13	AB
Stat	Purpose of Issue	Date	Auth
A	FIRST ISSUE	DS	13/05/13 PW AB
Rev	Description	By	Date Chk'd Auth

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CHESHIRE COUNTY COUNCIL

Project

FLOWERPOT JUNCTION  
MACCLESFIELD

Title

JUNCTION CAPACITY IMPROVEMENTS

Sheet Size	Original Scale	Designed/Drawn	Checked	Authorised
A1	1:250	DS	PW	AB
Status	Drawing Number	Date	Date	Date
P	5108479/100/001	13/05/13	13/05/13	13/05/13
				Rev
				A

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CHESHIRE COUNTY COUNCIL LA100019582 2007





NOTES:

1. THIS DRAWING IS A GENERAL ARRANGEMENT DRAWING ONLY, AND IS NOT FOR CONSTRUCTION PURPOSES.
2. THE DRAWING IS BASED ON ORDNANCE SURVEY MAPPING.
3. NO CONSIDERATION HAS BEEN GIVEN TO THE IMPACTS ON STATUTORY UNDERTAKERS PLANT & EQUIPMENT.

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P01	27-Jun-14	FOR DISCUSSION	MJ	PW	AB
Rev.	Date	Description	By	Chk'd	App'd

## SO



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Client

CHESHIRE EAST COUNCIL

Drawing Title

**MOSS LANE / CONGLETON ROAD  
JUNCTION IMPROVEMENT SCHEME**

Scale 1:500	Designed MJ	Drawn MJ	Checked PW	Authorised AB
Original Size A3	Date 25/06/14	Date 25/06/14	Date 25/06/14	Date 26/06/14

Drawing Number	Revision
5108479-014-TP-GA-DR-D-0001	P01

In addition to the hazards/risks normally associated with the types of work detailed on this drawing, note the following:

## CONSTRUCTION

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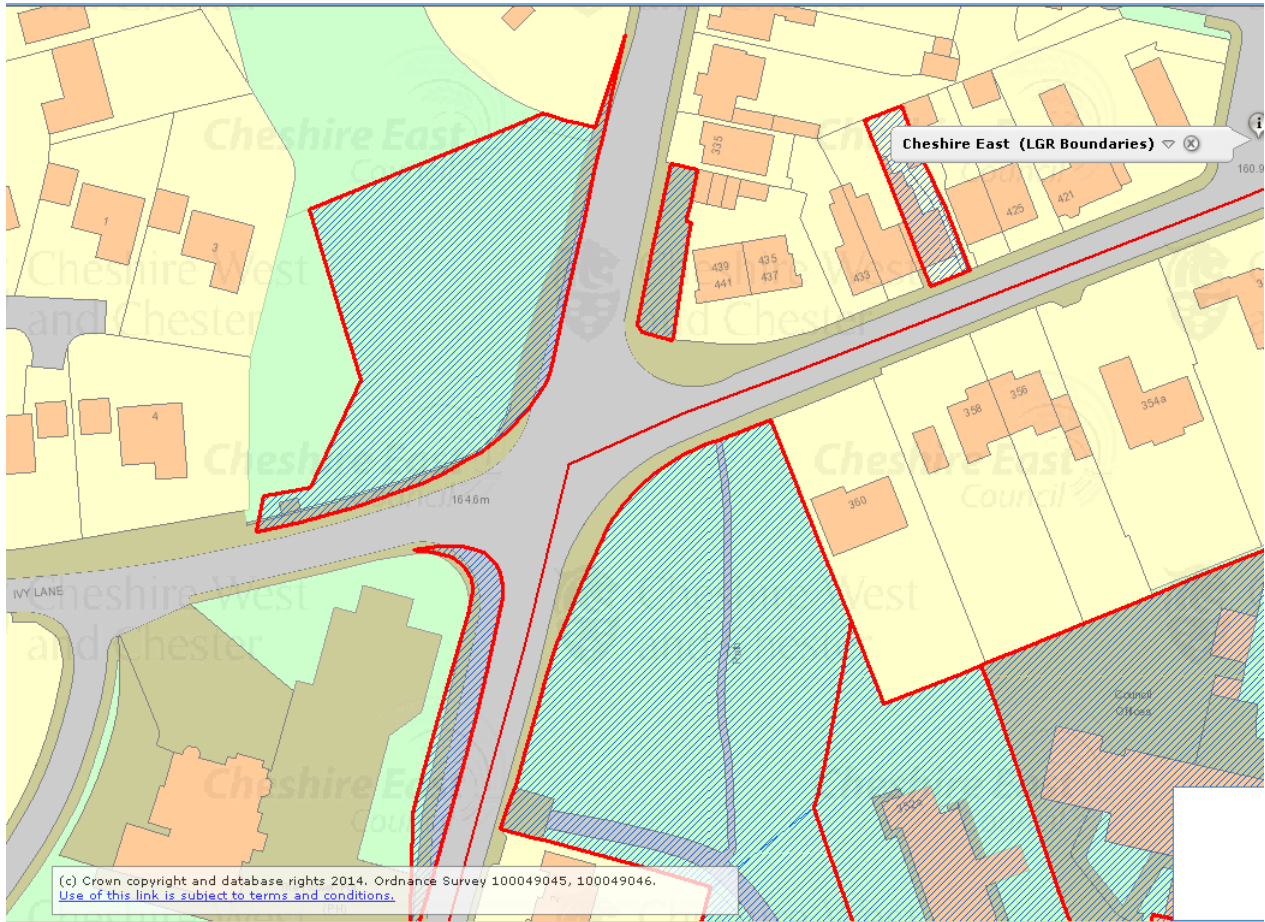
It is assumed that all works will be carried out by a competent contractor working, where appropriate, to an approved method statement







## Appendix B. CEC Land Ownership around the Flowerpot Junction





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## Cheshire East Council

### Cabinet

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<b>Date of Meeting:</b>	14 <sup>th</sup> October 2014
<b>Report of:</b>	Ralph Kemp, Corporate Manager Commissioning – Waste and Environmental Services (Acting)
<b>Subject/Title:</b>	Cheshire East Municipal Waste Strategy 2030 (Ref CE 14/15-6)
<b>Portfolio Holder:</b>	Cllr David Topping – Service Commissioning

---

#### 1.0 Report Summary

- 1.1 Cheshire East is developing a strong and robust approach to waste management putting residents first in maintaining a quality service while increasing sustainability and cost effectiveness. The Council is also taking an innovative approach in service delivery through the formation of Ansa Environmental Services to meet its ambitious waste objectives.
- 1.2 The Municipal Waste Strategy 2030 has received strong endorsement from the public during its consultation phase with nearly 800 responses received. The majority of responses agree with the strategic objectives with the highest endorsement of 92% for the recycling objective to provide a simple, easy to use kerbside recycling service.
- 1.3 The strategy outlines the key aims and objectives for future municipal waste management in Cheshire East, the public consultation on these objectives and steps that will be needed to implement them.
- 1.4 Council is seeking to manage waste in a sustainable manner contributing to outcome 4 of the Council's three year plan, ensuring Cheshire East is a green and sustainable place.
  - i. The strategy retains a focus on stopping waste production in the first place through waste prevention – a priority reinforced by focus group attendees.
  - ii. It seeks to increase the reuse of waste through working with the charitable sector.
  - iii. To maintain our recycling rate, already within the top 12% of Councils in the country and where possible increase the materials that can be recycled.

- iv. To transition to a more sustainable treatment of organic and residual waste through bio technologies such as an Anaerobic Digestion and energy generation.
- 1.5 The prevention of waste and the use of waste and recycling as a resource will ensure waste management remains cost effective while continuing to deliver a high quality service to the public.

## **2.0 Recommendation**

- 2.1 To review and adopt the appended Cheshire East Municipal Waste Strategy 2030.

## **3.0 Reasons for Recommendation**

- 3.1 A clear, coherent strategy is vital for such a major area of spend, especially in an area of changing technologies and practice. The adoption of the strategy will communicate the Council's policy and direction in managing municipal waste to both the public and waste management industry alike.
- 3.2 The strategy will provide the Council with a long-term strategic policy and offer protection against the possibility of challenge from the waste industry over its waste and recycling activities; it will also assist the long term sustainability of its operations.
- 3.3 The strategy will provide a vehicle to be able to set measurable objectives for the Council's alternative service delivery vehicle, Ansa Environmental Services, in accordance with the aims, objectives and priorities of the Council.

## **4.0 Wards Affected**

- 4.1 All wards

## **5.0 Local Ward Members**

- 5.1 All members

## **6.0 Policy Implications**

- 6.1 The waste strategy is in line with section 5 'ensure a sustainable future' of the Council's Sustainable Community Strategy. The strategy objectives will also ensure the delivery of Outcome 4 of the Council's 3 year plan: Cheshire East is a green and sustainable place.

## **7.0 Implications for Rural Communities**

- 7.1 The strategy builds on the current good practices of the waste management service which means it will continue to provide a quality service to all areas including rural communities.

## **8.0 Financial Implications**

- 8.1 The strategy is in line with the overall aspirations of the Environmental Operations Change Programme and the cost savings associated with it. As reflected in the medium term financial strategy, elements of the waste strategy will result in both expenditure and savings proposals, either through operational delivery, contracts or waste prevention activities; such changes are being reflected in the current business planning process.
- 8.2 A continued delivery plan will be produced identifying areas of future investment that will be required to deliver the key strategic recommendations and actions. Capital monies have already been put in place for depot infrastructure projects as part of the current 6.4 Environmental Operations Change program. Subject to current feasibility work a further capital bid will be developed for the Dry Anaerobic Digestion plant to enable energy generation from garden and food waste from the Borough.
- 8.3 Future Commissioning strategies will also be required to deliver the key recommendations over the next 16 years.

## **9.0 Legal Implications**

- 9.1 There is no statutory requirement for a unitary authority to have a waste strategy, however it is considered good practice. Since 2010 a number of high profile residual waste management procurements have been abandoned following the withdrawal of PFI credits. As a result, the pool of potential contractors from whom the Council might wish to procure future waste management services is cautious in assessing which procurements to participate in. Having a newly developed waste strategy should enhance the attractiveness of the Council's offering resulting in better competition and enhanced value for money.
- 9.2 If the Council is developing new facilities in connection with its waste management function, a SEA (strategic environmental assessment) should be carried out under article 3(3) and 3(4) of the SEA Directive (regulation 5, 2004 Regulations). The objective of the SEA Directive is "to provide for a high level of protection of the environment and

to contribute to the integration of environmental considerations into the preparation and adoption of plans with a view to promoting sustainable development". The SEA report must be made available with the draft plan or programme for consultation to interested parties and the relevant consultation bodies.

## **10.0 Risk Management**

- 10.1 The waste management legislative framework, technologies and industry are in a period of change and innovation. It is necessary to plan for municipal waste management to 2030. It is recognised however that changes in legislation and technology are likely to affect the implementation of the strategy over this period. To address this risk the strategy will be reviewed every 5 years to assess its continued suitability and effectiveness.

## **11.0 Background**

- 11.1 Cheshire East Council currently operates under a waste policy in line with the Community Strategy 2010-2025 and Joint Municipal Waste Management Strategy to 2020. A new strategy is now required following the removal of credits from the former Public Finance Initiative (PFI) solution for residual waste.
- 11.2 The new strategy will provide a framework to deliver waste management services through Ansa Environmental Services. It will also inform the public and industry alike of the Council's future aspirations for waste management through to 2030.
- 11.3 The strategy is centred on 19 key objectives outlined in section three of the report. The objectives are themed around Service Delivery, Waste reduction and re-use, Recycling, Residual waste management and Working together
- 11.4 In summary the objectives see the Council:
- Moving to seek value through delivering services through an alternative service delivery vehicle, Ansa Environmental Services;
  - Continue to carry out waste prevention work and seek to increase reuse of household goods to reduce waste over all;
  - To continue to deliver value through the sale of high quality recycle and to maintain or increase recycling;

- In recycling garden and food waste the Council seeks to utilise an innovative dry anaerobic digestion process to produce a high quality compost and saleable energy;
- Aspire to stop landfilling residual waste and transition to utilise it as a resource for energy production; and
- Seeking to work in partnership with others such as the waste industry, supermarkets and the voluntary/charitable sector.

11.5 A strategic environmental impact assessment (SEA) has been undertaken and statutory bodies engaged to ensure the suitability of the Council's strategic proposals. A copy of the SEA is available electronically on request.

11.6 A consultation exercise has been completed through a survey and focus groups with members of the public and key interest groups. The consultation received a large number of nearly 800 responses. The majority of response agree or strongly agree with the strategies objectives with the highest endorsement of 92% agreement on the recycling objective to provide a simple easy to use kerbside recycling service.

11.7 The strategy outlines a number of key strategic recommendations and actions. A costed delivery program will be produced following adoption of the waste strategy.

## **12.0 Access to Information**

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Email: [ralph.kemp@cheshireeast.gov.uk](mailto:ralph.kemp@cheshireeast.gov.uk)

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Appendix 1

**Cheshire East Council**

**Executive Summary Municipal Waste Management Strategy 2014**

## Appendix 1

## Executive Summary

### Purpose of this Report

This document sets out the draft Municipal Waste Management Strategy for Cheshire East Council (the Council). It establishes key aims and objectives for the future management of municipal waste within East Cheshire and identifies important steps that will be undertaken to deliver these aims and objectives. These actions will be targeted to improve the sustainability of waste management practices, make increased use of waste as a resource and ensure legislative compliance moving forward.

### Overview

In 2013/14 the Council managed 179,646 tonnes of municipal waste – just over half of this (53%) was recycled, composted or re-used; 6% was used to generate electricity and the remaining 41% was landfilled. The Council is one of the highest performing recycling authorities in North West England.

However the Council recognise that there are strong drivers to change and increasing pressure to minimise the overall amount of waste produced and to be more responsible in the way that the waste that is produced is then managed. For England, waste management targets and requirements are passed down from the European Union and these are transposed in to national law, policies and strategies which impact on the Councils management of waste moving forward. This draft Municipal Waste Management Strategy identifies these key drivers and examines the options through which the Council can not only comply with their requirements, but can also increase the use of waste as a resource to benefit the residents and economy of Cheshire East.

The future collection, treatment and disposal of waste in Cheshire East will be underpinned by a number of high level strategic objectives that have been established by the Council. These were agreed by Cabinet in the spring of 2013 and residents, businesses and other interested parties have had the opportunity to comment upon them as part of a consultation exercise (the results of this which are summarised within this draft Municipal Waste Management Strategy).

These 19 Objectives fall into five themed categories:

- Service delivery;
- Waste reduction and re-use;
- Recycling;
- Residual waste management; and
- Working together.

Long and short listed options for waste management service change and improvement have been systematically appraised to develop options that the Council will seek to develop and deliver during the implementation of the draft Municipal Waste Management Strategy. These options cover a variety of service areas ranging from bring bank provision through to the treatment of the residual waste that remains after recycling. These options collectively contribute to:

## Appendix 1

- Waste prevention and reduction;
- Increased reuse and recycling;
- The recovery of energy from residual waste (and its potential use locally in Cheshire East);
- Substantially reduced dependence on increasingly expensive and unsustainable landfill;
- The support of local third sector organisations in Cheshire East;
- Protection of the environment; and
- The improved efficiency of waste services delivered by the Council and its wholly owned company Ansa.

The options analysis has also facilitated the development for a reference project that shows that the aspirations and aims encompassed within the Councils waste management objectives can be attained and approximate costs associated with key elements of delivery.

### *Reference project*

The reference project comprises the waste management options that have been assessed as having the most potential for delivering the Council's high level strategy objectives, and which are likely to be successful in the unique setting of Cheshire East. The purposes of developing a reference project can be two-fold:

To show that the Council's objectives can be delivered by a particular solution and the estimated cost of doing so (demonstrating that the objectives are attainable and so that the affordability of their delivery can be assessed), without constraining any future procurement options (i.e. the Council can go to the market on a technology neutral basis). Most commonly the lowest cost option that meets the Council's objectives is selected for this purpose.

Alternatively, the reference project can be used to define the solution that best fits the Council's objectives and affordability criteria and set out clearly that this is what the Council intends to deliver (i.e. that the Council will go to market for a specific technologies/solution). This may not be the lowest cost option and can include specific criteria with particular local significance (e.g. political commitment, site constraints).

The reference project developed as part of this draft Municipal Waste Management Strategy is a hybrid of these two alternatives and identifies some options that the Council intends to pursue subject to more detailed work (e.g. the delivery of a Dry anaerobic digestion facility) and elements where it will remain neutral prior to engagement with the market (e.g. the delivery of an energy from waste residual solution).

In summary the reference project comprises the following:

- |                      |  |
|----------------------|--|
| • Prevent and Reduce | Undertake waste education and awareness programmes and support activities that prevent waste being produced;                     |
| • Reuse              | Support and engage third sector organisations in reusing waste that would otherwise be disposed of or treated as residual waste; |
| • Organic waste      | Dry AD – supported by the collection of mixed garden and food waste  |

## Appendix 1

- Bring sites                      Alignment of materials collected with kerbside collection system supported by rationalisation of bring bank provision and reduction in number of bring sites – estimated cost saving
- Commercial waste              Introduce charged collections for co-mingled recyclable waste and residual waste from the commercial sector – potential income
- Litter bin waste                  Provide separate bins for recyclables & litter (recycling on the go), and integrate bin management with existing collection system – low cost
- Residual waste                  Build waste transfer stations and send residual waste to a merchant EfW facility
- Mechanical St. sweepings      Promote re-use and recycling – low cost

### *Key Recommendations and Actions*

- The management of bulky waste (collection and re-use / recycling) should be subject to dialogue and optioneering with potential Third Sector partners;
- That the Council undertake an efficiency review of the HWRC network
- That a market study/ potential customer survey is undertaken prior to introducing a collection service for commercial waste;
- That the Council undertake a review of bring bank usage and costs prior to renewal of service contract/s;
- Preparation of a business case for the treatment of co-mingled organic waste using Dry AD to support future procurement of treatment solution;
- Recommend use of Competitive Dialogue procurement process for securing the Dry AD facility to enable detailed dialogue on risk and time for site related work;
- Undertaking an optioneering study prior to commencing replacement of existing Litter Bins with recycling bins, and the integration of bin emptying with the recyclable collection system;
- Prior to replacing the service contract for the recycling of Mechanical Street Sweepings, to undertake an appropriate due diligence for the contract;
- That service contracts for the recycling of Mechanical Street Sweepings are relatively short term with the provision for extension (to reduce risk exposure); and
- Preparation of a business case for residual waste treatment options and the provision of waste transfer capacity prior to procurement of a solution for residual waste management
- That the strategy is reviewed every 5 years.

## Cheshire East Council

# Municipal Waste Management Strategy 2030

Draft



AMEC Environment & Infrastructure UK Limited

September 2014

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## Document Revisions

No.	Details	Date
1	Draft Report 14336i1	September 2014
2	Draft Report 14336i2	September 2014

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**Report for**

Andrew Dunstone  
Cheshire East Council  
Pym's Lane Depot  
Crewe  
Cheshire

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Daniel Pawson

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Doc Reg No. 35872-01 Draft Report 14336i2

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strategy\after initial reveiw from cec\draft report 14336i2.docx

# Cheshire East Council

## Municipal Waste Management Strategy 2030

Draft

AMEC Environment & Infrastructure  
UK Limited

September 2014

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# Executive Summary

## Purpose of this Report

This document sets out the draft Municipal Waste Management Strategy for Cheshire East Council (the Council). It establishes key aims and objectives for the future management of municipal waste within East Cheshire and identifies important steps that will be undertaken to deliver these aims and objectives. These actions will be targeted to improve the sustainability of waste management practices, make increased use of waste as a resource and ensure legislative compliance moving forward.

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However the Council recognise that there are strong drivers to change and increasing pressure to minimise the overall amount of waste produced and to be more responsible in the way that the waste that is produced is then managed. For England, waste management targets and requirements are passed down from the European Union and these are transposed in to national law, policies and strategies which impact on the Council's management of waste moving forward. This draft Municipal Waste Management Strategy identifies these key drivers and examines the options through which the Council can not only comply with their requirements, but can also increase the use of waste as a resource to benefit the residents and economy of Cheshire East.

The future collection, treatment and disposal of waste in Cheshire East will be underpinned by a number of high level strategic objectives that have been established by the Council. These were agreed by Cabinet in the spring of 2014 and residents, businesses and other interested parties have had the opportunity to comment upon them as part of a consultation exercise (the results of this which are summarised within this draft Municipal Waste Management Strategy).

These 19 Objectives fall into five themed categories:

- Service delivery;
- Waste reduction and re-use;
- Recycling;
- Residual waste management; and
- Working together.

Long and short listed options for waste management service change and improvement have been systematically appraised to develop options that the Council will seek to develop and deliver during the implementation of the draft Municipal Waste Management Strategy. These options cover a variety of service areas ranging from bring bank provision through to the treatment of the residual waste that remains after recycling. These options collectively contribute to:

- Waste prevention and reduction;
- Increased reuse and recycling;
- The recovery of energy from residual waste (and its potential use locally in Cheshire East);
- Substantially reduced dependence on increasingly expensive and unsustainable landfill;
- The support of local third sector organisations in Cheshire East;
- Protection of the environment; and
- The improved efficiency of waste services delivered by the Council and its wholly owned company Ansa.

The options analysis has also facilitated the development of a reference project that shows that the aspirations and aims encompassed within the Council's waste management objectives can be attained and approximate costs associated with key elements of delivery.

## Reference project

The reference project comprises the waste management options that have been assessed as having the most potential for delivering the Council's high level strategy objectives, and which are likely to be successful in the unique setting of Cheshire East. The purposes of developing a reference project can be two-fold:

To show that the Council's objectives can be delivered by a particular solution and the estimated cost of doing so (demonstrating that the objectives are attainable and so that the affordability of their delivery can be assessed), without constraining any future procurement options (i.e. the Council can go to the market on a technology neutral basis). Most commonly the lowest cost option that meets the Council's objectives is selected for this purpose.

Alternatively, the reference project can be used to define the solution that best fits the Council's objectives and affordability criteria and set out clearly that this is what the Council intends to deliver (i.e. that the Council will go to market for a specific technology/solution). This may not be the lowest cost option and can include specific criteria with particular local significance (e.g. political commitment, site constraints).

The reference project developed as part of this draft Municipal Waste Management Strategy is a hybrid of these two alternatives and identifies some options that the Council intends to pursue subject to more detailed work (e.g.

the delivery of a Dry anaerobic digestion facility) and elements where it will remain neutral prior to engagement with the market (e.g. the delivery of an energy from waste residual solution).

In summary the reference project comprises the following:

- Prevent and Reduce      Undertake waste education and awareness programmes and support activities that prevent waste being produced;
- Reuse      Support and engage third sector organisations in reusing waste that would otherwise be disposed of or treated as residual waste;
- Organic waste      Dry AD – supported by the collection of mixed garden and food waste;
- Bring sites      Alignment of materials collected with kerbside collection system supported by rationalisation of bring bank provision and reduction in number of bring sites – estimated cost saving;
- Commercial waste      Introduce charged collections for co-mingled recyclable waste and residual waste from the commercial sector – potential income;
- Litter bin waste      Provide separate bins for recyclables & litter (recycling on the go), and integrate bin management with existing collection system – low cost;
- Residual waste      Build waste transfer stations and send residual waste to a merchant EfW facility; and
- Mechanical St. sweepings      Promote re-use and recycling – low cost.

### Key Recommendations and Actions

- The management of bulky waste (collection and re-use / recycling) should be subject to dialogue and optioneering with potential Third Sector partners;
- That the Council undertake an efficiency review of the HWRC network;
- That a market study/ potential customer survey is undertaken prior to introducing a collection service for commercial waste;
- That the Council undertake a review of bring bank usage and costs prior to renewal of service contract/s;
- Preparation of a business case for the treatment of co-mingled organic waste using Dry AD to support future procurement of treatment solution;
- Recommend use of Competitive Dialogue procurement process for securing the Dry AD facility to enable detailed dialogue on risk and time for site related work;

- Undertaking an optioneering study prior to commencing replacement of existing Litter Bins with recycling bins, and the integration of bin emptying with the recyclable collection system;
- Prior to replacing the service contract for the recycling of Mechanical Street Sweepings, to undertake an appropriate due diligence for the contract;
- That service contracts for the recycling of Mechanical Street Sweepings are relatively short term with the provision for extension (to reduce risk exposure); and
- Preparation of a business case for residual waste treatment options and the provision of waste transfer capacity prior to procurement of a solution for residual waste management
- That this strategy be reviewed every 5 years.

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# 1. Cheshire East's Current Waste Management Arrangements

## 1.1 Introduction

This document sets out the draft Municipal Waste Management Strategy for Cheshire East Council (the Council). It establishes key aims and objectives for the future management of municipal waste within East Cheshire and identifies important steps that will be undertaken to deliver these aims and objectives. These actions will be targeted to improve the sustainability of waste management practices, make increased use of waste as a resource and ensure legislative compliance moving forward.

As a unitary Authority the Council is the statutory Waste Collection Authority (WCA), Waste Disposal Authority (WDA) and Principal Litter Authority for Cheshire East. The Council provides a range of services for the collection of municipal waste and litter. These include;

- Kerbside collections – non-recyclable waste, recycling, garden waste and bulky waste (including electrical items);
- Household waste recycling centres (HWRCs);
- Bring banks;
- Litter and dog waste bins;
- Litter picking;
- Street and road sweeping; and
- Clearing of fly tipped waste.

The Council also generates waste from some of its other activities such as maintaining parks and open spaces.

This section outlines how the Council currently manages the municipal waste it collects providing an overview of performance since the Council's creation in 2009.

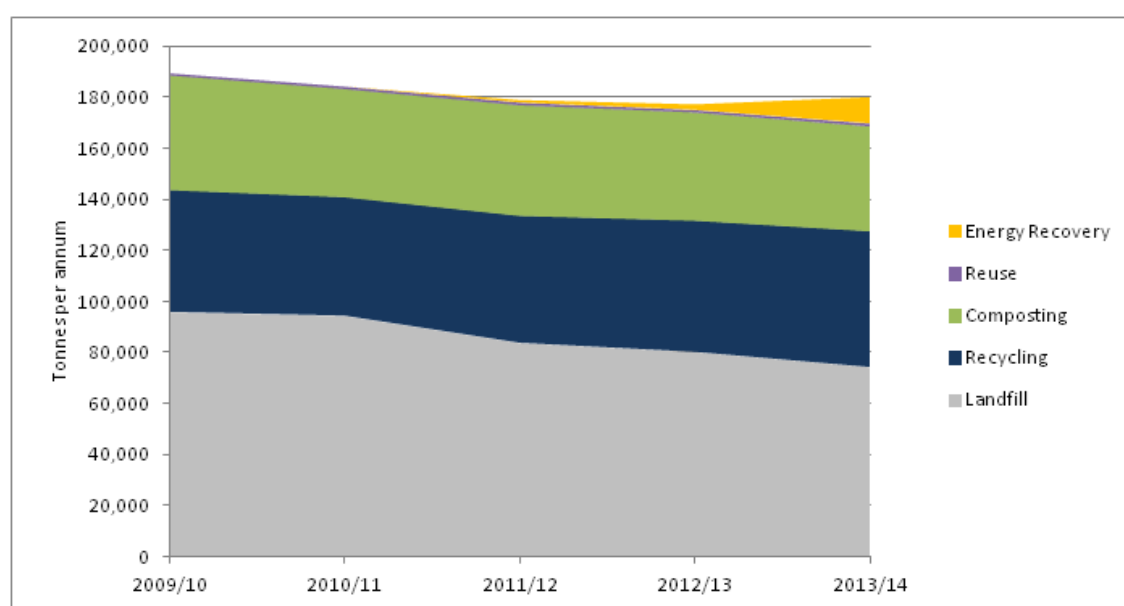
During the life of this Municipal Waste Management Strategy arrangements are likely to change – for example, contracts for management of recyclable materials or treatment of residual waste will be re-tendered. In some cases the Council may consider it appropriate to manage some elements of service delivery (e.g. waste transfer) directly through its arms length company, Ansa Environmental Services Ltd, (Ansa) which was established in 2014.

## 1.2 How much waste does Cheshire East Council manage?

In 2013/14 the Council was responsible for the management of 179,646 tonnes of municipal waste – just over half of this (53%) was recycled, composted or re-used; 6% was used to generate electricity and the remaining 41% was landfilled. The Council is one of the highest performing recycling authorities in North West England.

Figure 1.1 below shows how the quantities of waste managed by the Council have changed since 2009.

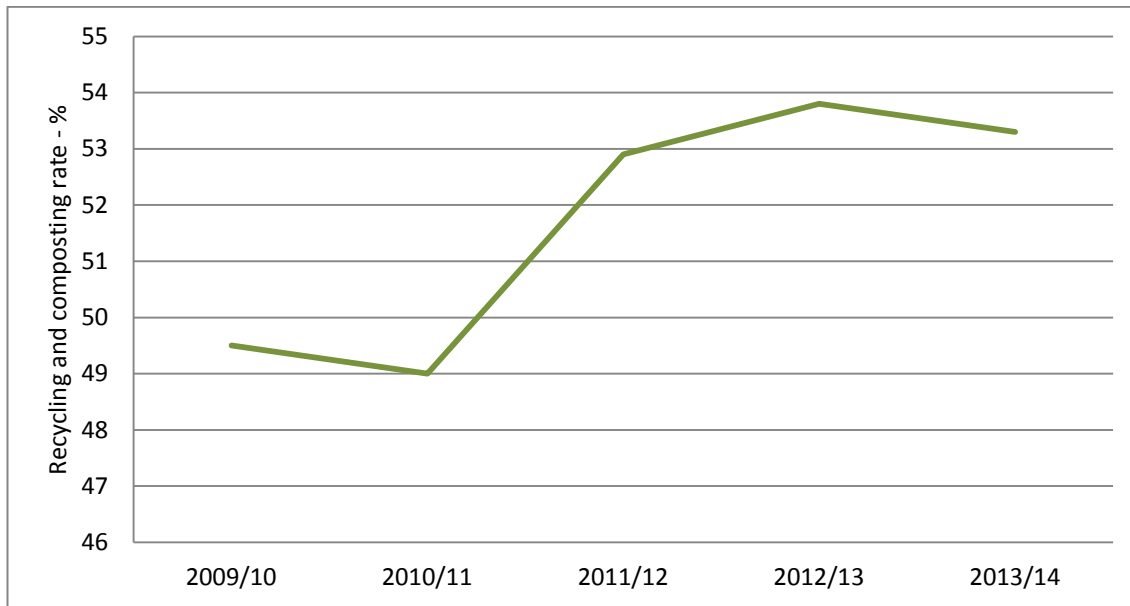
**Figure 1.1 Management of waste by Cheshire East Council 2009 to 2014**



The amount of waste the Council manages has reduced by 5% since 2009/10. During this period the amount of waste landfilled has gone down by 12.5% while recycling, composting and re-use has increased 4% (from a high baseline). Since 2013 a portion of the residual waste collected by the Council has been sent to an energy from waste plant in Stoke and used to generate electricity – in 2013/14 this quantity exceeded 10,000 tonnes.

Figure 1.2 below shows how the proportion of household waste that is recycled and composted has grown since the formation of Cheshire East Council.



**Figure 1.2 Cheshire East's recycling and composting performance since 2009/10**

### 1.2.1 Summary of current services

#### Collections of household waste from the kerbside

Figure 1.3 summarises how the majority of properties in Cheshire East have their household waste collected. This system was introduced in 2011 and replaced three different collection methods formerly used within East Cheshire prior to the formation of the Council.

Figure 1.3 Collection of kerbside household waste in Cheshire East

Waste Stream			
Collection frequency	FORTNIGHTLY		
Materials collected	 newspapers & magazines  cardboard  foil  aerosols  food tins & drink cans  household plastic packaging  cartons  mixed glass	 garden waste	 household waste

This service collects over three quarters of the household waste generated by the Borough's residents. It is an "easy-to-use system" that provides householders with the facilities to recycle and compost a wide range of materials.

### Household Waste Recycling Centres (HWRCs)

The Council provides a number of HWRCs across Cheshire East at which the residents of Cheshire East can deposit household waste free of charge. Details of where these HWRC's are located can be found on the Council website. These sites are for household waste only so cannot accept any waste from commercial or industrial activities.

The HWRCs provide points for the collection of a wide range of wastes including:

- Readily recyclable materials such paper, glass, textiles/clothing/shoes, cans, plastic bottles, scrap metal;
- Less commonly recyclable wastes such as engine oil and vegetable/cooking oil, batteries - both car and household batteries, wood,
- Electrical items and domestic appliance which can be re-used or recycled;
- Garden waste for composting;
- Rubble from small DIY projects;

- Fluorescent tubes and energy saving bulbs that require specialist treatment; and
- Bric-a-brac (general reusable items).

Just under 20% of the Borough's household waste is taken to these sites and the vast majority of that is recycled or composted.

## Bring sites

Before the introduction of comprehensive kerbside recycling, bring banks were the main way residents could recycle, often located at supermarkets and public houses and on car parks. However, as kerbside recycling has increased bring bank usage has dropped significantly. As a result, the Council has rationalised the number of sites and the range of materials collected so as not to duplicate the kerbside service.

Bring banks are still used but for a different range of materials. For example there are now banks for other types of waste such as small WEEE, books, bric-a-brac and textiles.

## Street cleansing

Maintaining the quality of Cheshire East's local environment through litter picking, sweeping streets and roads, emptying litter bins etc. is a high profile and vital service. Around 10,000 tonnes of waste is generated by this work and is often contaminated and therefore difficult to recycle easily.

A significant proportion of street cleansing waste is silt from sweeping roads (made up of small stones and gravels, smaller items of litter, debris from accidents etc.). The Council is recycling the silt to make materials for land restoration and aggregate. Such approaches reduce the cost of landfill disposal and create beneficial products and reduce waste management costs.

### 1.2.2 Where does the waste go?

Cheshire East's waste is sent to a number of destinations for re-use, recycling, composting, treatment and disposal. As the market changes, destinations will change but currently some of our waste is managed in the Borough (such as landfilling and composting) or in neighbouring areas (for example in Stoke or North Wales). Cheshire East Council will send waste where it is the most environmentally, and economically most appropriate to do so.

### 1.2.3 How does the Council deliver its waste services?

In 2014 CEC created a new, wholly owned, arms length company to provide its waste management and environmental services. Ansa Environmental Services Ltd, (Ansa) provides all the Council's household waste collection, street cleansing, grounds maintenance and fleet management services as well as managing related contracts such as for the bulking, transportation and sorting of mixed recycling, the composting of garden waste and disposal of residual waste.

Ansa operates from two main depots (with a small number of satellite sites) – one in the northern operational area in Macclesfield and the other in Crewe in the south. The Macclesfield depot is used for the parking of refuse collection vehicles, whereas the southern site is also used for bulking up the recyclables collected from the silver bin scheme as well as providing a base for street cleaning and grounds maintenance.

During the life of this Municipal Waste Management Strategy 2030 the depot arrangements may change to fit the needs of the Council, the service and residents.

## 2. Waste management drivers

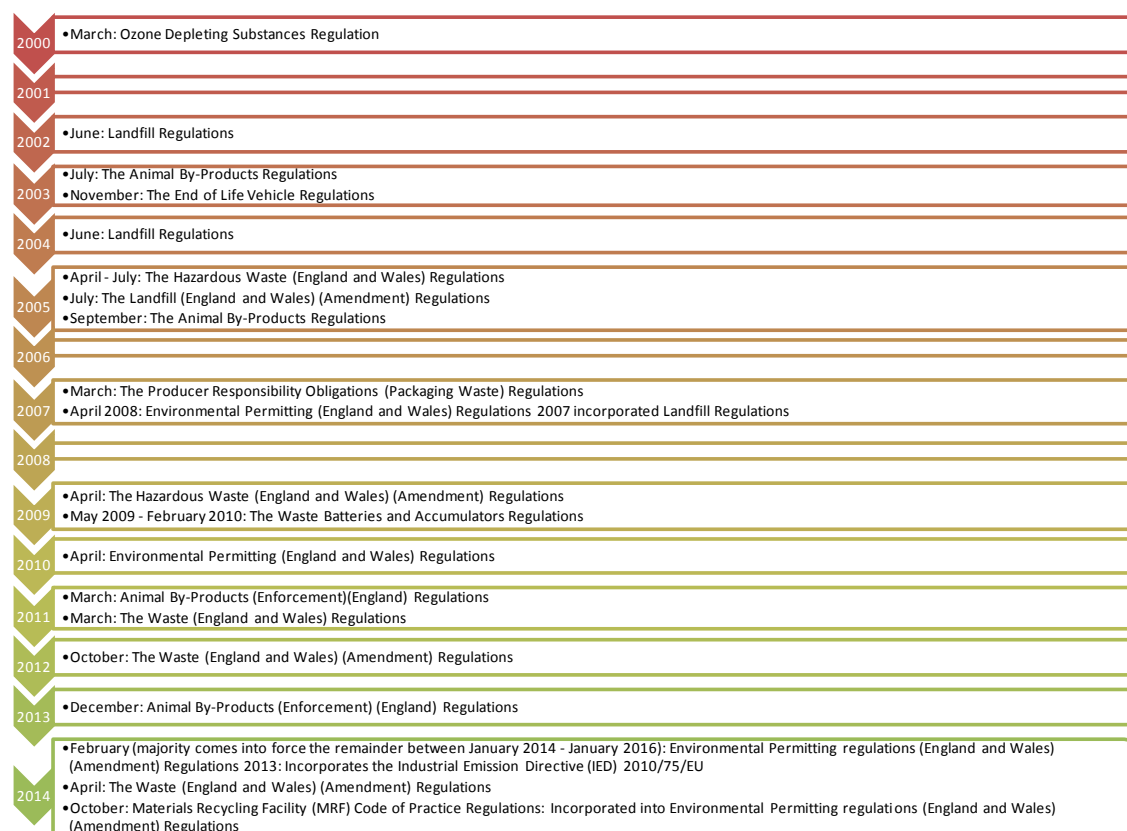
### 2.1 Legislation and policy

#### 2.1.1 National context

There is increasing pressure to minimise the overall amount of waste produced and to be more responsible in the way that the waste that is produced is then managed. For England, targets and requirements are passed down from the European Union and these are transposed in to national law, policies and strategies.

These laws and policies shape waste management in England and define what the Council needs to consider as part of the Draft Municipal Waste Management Strategy and what to address when procuring any new waste management contract. There is an array of waste management policies, legislation and guidance that must be adhered to by the Council, Ansa and its contractors. It is not appropriate to address all of the UK's waste management policies, legislation and guidance in this document, but the particular instruments that help shape the Municipal Waste Management strategy are summarised in Appendix A, with the most recent summarised below. Figure 2.1 shows the timeline of some of the key legislation that contribute to the development of the waste strategy.

**Figure 2.1 Key Legislation to consider in the development of the waste strategy**

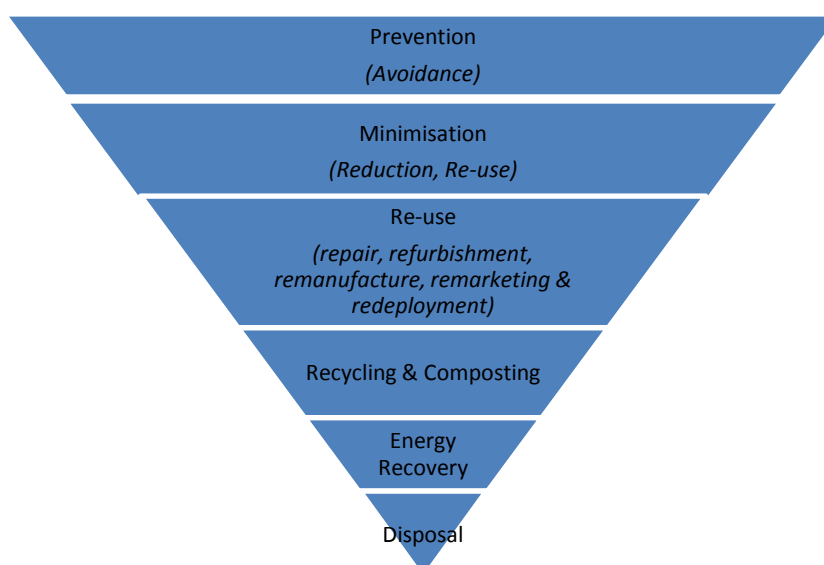


## The Waste (England and Wales) Regulations 2011 and The Waste (England and Wales) (Amendment) Regulations 2012

The revised Waste Framework Directive 2008 (rWFD) is the key directive affecting waste management to come out of Europe in recent years. Originally passed in 2006 and revised in 2008 it provides an overarching legislative framework for the management of waste across Europe. At a national level this has been transposed as the Waste (England and Wales) Regulations 2011 and includes the following key drivers for local authorities:

1. An emphasis on following the waste hierarchy (Figure 2.2) for all decisions on waste policy, infrastructure and management. This is a key waste management principle to encourage sustainable waste management. Under the regulations, departures from the hierarchy are allowed *'so as to achieve the best overall environmental outcome where this is justified by life-cycle thinking on the overall impacts of the generation and management of waste'*.

**Figure 2.2 The Waste Hierarchy, as defined by the revised Waste Framework Directive**



2. A target for reusing and recycling 50% of Household waste by 2020.
3. A target for recovering 70% of construction and demolition waste (excluding hazardous and soils and stones) by 2020.
4. The need for Waste Collection Authorities to provide separate collections of paper, metal, plastic and glass by 1<sup>st</sup> January 2015, for household collections and also, where they are provided, commercial collections.
5. The separate collection of bio-waste<sup>1</sup>, in accordance with the waste hierarchy, with a view to composting or digesting it and recovering energy.

The target for 50% is measured at a Member State level. In 2012/13 England recycled 43.2% of its waste, the Department of Environment, Food and Rural Affairs (DEFRA) has reported that the rate of increase in the recycling rate seen in recent years is insufficient to meet the 50% target by 2020<sup>2</sup>. Additionally at the time of writing a review being undertaken by the European Commission is expected to result in increased targets for recycling and landfill diversion post 2020, and require more focus on waste prevention and the circular economy.

## Materials Recovery Facility (MRF) Code of Practice Regulations

The requirements of these regulations will apply from October 2014 and are incorporated in to the Environmental Permitting (England and Wales) (Amendment) Regulations 2013. They require that every

<sup>1</sup> 'bio-waste' means biodegradable garden and park waste, food and kitchen waste from households, restaurants, caterers and retail premises and comparable waste from food processing plants. (Revised Waste Framework Directive 2008).

<sup>2</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/255610/Statistics\\_Notice1.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/255610/Statistics_Notice1.pdf)

MRF that accepts in excess of 1,000 tonnes of mixed recyclables a year to report on the quality of the input, output and residual waste every three months. The regulations intend to provide confidence to the reprocessing market of materials coming out of MRFs. CEC's current contractor UPM will need to ensure they meet these requirements.

## End of Waste Criteria

The rWFD called for 'End of Waste Criteria' to be developed to establish when specified wastes cease to be waste and are no longer governed by waste legislation, and aims to encourage recycling in the European Union by providing a level playing field for the acceptable quality of recyclates. The criteria will apply after waste has undergone a recovery operation (including recycling) and complies with specific criteria. There are currently EU end of waste criteria for glass, iron, steel and aluminium scrap metals and more are expected. Where EU end of waste criteria have not been developed, member states can adopt their own criteria for this purpose (for example, in the UK PAS100 has been adopted for compost derived from waste).

It is worth noting that the development of criteria may mean that some uses of waste will no longer be classed as recycling, but recovery instead. One example is any glass that is used in aggregate instead of going to remelt into new glass products; this activity is expected to not be counted as 'recycling', and may impact on the ability to meet higher recycling rates.

## The Government Review of Waste Policy in England 2011

The coalition Government came to power in 2010 and published a review of national waste policy in June 2011<sup>3</sup>. This detailed a number of commitments and actions that the Government would seek to address over the coming years and considered the rWFD. Key actions are detailed below:

- The Landfill Allowance Trading Scheme (LATS) was revoked from April 2014; landfill tax has become the key financial driver to reducing waste from landfill. However EU diversion targets for biodegradable waste are still in place for Member States and so there is a need to use alternative waste management techniques to landfill.<sup>4</sup>;
- There is a commitment to prioritise efforts to managing waste in line with the 'waste hierarchy' and support resource efficiency;
- Reduce the Carbon impact of managing waste;

<sup>3</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/69401/pb13540-waste-policy-review110614.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69401/pb13540-waste-policy-review110614.pdf)

<sup>4</sup> After the introduction of the Landfill Directive in 1999, each member state was set targets for the reduction of biodegradable waste sent to landfill. In England and Wales this was transposed into the Landfill Regulations (England and Wales) 2002 and the LATS was introduced under the Waste and Emissions Trading Act 2003. The LATS gave each Local Authority a set tonnage ('allowance') of biodegradable waste that could be sent to landfill each year, the allowances reduced each year. If this tonnage was exceeded a charge of £150/ tonne of biodegradable waste sent to landfill was to be paid by the Local Authority. The allowances could be traded between Authorities, sometimes with a charge attached.



- Consideration of higher targets for key materials such as packaging;
- Support energy from waste and overcome barriers to using Anaerobic Digestion;
- Consideration of restricting certain wastes from being sent to landfill;
- Improve waste services for householders and businesses;
- Support Councils in collecting waste and recycling from small businesses; and
- Ensure that waste is recovered and meets specific criteria to ensure that it is no longer classed as a waste and so can be used and marketed as quality products.

## Waste Management Plan for England

In December 2013 the Waste Management Plan for England was released<sup>5</sup>. It meets the requirements of the revised Waste Framework Directive by bringing together existing plans and policies to ensure waste is treated in line with the waste hierarchy. It supersedes the National Waste Strategy 2007 and its targets, so there are no longer targets for the reduction of residual waste per person and the recovery of municipal waste. The Waste Management Plan for England does not set new targets but uses those set out in the rWFD.

## Recycling Rate

In April 2014 a new calculation was introduced to report the recycling rate achieved by Local Authorities. Importantly and in line with the rest of Europe this includes the ability to include recyclables extracted from residual waste treatment in the calculation, this would therefore include metals extracted from the bottom ash from Energy from Waste Facilities.

## Financial drivers

Landfill Tax is currently (financial year 2014/2015) levied at £80 on every tonne of waste sent to landfill. The government announced in the 2014 budget, that from April 2015 the standard and lower rates of landfill tax will increase in line with the Retail Price Index (RPI), rounded to the nearest 5 pence<sup>6</sup>. The government intends to provide further longer term certainty about the future level of landfill tax rates following a consultation on trommel fines in 2014.

<sup>5</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/265810/pb14100-waste-management-plan-20131213.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/265810/pb14100-waste-management-plan-20131213.pdf)

<sup>6</sup> HM Treasury (2014), Budget 2014.  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/293759/37630\\_Budget\\_2014\\_Web\\_Accessible.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/293759/37630_Budget_2014_Web_Accessible.pdf)

## 2.2 Cheshire East Council local policies and plans

The Council has several Policies and plans in place that impact on this Municipal Waste Management Strategy and its implementation.

Some of these have been developed by Cheshire East Council whereas others (notably, the Waste Local Plan) are legacies of Cheshire County Council.

### Cheshire's Waste Local Plan

Land use planning for the location of waste management facilities covered in the Cheshire Waste Local Plan<sup>7</sup>. This Plan was adopted in July 2007 prior to the formation of Cheshire East Council. However, until a replacement is developed its policies still apply.

The overarching policies of the Plan are to:

- Balance the need for new waste management facilities with the protection and enhancement of the environment and quality of life;
- Enable an increase in the number of facilities which recycle and re-use waste;
- Encourage the use of the most up to date waste management technologies; and
- Reduce the need for landfill.

### Cheshire East Local Plan Strategy

In May 2014 CEC submitted its Local Plan Strategy to the Secretary of State in preparation for independent examination. The Plan covers a range of matters including:

- The requirement for new homes and their locations;
- The allocation of employment land;
- The protection and improvement of open spaces;
- The provision of infrastructure; and
- Improvement of town centres and community facilities.

As the Plan is implemented it will impact upon the quantity of waste being generated in the Borough putting pressure on existing facilities and providing opportunities for increasing recycling further.

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[https://www.cheshireeast.gov.uk/planning/spatial\\_planning/saved\\_and\\_other\\_policies/cheshire\\_waste\\_local\\_plan.aspx](https://www.cheshireeast.gov.uk/planning/spatial_planning/saved_and_other_policies/cheshire_waste_local_plan.aspx)

### 3. Strategy objectives

The future collection, treatment and disposal of waste in Cheshire East will be underpinned by a number of high level strategic objectives which have been established by the Council. These were agreed by Cabinet in the spring of 2014 and residents, businesses and other interested parties have had the opportunity to comment upon them as part of a consultation exercise.

These 19 Objectives fall into five themed categories:

- Service delivery;
- Waste reduction and re-use;
- Recycling;
- Residual waste management; and
- Working together.

To fulfil these objectives CEC will implement a number of actions and initiatives: Table 3.1 below sets out the objectives and the overall results of the consultation exercise.

**Table 3.1: Strategic Waste Management Objectives**

<b><u>Theme</u></b>	<b><u>High level Objectives</u></b>
<b>Service Delivery</b>	<b>To deliver a quality and value for money waste management service that achieves consistently high levels of customer satisfaction of 75% or more.</b>
	<p><i>The collection, treatment and disposal of household waste are amongst the highest profile services that councils provide. Cheshire East Council understands the importance its residents place on having reliable collection services that meet their needs and aspirations whilst managing costs effectively.</i></p> <p><i>In a recent public satisfaction survey Cheshire East residents scored elements of the waste collection service very highly and we will build on this and strive to achieve a minimum of 75% satisfaction with the service.</i></p> <p><i>To achieve a minimum of 75% satisfaction we will:</i></p> <ul style="list-style-type: none"> <li>• <i>Provide simple and easy to use waste services;</i></li> <li>• <i>Collect waste efficiently, professionally and reliably; and</i></li> </ul>

<u>Theme</u>	<u>High level Objectives</u>
	<ul style="list-style-type: none"> <li>• <i>Develop services that meet the needs of our residents and businesses.</i></li> </ul> <p><b>To deliver services in a cost effective way through a wholly owned company.</b></p> <p>54% of consultees agreed or strongly agreed with this objective.</p> <p><i>This Objective has been delivered as from April 2014 'environmental services' functions (transferred to Ansa Environmental Services Ltd – a company wholly owned by Cheshire East Council.</i></p> <p><i>Ansa is responsible for:</i></p> <ul style="list-style-type: none"> <li>• <i>Collecting household waste from the kerbside;</i></li> <li>• <i>Managing the recyclable materials collected (either directly or using third party bulking sites);</i></li> <li>• <i>Mechanically and manually cleansing public areas such as streets, town centres, parks and open spaces;</i></li> <li>• <i>Removing fly tipping;</i></li> <li>• <i>Managing waste disposal and treatment contracts (such as for the landfilling and energy from waste, the composting of garden waste and household waste recycling centres;</i></li> <li>• <i>Delivering grounds maintenance services such as grass cutting (excluding highways verges currently), managing parks etc.; and</i></li> <li>• <i>Managing the fleet of plant, equipment and vehicles the company uses.</i></li> </ul> <p><i>The company also has a remit to develop commercial trading opportunities such as collecting waste generated by businesses, providing training on fleet matters and cleansing privately owned estates such as retail parks.</i></p>
	<p><b>Investigate the opportunities for efficiencies through working with other waste collection and disposal authorities.</b></p> <p>71% of consultees agreed or strongly agreed with this objective.</p> <p><i>Whether in tough economic times or not, working with partners can reduce costs through, for example, economies of scale or sharing procurement costs. Where this can be done to the benefit of Cheshire East Council it will be.</i></p> <p><i>Ansa Environmental Services Ltd can also work in partnership with other councils and public sector bodies to deliver services. Ansa can provide high quality services as a partner rather than a contractor and this has significant advantages for the partner organisation and Cheshire East Council.</i></p>

<u>Theme</u>	<u>High level Objectives</u>
Waste Reduction and Re-Use	<b>To make waste prevention, reduction and reuse a priority over recycling and disposal, promoting sustainability and reducing costs.</b>
	85% of consultees supported waste minimisation
	<i>Not producing it in the first place is by far the best environmental and economic solution to tackling waste. Investing in this (through promotion campaigns, encouraging the composting of organic waste at home, supporting re-use activities) saves money and has positive environmental and social benefits. The response by the focus groups to this objective was equally strong. All attendees spoke of the challenge to take personal responsibility to prevent and reduce when the prevailing culture is to mass produce and then throw away.</i>
	<b>Work to reduce the total amount of household waste produced per annum in Cheshire East.</b>
	79% of consultees agreed or strongly agreed with this objective.
	<i>The management of waste is funded through council tax. Reducing the amount of waste produced in Cheshire East reduces its burden on Council budgets and the tax payer.</i>
	<b>Work to reduce the amount of household waste produced per person in Cheshire East.</b>
	69% of consultees agreed or strongly agreed with this objective.
	<i>At the most local level – at home – reducing what is put in the bin (perhaps by making decisions in the supermarket not to accept over-packaging or using food waste to make compost) all contributes to the Objective of reducing the amount of waste produced across Cheshire East.</i>
	<b>Work to increase waste re-use activity amongst residents in partnership with the charitable and furniture reuse sector.</b>
	89% of consultees agreed or strongly agreed with this objective.
	<i>The Council provides a collection service for bulky waste such as items of furniture. In many cases these items can be re-used either almost immediately or after some repair and refurbishment. This provides many opportunities to use the waste to the benefit of less advantaged members of our community.</i>
	<i>We already, and will continue to do so, work with the voluntary sector to collect and re-distribute our re-usable bulky waste. This provides</i>

<u>Theme</u>	<u>High level Objectives</u>
	<p><i>employment and training in collection, repair and refurbishment. It also builds a stock of furniture that can help furnish the properties of struggling families. Focus group attendees were in strong support of this objective and encouraged the Council to keep this as a priority.</i></p> <p><i>We will continue this work and seek to build on it in partnership with the voluntary sector to increase waste re-use.</i></p>
<b>Recycling</b>	<p><b>To continue to exceed national targets for recycling (currently 50% by 2020).</b></p>
	<p>89% of consultees agreed or strongly agreed with this objective.</p>
	<p><i>Cheshire East already recycles and composts over 50% of its household waste and is one of the best performing councils in North West England.</i></p>
	<p><i>With our plans to landfill no waste and treat it through other methods and expanding the range of wastes collected at the kerbside, our performance will grow further. We are seeking innovative methods to recycle other waste streams. For example we have let contracts to recycle street sweepings - this can be costly to dispose of and recycling creates a material that is beneficial to other industries.</i></p>
	<p><i>We will:</i></p> <ul style="list-style-type: none"> <li><i>Continue to provide comprehensive kerbside services enabling residents to maximise recycling;</i></li> <li><i>Maintain the role of HWRCs in collecting bulkier wastes and maximising the recycling and re-use of these;</i></li> <li><i>Seek innovation in recycling waste streams we have not recycled previously; and</i></li> <li><i>Promote the use of services and advise residents on how to make the most of them.</i></li> </ul>
	<p><b>To provide all households with a simple, easy to use, kerbside recycling collection service for glass, metals, plastics, paper and cardboard and work to increase the types of recyclable materials collected.</b></p>
	<p>93% of consultees agreed or strongly agreed with this objective.</p>
	<p><i>To reach and exceed 50% recycling and composting we must have a collection system that is easy to use and understand. We provide a straightforward three bin collection system – the silver bin for mixed recycling (including paper, cardboard, cans, glass, plastics etc);</i></p>

<u>Theme</u>	<u>High level Objectives</u>
	<p><i>green bin for compostable garden waste and the black bin for the waste that cannot be put into the silver or green bins.</i></p>
	<p><i>If service changes are demanded by any changes in law or more favourable environmental and economic conditions we will ensure the service is always simple and easy to use.</i></p>
	<p><i>The benefits of the current system were acknowledged by the focus group attendees and all expressed a concern that more recycling did not mean more bins/boxes/bags</i></p>
	<p><i>We know from analysing what is left in the black wheelie bin that there is still waste left to recycle. To capture this lost material will require investment if we are to reduce the costs and impacts of our waste further.</i></p>
	<p><b>To maximise public participation in recycling schemes through waste education and communication with residents</b></p>
	<p><i>Cheshire East Council will continue to engage with residents through waste education to ensure that the recycling schemes are used to their full potential and that contamination levels are reduced.</i></p> <p><b>To reduce organic waste arising by giving priority to promoting home composting solutions for garden and food waste.</b></p> <p><i>90% of consultees agreed or strongly agreed with this objective.</i></p> <p><i>The compost made from our garden waste is high quality and used to help improve soil fertility on farms in Cheshire East. Gardeners know the benefits of making their own compost - it reduces their own costs recycling important nutrients rather than applying chemicals. The same principles apply to the Council.</i></p> <p><i>The Council will continue to encourage the composting of organics (both garden and food waste) at home. We already operate our Waste Reduction Programme whose volunteers promote home composting and the Love Food Hate Waste programme at local community events.</i></p>



<u>Theme</u>	<u>High level Objectives</u>
	<p><b>To utilise energy generation to process 40,000 tonnes of kerbside collected organic waste by sustainable bio technologies such as anaerobic digestion, to generate heat and power.</b></p> <p>76% of consultees agreed or strongly agreed with this objective.</p> <p><i>The organic waste generated by residents and businesses can be used as a fuel for renewable energy generation providing electricity/gas to put back into the grid and heat that can be used to warm local buildings. As part of the work to develop this Strategy we investigated the options for such energy generation and in the process potentially expanding the range of waste we collect to provide improved services and increase recycling further.</i></p> <p><i>To deliver this Objective we will continue to assess the feasibility of suitable treatment options such as 'dry' anaerobic digestion where food and garden waste can be collected and processed together to generate heat and power.</i></p> <p><i>The focus group attendees were in favour of capturing energy from the organic waste stream but had questions around the size of the plant, if odour issues would be a problem and whether the siting of one plant would lead to excess mileage travelled by collection vehicles. These will all be closely examined as the Council progresses this objective.</i></p>
<b>Residual Waste Management</b>	<p><b>Ensure that residual waste is managed to support waste prevention reuse and recycling, minimising waste produced.</b></p> <p>88% of consultees agreed or strongly agreed with this objective.</p> <p><i>Cheshire East's priority is to maximise waste recycling, composting and reuse - this is environmentally, socially and economically more responsible than treating and disposing of non-recyclable waste through landfill and energy from waste. Not only were the majority of survey respondents in agreement with this objective, so were the focus group attendees.</i></p> <p><i>The Council's objective is to exceed 50% recycling (which is already currently the case). We want to do better but we cannot improve if we do not have the freedom and flexibility to increase performance if we are tied to strict contracts for waste treatment and disposal.</i></p> <p><i>We will design contracts to be as flexible as possible so that we can</i></p>



<u>Theme</u>	<u>High level Objectives</u>
	<p><i>decrease the quantities of waste we have treated and disposed through minimisation, recycling and composting without being penalised.</i></p>
	<p><b>To utilise waste that cannot be reused or recycled as a resource for energy generation helping to alleviate fuel poverty in the borough.</b></p>
	<p>84% of consultees agreed or strongly agreed with this objective.</p>
	<p><i>Our promotion of the use of renewable energy extends to the use of waste as fuel. We will be exploring using garden and food waste in anaerobic digestion to create energy and heat. Similarly we will also seek to use the non-recyclable element of our waste as a fuel to contribute to the generation of renewable energy in the County and UK.</i></p>
	<p><b>To reduce disposal to landfill to 0 and achieve 100% disposal to waste to energy generation.</b></p>
	<p>79% of consultees agreed or strongly agreed with this objective.</p> <p><i>Landfilling waste is the least preferable option in the waste hierarchy. It does not maximise the value inherent in the waste and the methane generated by the decomposition of the organic fraction contributes to climate change.</i></p> <p><i>Waste Strategy 2030 will eliminate the landfilling of waste as an option as we minimise, re-use, recycle and compost what we can and make fuel from the rest.</i></p> <p><i>Focus group attendees agreed with the objective however when asked how best to deal with the residual they were divided. Some favoured taking responsibility for our waste by treating it within Cheshire East but others felt that with sufficient capacity in the North West it would be more sensible to transport our waste to existing facilities.</i></p>
<b>Working Together</b>	<p><b>To work in partnership with the commercial and charitable sectors such as the waste industry, supermarkets, housing trusts and Cheshire Furniture Reuse forum, to promote waste reduction, re-use and recycling.</b></p>
	<p>92% of consultees agreed or strongly agreed with this objective.</p>
	<p><i>Cheshire East is not the only body responsible for waste generated in the Borough. The commercial and industrial sectors generate</i></p>

<u>Theme</u>	<u>High level Objectives</u>
	<p><i>significantly more waste than households. We can help them manage this waste sustainably by offering recycling services or working with them to find outlets for waste and providing advice.</i></p> <p><i>Through business networks the Council will promote better waste management standards identifying opportunities to increase re-use and recycling.</i></p>
	<p><b>To continue to build and utilise a waste prevention volunteer network to promote waste education and awareness across Cheshire East.</b></p>
	<p>76% of consultees agreed or strongly agreed with this objective.</p> <p><i>We already have a large team of Waste Reduction and Recycling Champion volunteers. The team is a key link between the Council and the community and promotes sustainability messages and provides advice.</i></p> <p><i>To help meet our Objectives we need to grow our volunteer team to help reduce the costs and environmental and social impacts of waste.</i></p>
	<p><b>To work with schools and higher education establishments in Cheshire East to promote waste prevention to the next generation.</b></p>
	<p>88% of consultees agreed or strongly agreed with this objective.</p> <p><i>We will continue to work with children and young people through Cheshire East's primary, secondary and special schools to promote waste prevention, reuse and recycling. Our current schemes tie into the national curriculum and we provide resources for students and teachers. We presently run our Junior Recycling Officer Scheme in primary schools and recycling challenge green team change projects in secondary schools.</i></p>
	<p><b>Provide waste management services that comply with legislative standards for environmental protection.</b></p>
	<p>92% of consultees agreed or strongly agreed with this objective.</p> <p><i>Cheshire East Council is ambitious and strives to find innovative service delivery solutions. This does not mean we will take risks so we will deliver this Strategy using technologies and methods that meet environmental and legal standards.</i></p>

## 4. Appraisal of Strategy Options

### 4.1 Waste Strategy Options: Workshops and Scenario Modelling

The performance of a range of waste management options for key areas of service delivery was assessed in relation to their capacity to contribute to the delivery of the Council's high level strategy objectives. A total of 28 options for the nine service areas were assessed in a two stage appraisal process. The assessment took the form of two stakeholder workshops comprising a number of Cheshire East Council members and officers supported by scenario modelling.

At the first stakeholder workshop Council members and officers subjectively assessed the efficacy and acceptability to the Council of a long list of waste management options and technologies. The outcomes from this workshop included the selection of a number of short listed options for detailed performance modelling and assessment and cost estimation. The selection of options for the more detailed comparative assessment was made on their ability to deliver against the strategy objectives. Some options were deselected due to their incompatibility with the Council's high level strategic objectives. The details of the first stage of the options appraisal process and associated stakeholder workshop are provided in Appendix B.

Six waste management options for the treatment of residual waste and organic biowaste (green) and food (WAF) wastes were selected for detailed modelling. Details of this modelling exercise are provided in Appendix C.

The outcomes from the modelling exercise were then presented to Council members and officers in a second workshop as part of the second stage of the options appraisal process. In this exercise the assessment of the strategy options under consideration was refined based on the information made available through scenario modelling and delivery risks identified as part of the workshop.

A summary of these assessments is provided in section 4.2 below.

### 4.2 Options Assessment

The assessment of the 28 waste management options and their probable contribution to the Council's high level strategic objectives is set out below.

#### Bring sites

##### *Reducing the number of bring sites*

The Council has carried out a rationalisation of bring sites in the area, and currently provide 47 bring sites which are serviced by Third Parties without costs being incurred directly. Any reduction in the number of

bring site containers provided by the Council would represent a simplification in the recycling service provided, and a reduction in indirect costs (such as managing complaints and cleansing bring bank sites). Reduction in the number of bring sites (option 1) ranked nineteenth in the initial assessment and the Council will continue to periodically review bring bank provision to ensure that it remains a streamlined and efficient element of the waste management services it provides.

### *Aligning materials collected at bring banks with the kerbside collection system*

The principle of aligning materials collected at bring banks with the kerbside collection system (option 2) ranked fourth in the initial assessment. Cheshire East Council have already commenced with rationalisation of their bring site network as the tonnage collected has declined (following the introduction of the silver bin kerbside recycling system provided to residents). Rationalisation has taken the form of a review of inefficient recycling banks across Cheshire East and has resulted in the removal of banks collecting items that can be recycled at home in the silver bin, and retention of banks collecting items that cannot be recycled at home e.g. clothing, shoes and books. Due to the success of these changes the continuation of this approach will be adopted to allow further optimisation of the bring site network.

### *Bulky waste including WEEE (Waste Electrical and Electronic Equipment)*

#### *Promotion of partnership with Third Sector organisations for bulky waste collections, certification and re-use outlets*

National policy generally favours the increasing use of waste as a catalyst to promote not only service and environmental improvements but also social cohesion and progression. The England Review of Waste Policy 2011 established the Government's commitment towards a zero waste economy. The main aspects relating to the management of bulky waste included:

- The prioritisation of efforts to manage waste in line with the waste hierarchy and reduce the carbon impact of waste;
- Support for initiatives that reward and recognise people who do the right thing to reduce, reuse and recycle their waste by introducing a fund to support local schemes; and
- Encouragement for councils to sign the new Recycling & Waste Services Commitment, setting out the principles they will follow in delivering local waste services.

The review also put an emphasis on localism and the Big Society using as an example “the role charity sector organisations often play in ensuring clothing or bulky items like furniture are reused.”

The promotion of partnership with Third Sector organisations for bulky waste collections, certification and re-use outlets (option 3) was ranked seventh in the initial assessment and offers a number of potential waste management and social benefits moving forward. These include;

- Increased reuse of materials that are otherwise disposed of as waste;

- Diversion of waste from landfill;
- Enhancement of the local economy;
- Strengthening of the third sector;
- Job and volunteer post creation;
- Opportunities for social inclusion; and
- Local closed loop reuse/recycling delivering low cost goods back in to the local market.

Different organisations may be used as preferred suppliers for different types of bulky waste collections, such as furniture and WEEE. Partnership may be achieved through the Council providing details of partner organisations when contacted by householders enquiring about bulky waste collections, Ansa sub contracting bulky waste services to local third sector organisations and joint awareness or publicity initiatives. In addition the Council will examine the use of Third Sector organisations as potential off takers for the reuse bulky waste and WEEE collected at HWRCs.

### *Promotion of Re-use and Recycling of Bulky Waste and WEEE through recycling credits*

Reuse and recycling credits can be paid by WDA's for the auditable diversion of household waste that would normally have been sent for residual waste disposal. Traditionally this had included recycled materials such as paper, glass, cans, cardboard, textiles, plastics, wood and organic wastes and in 2006 legislation was established that this discretionary payment by WDA's could extend to reused items of waste.

In theory where a WDA chooses to pay reuse and recycling credits, any not for profit, voluntary or community group can claim reuse and recycling credits if they collect items from households that are then either reused or recycled. This includes community groups, Scout groups, church groups, charities and schools. However a charity shop cannot claim credit for items which are donated and going to be sold in the shop, however they could claim for unsold materials that are then sent recycling elsewhere.

Cheshire East Council has traditionally paid reuse and recycling credits but ceased to pay recycling credits two years ago. However this option was considered as part of the options appraisal. The option (option 4) ranked twenty first in the initial assessment, primarily due to the cost element, and the relatively small volume of material involved. However, because this type of initiative will support the other Third Sector partnership promotion initiatives, and support the Council's wider social programmes it will be periodically reviewed in tandem with other reuse initiatives with the third sector.

### Commercial waste

Three principal commercial waste options were considered as part of the options appraisal process. These were;

- The collection of residual waste for disposal from commercial premises;

- The collection of co-mingled dry recyclables from commercial premises; and
- The collection of segregated, high value recyclables from commercial premises.

### *Collection of C&I residual waste*

The principle of commercial residual waste collections/ Schedule 2 waste collections (option 5) ranked sixth in the initial assessment. This option fits well with the high level strategy objectives.

Commercial residual waste collections/ Schedule 2 waste collections were modelled for sensitivity on the residual waste treatment options considered (options 22, 23, 25 & 26 - modelled as household residual waste plus 10% which is the maximum permissible for an authority owned company). High level modelling was based on known parameters for existing residual waste treatment facilities to estimate capital costs, operating costs, landfill diversion, recycling potential, as well as green house gas comparisons, and a lifecycle impact score (provided in Appendix D).

With an increase in the amount of waste processed (10%), the modelling showed commensurate increases in the amounts of recycling and saleable energy generated from alternative residual treatment to landfill, as well as reductions in capital and operating costs achieved with economies of scale, all of which contribute towards the Council's high level waste strategy objectives.

A cost model was developed to estimate the level of additional costs incurred by collections and the potential income achieved by charging for collections. Based on non-adjusted 2014 market information, this cost model indicates a modest income through the provision of this type of service. It is therefore recommended that this option is considered further, subject to market testing and more detailed financial and operational modelling to assess the opportunity in greater detail.

### *Collection of C&I recyclable waste*

The targeting of commercial collections to improve overall co-mingled recycling (option 6) ranked third in the initial assessment. This option is closely aligned to the high level strategy objectives and offers the potential to use existing assets deployed by Ansa (such as vehicles and man power) at marginal cost (increased shifts) to increase recycling and recycle income.

Commercial waste collections will increase the amount of co-mingled dry recyclables collected and this was modelled on the basis of the maximum amount of permissible commercial waste being collected by Ansa (equivalent to 10% of household residual waste), and a similar compositional mix as the kerbside household recyclables. An estimate of the potential recycle revenue based on the modelled performance indicated a significant financial benefit to the Council from this strategic option, averaging out at approximately £1M p.a. (2014 non adjusted prices). This does not include a potentially modest level of profit that could also be achieved by charging for commercial waste collections whilst primarily using these charges to off set the marginal cost of the service (which would include the cost of containers). This commercial waste option will be considered by the Council subject to the development of the business case and further preparatory work.



### *Collection of segregated C&I recyclable waste*

Using commercial waste collection to specifically target the collection of segregated high value recyclables (option 7) ranked eleventh in the initial assessment and has a good fit with the high level strategy objectives. The strategy option was modelled in a similar manner to the collection of co-mingled recyclables to estimate the income for the Council if adopted. Collection of office quality paper for recycling was used as an example, at 2.5 times the value of recovered newspaper and was used to produce an estimate of potential revenues.

The performance modelling undertaken indicates that this option is less likely to achieve the enhanced recycling rate offered by the collection of co-mingled commercial recyclables (option 6 – see above). This is primarily due to the reduced quantities of such targeted materials available for collection. Furthermore, it may also be difficult to identify and source such commercial waste streams in practice and to encourage commercial organisations to effectively segregate them from other wastes and recyclates (which would still require some other means of collection). In addition, the lower quantities of recyclate reduce the overall financial benefit available to the Council and this was estimated to be of marginal value. As a consequence, this option is considered to be a considerably less attractive strategic option to the collection of co-mingled dry recyclables (option 6).

### *Garden/ bio-waste treatment*

#### *Open Windrow composting of garden waste only*

The treatment of separately collected garden waste in an open windrow composting system (option 8) was ranked joint 25<sup>th</sup> in the initial assessment, and on this basis is highly questionable as a strategic option for the Council moving forward. The option was awarded a zero score for the amount of heat and power generated and provides little opportunity for further service enhancement.

However, the open windrow composting of green waste was also considered as a complementary process that would need to be maintained, for the option to separately collect food waste and treat this in a Wet Anaerobic Digestion facility (option 10). For this reason open windrow composting was further modelled in conjunction with a Wet AD to facilitate a comparative analysis of alternative garden/ bio-waste solutions.

#### *In Vessel Composting of mixed garden and food waste*

In Vessel Composting of mixed garden and food waste (option 9) ranked joint 25<sup>th</sup> in the initial analysis, having been awarded a zero score for the amount of heat and power generated by the process. This option although enabling the expansion of the kerbside collection systems to encompass food waste (increasing the recycling rate) does not provide wider performance and economic opportunities associated with anaerobic digestion options. In conclusion the option is fundamentally incompatible with several of the Council's high level waste strategy objectives to exploit waste as a resource through energy recovery.

### *Wet AD to treat separately collected food waste*

The treatment of separately collected food waste in a Wet AD process (option 10) was ranked ninth in the initial assessment. However, as noted above, in order to provide a complete bio-waste solution this needs to be married with the continued composting of separately collected green/garden waste. To facilitate comparison of both Dry and Wet AD solutions for bio-waste arisings the Wet AD option was modelled in combination with open windrow composting for garden waste (option 8) and the separate collection of food/garden waste that would be required.

### *Wet AD to treat separately collected food waste & Open Windrow composting of separately collected garden waste*

The Wet AD option for the treatment of food waste needs to be combined with windrow composting for garden waste and an additional separate collection service for food waste to provide a full biowaste solution. The modelling of the Wet AD option is based on known parameters for existing waste treatment facilities to estimate: capital costs; operating costs; landfill diversion; recycling potential, as well as green house gas comparisons, and a lifecycle impact score. When the cost of windrow composting of green waste is added to the costs of Wet AD the overall costs are comparable to the Dry AD option, with the difference between the two options less than 15% of the Dry AD costs. (Details of this modelling are provided in Appendix D). However the requirement to adjust the existing collection arrangements and introduce the separate collection of food and green/garden waste results in a considerable increase in the overall whole life cost of this option when compared with the collection of a co-mingled stream and treatment through Dry AD.

### *Dry AD to treat mixed garden and food waste*

The treatment of mixed garden and food waste in a Dry AD process (option 11) ranked second in the initial assessment, having an excellent fit with the high level strategy objectives and existing collection arrangements. This option was modelled in the same manner as the Wet AD solution noted above. The option showed higher capital costs, but considerably lower operating costs compared with the Wet AD solution. In the initial stakeholder workshop the Dry AD option ranked second (and the pre-requisite co-mingled collections ranked fifth) while Wet AD ranked ninth, which indicates that Dry AD should be the preferred option for bio-waste treatment.

### *Co-mingled collection of garden waste with food waste*

The co-mingled collection of garden waste with food waste (option 12) ranked fifth in the initial assessment, and is perceived to have a good fit with the high level waste strategy objectives and existing collection arrangements. The option is a pre-requisite and integral part of the comparative modelling and delivery of the Dry AD solution.



### *Charged collections for garden waste*

Charged collections for garden waste (option 13) ranked 24<sup>th</sup> in the initial assessment and has limited capacity to help the Council achieve some high level waste strategy objectives at the expense of other objectives. An additional consideration is that a pre-requisite for charged collections for garden waste is that garden and food waste are collected separately. This may be the case if a Wet AD for food & Windrow Composting for garden waste system were adopted. However, a co-mingled collection would be required for the success of a Dry AD solution which is assessed as being most suitable for biowaste treatment. Charged collections for garden waste as a stand-alone option was not considered viable moving forward if a Dry AD solution was pursued.

### *HWRCs*

Waste strategy options related to Household Waste Recycling Centres (HWRCs) were not modelled in the same manner as the residual waste treatment options, because of the much lower tonnage of waste managed through these facilities. Each of the options has merits that will be examined more closely through optioneering and feasibility studies prior to adoption.

### *Reduce the number of HWRCs*

Across Cheshire East there are nine HWRCs operated by the Council which appears to be an over provision when compared with neighbouring authorities. Any reduction in the number of HWRCs provided by the Council will represent a direct cost saving to the authority, and may release land for diversified waste service provision, or an alternative use such as a dedicated Commercial Waste Recycling Centre (option 15). A review of the costs associated with the HWRC network indicate that any cost saving from the closure of a single HWRC would in all probability be relatively modest. This is because the majority of the costs associated with HWRCs arise from the disposal of the waste that passes through them. It is assumed that the same amount of waste would continue to pass through an HWRC network operating with fewer sites and that cost savings would be from reduced administration and management fees.

Reduction in the number of HWRCs (option 14) ranked eighteenth in the initial assessment as it is likely to have a modest benefit in achieving the high level waste strategy objectives. Although the benefit will be modest, this option will be considered through further optioneering and feasibility work prior to the re-procurement of the HWRC management contract.

### *Provide a dedicated Commercial Waste Recycling Centre*

Provision of a dedicated Commercial Waste Recycling Centre (option 15) ranked twelfth in the initial assessment and was perceived as having a moderate benefit toward the high level waste objectives.

The Council does not currently provide a trade, business or commercial waste collection service and directs enquiries to local business listings and regional landfill sites. The provision of a dedicated Commercial Waste Recycling Centre would enhance the Council's waste management service, and has the potential to provide a revenue stream (from paying customers and the sale of recovered materials). Under the current

regulations the Council's recycling/recovery/diversion figures are calculated from the waste under the Council's control and does not include commercial and industrial (C&I) waste. Should this option be implemented, all waste managed through such a site would contribute to the Council's waste performance figures. The impact on performance figures would be dependent on the nature of the waste delivered to a dedicated Commercial Waste Recycling Centre; how that waste was managed at the CWRC and the overall tonnage of material delivered.

With the alignment of waste reporting across Europe, it is likely that C&I waste originating within Cheshire East will become part of the reporting requirements. The provision of a dedicated CWRC would be a proactive step in managing C&I waste, and would provide an opportunity for the Council to promote the management of this material further up the waste hierarchy. This option would serve several of CEC's aspirations by providing an enhanced service to businesses in Cheshire, and by improving the overall waste management profile. This option will be considered through further optioneering and feasibility work prior to the re-procurement of the HWRC management contract.

### *Incentivise re-use in preference to recycling*

The option of incentivising re-use in preference to recycling (option 16) ranked joint twenty first in the initial assessment. This option may be executed through different mechanisms ranging from advertising campaigns through to the use of financial and contractual incentives. This option is broadly aligned with the high level waste strategy objectives and will be considered in preparatory work leading to the re-procurement of the HWRC management contract.

### *Promote partnership with Third Sector for re-use*

The principle of promoting partnership with the Third Sector for re-use of materials (option 17) ranked first in the initial assessment and is clearly well aligned with the high level waste strategy objectives, and closely linked to the promotion of partnership with the Third Sector for bulky waste collections. As noted above for option 3 this has the potential for wider benefits to the Council in addition to those of achieving the waste strategy objectives.

### *Facilitate Commercial Waste acceptance at HWRCs*

The acceptance of commercial waste at existing HWRCs (option 18) ranked thirteenth in the initial assessment and is perceived as having a similar benefit towards the strategy objectives as option 15 (provision of a dedicated Commercial Waste Recycling Centre). However, this approach would require a dual role for the existing HWRC network, potentially with householders delivering material without charge as they do at present, and businesses delivering material for a charge which would require administration. This would require a significant change in the management of the HWRC network. Acceptance of Commercial Waste at HWRCs at the same time as accepting household waste is likely to pose significant issues to the successful operation of either system. It is likely that Commercial Waste will be delivered in larger volumes, and by larger vehicles, compared with the delivery of household waste by householders. This will result in reduced turnaround times, safety issues and longer queues at the sites. HWRCs are also

designed for smaller domestic vehicles, rather than larger commercial vehicles, so there is a potential requirement for re-development of sites for this option to be successful. There would also be a requirement for some level of paperwork and payment for the acceptance of commercial waste, while this would not be required for the delivery of household waste. The operation of dual waste acceptance in this manner is likely to cause issues as proof of the origin of both types of waste would be required, and this is a current problem at a large number of HWRCs which should not be accepting commercial waste. On balance this option is seen as less favourable, and that Commercial Waste would be better managed by the other options under consideration.

## Litter bin waste

### *Provide separate bins for recyclables & litter (recycling on the go)*

The provision of separate bins for recyclables & litter (option 19) ranked fifteenth in the initial assessment, as it has a reasonable fit with the high level objectives. Otherwise known as ‘recycling on the go’ this technique will help to divert material from residual waste into the recycling streams. In addition it has the potential to be a highly visible statement of the Council’s commitment to the waste hierarchy where this type of system is introduced in public buildings, areas and public areas such as town centres. Adoption costs could be kept to a minimum with the lifecycle replacement of damaged or obsolete litter bins in strategic locations rather than a wholesale replacement initiative.

### *Improve integration of litter bin emptying with existing collection systems*

This option (20) ranked tenth in the initial assessment and is clearly aligned with the high level waste strategy objectives, although it is unlikely to increase the amount of recycling and/ or diversion from landfill achieved by the Council. Introduction will require some re-design of the collection rounds operated by Ansa (for example litter bins may be emptied by RCV collection crews).

## Mechanical street sweepings

### *Promote re-use & recycling (push up waste hierarchy)*

This option promotes the re-use or recycling of this mechanical street sweeping waste, thereby pushing its management up the waste hierarchy in line with the high level waste strategy objectives. This option (21) ranked eighth in the initial assessment. Implementation of the option will need to consider the current legislative uncertainty as to what can count as re-use and recycling of this waste stream and over the short and medium term the Council will pursue this option whilst maintaining the flexibility to adapt without penalty to potential change.

## Residual waste treatment/ disposal

### *Advanced thermal treatment (pyrolysis/gasification) with Combined Heat and Power (CHP)*

Option 24 was ranked twenty third in the initial assessment. Such a low score was due to the fact that there are currently no merchant gasification facilities available in England to meet the needs of the Councils high level waste strategy objectives. .

### *MBT/MT to produce Compost Like Output CLO*

Mechanical Biological Treatment (MBT) or Mechanical Treatment (MT) to produce a Compost Like Output (CLO) (option 27) was ranked joint 25<sup>th</sup> in the initial analysis.. This option was discounted as it is fundamentally inconsistent with the Council's high level waste strategy objectives.

### *Landfill*

Landfill of collected residual waste (option 28) was ranked joint 25<sup>th</sup> in the initial analysis. This option is fundamentally inconsistent with the Council's high level waste strategy objectives. However, because Landfill represents the baseline case for residual waste and open windrow the baseline case for garden wastes, these two processes were modelled to provide a baseline to compare the other waste strategy options under consideration.

## Assessment of residual waste treatment/disposal options using modelling and a further stakeholder workshop

Detailed models were constructed to facilitate an understanding of how four residual waste treatment options were likely to perform if adopted by CEC. These options were:

- Conventional energy from waste (electricity only) - option 22;
- Conventional energy from waste with CHP - option 23;
- Advanced thermal treatment (pyrolysis/gasification) with CHP - option 25; and
- MBT/MT to produce SRF/RDF - option 26.

Options modelling used waste growth models and compositions to predict tonnage waste flows through to 2030. Financial information (capital expenditure and operating costs/ revenues), and process efficiency information, based on recent similar technology projects, was used to model overall financial performance. Environmental performance was assessed using the WRATE waste management options assessment tool. The current scenario of disposing of all residual waste to Landfill was also modelled to provide a baseline to compare against.

The results of this modelling exercise were used to inform a second stakeholder workshop that provided the opportunity to review the performance of short listed options and help define the reference project (see Section 7).

The overall result of the appraisal exercise was that all of the short listed residual waste management options provided an improvement on current practice and all were capable of contributing to the achievement of the high level objectives set by the Council.

The cost estimation undertaken at the strategic level provides results with a 50% margin of error. This is because as it is not possible to fully account for site specific factors or risks that would be associated with the implementation of each option in practice. To develop a particular option further these should be the subject of further investigation and study and in some cases the development of a business case, alternatively some options may be comparatively assessed through procurement and market testing.

- The selection of options for the reference project has been made with the full awareness of several factors and analyses. These include, an assessment of financial and environmental implications (Appendix D);
- The identification of project risks (Section 6);
- The relative strengths, weaknesses, opportunities and threats of each option (Appendix E); and
- A qualitative scoring of each option against a number of criteria (Appendix E).

**Table 4.1 Assessment of Residual Waste Treatment Options**

	Conventional EfW (electricity only)	Conventional EfW with CHP	ATT with CHP	MBT/ MT to produce SRF (SRF treated in merchant facility)	Baseline Landfill
Option No.	22	23	25	26	28
Initial Workshop Score	57%	64%	55%	54%	0%
Climate Change	-133	-414	73.1	-364	1098
Acidification	-187	142	-328	160	33.8
Eutrophication	124	289	22.5	312	632
Freshwater Toxicity	-1814	-1843	-1914	-2264	88.1
Human Toxicity	-1367	-1366	-1482	-1761	-11.1
Resource Depletion	-5581	-6228	-5044	-5885	-1182
Recycling Rate	3%	3%	5%	5%	0%
Re-use Rate	22%	22%	10.5%	22%	0%
Landfill Diversion Rate	93%	93%	76.5%	93%	0%

	Conventional EfW (electricity only)	Conventional EfW with CHP	ATT with CHP	MBT/ MT to produce SRF (SRF treated in merchant facility)	Baseline Landfill
Capital Cost (£/tonne)*	£70	£900	£602	£172	
Operating Cost (£/tonne)*	£17	£43	£39	£17	
Indicative Cost*	£98M	£107M	£162M	£108M	£169M
Second Workshop Score	56%	67%	78%	44%	0%

\* Costs based on local authority collected household waste only

The option of building a waste transfer station and sending residual waste to a Merchant EfW facility comes out as having the least cost to the Council whilst contributing substantially to the delivery of the Councils waste management objectives and this is the option that was adopted for the reference project. However, it is not the Council's desire to pursue this option to the exclusion of the other short listed residual waste management options considered. At the present time the Council will keep these options open and maximise flexibility by remaining 'technology neutral'. The residual waste treatment option selected for the reference project has a fairly conservative risk profile, but lacks some of the opportunity that could be delivered by the more expensive options that involve the delivery a dedicated Council residual waste solution (for example ATT with CHP).

## 5. Strategy implementation

### 5.1 Introduction

This section sets out some of the strategy implementation, contracting and procurement options available to Cheshire East Council (CEC) through which it could deliver the objectives of the waste management strategy and implement a waste management solution serving the requirements of Cheshire East. The principal advantages and disadvantages of these options are examined and some key practical considerations required to facilitate the delivery of the reference project are identified.

Cheshire East Council as the Waste Disposal Authority (WDA) has identified a need to secure future access to modern waste treatment capacity/services for the treatment of;

- Co-mingled food and garden waste; and
- Residual waste to produce and recover energy.

These will be required to augment the collection of municipal waste by the Council's wholly owned arms length company Ansa and through the Council's network of Household Waste Recycling Centres (HWRCs).

The required waste transfer and treatment capacity/services may be delivered by a number of routes. They may be potentially procured as various service packages or as an integrated package (of both works and services) or as a number of separate works (involving the construction of new facilities) and operating (service) contracts that supplement the work and activities of Ansa.

Defining the optimum delivery mechanism, mixture of works and services and an appropriate scope of services for inclusion in the contract packages to be procured will represent a significant aspect in optimising service efficiencies, attracting market competition and securing value for money.

The type, duration and extent of the Council's existing contracts will be a factor in determining the timing and scope of any future contractual arrangements that can be put in place to achieve the objectives set out in the waste management strategy. In some cases it may be necessary for the Council to put in place additional interim arrangements to enable the time for delivery of a long term solution. Such interim arrangements would be designed to provide the Council with flexibility to consider long term strategic options for waste treatment whilst maintaining service continuity.

### 5.2 Contracting Options

Table 5.1 outlines some of the principle contracting options available to the Council. The most appropriate of these for any particular service/works package will depend on several factors. These include:

1. The scope of the works/service



2. The availability of existing waste management capacity and infrastructure and its ownership;
3. The cost and affordability of the required services and infrastructure; and
4. The specified contractual requirements.

Table 5.1 Principal Contracting Options

Contracting Options	Type of Contract	Notes
1	<b>Service Contract/Agreements</b>	Projects procured in this way typically make use of existing waste management infrastructure to provide a service to the Local Authority. In return for the service the Authority will pay a monthly sum or a gate fee per tonne. The Council would set out in detail the specification for service to be delivered by the contractor. An example of this arrangement currently used by CEC is the mixed dry recycle off take carried out under contract by UPM.
2	<b>Design and Build (DB)</b>	This option involves the construction of facilities as capital projects usually procured under Public Works Contracts. As such the Authority would finance the capital project from internal budgets/reserves or through prudential borrowing. The Council will define the specification for the required works and contract directly with a construction company or engineering, procurement and construction (EPC) contractor for the delivery of the works. The Council may then operate the facilities or source a separate operational contractor.
3	<b>Design Build Finance and Operate (DBFO)</b>	This option involves projects where the contractor is required by the Authority to finance the capital investment to facilitate all works needed to deliver the services. This may be done on balance sheet or through project finance and appropriate bank loans. The Authority will set out outline service requirements and the contractor (normally a waste management contractor) will design and build facilities required to deliver the service requirement. The contractor will then operate the facilities and provide the relevant services to the Authority, for which the Authority will pay a monthly sum or gate fee. Due to the period required for the payback of capital investment, DBFO contracts may typically have periods of between 15 and 30 years (depending on the scale of the capital investment).
4	<b>Public Private Partnering</b>	This option involves the selection of a contractor who will be required to deliver service requirements that are likely to change and evolve with time. The Authority, in selecting such an approach, primarily seeks to identify the contractor who it considers it can work with most effectively to deliver such changes without resorting to further procurement. Such contracts are often based on DBFO type contract documentation, augmented by appropriate controls over contract variations to ensure value for money is maintained (e.g. open book accounting, agreed profit levels, service benchmarking etc.).
5	<b>Hybrid/Refinanced</b>	Several recent waste management procurements have been agreed on a conventional DBFO approach but with planned refinancing (e.g. using prudential borrowing) of the capital element of the project at a planned point in time. This has typically planned for Service Commencement following the construction and commissioning of the relevant facilities. This approach offers the potential to provide overall cost efficiencies by reducing the cost of borrowing capital, improved allocation of risk and enhanced operational flexibility.

Note variants of these primary options have been employed elsewhere e.g. design build and operate (DBO).

CEC – Cheshire East Council



## 5.3 Funding Options

### 5.3.1 Public Private Partnership (PPP)

The drive for partnership working, which is central to the modernisation agenda is not just about securing participation and demonstrating the relevance of modern local government. It is as much about ensuring that the skills of public and private sectors are welded together to maximise quality and value. Where necessary, it is also about securing private capital to support public services that might not otherwise be funded. Partnership working may take many forms and can be represented by a number of different inputs and outputs. At its heart it must embrace a shared appreciation of the objectives of the Council and a commitment to work constructively together to deliver those requirements as they may change or be affected by change over time.

The effect of partnership will be to develop mutual trust between the parties built upon shared vision and this must be reflected in contractual documentation that clearly allocates responsibilities and performance requirements in a defined and enforceable manner. Best value partnership working, reflected in the underlying commercial documents, will aim to embrace:

- Clearly defined roles coupled with agreed goals;
- A commitment to address issues in a manner which promotes co-operation and minimises risk of conflict;
- Agreed measurable performance standards;
- Continuous performance and efficiency improvement over the life of the contract;
- Effective change control and change management mechanisms; and
- Clearly defined allocation of commercial risks and responsibilities.

The form of the partnership itself is secondary to some extent to the process of qualitative selection of suitable candidates whom the Council believes have the capability and shared interest to deliver its strategic objectives over the longer term. In a documentary sense, the partnership may be based solely on the underlying commercial contract or may be represented by direct participation as a shareholder in a joint venture company.

In a conventional PPP contract for modern waste management services, the contractor will be expected to develop and deliver the infrastructure required to enable the delivery of the services. In return, the Local Authority will pay a monthly fee, a proportion of which relates to the capital investment made by the contractor.

### 5.3.2 Prudential Borrowing

One area where options have opened for Local Authorities lies in the prudential borrowing. In applying prudential borrowing to finance a solution Local Authorities are required by regulation to apply the Prudential Code for Capital Finance in Local Authorities. The Treasury rules allow a Local Authority to borrow directly from the Public Works Loan Board, or from a private lender. This can be done without specific permission from Central Government so long as the Local Authority can prove that it has the capacity to make repayments. This might have particular attractions for some contracts, and provides an option for Local Authorities to act as the sponsor and owner to a project, and tender simply for a turnkey construction contract and then for an operator. Alternatively it has been used for hybrid/refinanced solutions.

A prudential borrowing option will require careful attention to detail from the Local Authority in negotiating the Works or Engineering, Procurement and Construction (EPC) contract as well as managing the interface between the EPC and operations and management contractors and would inevitably lead to the Authority taking on some risk. It would, however, remove the requirement to negotiate bank financing (saving significantly on contract dialogue/negotiations, and removing the need to fund a private sponsor's required return on equity).

Another issue to consider is that under the DBFO arrangements that exploits conventional project finance a Local Authority can take some comfort from the senior lender performing due diligence on the project and satisfying themselves of its bankability. This would not be the case under a structure featuring prudential borrowing, which would place greater importance on the role of the council's finance officers supported by an advisory team. Risk mitigation will depend heavily on the contracting structure selected to embrace the ownership, construction and operational functions essential to a successful project.

### 5.3.3 Co-funded projects

In some instances it is possible that a Local Authority will not be able to borrow sufficient funds to finance a waste project fully under the prudential borrowing framework, and will still require private sector capital for at least some of the up-front expenditure. In this scenario there are a number of ways in which a council could still make use of prudential borrowing, such as expenditure on purchasing a site, restoration, planning, related civil engineering and infrastructure works. In addition there is the option to be a partial shareholder or partner in a project. Such structures need to be arranged carefully, as complications often arise as a result of divergent objectives in cases of divided responsibility - and in joint ventures.

## 5.4 The Procurement Process

### 5.4.1 Legislation

The European procurement rules applying to the procurement of waste management services are set out in the EU Directive 2014/24/EU the Public Contracts Directive which came in to force in April 2014. The UK has two years to transpose the requirements of the new directive in the UK law.

Current UK law governing the procurement of public sector service, works and supply contracts is set out in the Public Contract Regulations 2006 (2006, No. 5) as amended by the Public Contract (Amendments) Regulations 2009 (2009 No. 2992).

## 5.5 Potential Delivery Reference Project Options

Table 5.2 examines various elements of the Reference Project with regard to their potential implementation and delivery.

Table 5.2 Reference Project Implementation SWOT assessment

Element	Delivery Option	Strength	Weakness	Opportunities	Threats	Comment/Recommendation
<b>Bring Bank Optimisation</b>	Change service requirement/specification upon expiry/renewal of existing contract	Harmonises bring banks provision with kerbside service Does not require contract variation /re-negotiations	Decommissioning of redundant bring bank locations and disposal of redundant assets	Reduced number bring banks and service efficiency Reduced service cost Focus work with 3 <sup>rd</sup> party sector on bring bank provision and servicing	Adverse political and public reaction Reduced recycling rate Increased fly tipping	A viable option That CEC undertake a review of bring bank usage and cost prior to contract renewal
	Change service requirement/specification upon expiry/renewal of existing contract	Harmonises bring banks provision with kerbside service Reduced bring bank service cost	Decommissioning of redundant bring bank locations and disposal of redundant assets Likely to require contract renegotiation or early termination Officer time to negotiate contract variation	Reduced number bring banks and service efficiency Reduced service short and long term cost Focus work with 3 <sup>rd</sup> party sector on bring bank provision and servicing	Adverse political and public reaction Reduced recycling rate Increased fly tipping Potential cost associated contact variation or early termination costs	Option has significant drawbacks and could adversely increase costs Recommend that CEC undertake a review of bring bank usage and cost prior to contract renewal
<b>Bulky Waste Partnership with 3<sup>rd</sup> sector</b>	Ansa supply agreement to provide Bulky Waste for Reuse and Recycling	Simple supply agreement Strengthen relationship and support to 3 <sup>rd</sup> party organisations Reduced residual waste disposal and associated costs	Increased interface issues (e.g. quality of Bulky Waste)	Increased employment in 3 <sup>rd</sup> sector Increased Reuse and Recycling Increased 3 <sup>rd</sup> sector turnover Increased Reusable materials to local market Positive public image	Reliance on third sector for duty of care Data management and recording Long term stability of 3 <sup>rd</sup> sector organisations Exposure of 3 <sup>rd</sup> sector to market volatility	A viable option Low cost option for CEC that should yield savings in terms of reduced disposal costs May require careful monitoring and audit Recommend that option is subject to prior optioneering with 3 <sup>rd</sup> sector

Table 5.2 (continued) Reference Project Implementation SWOT assessment

Element & delivery option	Delivery Option	Strength	Weakness	Opportunities	Threats	Comment/ Recommendation
	Ansa service level agreement sub contracting bulky waste collection reuse and recycling	Enhanced support/turnover for 3 <sup>rd</sup> party organisations (collection cost and reuse/recycle value) Can encompass performance requirements Strengthen relationship and support to 3 <sup>rd</sup> party organisations Reduced residual waste disposal and associated costs Reduced interface issues	Disposal of non reusable/recyclable waste Long term stability of 3 <sup>rd</sup> sector organisations Internal redundancy with Ansa associated with existing service (vehicles manpower etc)	Increased employment in 3 <sup>rd</sup> sector Increased Reuse and Recycling Increased 3 <sup>rd</sup> sector turnover Increased Reusable materials to local market Positive public image	Reliance on third sector for duty of care Data management and recording Long term stability of 3 <sup>rd</sup> sector organisations Exposure of 3 <sup>rd</sup> sector to market volatility	A viable option that is working elsewhere Formal arrangement that places responsibilities on both Ansa and 3 <sup>rd</sup> sector party Recommend that option is subject to prior optioneering and dialogue with 3 <sup>rd</sup> sector
	Payment of Reuse and Recycling Credit	Minimal CEC involvement Provides financial support to 3 <sup>rd</sup> part organisation Reduced residual waste disposal and associated costs Some reduced residual waste disposal and associated costs	Involves only financial support to 3 <sup>rd</sup> sector Need for good auditable information from 3 <sup>rd</sup> sector	Increased Reuse and Recycling Increased 3 <sup>rd</sup> sector turnover Increased Reusable materials to local market Positive public image	Weak accounting by 3 <sup>rd</sup> sector in applying for payment	A viable option used elsewhere can be combined with other options Recommend prior discussion with 3 <sup>rd</sup> sector concerning accounting requirements

Table 5.2 (continued) Reference Project Implementation SWOT assessment

Element & delivery option	Delivery Option	Strength	Weakness	Opportunities	Threats	Comment/ Recommendation
<b>Optimisation of HWRC network (reduced number, change of function)</b>	Change service requirement/specification upon expiry/renewal of existing contract. Commission decommissioning/alteration to change of use as a Public Works contract using Retracted Procedure	Does not require contract variation /re-negotiations Reduced HWRC service cost	Decommissioning of redundant HWRCs and disposal of redundant assets Decommissioning and or conversion costs Use of Restricted procedure will require a detailed specification	Conversion of redundant HWRC to commercial waste recycling centre Enhanced commercial waste recycling and payments	Adverse political and public reaction Reduced household waste recycling rate Increased household waste fly tipping Impacts on remaining HWRCs	A viable option being considered and introduced elsewhere. Recommend that a review of HWRC usage is undertaken and prepare business case 18 months prior to contract renewal Both new HWRC operation and any works contracts should be viable using Restricted Procedure
<b>Commercial Waste Collection</b>	Use of existing Ansa assets to collect co-mingled dry recyclables (additional shift/half shift)	Generates a commercial waste revenue stream Enhanced revenues from the sale of dry recyclates Enhanced recycling of commercial waste Does not require any additional resource (manpower and vehicles) Compliments household kerbside recycling service	Increased overtime payments to Ansa staff Additional wear and tear on vehicles Need to buy, supply and replace appropriate commercial waste containers	Compatibility with existing co-mingled recyclate off take contract Potential to grow service	Competition from commercial waste collection companies Adverse reaction from Ansa staff Contamination results in additional disposal costs	A viable option that could be introduced and grown organically with low risk. Recommend a potential customer/market study is undertaken prior to service commencement.

Table 5.2 (continued) Reference Project Implementation SWOT assessment

Element & delivery option	Delivery Option	Strength	Weakness	Opportunities	Threats	Comment/ Recommendation
<b>Dry Anaerobic digestion of mixed organic waste (bio-waste)</b>	Design and Build Contract using Competitive Dialogue or Restricted Procedure  Separate Operational Contract	Enhanced recycling rate Reduced residual waste disposal Production of renewable energy CEC would ultimately control design and build process. CEC would control bio-waste treatment infrastructure. Treatment costs can be a simple gate fee payment structure (all revenue expenditure). Optimum term of operational contract (s) can be flexible.	Limited supplier market Requires CEC capital outlay for construction Requires appropriate sites Planning and permitting requirements Some design risk may lie with CEC although this can be transferred by good contracting structures. CEC will be responsible for lifecycle and maintenance costs	Employment opportunities associated with construction and operation of facilities Income from commercial waste inputs and power production available to CEC. Potential for localised benefits (e.g. heat off take, direct wire) Revenues from power export Use of Competitive Dialogue would allow complex series of risk to be dialogued to provide best value Potential Ansa involvement in operations	If CEC provide sites then full surveys will be required for tender process enhancing the risk of delay. Potential for delay risk associated planning and permitting and due diligence requirements. CEC will incur financial cost of planning and permitting failure. Public opposition to the construction of facilities. CEC exposed to change in law regarding the design and operational of bio waste transfer stations. Restricted Procedure could expose the Council to adverse unknown risks that impact on VfM. Long delivery timetable	A viable option that provides substantial opportunity but has a complex risk profile. Recommend preparation of a business case prior to procurement Recommend use of Competitive Dialogue to enable detailed dialogue on risk and time for site related work

Table 5.2 (continued) Reference Project Implementation SWOT assessment

Element & delivery option	Delivery Option	Strength	Weakness	Opportunities	Threats	Comment/ Recommendation
	DBFO/PPP of a Dry Anaerobic digestion plant using Competitive Dialogue	<p>Enhanced recycling rate</p> <p>Reduced residual waste disposal</p> <p>Production of renewable energy</p> <p>No CEC capital outlay/investment required.</p> <p>Option should facilitate design and build risk transfer.</p>	<p>Limited supplier market</p> <p>Suppliers may find it difficult to raise capital finance.</p> <p>Requirement for external capital funding will increase the overall cost to the Authority</p> <p>Length of contract will be influenced by period required to write down capital investment (probably 10-15 years).</p> <p>If CEC do not provide suitable sites then this add to the complexity and duration of the procurement.</p>	<p>Potential employment opportunities associated with construction and operation of facilities (not in CEC control).</p> <p>Some limited potential for gain share in respect of commercial waste inputs and power production</p> <p>Potential for localised benefits (e.g. heat off take, direct wire)</p> <p>Gate fee payments based on tonnage or a unitary charge.</p>	<p>If CEC provide sites then full surveys will be required for tender process enhancing the risk of delay.</p> <p>Potential for delay risk associated planning and permitting and due diligence requirements.</p> <p>CEC may be required to share the financial cost of planning and permitting failure.</p> <p>Public opposition to construction facilities.</p> <p>Political opposition to construction of facilities</p> <p>CEC exposed to change in law risk</p> <p>Long and complex delivery timetable</p>	<p>The viability of this option may be adversely impacted by both size of the supplier market and their ability to raise capital finance.</p> <p>This option is likely to have lower opportunity for CEC.</p>



Table 5.2 (continued) Reference Project Implementation SWOT assessment

Element & delivery option	Delivery Option	Strength	Weakness	Opportunities	Threats	Comment/ Recommendation
<b>Litter Bin Waste replacement of existing bins with recycling bins and integration with collection</b>	Use of existing Ansa assets to collect Lifecycle replacement of existing litter bins	Enhanced revenues from the sale of dry recyclates Enhanced recycling rate	May impact on efficiency of existing collection systems Need to buy, store supply and replace appropriate litter bins to facilitate lifecycle replacement Incompatibility with existing co-mingled recycle off take contract May require new recycle off take to secure best price for recyclables	Compatibility with existing co-mingled recycle off take contract	Impacts adversely on efficiency of household waste recycling Adverse reaction from Ansa staff Contamination results in additional disposal costs	A viable option that could be introduced and grown organically with low risk. Recommend an optioneering study is undertaken prior to commencement.
<b>Recycling of Mechanical Street Sweeping</b>	Replacement Service Contract on expiry of existing contract using Restricted Procedure	Enhanced recycling Reduced landfill disposal and avoid landfill tax	Limited market Feasibility of proven and sustained recycling	Reduced service cost	Exposure to change in legalisation	A viable option that has inherent risks over the medium to long term due to potential change in legislation Recommend that CEC undertake appropriate due diligence prior to contract Recommend that contracts are relatively short term with provision for extension to reduce risk exposure

Table 5.2 (continued) Reference Project Implementation SWOT assessment

Element & delivery option	Delivery Option	Strength	Weakness	Opportunities	Threats	Comment/ Recommendation
<b>Transfer station(s) and 3rd party merchant Residual Waste Treatment in an Energy from Waste Facility</b>	Design and Build of Transfer Stations using the Competitive Dialogue or Restricted Procedure.  Separate procurement of Residual Waste Treatment using the Competitive Dialogue or Restricted Procedure.	Provision of Transfer Facilities within Cheshire East will facilitate accessibility to existing merchant treatment capacity outside Cheshire East.  Transfer stations minimise adverse impacts on waste collection systems and HWRC haulage.  CEC would ultimately control design and build process for Transfer Stations CEC would control waste transfer station infrastructure. Ansa could operate transfer stations  Treatment costs can be a simple gate fee payment structure (all revenue expenditure).  Optimum term of treatment contract (s) can be flexible.  Reduced landfill disposal and landfill tax.  Generation of renewable energy	Requires CEC capital outlay for construction of transfer stations.  Requires appropriate sites for transfer facilities.  Planning and permitting requirements  Some design risk may lie with CEC although this can be transferred by good contracting structures.  CEC will be responsible for lifecycle and maintenance costs for transfer stations  No CEC capital outlay associated with Residual Waste Treatment	Will deliver employment opportunities associated with construction and operation of Transfer Facilities,  Provision of Transfer Facilities will widen accessible market and enhance competition for treatment contracts (enhanced Value for Money - VfM).  Optimisation of transfer station locations may reduce collection and haulage costs  Potential to facilitate commercial collection and transfer, with an associated income opportunity.  Transfer stations could be designed to accommodate RDF/SRF production at a later date  Limited or no opportunity to share in energy revenues  No opportunity for local CHP	Potential planning and permitting delays.  Public opposition to construction of transfer stations.  Political opposition to construction of transfer stations.  Transfer facility cost movement.  CEC may be exposed to a risk in the event of delay.  CEC exposed to change in law regarding the design and operation of transfer stations.  Residual Waste Treatment Bidders are likely to endeavour to pass some risks to the Authority (e.g. tonnage guarantees, change in law, contamination. Calorific value).	A viable option that could facilitate the delivery of relatively quick residual waste solution (subject to sites and planning issues).  Application of either the Restricted Procedure of Competitive Dialogue would be determined by the balance of known and unknown risks prior to the initiation of the procurement.  Recommend a business case is produced prior to procurement.

Table 5.2 (continued) Reference Project Implementation SWOT assessment

Element & delivery option	Delivery Option	Strength	Weakness	Opportunities	Threats	Comment/ Recommendation
<b>Transfer station(s) and 3rd party merchant Residual Waste Treatment in an Energy from Waste Facility</b>	DBFO/PPP Transfer station(s) and 3rd party residual waste Treatment using the Competitive Dialogue procedure	Provision of Transfer Facilities within Cheshire East will enhance the accessibility of existing merchant treatment capacity outside Cheshire East.  Minimises adverse impacts on waste collection systems and HWRC haulage.  No CEC capital outlay/investment required  Option should facilitate design risk transfer.  Treatment costs can be a simple gate fee payment structure (all revenue expenditure).  Optimum term of treatment contract (s) can be flexible.  Reduced landfill disposal and landfill tax.  Generation of renewable energy  No CEC capital outlay associated with Residual Waste Treatment	Relatively small DBFO (transfer stations only) may not attract major waste management companies or vigorous competition.  Niche suppliers may find it difficult to raise capital finance.  Requirement for external capital funding will increase the overall cost of transfer station provision to the Authority  Length of contract will be influenced by period requiring to write down capital (probably 10-15 years).  Likely to be more complex payment mechanism (unitary charge for transfer stations)  Assets may be retained by supplier on expiry	Potential employment opportunities associated with construction and operation of Transfer Facilities (not in CEC control).  Provision of Transfer Facilities will widen accessible market and enhance competition for treatment contracts (enhanced VfM.).  Optimisation of transfer station locations may reduce collection and haulage costs  Transfer stations provide opportunity to monitor and reduce potential contamination prior to delivery to treatment facilities).  Limited or no opportunity to share in energy revenues  No opportunity for local CHP	May have elongated delivery period necessitating extensive interim provisions  If CEC provide sites then full surveys will be required for tender process enhancing the risk of delay.  Potential for delay risk associated planning and permitting and due diligence requirements.  CEC may be required to share the financial cost of planning and permitting failure.  Public opposition to construction of transfer stations.  Political opposition to construction of transfer stations.  CEC exposed to change in law regarding the design and operational of transfer stations.	A potentially viable option that has very limited opportunity.  The viability of this option may be adversely impacted by both size of the supplier market and their ability to raise capital finance.  Competitive dialogue is likely to be the most appropriate procurement vehicle considering the balance of risks that will impact on pricing.  Recommend a business case is produced prior to procurement.

Key

 TLS  
 AD  
 DB  
 CEC – Cheshire East Council

 Transfer Loading Station  
 Anaerobic Digestion  
 Design and Build facilities

 DFBO – Design, Build, Finance and Operate facilities  
 HWRC – Household Waste Recycling Centre  
 PPP – Public Private Partnership



## 5.6 Package of Services/Works to be Tendered

Table 5. shows several elements of the Reference Project including a potential range of works and services required by the Council to implement the waste strategy. These can be packaged and procured in a number of ways. These include:

- HWRC decommissioning and/or alteration;
- Anaerobic Digestion facility design and build;
- Anaerobic Digestion of collected food waste operations;
- Waste transfer station design and build;
- Waste transfer station operation and haulage; and
- Residual Waste Treatment.

These services can potentially be packaged for procurement in a number of ways. Significant factors in determining the most appropriate package for the Council will include:

- Delivering value for money;
- The procurement schedule in relation to service requirement deadlines;
- Market interest in the packages; and Effective risk management (through good competition and contractual risk transfer).

The range of service to be tendered and the treatment of assets is a fundamental step in determining the most appropriate tendering route and impact on the procurement timetable. A clear decision will be required from the Council prior to any issue of an OJEU notice (see below) concerning the services to be packaged and procured together or separately. This process could be informed through a soft market testing exercise.

In the absence of soft market testing data it is considered that:

- Packaging of several design and build contracts may offer value for money due to the enhanced scale of development and greater degree of works cohesion and co-ordination (e.g. HWRC decommissioning and alteration, multiple transfer stations);
- There may be advantages in packing the operation/service contracts for several transfer stations. This may offer greater service cohesion as well value for money due to the enhanced scale of the contracts and reduced management costs; and
- There appears to be little superficial advantage in packaging up operational/service contracts for local anaerobic digestion and residual waste treatment as these are very distinct treatment technologies.

## 5.7 Procurement Procedure

Several factors will dictate the most appropriate procedure to be used for the procurement exercise.

It is AMEC's view that the packages would be best procured through either:

1. The Restricted Procedure; or
2. A streamlined Competitive Dialogue procedure.

The Restricted Procedure should be used where a specification for the services/works can be established that enables clear and transparent pricing. This could apply to HWRC decommissioning/alterations or to residual waste treatment should the Council seek an off take/ merchant solution for residual waste or RDF/SRF. The Competitive Dialogue procedure would be suited to the procurement packages that involve more complex risks and also opportunities that may impact on the delivery of the solution and best value. These could include any works contracts and the operational contract for a Council/Ansa owned facility such as transfer stations or AD facility.

### 5.7.1 OJEU Notices

The OJEU notice is a key stone in the procurement process. These should only be issued once clear and unambiguous information can be supplied in the notice. Failure to get the correct information in the OJEU notice will result in the process being void (and the process being restarted) or the award of contract being challenged.

### 5.7.2 Length of Contract

The length of contract should be established with reference to the optimum period required for most efficient pay back of the capital investment associated with mobile and fixed assets. Where there is no significant associated capital investment then the optimum contract period should be defined by value for money and project specific risks (e.g. exposure to legislative change).

### 5.7.3 Invitation to Tender

In line with good practice any PQQ exercise should be designed to achieve a short list of:

Restricted Procedure – 6-5 companies

Competitive Dialogue Procedure – 5-4 companies

#### 5.7.4 Tender Evaluation Criteria

Contracts to be awarded by the Council or Ansa should be based on the most “economically advantageous offer”. This should be defined on a basis of price and quality. Quality will be made up from a series of sub-criteria (with an appropriate allocation marks), these as a minimum could include:

- Technical Solution;
- Service Delivery;
- Environmental Aspects;
- Customer Care;
- Quality Control and Assurance; and
- Resources and Management Systems.

A formal system for evaluating bids (both price and quality) must be developed prior to the receipt of tenders and preferably prior to issue of tender documents in accordance with best practice.

#### 5.7.5 Variant Tenders

The Council should generally allow tenderers to submit a limited number of variant offers, provided these are justified on the basis of providing economically advantageous solutions. This will enable industry-based innovation to be encompassed within tenders facilitating the delivery of a Best Value.

The introduction of Variant tenders however, increases the work associated with tender evaluation and the complexity of this process. This can be limited to some extent by either limiting the number of Variants that can be considered or limiting the aspects of the tender documentation against which Variants can be submitted (e.g. length of contract, risk allocation).

### 5.8 Affordability and Risk

The affordability of any contracted solution will be a key parameter that will need to be determined by the Council. It is recommend that this issue is addressed by the development of an outline business case prior to each procurement exercise that develops an affordability envelope, project governance, contracting approach and procurement strategy prior to the issue of any invitation to tender.

The selected funding route must be considered as part of the overall affordability of the project. Prudential borrowing offers an alternative to local authorities in relation to funding of capital development projects. This may appear attractive and pragmatic in terms of value for money; however risk transfer may be more complex in such approaches.

Risk transfer and the pricing of key risks will be significant issues in assessing the overall affordability of solutions. E-procurement projects should be accompanied by a risk register that is actively monitored and managed during the execution of the tender process.



## 6. Reference Project

The reference project developed as part of this draft waste management strategy comprises the waste management options that have been assessed as having the most potential for delivering the Council's high level strategy objectives, and which are likely to be successful in the unique setting of Cheshire East.

The purposes of developing a reference project are two-fold:

To show that the Council's strategic objectives can be delivered by a particular solution (mix of the options considered) and the estimated cost of doing so (demonstrating that the objectives are attainable and affordability of their delivery assessed) without constraining any future procurement options (i.e. the Council can go to the market on a technology neutral basis). Most commonly the lowest cost option that meets the Council's objectives is selected as the reference project for this purpose.

In addition the reference project may be used to define the solution that best fits the Council's objectives and affordability criteria and sets out that this is what the Council intends to deliver (i.e. that the Council will go to market for specific technologies/solutions). This may not be the lowest cost options and can include specific criteria with particular local significance (e.g. political commitment, site constraints, compatibility with existing services).

The assessment of waste management options considered as part of the preparation of this draft waste strategy is set out in sections 4 and 5. The reference project is discussed further below.

### Residual waste

From the options appraisal work it is clear that the four residual waste management options considered are all capable of assisting the Council in achieving its waste management objectives (to a greater or lesser extent).

The option of building a waste transfer station and sending residual waste to a Merchant EfW facility comes out as having the least cost to the Council, and this is the option that is adopted for the reference project. This option is selected on a 'technology neutral basis', giving a reference project that would deliver the Council objectives, but without a strong preference for a particular residual waste management technique (which would be determined by the market during a procurement exercise). This option has a fairly conservative risk profile, but lacks some of the opportunity that could be delivered by the more expensive options that involve the delivery of a dedicated residual waste solution (EfW or ATT with CHP) for Cheshire East Council.

## Organic waste

From the results of the options appraisal process it is clear that for the treatment of organic waste the delivery of a Dry Anaerobic Digestion (AD) solution has the best fit with the Council's objectives. It fits with the existing waste collection systems and is the most affordable solution overall.

The treatment of organic waste in a Dry AD process is supported by the enhancement of the existing collection arrangements to collect both garden and food waste at the same time. The introduction of a co-mingled collection system for garden and food waste will ensure the most efficient use of the collection resources, collect and deliver the correct mix of materials to the treatment process, and keep kerbside collection costs to a minimum, all of which align with the Council's objectives. Furthermore, the use of Dry AD will produce renewable power and dedicated plant for Cheshire East which will open up the opportunity for income from power revenues and potential local use of heat and power via a CHO network attached to the plant.

Cheshire East Council will pursue the collection of food waste co-mingled with garden waste and the delivery of a treatment system that incorporates dry anaerobic digestion. This will be procured subject to a favourable business case.

## Bring sites

The two options under consideration for the continued improvement of the Council's bring site service both align with the high level strategy objectives and are included in the reference project.

Alignment of materials collected at bring sites has been commenced by the Council. This has seen the removal of banks collecting items that can be recycled by the householder in the silver bin. This rationalisation shall continue with a further review of bring bank tonnages, and the removal of underperforming banks as well as banks for kerbside collected materials.

With the potential rationalisation/removal of banks for material that are collected through the kerbside collection system, the ongoing review of bring site provision will also examine a reduction in the overall number of bring sites in use. This will allow the optimum number and distribution of bring sites to be maintained. This approach will ensure efficient use of Council resources, contribute to achieving the high level strategy objectives, and progress an already successful Council initiative.

## Bulky waste including WEEE

The two options considered for the management of bulky waste and WEEE were both assessed as having the potential to contribute to the strategy objectives. They will also contribute to other Council initiatives and are included in the reference project.

Promotion of partnership with Third Sector organisations for bulky waste collections, the certification of materials for re-use, and operation of re-use outlets, would take the form of the Council working with a local

Third Sector organisation to provide these services on behalf of the Council and Ansa. This approach could be enhanced with the adoption of two of the other options under consideration: firstly by including in the partnership the collection of materials from HWRCs; and secondly through the promotion Re-use and Recycling of Bulky Waste and WEEE through re-use credits, which could provide financial assistance to a partner organisation.

## Commercial waste

Two of the options considered for the management of Commercial waste align well with the high level strategy objectives and are included in the reference project.

The expansion of waste collections to incorporate commercial co-mingled recyclable waste will increase the amount of waste managed by the Council (by up to 10% depending on the amount of commercial residual waste collected). Modelling based on a number of assumptions looking at the potential income from the sale of recovered recyclable materials derived from commercial waste indicates a potential financial benefit to the Council, averaging out at approximately £1M p.a. (2014 non adjusted prices) should this be introduced as a service enhancement that uses existing Ansa collection resources.

The expansion of waste collections to incorporate commercial residual waste will increase the amount of waste managed by the Council by up to 10%. With this increase in waste managed there will be commensurate increases in the amounts of recycling and saleable energy generated, as well as reductions in capital and operating costs achieved with economies of scale, all of which contribute towards the Council's high level waste strategy objectives. The scale of these advantages to the Council will rely on the residual waste management solution eventually procured.

Both of the above commercial waste collection options will incur additional collection costs, but these costs will be off-set by charging for collections, as well as the sale of recovered materials. Additionally these options will help to ensure the most efficient use of the collection fleet.

The potential introduction of commercial waste collections will be pursued by the Council and Ansa subject to a further market assessment and a business case.

## HWRCs

A reduction in the number of HWRCs provided by the Council and the provision of a dedicated Commercial Waste Recycling Centre (CWRC) both align with the CEC high level waste strategy objectives and are included in the reference project. These two options may be achieved by the conversion of an existing HWRC into CWRC. Of the two options considered to facilitate the acceptance of commercial and industrial (C&I) waste, this option is preferred as it will: provide an enhanced waste management service to the business community of Cheshire; provide an income stream to the authority; remove/ reduce the cost of providing an existing HWRC; avoid any potential conflicts that would arise from allowing C&I waste deliveries to established HWRCs; provide a use for a former HWRC capitalising on the existing

infrastructure; and allow an optimised HWRC solution through the removal of any over provision of service.

Due to the broad range of potential benefits and impacts from the options, a full business case will be developed to explore any HWRC rationalisation/ CWRC provision.

The promotion of partnership with the Third Sector for re-use of HWRC materials is closely linked to the promotion of partnership with the Third Sector for bulky waste collections as noted above in reference to bulky waste including WEEE. This option is incorporated into the reference project.

The option of incentivising re-use in preference to recycling at HWRCs (option 16) ranked joint twenty first in the initial options appraisal. This option may be considered prior to any re-procurement of HWRC management services as reuse lies higher in the waste hierarchy.

### Litter bin waste

Two of the strategies under consideration for the management of litter bin waste align with CEC's high level waste strategy objectives and are included in the reference project.

The provision of separate bins for recyclables & litter (otherwise known as 'recycling on the go'), will help to divert material from residual waste into the recycling streams. Adoption costs would be kept to a minimum with the lifecycle replacement of damaged or obsolete litter bins in strategic locations with new separate collection containers favoured rather than a wholesale replacement.

Integration with existing collection systems may be improved through a review of refuse/recycling collection rounds that may be used to empty litter bins in place of bespoke litter bin collection rounds.

### Mechanical street sweepings

The recycling of mechanical street sweeping is an area that is currently subject to legislative uncertainty and flux. It is therefore important the Council maintains flexibility to adapt to any changes until such time as a more certain legislative framework is in place for this waste stream.

Moving forward the Council will seek to put in place arrangements for mechanical street sweepings that favour reuse and recycling over disposal. Alternative solutions coming forward will be tested to ensure they offer both value for money and legislative compliance at that time. However, the Council will ensure that should circumstances change it is not tied to a solution that is no longer viewed as reuse or recycling. This may be done through the provision of relatively short term service contracts or provisions that enable early termination of contracts without financial penalty.

The option will promote the re-use or recycling of mechanical street sweepings, thereby pushing its management up the waste hierarchy, which is in line with the high level waste strategy objectives and is the best available option for the reference project.

Table 6.1 Summary of reference project

Waste Stream	Draft Strategy
Residual waste treatment/ disposal	WTS and Merchant EfW
Organic waste (garden & food)	Dry AD Co-collection of garden and food waste
Bring sites	Align materials collected at bring banks with kerbside collections Reduce number of bring sites
Bulky waste including WEEE	Promote partnership with Third Sector Incentivise re-use in preference to recycling
Commercial waste	Start collection of co-mingled commercial recyclable waste Start collection of co-mingled commercial residual waste
HWRCs	Provide dedicated Commercial Waste Recycling Centre Reduce number of HWRCs
Litter bin waste	Provide separate bins for recyclables & litter Integrate with existing collection systems
Mechanical street sweepings	Promote re-use & recycling



## 7. Conclusions and Recommendations

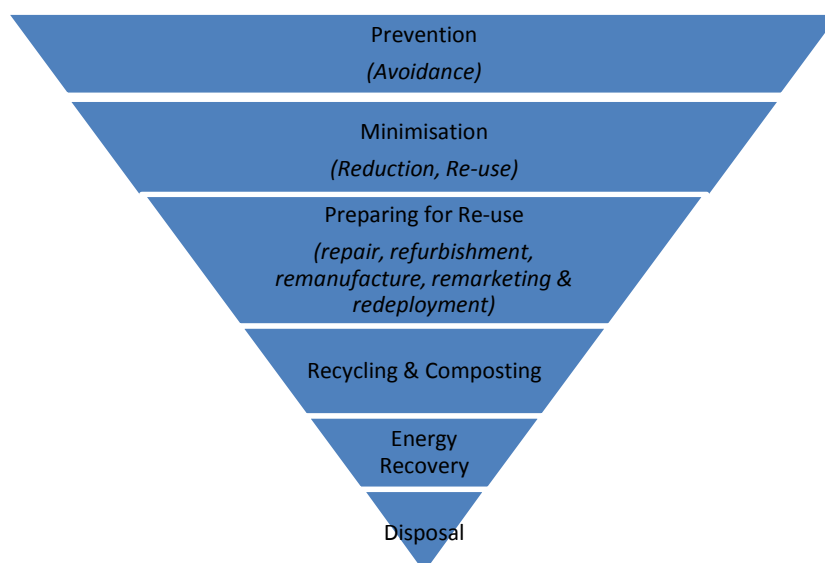
### 7.1 Conclusions

In developing this waste management strategy, Cheshire East Council has applied its established series of strategic waste management objectives and tested a variety of waste management options against them. In doing so it sought to identify those options that;

- Are most compatible with the objectives;
- Will deliver best value to residents of Cheshire East;
- Are compliant with legislation;
- Deliver sustainable waste management practices;
- Provide social benefit to our local community; and
- Promote movement up the waste hierarchy.

The waste management hierarchy is at the heart of the modern approach to managing waste. The hierarchy firstly focuses on waste prevention, and then examines each subsequent option before disposal is finally considered.

**Figure 7.1 The waste hierarchy**



The Government Review of Waste Policy in England 2011 describes each of the stages of the waste hierarchy:

- Prevention                      Using less material in design and manufacture;
- Minimisation                  Keeping products for longer, re-use, using less hazardous materials;
- Preparing for re-use          Checking, cleaning, repairing, refurbishing, repair, whole items or spare parts;
- Recycling                      Turning waste into a new substance or product. Includes composting if it meets quality protocols;
- Energy Recovery              Energy is recovered from waste through a variety of methods such as thermal treatment and digestion; and
- Disposal                        Landfill and incineration without energy recovery.

In developing this waste management strategy for Cheshire East and the objectives set out within, Cheshire East Council has carefully considered its obligation to promote the waste hierarchy. Furthermore, it has done so in a way that promotes sustainability and the use of waste as a resource for the benefit of the residents of Cheshire East.

## 7.2 Promoting the Waste Hierarchy in our strategic choices

Whilst recognising that Cheshire East Council has a statutory obligation to promote the waste hierarchy it also recognises that the management of waste affects the environment. It takes natural resources to produce goods that eventually become waste. Vehicles are required to collect waste for recycling and disposal; emissions from these vehicles will contribute to environmental harm. When waste is buried in landfills harmful greenhouse gases are produced when it decomposes.

By following the waste hierarchy waste can be managed in the most sustainable way. To prevent waste being produced is the best option as it avoids the need to collect and treat the waste. Also if items are re-used it prevents additional products being made and resources being consumed.

Recycling makes use of resources that have already been taken from the earth. This reduces the need to use more natural resources.

Recovery of energy from waste allows renewable electricity and heat to be generated. This lessens the amount of fossil fuels used for energy production.

The landfill disposal or combustion of waste without energy recovery are the last resort and result in the smallest, or even a negative net environmental benefit from the waste that is disposed of.



### 7.2.1 Waste prevention and re-use

Waste can be prevented by both business and the general public by thinking about what we need and buy. For example, residents can reduce waste by using cotton shopping bags instead of plastic shopping bags and avoiding over-packaged products where possible. Cheshire East Council is committed to deliver measures that help reduce the amount of waste produced within its administrative area and this is enshrined within its waste management objectives.

Re-using waste helps to reduce the impact that waste management has on the environment. This can be as simple as passing things we no longer need on to other people to use, for example by giving items to friends or charity shops.

Cheshire East Council has and will continue to promote a wide range of waste education and awareness initiatives, prevention measures and re-use activities. In particular the Council seeks to work closely with local third sector organisations to promote the reuse of bulky waste for the benefit the local community. Key activities also include:

#### Promotional Activity

- Residents Leaflet – reinforcing recycling and reducing contamination in Silver Recycling bin (167,000 homes);
- Radio adverts, 15 days over Christmas and New Year – reducing food waste;
- National Recycling Awards – Waste Reduction Volunteer submission;
- Agripa advertising panels on RCVs - Recycling;
- Facebook with launch competition;
- Hospital screens – Real Nappies and Love Food Hate Waste campaign; and
- Community re-use groups – Freegle.

#### Home Composting Campaigns

- Compost Awareness Week – Waste Reduction Volunteers, stands at several Garden Centres; and
- Green Johanna project – small number of residents (started Sept 2012).

#### Waste Minimisation Activity

- Large County shows, Cheshire Show, Nantwich Show ( Love Food Hate Waste main emphasis, cooking with visitors to the stand and also Home Composting/ Wormeries/ Green Johannas);

- Community shows, Barnaby, Parklive, Crewe Play Day (Love Food Hate Waste, cooking with visitors to the stand);
- Manchester Metropolitan University – Crewe Campus (Love Food Hate Waste, cooking with visitors to the stand);
- Waste Reduction Volunteers – promote Love Food Hate Waste and Home Composting;
- Textile recycling – posters to schools, Town and Parish Councils;
- Real Nappies - Just So Festival, advert in Families and Cheshire Mums magazines, Trial Pack and cash back scheme;
- Junior Recycling Officers and Year 7 challenge;
- Developed new Dance Mat Challenge Love Food Hate Waste game – children and adults; and
- Furniture reuse – Cheshire Furniture Reuse Forum.

### 7.2.2 Recycling and Composting

Recycling and composting is one of the most visible ways in which waste can be managed more sustainably. A 50% recycling rate is required by the Waste (England and Wales) Regulations 2011 by 2020, the Council aspires to meet and preferably exceed this. Cheshire East Council will actively pursue the collection and treatment of comingled food and garden waste in order to complement the efficient collection of co-mingled dry recyclables which it has already introduced.

Through the procurement of a new dry anaerobic digestion plant Cheshire East Council will seek to significantly increase recycling and composting. The options appraisal process clearly identified dry anaerobic digestion as the preferred option for treating comingled food and garden waste as this will also produce renewable energy and divert waste from landfill. The introduction of such a plant in Cheshire East also opens up the opportunity to use some of the renewable energy locally in the form of both heat and electricity.

### 7.2.3 Recovery

For residual waste that is not recycled or composted the next best option is to treat the waste so that energy can be recovered from it. This is a better alternative to sending waste to landfill where it can break down and produce harmful greenhouse gases.

Cheshire East Council will procure waste recovery capacity that is sufficient to treat all suitable residual waste arising within East Cheshire so that waste sent to landfill can be minimised. The options considered in this waste management strategy and developed in the reference project show that this can be achieved but that there are a number of ways in which this can be delivered. Cheshire East will not predetermine what may be the best solution at this stage and recognises the delivery of this may take some time. As a consequence an interim measure may be

required in order to make sure that the current high dependence on unsuitable landfill ends. To provide flexibility to deliver interim arrangements, that require the use of merchant residual waste treatment facilities that lie outside of Cheshire East, waste transfer stations will be needed. Cheshire East Council will secure waste transfer capacity so that the high dependence on landfill ceases within the near future and more sustainable treatment capacity can be secured.

The options appraisal process short listed a number of options that would be suitable for the treatment of residual waste. These are briefly described below.

### Energy from waste with combined heat and power (EfW CHP)

In Energy from Waste (EfW) facilities waste is combusted and the resulting energy is recovered through using the combustion gases produced to drive a steam turbine. The majority of the electricity produced is usually exported to the national grid.

Heat in the form of hot water or steam can also be used (e.g. to heat nearby buildings) and where this is done the process is called Combined Heat and Power (CHP). Infrastructure is needed to transfer the heat to users using a pipe network and new boilers for end-users. Laying a pipe network can be expensive and the overall costs depend on the number of end-users who will commit to use the heat, their annual demand and the distances the heat has to travel.

Outputs from Energy from Waste facilities include incinerator bottom ash, which can be used in aggregate manufacture, and metals that can be recycled. Air pollution control residues are also produced and these are sent to hazardous landfill and/or treatment.

The EU Industrial Emissions Directive sets tight regulatory standards that are applied to emissions from these facilities.

The footprint of an Energy from Waste facility can be relatively small when compared with other residual waste treatment facilities and the recovery of energy significantly improves the carbon impact of the waste management solution. The architectural design of Energy from Waste facilities is very varied and can range from iconic buildings, industrial buildings or designs that blend with the local landscape and environment. However the procurement planning and construction of new Energy from Waste Facilities is a process that is likely to take in excess of five years.

### Advanced thermal treatment (ATT) with combined heat and power

ATT is similar to traditional EfW plants, although the various sub-processes that occur are separated, often with the intent of achieving a greater degree of overall process control. Some suppliers of ATT technologies promote the concept that gases such as hydrogen, methanol or ammonia can eventually be extracted from the process, but this is not yet proven at a commercial scale. The delivery period for new ATT facilities is likely to be comparable to that for Energy from Waste Facilities although very few have been built in the UK.

## 7.2.4 Disposal

### Landfill

Although Cheshire East Council will use landfill as the last option for the management of municipal waste, it is acknowledged that there may be some limited requirement in future for the following reasons:

- Not all waste can be economically recycled;
- Not all waste is suitable for recovery;
- Waste treatment facilities may produce some residues that need to be disposed of; and
- There will be a need for disposal capacity should facilities be closed for maintenance.

## 7.3 Key Strategic Recommendations and Actions

- The management of bulky waste (collection & re-use / recycling) should be subject to dialogue and optioneering with potential Third Sector partners prior to any agreements;
- That Council undertake an efficiency review of HWRC network;
- That a market study/potential customer survey is undertaken prior to introducing a collection service for commercial waste;
- That Council undertake a review of bring bank usage and costs prior to renewal of service contract/s;
- Preparation of a business case for the treatment of organic waste using Dry AD to support a procurement;
- Recommend use of Competitive Dialogue procurement process for Dry AD, to enable detailed dialogue on risk and time for site related work;
- Undertaking an optioneering study prior to commencing replacement of existing Litter Bins with recycling bins, and integration of collection system;
- Prior to replacing the of service contract for the recycling of Mechanical Street Sweepings, to undertake an appropriate due diligence for the contract;
- That service contracts for the recycling of Mechanical Street Sweepings are relatively short term with the provision for extension (to reduce risk exposure); and
- Preparation of a business case prior to procurement of a residual waste management solution. This should include the provision of waste transfer capacity to provide flexibility to ensure service continuity over the short and medium term
- That this strategy be reviewed every 5 years.

## CHESHIRE EAST COUNCIL

### Cabinet

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**Date of Meeting:** 14<sup>th</sup> October 2014  
**Report of:** Steph Cordon, Head of Communities  
**Subject/Title:** Hurdsfield Community Hub (Ref CE 14/15-25)  
**Portfolio Holder:** Cllrs David Brown- Strategic Outcomes and Les Gilbert – Localism and Enforcement

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#### 1.0 Report Summary

- 1.1. At its meeting on 1 April 2014 Cabinet approved a proposal “Outcomes of Creating Stronger Communities Review and How We Make It Happen. Through our strong focus on residents first it is our firm belief that our communities are the key stakeholders in shaping and developing Cheshire East and the services that the Council deliver.
- 1.2. One element of that April proposal was the creation of 5 pilot ‘Community Hubs’ including one at Hurdsfield in Macclesfield. The capital programme for 2014/15 includes an item ‘Redevelopment of Hurdsfield Family Facilities’ with a value of £995,000. This was intended to provide for the rebuilding of the existing family centre due to its extremely poor condition.
- 1.3. This paper seeks confirmation that it is appropriate to utilise that capital allocation to deliver not just a new family centre but one that is flexibly designed so that it will also function as the community hub for that area thus contributing to the Stronger Communities approach.

#### 2.0 Recommendations

- 2.1 That Cabinet
  - 2.1.1 note the work done to date on this project;
  - 2.1.2 agree that it is appropriate to utilise the original capital allocation of £995,000 to redevelop Hurdsfield as both a family centre and a community hub (within the physical restrictions of the site); and
  - 2.1.3 authorise the Head of Communities and the Principal Manager- Early Help to proceed with the commissioning of the necessary capital works subject to a robust detailed business case being endorsed by TEG and EMB.

### **3.0 Reasons for Recommendations**

- 3.1 The capital programme which includes the element of £995,000 was agreed prior to the submission of the Stronger Communities paper. This proposal aims to expand the original intent to fulfil the dual purposes of a family centre and a community hub.
- 3.2 the proposal delivers against our overarching objective of “To develop Community Hubs across Cheshire East which provide services where local people will use them, so that services are delivered in the way which gives the best value for local people by March 2017”.
- 3.3 The objective of this project is to “develop new multi-generational facilities serving the Hurdsfield community which are flexible enough to further the goals of the community hub programme”.

### **4.0 Wards Affected**

- 4.1 Macclesfield Hurdsfield

### **5.0 Local Ward Members**

- 5.1 Cllr Stephen Carter

### **6.0 Policy Implications**

- 6.1 The ambition to create thriving and strong communities is at the heart of achieving the Council’s five key outcomes.

### **7.0 Financial Implications**

- 7.1 The capital funding of £995,000 is already identified in the capital programme for 2014/15. The provision of a modern structure compliant with current standards in respect of insulation and other elements is expected to result in a reduction in the revenue cost of running the building. This together with any other impact on the revenue budget are reflected in the existing MTFS proposals.

### **8.0 Legal Implications**

- 8.1 There are no unusual legal implications anticipated. The normal issues associated with any building project (planning permission, utility contracts etc) will of course prevail and a member of the Legal Service team serves on the project team responsible for delivering the work in order to advise on these.

### **9.0 Risk Management**

- 9.1 The project implementation will be managed through the Council’s TEG and EMB project management processes. A detailed business case will be

developed in due course and this will include the identification and mitigation of risks.

- 9.2 The new approach to Localism and Creating Stronger Communities strongly contributes to the Council 3 year plan outcomes. There is a risk that these outcomes would not be fully achieved without adopting this approach.

## 10.0 Background and Options

- 10.1 The Creating Stronger Communities Review was agreed as a major change programme (7.6), in the Council's 3 Year Plan. It has been successfully led by both the respective Cabinet Members – Strategic Communities and Communities and Regulatory Services with key support from the Communities Policy Development Group and significant engagement has taken place recently with partners and communities to ensure that this is an approach that they can sign up to.
- 10.2 The Review started in July 2013, and a Project Team developed the new approach working with Cabinet Members, Communities Policy Development Group and the LAP Champions. The outcomes are also a result of a number of sessions held with both Informal Cabinet and Corporate Leaderships Board, and the High Level Business Case has been endorsed by TEG, and EMB (18<sup>th</sup> March 2014).
- 10.3 The five key areas of the Stronger Communities approach are listed below:
- i **Community Engagement** - to enhance the Community Engagement Team and develop a Community Engagement Strategy which secures commitment from CEC and partners to a new way of working with our communities, in order to further develop strong, supportive and cohesive local communities
  - ii **Community Partnerships** - to promote Community Partnerships and where communities are interested, support them to establish new partnerships in order to further develop communities with a strong sense of neighbourliness.
  - iii **Community Hubs** - to develop Community Hubs across Cheshire East which provide services where local people will use them, so that services are delivered in the way which gives the best value for local people.
  - iv **Community Leadership** - to support Members in their front line role, to consult on the detail of the Local Plan to ensure it is meaningful to their local community, in order to work towards achieving a sustainable Cheshire East.
  - v **Partnership Governance** - to establish strategic partnerships across Cheshire East to enable joint commissioning and improved integration of local services, in order to support the delivery of effective and efficient partnership working and be a leading Council.

- 10.4 The Community Engagement Team has begun a wide reaching programme of engagement with community stakeholders (including residents and partner organisations) as part of our Residents First approach. This aims to create stakeholder working groups in each locality that will develop and capture the differing aspirations and needs of each community thus informing our future plans. A Hurdsfield Project Board has been formed and meets on a monthly basis with a Project Delivery Team meeting fortnightly.
- 10.5 The Delivery Team is now working to develop a detailed business case for endorsement by TEG/EMB. A key precursor to this is a comprehensive options appraisal looking at the potential for developing the Hurdsfield site. Input from relevant services, partner organisations and the community will inform this appraisal in respect of their needs. The appraisal will be conducted by independent design and build consultants. It is anticipated that a new building would be operational by Sept 2016 (subject to site survey and planning permission).

#### **11.0 Access to Information**

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

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Designation: Head of Communities  
Tel No: 01270 686401  
Email: [steph.cordon@cheshireeast.gov.uk](mailto:steph.cordon@cheshireeast.gov.uk)



## CHESHIRE EAST COUNCIL

### Cabinet

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<b>Date of Meeting:</b>	14 <sup>th</sup> October 2014
<b>Report of:</b>	Director of Adult Social Care and Independent Living, Brenda Smith
<b>Subject/Title:</b>	Adult Social Care Commissioning Strategy
<b>Portfolio Holder:</b>	Cllr Janet Clowes, Care and Health in the Community

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#### 1.0 Report Summary

- 1.1 Cheshire East Council puts citizens first and has embarked on a major development of support to those with adult social care needs and their carers and families. The Council is fully committed to its citizens receiving the best support possible and recognises that their quality of life is of the highest priority.
- 1.2 As a result of strong council leadership on adult social care issues, substantial reviews of areas of support have taken place and an assessment of the future needs of the Cheshire East population has been made. A number of major developments are in progress this year that flow from this work and are designed to impact positively on the quality of life of those who require support. These plans are ambitious and will continue to be progressed over the next years. In the first year, i.e. by the end of March 2015, the following changes will be making a difference to the quality of life in Cheshire East for those with adult social care needs and their carers and families. These are in summary:
  - a) A new Quality Assurance function has been invested in and will be in place to ensure that all support, whoever provides it, is of the highest quality. The Council takes its role in monitoring quality very seriously and sometimes needs to take action to address poor quality. This may include withdrawing contracts and ending services. This can only be done through a robust quality assurance function which is currently being established.
  - b) Information, advice and easy self-help will be significantly improved through a redesigned approach and new services commissioned in the voluntary sector. A resource directory will be published, through a number of routes, to ensure that:

- The range of new support that has been commissioned already for this year is very widely promoted and people know how to access what they need
  - All support is mapped and it is clear to the public what they could access
- 1.3 An innovation fund has been created and voluntary sector groups will be encouraged to apply for seed-funding for sustainable prevention and early help work. This is the second year of this new fund which has been identified by the Council to enable ideas from the community to flourish and develop.
- 1.4 Assistive technologies, equipment and self assessment advice to the wider public will be piloted to provide the public with the opportunity to understand what the full potential is for them to access things that will help them to stay healthy and independent.
- 1.5 The world of technology, including mobile technology, is moving fast and the availability and range of support that can be accessed online and on the high street is vast. However, the knowledge of what may be available and suitable is currently offered by the Council only when someone is already in need of social care. The Council believes that pro-actively getting this knowledge out to the public before social care needs have developed, including to children and young people and families, will mean that more citizens benefit from these technologies at an earlier stage and potentially delay a loss of independence.
- 1.6 A new dementia reablement service will be established to provide advice and information at an early stage when memory loss and/or early dementia are present. This service will use the best practice expertise currently available but will also seek to innovate and pilot new developments.
- 1.7 For many people the first signs that raise concerns for the person and their families involve memory loss. This is the point at which the Council believes a new supportive advice and information service could make a positive impact on what follows for the person and their family. There are some practical things that can help people deal with the potential effect of memory loss that is caused by the onset of dementia.
- 1.8 The Council will lead the community, including businesses, to make Cheshire East a dementia friendly place, working with the Dementia Alliance. The Council is committing substantial resources to this work as it will make a real difference to people with memory loss being able to continue to be independent in the community. The full detail of the work to achieve this, and more, for those with adult social care needs and their carers and families is in the

Appendices to this report. These provide the Commissioning Strategy for adult social care and the 2014/15 delivery plan for this.

- 1.9 The Council intends to have a planned programme of further development of support to adults who may require social care, building on the current best practice locally. We will be seeking innovations and creativity to ensure that independence and choice and control for individuals continue to increase.
- 1.10 This report seeks approval for the Adult Social Care Commissioning Strategy 2014 -2017 at Appendix 1 and the supporting Annual Delivery Plan at Appendix 2.
- 1.11 The Adult Social Care Commissioning Strategy 2014 -2017 is a three year strategy supported by an annual Delivery Plan. The Delivery Plan a working document that is revised annually to reflect the progress of plans and identify further stages of these plans. This will be the tool that the Council uses to ensure continuous improvements to support the delivery of better outcomes.

## **2.0 Recommendation**

- 2.1 That Cabinet approve and support the Adult Social Care Commissioning Strategy and the supporting Delivery Plan as appended.

## **3.0 Reasons for Recommendation**

- 3.1 The principal aims and benefits that the strategy will realise are to:
  - Map the current picture of needs, available support and gaps in support
  - Consider customer insights and feedback and ensure they are driving improvement in support
  - Enable the identification of priority areas of joint commissioning with health, public health, children's services, housing and others
  - Use this analysis to clarify and prioritise the adult social care commissioning annual delivery plan to improve support and address gaps.

## **4.0 Wards Affected**

- 4.1 All Wards

## **5.0 Local Ward Members**

- 5.1 All Ward members

## **6.0 Policy Implications**

- 6.1 This Adult Social Care Commissioning Strategy supports The Strategic Direction of Travel for Adult Social Care Services – Promoting Open Choice as agreed at Cabinet of 4 February 2014 and the Strategic Direction of Travel – Informal Support as agreed at Cabinet of 4 February 2014. It will contribute to the delivery of the Cheshire East Council Three Year Plan outcomes:

Outcome 1: Our Local Communities are Strong and Supportive

Outcome 2: Cheshire East has a Growing and Resilient Economy

Outcome 5: Local People Live Well and for Longer

## **7.0 Financial Implications**

- 7.1 None. Any key decisions will be taken through further Cabinet reports as necessary.

## **8.0 Legal Implications**

- 8.1 None. Any key decisions will be taken through further Cabinet reports as necessary.

## **9.0 Risk Management**

- 9.1 No identified risks in this overall strategy.

## **10.0 Access to Information**

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# Adult Social Care Commissioning Strategy

Commissioning to meet social care needs

2014 - 2017

## Executive Summary

### ***Introduction***

This is Cheshire East Council's Adult Social Care Commissioning Strategy. It is a working document that will be updated annually to reflect progress and provide for continuous improvement of all our support to adults. Adults in the context of this strategy mean adults in need of social care support. The priorities identified are based on our current understanding of customer needs and gaps but this understanding is work in progress; hence annual updates will refine this. This document was submitted to Health and Adult Social Care Scrutiny Committee on 11<sup>th</sup> September 2014 and their comments have been taken on board as part of the update to this strategy.

Its principal aims are to:

- Map the current picture of needs, available support and gaps in support
- Consider customer insights and feedback and ensure they are driving improvement in support
- Enable the identification of priority areas of joint commissioning with health, public health, children's services, housing and others
- Use this analysis to clarify and prioritise the adult social care commissioning annual delivery plan to improve support and address gaps

The objectives to be achieved in 2014/15 are outlined in a delivery plan that will be updated annually.

### ***Scope***

Adult social care services are the primary focus of this commissioning strategy. These services are targeted services that provide support to adults with social care needs who meet the eligibility criteria of the Council i.e. substantial and critical needs. In addition the service also seeks to provide advice and information and early help to those who are at risk of becoming more dependent so that they can maintain their independence for longer. Where there are key links or joint commissioning with health, public health, children's services or others these have been identified.

The strategy has many aspirations that relate to all adults but some particular groups require additional specialist focus; these groups include the following:

- Frail Older People

- Older People with Dementia
- Adults with Learning Disabilities
- People with Mental Health Problems
- People with Physical and Sensory Disabilities
- Carers of people with health and social care needs including Young Carers

This strategy is for all people with eligible social care needs, this includes those who fully fund their own care as well as those the Council support financially. The strategy recognises the new requirements of the Care Act 2014, which includes a new duty to provide personalised support to carers as well as carer assessments.

### **Key Strategic Outcomes**

- Enable people to live well and for longer – (Council Outcome 5)
- *Enable people to live at home and as independently as possible – this is what people say they want*
- *Enable people to fully contribute to and be supported in strong and supportive communities – (Council Outcome 1)*
- *Enable people to access information, advice, early help and prevention so that they can help themselves and take responsibility for their well-being*
- *Enable carers of people to live well and be supported to fulfil their caring roles*

### **Specific Commissioning Intentions**

*Whilst all current support seeks to achieve the strategic outcomes above the analysis in this strategy indicates where commissioning plans are needed to improve on achieving these. Those areas are in summary:*

#### **For all adults:**

- Provide support that informs, advises and encourages self-help and self-management to maintain healthy independence.

*For example: information and advice. Having a range of information easily available helps people to stay independent, customers tell us this needs to improve. (Think Local Act Personal (TLAP) report)*

- Stimulate and enable a range of early help and prevention activity and informal support that prevents the need for more specialist social care support and improves outcomes.

*For example: Community group support to provide stimulating recreational activities and low level counselling for older people, using volunteers.*

- Greatly increase the choices of support available for social care need so that it can be tailored to particular needs and individual's preferences – personalising support.

For example: By developing a wide and diverse range of choices in support across geographical locations individuals can choose their preferences. This is particularly important for the rural communities in Cheshire East to ensure that people can continue to live well where they prefer.

- Adults should access the same opportunities to enjoy social/recreational activities in the community as others; strong and supportive communities enable this. Social isolation and loneliness blights lives and must be addressed urgently.

For example: a wide range of community activities that people can enjoy as individuals, for daytime and social activity. This improves outcomes by helping people to choose how they prefer to meet their needs, not fit to a service that may exclude them from the community. This area requires joint working with the Council's communities, housing and leisure functions and with the voluntary, community and business sectors. Customers tell us that some day activities offered now are not appropriate for them and that more opportunities in the community need to be available. (TLAP)

- Further develop support that helps people to gain or regain the capacity to live well independently.

For example: specialist reablement support for older people and older people living with dementia. People who have had a fall and need help to recover their confidence and physical strength and avoid future falls.

- Enable access to support which affords adults protection from harm and safeguards them appropriately



- Redesign assessment and care management processes and systems to ensure customers receive a timely, effective, outcome- focused service.

For example: the Care Bill requires and it is established good practice for assessment of young people with learning disabilities to commence from age 14 in order to ensure plans to prepare for adulthood begin as early as possible. Assessment and care management resources need to be designed to achieve this.

### ***Frail Older People***

- Develop rapid response 7 day support in the community to avoid health deterioration and the risk of an emergency admission to hospital.

For example: domiciliary care support that can be put in place very quickly the same day, any day of the week. This needs to be joint work with health as urgent health care in the community is a critical gap currently. (Better Care Plan). Too often frail older people have to be taken to A&E as an urgent response when a community health response is not available quickly enough. Frail older people can deteriorate very rapidly and become seriously ill if treatment is delayed. Social care support to complement rapid health treatment in the community can allow the person to stay at home and recover from the illness. Hospital in-patient stays for this group can result in permanent loss of independence and capacity.

- Develop further the range and scale of community based wrap-around support to keep people living well at home and avoid the risk of needing long-term residential or nursing home care.

For example: Community based services of social care and health need to be jointly commissioned to ensure that a suitable range of skilled support is co-ordinated around a frail older person. This could include for example: GP, district nurse, podiatry, mental health, occupational therapy, physiotherapy, domiciliary care (home care), reablement, intermediate health services (intermediate care), community equipment, assistive technology, and housing adaptations.

- Ensure support is flexible and skilled to respond to people with complex and multiple needs.

### ***Older People Living with Dementia***

- Develop the range and focus of the health, social care and community support for people with dementia and their carers.

For example: Better information for carers about what to expect at diagnosis so that both the carer and the person living with Dementia can accept their diagnosis and plan for their future (Event November 2013). When good information is not provided early this leads to greater anxiety and opportunities to mitigate the consequences for both the person and carer are lost.

- Support the need for early diagnosis and specialist interventions/treatment.

For example: Dementia reablement and the use of assistive technology.

### ***Learning Disabilities***

- Develop a more effective joint health and social care approach to support adults with complex needs, including challenging behaviour. The complexity of needs is growing in the group of young adults who from children's services to adult social care and health support (often referred to as transition).

For example: specialist health input tailored to an individual in the community. At present some people with challenging behaviour are in residential provision rather than in community settings or their community accommodation is not stable. The aim would be to develop pro-active specialist community support that enables them to live sustainably in the community. This will require joint commissioning with health.

- Community inclusion to be developed further to ensure that day time and social opportunities encourage and enable access for adults with learning disabilities, including voluntary work and employment.

For example: befriending schemes that help people with learning disability to find friends with similar interests. The particular needs of people with learning disability require a renewed focus. Encouraging more informal support from friends and communities needs to be a priority in commissioning strategy; it is key to community inclusion and often what individuals say they want.

Clarify and plan for a suitable range of housing options for the future, under the Council's vulnerable people housing strategy, including the needs of older people with learning disabilities.

### ***Mental Health***

- Develop the preventative support to people at risk of and experiencing poor mental health by working with Public Health and Health partners.

For example: Lower level counselling support. Social care specialist support has to be targeted at those with serious mental illnesses yet there are opportunities to avoid the increase in this group by preventative commissioning by Public health and Health. Informal social support can be joined with those resources using stronger and supportive communities to mitigate against poor mental health; improving mental health and well-being is a priority in the Health and Well-being Strategy.

- Ensure that informal support is developed and encouraged to provide better community and social inclusion for those recovering from serious mental illness. Including, where appropriate, remote services (such as support via webcams) in rural and more isolated areas.

For example: befriending from the wider community can offer a key support to help someone on the path back to a successful and independent life. Often users of specialist mental health services are isolated from the community and their social contacts are those with similar difficulties.

- Focus on prevention by influencing in areas linked to wider determinants of health.

For example: homelessness as a contributor to increased risk of poor mental health.

### ***Physical and Sensory Disabilities***

- Improve the outcomes of the rehabilitation/reablement of those affected by specific conditions to ensure individuals live well for longer.

For example: a new specialist stroke rehabilitation approach in the community. Some people who experience a stroke have not been achieving the maximum rehabilitation possible. Some individuals may be remaining physically and emotionally disabled when they could regain a much greater level of capacity and independence. The approach combines a different health response with community based social care support.

- Expand awareness of and access to assistive technology to ensure those with disabilities can maximise their personal independence.

For example: the advent of the 'Apps' world is starting to provide innovative solutions that can enable independence. There is an app on the market that turns an android phone into a speech board to 'speak' for a person who has speech difficulties (e.g. motor neurone disease or

stroke). Another provides fall detection via an android phone, there are many others developing. Many other solutions are available or being developed.

- Work with Housing through the Vulnerable People Housing Strategy to ensure housing supply and use enables those with physical disabilities to live as independently as possible.

For example: the housing strategy seeks to promote general accessibility standards through planning processes, to ensure that as many new build homes as possible are suitable for people with physical disabilities.

### **Carers**

- Increase the range of respite care choices available to ensure that carers can have periodic respite from their caring roles that meets their particular needs and preferences. Explore the options of respite models for young carers.

For example: choices for respite for carers that are non-residential. The pre-dominant type of respite currently is residential and is focused on a small number of locations. A much wider choice can be provided by developing this market so that carers can select their preference. Other choices are needed to include non-residential options so that the cared for person does not need to be moved from their home environment.

- Increase the range of early advice, information and support to people new to the caring role.

For example: carers knowing what help is available to them and the person they care for.

- Enable carers to develop skills and expertise to assist them in their caring role.

For example: ensure health and social care services provide training and education for carers in relation to disease and condition specific interventions to help them care with confidence and know when to call in specialist help.

# Commissioning Strategy

## Introduction

### ***Background and Aims***

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- People with Physical and Sensory Disabilities
- Carers of people with social care needs including young carers.

This strategy is for all people with eligible social care needs, this includes those who fully fund their own care as well as those the Council support financially.

## ***Principles of Commissioning Approach***

Listening to customers

Co-production/Co-design

Empowering people

Equity

Quality

Value for money

Longer-term cost-benefit

Targeting need/locality focus

Prioritisation

Affordability

## ***Direction of Travel – How Social Care Support Needs to Be Different in Future***

Cheshire East Council has set a new clear direction of travel to change how social care needs are supported; this underpins and directs this commissioning strategy. To be sustainable and meet the challenge of demographic change and complexity of need and still achieve good outcomes for the citizens of Cheshire East the way we support people needs to change. Hence this first iteration of a commissioning strategy that will achieve planned change, through effective commissioning, over the next 3-5 years.

The number of people aged 65 and older in Cheshire East Growth is forecast to increase by 49% in the next 16 years. The demographic growth will not be matched by public funding. To respond to these challenges the council recognises that we need to change the way we commission services and work with specialist social care providers. There are changes needed in the social care market to respond to the changing demographic and economic environment.

The direction of travel demonstrates how by 'doing things differently' we will:

- do more with less to meet the forecast growth in demand. We will encourage innovation and find new ways of delivering services so that people receive quality services which meet their care needs and deliver outcomes for individuals and for the council.
- enable individuals to control their own care and support and make open choices about how and when they are supported to live their lives.
- increase opportunities for local businesses to compete in the market and ensure that people have a varied care and support market to purchase from.

To complement our work with specialist regulated social care we need to shift the focus in commissioning to maximise the opportunities for self-reliance, independence and healthy lives. This will be done in conjunction with our commissioning colleagues, health, public health and communities.

The vision for the future is for the Council and partners to enable adults to be self-reliant and healthy for as much of their lives as possible. The goal is to make Cheshire East a place where strong empowered communities, including businesses, create that self-reliance.

In this context the informal support for adults and their carers needs to change to maximise the opportunities for self-reliance, independence, and healthy lives. The strategic direction of travel for informal support is to increase prevention and early intervention for people with social care eligible needs.

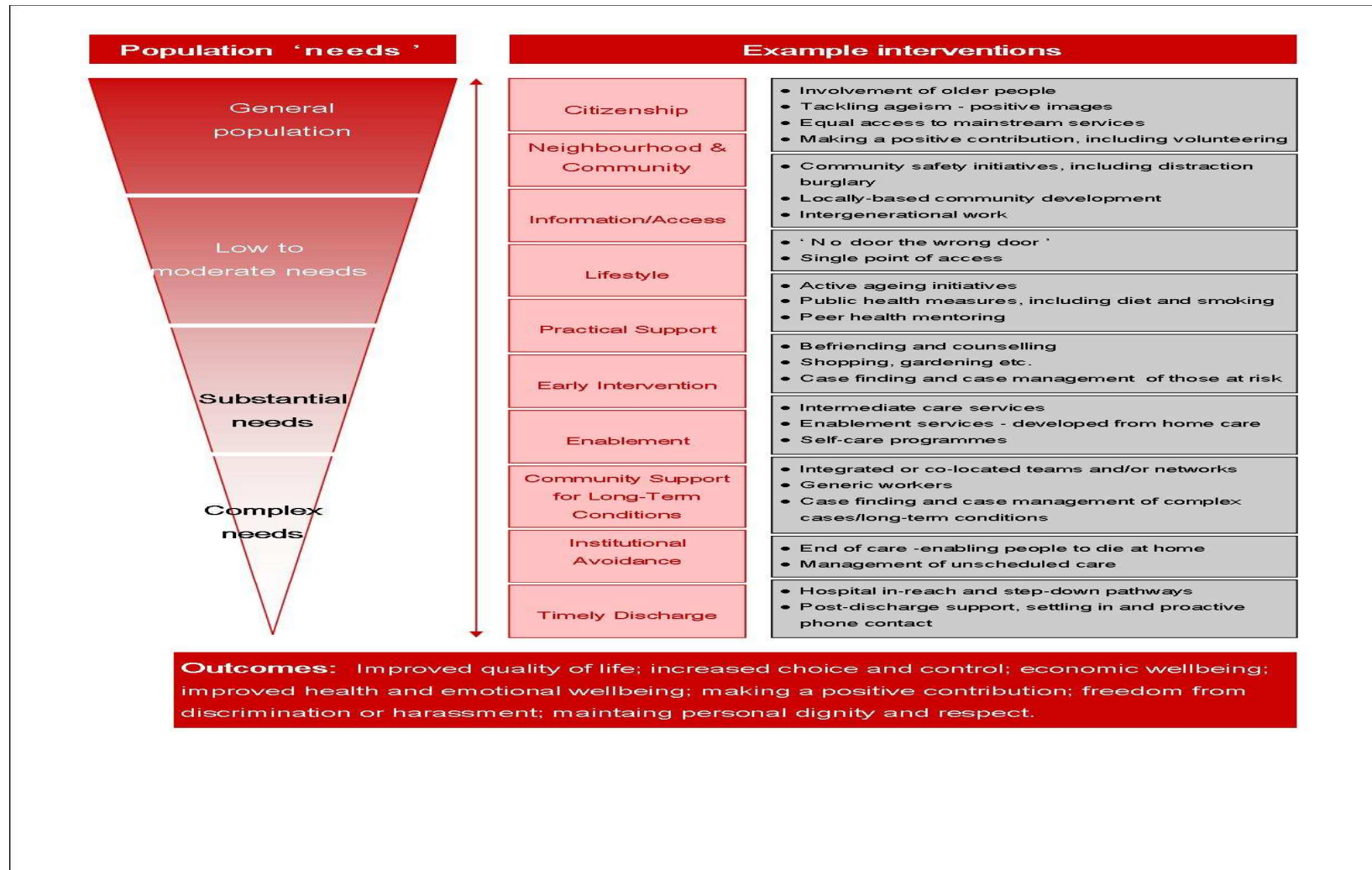


Quality informal support is needed that meets the objectives of:

- encouraging the prevention of ill-health or dependency
- accessing early help and advice to maintain or regain health and independence
- promoting self-reliance and community inclusion to increase well-being
- personalisation and promoting open choice

***How the Social Care and Health Economy Needs to Change – Working with Partners***

Over time the resources in the local health and social care economy, including public health, need to be realigned to increase investment in prevention and early intervention. The current pattern of resource use is a high proportion invested at the bottom of the triangle below on the substantial and complex needs. This investment needs to decrease to allow more to be invested in the middle of the triangle where prevention can be maximised. The key and major shift required is in health investment, which social care can then support; without the health changes the goal of early help and prevention will be unachievable.



(Reference: 'Improving care and saving money: learning the lessons on prevention and early intervention for older people' DH, January 2010)

## ***Council Duties and Policy Framework***

This commissioning strategy is guided by the requirements of legislation and national policy drivers. (See Appendix 7 Policy Digest for details). The key legislation and policy includes:

- The Care Act 2014
- Health and Social Care Act 2012
- Equality Act 2010
- Autism Act 2009
- Valuing People (2001) and Valuing People Now: A New Strategy for People with Learning Disabilities 2007
- Aging Well 2010 – 2012
- National Dementia Strategy 2010
- National Autism Strategy
- Mental Health Act 1983
- Mental Capacity Act 2005

## ***Cheshire East – Characteristics and Demographics***

Cheshire East has a population of 372,000 and an area of 116,638 hectares. In addition to Cheshire West and Chester on the west side, Cheshire East is bounded by the Manchester conurbation to the north and east, and Stoke-on Trent to the south. It contains the major towns of Crewe, Macclesfield, Congleton and the commuter town of Wilmslow (population above 20,000). There are also a number of other significant centres of population (over 10,000) in Sandbach, Poynton, Nantwich, Middlewich, Knutsford and Alsager. With few large conurbations the borough otherwise comprises a mixture of smaller market towns and more isolated rural villages. This mixture of rural/urban presents particular challenges in delivering cost-effective services close to individuals and their neighbourhoods.

In 2010 there were 83,300 older people aged 65+ in Cheshire East (Office for National Statistics indicative population estimates 2010). Estimates suggest that in 2012 5,234 (6%) older people were living with dementia and 33,154 (40%) with a limiting long term illness. The population of Cheshire East is forecast to grow modestly over the next 30 years rising from 362,700 in 2009 to 384,000 in 2029, however, the age structure of the population is forecast to change significantly with a 8% reduction in young people (0-15), a 12% reduction in working age people (16-59 Female, 16-64 Male) and a 42% increase in people of retirement age (60/65+), with the number of older people (85+) increasing by around 92%. As the prevalence of dementia increases with age, the number of older people with dementia is anticipated to increase by 28% by 2020. The significant changes in demographic in Cheshire East will have direct implications for adult social care.

## ***Current Market Analysis and What Is Needed in Future***

This section of the strategy provides a summary of the current market analysis, what work has been carried out to date and future requirements, with a focus on key priorities for 2014/15. Further detail providing the intelligence and background that underpins this summary is in Appendix 3 ('Detailed Commissioning Intelligence and Background')

### ***Information and Advice/Self-Help***

#### ***Service Mapping and Need***

There are many sources of information but no simple route for customers and carers to get the information they need quickly and easily. Information is offered by many different organisations but the quality is variable; customers say that some of the best sources are from the voluntary sector. The Council's website is not easy to navigate and does not provide a comprehensive set of information on community support available.

The commissioning intentions driving developments in this area are:

Improving self reported wellbeing –it should be no surprise that our first priority, in line with our corporate objective, is that people live well and for longer. We want to support people to remain independent for as long as possible, delaying and in some cases avoiding the need for ongoing social care services. The Council actively wants to engage with and listen to communities as equal partners to make a difference. By actively participating in finding solutions for how we make stronger communities now and in the future and by building on local working and existing networks and good practice we will help people to understand the role that they have to play in staying fit and healthy and reduce dependency on services. One way in which we will measure our success is through improved self reported wellbeing – satisfied with life (PHOI 2.23i)

### ***Commissioned Provision***

Adult Social Care has commissioned a number of specialist services from the independent sector that provide information and advice to a variety of areas within the community e.g. support and advice for people with a loss of hearing/sight; support for older people in rural communities to help them become engaged in the community; these are in place with the majority of services receiving 3 year contracts to enable secure business planning, which is particularly important for the Voluntary, Community and Faith sector. These services are currently being monitored to ensure that outcomes are being met and feedback can be used to further develop services going forward.

Services are not yet as streamlined as they could be and the Care Bill requires the development of effective advice and information as a key to helping people to help themselves to be independent and healthy.

***What we will do in 2014/15***

1. develop joint community, health, public health and social care advice and information services including the development of a Resource Directory, both on-line and other easily accessible ways
2. develop easy access routes to this advice and information, including but not exclusively the internet.
3. work with CECAP (Cheshire East Co-ordinated Advice Project) as an associated partner to bring together the advice services of the following organisations:-
  - Cheshire East Citizens Advice Bureau North
  - Cheshire East Citizens Advice Bureau Ltd
  - Cheshire, Halton & Warrington Race & Equality Centre (CHAWREC)
  - Disability Information Bureau (DIB)
  - Just Drop In
  - Visyon

These organisations are also working closely on this project with Age UK Cheshire East and other associated partners are Plus Dane Housing Group, Peaks & Plains Housing Trust and Wulvern Housing.

## ***Prevention and Early Intervention***

### ***Service Mapping and Need***

Prevention and early intervention in Cheshire East has been developing over the last 18 months with a move to contracting these services based on priority outcomes rather than the grants that had previously been in place. These services are contracted for a 3 year period, with an innovation fund available for new initiatives. This is providing for a better market fit with the direction of travel and increased focus of support.

Through the Health and Well-being Strategy and with public health and health there is recognition that universal health promotion activities must develop greater impact on the ability of people to avoid ill-health and retain independence. Adult social care will need to play a part in that development. (Health and Well-being Strategy).

There is also a need to ensure that informal community facilities and groups play a part in helping people to access them. This is a substantial resource in Cheshire East which is not yet fully understood or maximised strategically to achieve the outcome of living well and for longer. Over the next 3-5 years this area of investment needs to be enhanced through all possible routes, including local businesses. Adult social care will work with Resilient Communities to help facilitate this.

The commissioning intentions driving developments in this area are:

- stimulate and enable a range of early help and prevention activity and informal support that prevents the need for more specialist social care support and improves outcomes.
- people should access the same opportunities to enjoy social/recreational activities in the community as others; strong and supportive communities enable this.

### ***Commissioned Services***

Adult Social Care has recently commissioned a number of services from the independent sector that provide prevention and early intervention; these are now in place and are being monitored to inform future commissioning. Services include:-Carers support services

- Peer support for older people to remain independent

- Early help for those starting to develop deafness to avoid deterioration and dependence
- Community agents in isolated/rural communities to target social isolation and other needs
- Advocacy support to help people access universal services
- Specialist support and advice to people with visual impairment

This market development needs to be embedded and closely monitored to ensure it is meeting desired outcomes. There is also a need to seek innovative ways to encourage and help customers, carers to self-help earlier to avoid future dependency. There is also a role for local businesses to develop support and services that people can buy themselves.

***What we will do in 2014/15***

4. closely monitor the impact of the adult social care newly commissioned services ensuring that expected outcomes are being met
5. launch a second year opportunity for the third sector and community groups to gain seed-funding to establish sustainable prevention and early help work (through the 'Innovation Fund')
6. pilot an innovative approach to promoting universal access to assistive technology and aids to living (equipment).
7. commission jointly with the Head of Communities and the Director Public Health to ensure all potential resources are contributing effectively to prevention and early intervention
8. commission jointly with health to ensure all potential resources for prevention and early help are identified, maximised and increased over time.



## ***Community Based Services***

Community based services are designed to support or reable people to live independently at home and avoid the need for admission into long-term residential or nursing care. These areas of service will need to be continuously reviewed to ensure they can meet the future direction of travel. There are priority changes needed and these will be the focus of this year's commissioning work.

These services include:

### **Domiciliary Care (Home Care)**

#### ***Service Mapping and Need***

In 2011/12 995,000 hours of domiciliary care were delivered to 764 service users at a cost of £16.5 million. 97% of these hours were provided by the independent sector. As at December 2013 2,464 older people are being supported by 71 domiciliary care providers; of these the council directly commission the care for 1,414 older people. A further 1,050 people currently receive cash payments to organise their own support, the majority of which are spending their personal budgets on traditional social care services, particularly domiciliary care. The Council has already removed the domiciliary care block contract arrangements to widen the available supply

The uptake of domiciliary care increased through the last financial year. To continue this trend the Council wants to make it easier for existing and new providers to enter the market and work with us via framework agreements. We also expect the amount Cheshire East spends via cash payments to increase together with the demand for a more personalised service offer as the market expands and expectations of future generations change and they move away from traditional care services.

The commissioning intentions driving developments in this area of support are:

Increasing the proportion of community-based service users able to stay in their own home - in addition to providing reablement for people leaving hospital we will continue to provide community reablement for all appropriate new people requiring social care support. Over 1,123 older people completed a reablement package in 2012/13 and we are actively exploring how predicted increases in future demand for this service can be met. We have been successfully promoting assistive technology and are beginning to see that this is having an impact in improving independence and reducing the need for on-going services. We believe that providers should be incorporating assistive technology as part of their offering to service users and will seek provider views on how we can incentivise this approach. We will also continue to increase the proportion of council expenditure

that is used to purchase Domiciliary Care, the range of care and support services provided in peoples own home to enable them to remain independent.

### ***Commissioned Services***

In response to customer demand the Council are committed to developing this type of care provision as an alternative to residential based care services.

### ***What we will do in 2014/15***

9. create a new quality assurance service to monitor all domiciliary care.
10. review the use of this market to identify any further developments needed.
11. prepare for the procurement of a new framework for providers of this care to widen the choice of supply and provide for developments of the range of support.
12. promote personalised care including flexibility, choice and control for customers.
13. develop a rapid response 7 day support in the community to avoid health deterioration and the risk of an emergency admission to hospital.

### **Daytime Activities (including Day Care)**

#### ***Service Mapping and Need***

There is a range of services that provide for daytime activity, this includes some specialist day care commissioned by adult social care, but also a wider range of community activities that can also be accessed. The specialist day care is in a limited number of locations and it can have the

unintended consequence of excluding people from the community. Because this specialist day care is whole group based it is difficult to tailor activity to individual needs and preferences. Customers tell us that some activities offered now are not appropriate for them and that more opportunities in the community need to be available. (TLAP).

The commissioning intentions driving developments in this area of support are:

- People should access the same opportunities to enjoy social/recreational activities in the community as others; strong and supportive communities enable this.
- Greatly increase the choices of support available for social care needs so that it can be tailored to particular needs and individual's preferences – personalising support.

### ***Commissioned Services***

In house services are currently available and several day care options in the community are available for people to access e.g. gardening for adults with learning disabilities.

### ***What we will do in 2014/15***

14. Map and review the current opportunities in the community for daytime activities
15. Publish a Resource Directory of opportunities to increase choice
16. Stimulate informal support, working with the Council's Head of Communities and other partners

## **Community Based Reablement**

### ***Service Mapping and Need***

Cheshire East has increased the use of reablement services to help people learn or relearn the skills necessary for daily living which may have been lost through deterioration in health and/or social abilities of daily living which has led to increased support needs. Over 1,123 older people completed a period of reablement in 2012/13, of which 40% achieved a positive outcome of either needing no on-going support, or having reduced care needs on completion. Currently the reablement services respond well to a range of needs. However there are potential specialist skills that could be enhanced so that the particular needs of those with dementia or stroke patients have even better outcomes.

The commissioning intentions driving future developments are:

- Further develop support that helps people to gain or regain the capacity to live well independently
- Develop the range and focus of the health, social care and community support for people with dementia and their carers.
- Improve the outcomes of the rehabilitation/reablement of those affected by specific conditions to ensure individuals live well for longer.

### ***Commissioned Services***

Reablement is offered to individuals who can benefit and is delivered for up to 6 weeks within the persons own home to restore people's ability to perform usual activities and improve their perceived quality of life. We believe the success of telecare and reablement has contributed to the reduced demand for lower level home care services.

There is a specialist reablement team for those recovering from serious mental illness. The customers of the service have good outcomes and the approach is viewed as best practice and there is an opportunity to consider how to enhance this approach.

***What we will do in 2014/15***

17. A pilot dementia reablement approach will be trialled
18. Potential new stroke rehabilitation approach will be considered with health partners.
19. Existing support will be targeted and managed to ensure those who can most benefit receive the service they need
20. An interim review of reablement will commence and begin to consider the future models including Intermediate care (health)

**Supported Accommodation**

***Service Mapping and Need***

Under the development of the Vulnerable People Housing Strategy a range of services have been mapped (see details in Appendix 3 - Detailed Intelligence and Background). There is currently sufficient to meet current demand but future demand both in scale and type means plans need to predict further. As a large proportion of accommodation in Cheshire East for people with learning disabilities is in shared houses (48%). Whilst an option that works for some people to work effectively resident composition must be carefully matched. There is a need to consider whether the mix of options needs to include more single occupancy accommodation in a supported setting.

The commissioning intentions driving this area are:

Delivering home adaptations for older and/or disabled residents - 1624 older people received adaptations in 2012/13, of which 431 were self funded. We will continue to deliver home adaptations for older and/or disabled residents to enable them to live independent, healthier and more fulfilled lives.

- Work with CEC housing through the vulnerable people strategy to ensure housing supply and use enables those with disabilities to live as independently as possible.

### ***Commissioned Services***

As of July 2013, Cheshire East has the capacity to house 409 people with a varied range of learning disabilities in supported accommodation across the borough. Support is provided through a range of providers. Cheshire East has worked with providers to move towards more single occupancy units.

### ***What we will do in 2014/15***

21. with CEC housing colleagues consider the feedback of customers and carers to the strategy to inform future planning
22. ensure through the Learning Disability Lifecourse commissioning review that innovative ideas for the future are developed to offer a range of choices for living in the community, including Shared Lives adult placements with families.
23. ensure sustainability of accommodation for vulnerable groups as a key preventative measure.

### **Assistive Technology**

The Council have increased the use of assistive technology each year for the last three years as a means to increase independence, provide safety for customers and reassurance for carers. The range of opportunities presented by assistive technologies is expanding.

### ***Commissioned Services***

The use of assistive technology is a growth area and as well as traditional telecare such as alarms, fall sensors etc. a service has been commissioned where people with mental health issues can receive support via their laptops if they are located in rural areas or find meeting with professionals face to face difficult.

The commissioning intentions driving this area are:

Increasing the percentage of people enabled to remain living independently in the community - we will commission with health partners to prevent unnecessary admissions into hospital. The majority of older people who require intensive social care support have come to us via a hospital

admission and we plan now to commission services to avoid this. As a result we will be commissioning many of these services jointly to prevent avoidable hospital admission and services that successfully maintain people in their own homes. We will also commission with health partners services and support that promote an earlier safe discharge from hospital including intermediate care and reablement services.

Increasing the proportion of community-based service users able to stay in their own **home** - in addition to providing reablement for people leaving hospital we will continue to provide community reablement for all appropriate new people requiring social care support. Over 1,123 older people completed a reablement package in 2012/13 and we are actively exploring how predicted increases in future demand for this service can be met. We have been successfully promoting assistive technology and are beginning to see that this is having an impact in improving independence and reducing the need for on-going services. We believe that providers should be incorporating assistive technology as part of their offering to service users and will seek provider views on how we can incentivise this approach. We will also continue to increase the proportion of council expenditure that is used to purchase Domiciliary Care, the range of care and support services provided in peoples own home to enable them to remain independent.

Delivering home adaptations for older and/or disabled residents - 1624 older people received adaptations in 2012/13, of which 431 were self funded. We will continue to deliver home adaptations for older and/or disabled residents to enable them to live independent, healthier and more fulfilled lives.

- Expand awareness of and access to assistive technology to ensure those with disabilities can maximise their personal independence
- Stimulate and enable a range of early help and prevention activity and informal support that prevents the need for more specialist social care support and improves outcomes.
- Consider option of increasing choice and control as a safe means to access to support whilst promoting privacy and independence

***What we will do in 2014/15***

24. pilot an innovative approach to raising awareness and access to assistive technology and equipment in the wider population to enable self-help and self management for prevention and early help

25. pilot the use of assistive technologies for people with learning disabilities to increase independence

26. focus on increasing use of assistive technology as part of new and future contractual arrangements

## ***Long-term Residential and Nursing Care***

### ***Service Mapping and Need***

Cheshire East has a large market supply of residential and nursing care for older people; overall there is sufficient current capacity which enables choice for customers. The direction of travel seeks to increase the proportion of older people who can stay living at home rather than enter long-term residential care. However there will always be a need for good quality residential and nursing care.

The demographic trends and their associated increase in the prevalence of dementia will mean that the future need for this type of care needs careful planning. It is clear that the complexity of need will grow, including the need for specialist dementia care, and this is likely to require some growth in the nursing home market to meet the needs in 2020. There are 102 care homes with 4032 registered care beds available for older people in Cheshire East. As at December 2013 Cheshire East support 1319 older people in residential or nursing care. Spend on permanent admissions into registered care for older people has reduced by 3% from £31,910,195 in 2011/12 to £30,963,381 in 2012/13 and there has been a corresponding increase on spend on community services. The average age on admission into a registered care setting is 83.

The commissioning intentions driving this area: Reducing the number of Council supported permanent admissions to residential and nursing care per 100,000 population– The numbers of older people supported by Cheshire East in registered residential and nursing care has reduced by 3% since 2012, despite increased demographic pressures, with people being admitted later in life and staying for shorter periods. Whilst we do not believe that we need more residential care we may need to consider the models of care that is provided and how it is distributed throughout Cheshire East. We are unlikely to support planning applications for registered care homes in areas where we believe there is an already an over-supply unless the application is to remodel existing provision to make it more fit for purpose, or the proposed development will better meet specific unmet needs within the area. As part of our on-going engagement with the market we would welcome discussions with providers about their ideas for potential developments so that we can give an early indication about whether we are likely to support an application and hence avoid unnecessary costs to providers at a later stage. We will also seek to utilise residential and nursing care home capacity to provide respite breaks for carers, where this has been assessed as an eligible need through a carer's assessment, or short term placements to avert a crisis or provide a period of recuperation from hospital or illness.



Supporting good quality registered nursing care is available for physically and mentally frail older people who need it –the supply of nursing care will need to match the increasingly complex needs of people requiring registered care. We will look to commission this service in partnership with health colleagues wherever possible.

- Greatly increase the choices of support available for social care need so that it can be tailored to particular needs and individual's preferences – personalising support.
- Develop the range and focus of the health, social care and community support for people with dementia and their carers.

### ***Commissioned Service***

The Council is commissioning 40% the available beds in the market in Cheshire East, and 60% are being commissioned by self funders or other authorities.

Cheshire East Council has worked with providers to improve quality whilst retaining value for money. Adult Services have also worked with Housing and Planning to oversee development of services in this area.

### ***What we will do in 2014/15***

27. create a new quality assurance service to monitor all regulated care provision and ensure personalised care is available within residential and nursing home settings.
28. reduce the admissions to residential services
29. evaluate the use of this market during 2013/14 to identify any developments needed, particularly in nursing home provision
30. consider the potential impact on this market of a need to develop 7 day care responses across the health and social care system

## ***Assessment and Care Management***

Assessment and care management is the service which ensures that individual's needs are understood and allocates resources to meet their eligible needs. The assessment and care management processes and procedures need to reflect the future requirements of the Care Bill.

The commissioning intention driving this area:

Increasing the number of social care clients receiving self-directed support - 1050 older people receiving on-going care services are receiving their personal budget via a direct payment and arranging their own care, however the majority of older people are using their money to purchase traditional domiciliary care services and we believe that there is an opportunity to work with the market to increase open choice and to develop a truly personalised offer to consumers. Improved access to information will be supported by Council investment in a high speed broadband network for Cheshire. The Connecting Cheshire Partnership will ensure that 80,000 (96%) of rural homes and businesses will have access to high-speed broadband by 2016.

- Redesign assessment and care management processes and systems to ensure customers receive a timely, effective, outcome- focused service.
- Ensure assessment and care management response is focused on independence and self-management within overall context of positive risk taking and safeguarding

### ***What we will do in 2014/15***

31. options for the assessment and care management arrangements will be developed that ensure appropriate customer responses

## ***Current Customer Grouped Support and What is Needed in Future***

As well as understanding the current markets for provision of various types of support as above it is important to understand particular groups of customer needs. Bringing these together in this strategy ensures that all developments deliver the necessary range of support to meet the differing aspects of meeting individual needs.

- All adults
- Frail Older People
- Older People with Dementia
- Adults with Learning Disabilities
- People with Mental Health Problems
- People with Physical and Sensory Disabilities
- Carers of people with social care needs including young carers

### ***All adults:***

Ensuring all adults are supported to have fulfilled and healthy lives is the core goal of social care. This Commissioning Strategy identifies areas where support may need to change or where there are gaps that need to be addressed to continue to meet that goal effectively.

There are some common aspirations for all adults that this strategy has identified as commissioning intentions as below

- provide support that informs, advises and encourages self-help and self-management to maintain healthy independence
- stimulate and enable a range of early help and prevention activity and informal support that prevents the need for more specialist social care support and improves outcomes
- greatly increase the choices of support available for social care need so that it can be tailored to particular needs and individual's preferences – personalising support

- adults should access the same opportunities to enjoy social/recreational activities in the community as others; strong and supportive communities enable this. Social isolation and loneliness blights lives and must be addressed urgently.
- Further develop support that helps people to gain or regain the capacity to live well independently.
- Enable access to support which affords adults protection from harm and safeguards them appropriately

Additional specialist developments are required for some groups as follows:

### **Frail Older People**

#### ***Service mapping and need***

The complexity and frailty of older people is increasing as people live longer with multiple health conditions. This changing level of complexity is resulting in the increased risk of people entering residential or nursing care rather than being able to live at home. To address this, services need to be redesigned and shaped to ensure deterioration is prevented and hospital admissions are avoided as this lead to a greater risk of loss of independence. Many of the existing services are the appropriate services, what needs to change is the speed with which they can be accessed in a crisis and the streamlining of the options for a support package that is comprehensive. In addition resources currently invested in hospital care need to be reinvested into community support which will be more preventative and keep people at home.

The additional commissioning intentions driving this area are:

Increasing the percentage of people enabled to remain living independently in the community - we will commission with health partners to prevent unnecessary admissions into hospital. The majority of older people who require intensive social care support have come to us via a hospital admission and we plan now to commission services to avoid this. As a result we will be commissioning many of these services jointly to prevent avoidable hospital admission and services that successfully maintain people in their own homes. We will also commission with health partners services and support that promote an earlier safe discharge from hospital including intermediate care and reablement services.

***What we will do in 2014/15***

32. Develop service specifications and commissioning with health to enable changes to the system to begin the necessary changes. Changes are required that can lead to the release and re-direction of current investments to increase effective support around and 7 day working in future e.g. Develop specifications for rapid response services to avoid health deterioration and possible admissions to hospital and jointly commission community based services of social care and health to ensure that a suitable range of skilled support is co-ordinated around a frail older person.

**Older People with Dementia**

The predicted increase in dementia is already emerging but as yet is not fully understood locally as diagnosis levels appear lower than comparators. The local Dementia Strategy is being further developed by social care and health with customers central to that work. This then needs to be used to influence commissioning priorities. There are already some key things that customers want us to do better and these are informing this commissioning strategy. In 2010 there were 83,300 older people aged 65+ in Cheshire East (Office for National Statistics indicative population estimates 2010). Estimates suggest that in 2012 5,234 (6%) older people were living with dementia. As the prevalence of dementia increases with age, the number of older people with dementia is anticipated to increase by 28% by 2020.

The commissioning intentions driving this area are:

Supporting people with dementia to retain their independence for as long as possible and enjoy a good quality of life – The growth in people experiencing dementia presents probably the greatest challenge for health and social care services. Having a workforce with the skills and knowledge to support people with dementia is therefore a requirement for all providers working with older people. Supporting people in the familiar settings of their own homes can reduce the numbers prematurely entering long term care. Providers can play an important role working alongside health professionals to ensure the early identification of dementia, and the provision of appropriate support to delay and minimise the impact of this condition. For people in the later stages of dementia, registered care settings play an important role in supporting people to live well and with dignity.

- Further develop support that helps people to gain or regain the capacity to live well independently.
- Develop the range and focus of the health, social care and community support for people with dementia and their carers.

- Support the need for early diagnosis and specialist interventions/treatment.

### ***Commissioned Services***

A variety of services have been commissioned with the VCFS sector to help and support older people with dementia including an information and advice service provided by the Alzheimer's Society.

### ***What we will do in 2014/15***

33. Update and publish a new local Dementia Strategy together with our health partners
34. Cheshire East to become a member of the Dementia Alliance – with the aim of making Cheshire East dementia friendly
35. Pilot a dementia reablement approach to seek ways to mitigate against the impact of dementia
36. Commission respite support to enable carers to have regular breaks from their caring role

### **Adults with Learning Disabilities**

The Commissioning intentions driving this area are:

- Develop a more effective joint health and social care approach to support adults with complex needs, including challenging behaviour. The complexity of needs is growing in the group of young adults who transition from children's services
- Community inclusion to be developed further to ensure that day time and social opportunities encourage and enable access for adults with learning disabilities, including voluntary work and employment.
- Clarify and plan for a suitable range of housing options for the future, with strategic housing in the Council.

### ***Commissioned Services***

Early intervention and prevention services have been commissioned for Adults with Learning Disabilities including social groups in the evening throughout Cheshire East.

### ***What we will do in 2014/15***

37. the Council, in partnership with health, has established a commissioning review of support for people with a Learning Disability to consider how support from birth to end of life needs to be re-designed for the future. This review is on-going in 2014/15 and will provide a longer-term vision by summer 2015 to inform future investment choices and direct commissioning intentions.

38. a joint commissioning plan for challenging behaviour will be developed between social care and health.

39. map the current opportunities in the community activities

40. publish a Resource Directory of opportunities so that people can choose their preferences

### ***Mental Health (not dementia)***

#### **Service Mapping and Need**

Cheshire East social care services provides support at any one time to around 600 people with a substantial or severe mental health issue (based on Oct 13 data).

Social care work in partnership with health services to provide multi-disciplinary community mental health specialist teams. There is a specialist reablement team for those recovering from serious mental illness. The customers of the service have good outcomes, the approach is viewed as best practice and there is an opportunity to consider how to enhance this approach. There is also a need to consider how to ensure that recovery is sustained by developing community inclusion and networks that enable this. Some supported housing is provided for those with lower level support needs.

The Director of Public Health's report 2012 – 2013 has identified that Cheshire East has one of the highest excess mortality rates for adults under 75 with a serious mental illness.

The Commissioning intentions driving this area:

- Adults should access the same opportunities to enjoy social/recreational activities in the community as others; strong and supportive communities enable this. Social isolation and loneliness blights lives and must be addressed urgently.
- Develop the preventative support to people at risk of and experiencing mental health issues by working with Public Health and Health.
- Ensure that informal support is developed and encouraged to provide better community and social inclusion for those recovering from serious mental illness.
- Focus on prevention by influencing in areas linked to wider determinants of health.

### ***Commissioned Services***

A variety of services both accommodation based and in the community are available for people with mental health issues including a service specifically targeted at carers with a mental health problem.

### ***What we will do in 2014/15***

41. Work with health and public health to better meet the needs of those with mental health issues, in particular to focus upon improving the physical health of people with serious mental illness (Health and Well-being Strategy)
42. map the current opportunities in the community for activities
43. publish a Resource Directory of opportunities so that people can choose their preferences
44. stimulate informal support, working with the Council's Head of Communities and other partners<sup>4</sup>



### **Physical and Sensory Disabilities**

Social care provides support to around 400 people with a physical or sensory disability aged 18 -64 (based on data at Oct 13). Census projections anticipate only a small rise in the overall numbers of adults aged up to 64 with a moderate or severe physical disability by 2030. However the over 65's with disabilities which are considered in other parts of this strategy also will grow in line with the demographic changes predicted for older people. This will increase need but is likely to be complex need because of the growing numbers of people with multiple conditions. There are opportunities to provide a different health and social care response to illnesses that can result in disability, such as stroke and COPD.

The commissioning intentions driving this area:

- Improve the outcomes of the rehabilitation/reablement of those affected by specific conditions to ensure individuals live well for longer.
- Expand awareness of and access to assistive technology to ensure those with disabilities can maximise their personal independence.
- Work with Housing through the vulnerable people housing strategy to ensure housing supply and use enables those with physical disabilities to live as independently as possible.

### ***Commissioned Services***

Specific services have been commissioned to meet the needs of people with both hearing and sight difficulties. Also a service for carrying out assessments for deaf people over 50 is provided by Deafness Support Network.

### ***What we will do in 2014/15***

45. Pilot/experiment with innovative outreach to better understand how we can enable people to self-help using assistive technologies and equipment. This pilot evaluation will inform a commissioning review in 2015/16 to commission a model for the future
46. Potential new stroke rehabilitation approach will be considered with health partners

47. Work with housing to ensure that housing and complementary support are coherent

### **Carers**

Adult social care currently support carers in a number of ways including carers' assessments, respite for carers to have a break from caring and early help and prevention support in the community. Some carers say that they are not always receiving the focus and support they need (TLAP). The role of carers is a critical one that adult social care recognises should be well supported. This includes ensuring that young carers (those under 18) are identified and supported. It is difficult to estimate the true number of carers in Cheshire East as many are not in contact with social care services. It is also difficult to estimate how many carers access informal support. One of the key messages from the carers' survey is that many carers (around 60%) do feel reasonably satisfied with their support; but this leaves 40% who do not feel satisfied. There are some elements of the current support that have been identified as needing to change. There will be further developments in future years as commissioning intelligence and review increases our understanding of what is needed. In 2012/2013 we assessed the needs of 2,912 carers. Of those who were assessed 2,252 cared for someone aged 65 and over. Carers tell us that they need a range of support from advice and information; practical help; support to enable them to continue with employment and learning; and breaks that allow them to sustain their caring role. In 2012/13 the Council spent £533,032.65 on carer's services in the voluntary and community sector which consisted of 17 direct access schemes focused exclusively on supporting carers. The Council will also seek to increase the use of carer direct payments. The impact of these measures will be reported in improved Carer reported quality of life.

The commissioning intentions driving this area are:

Improving Carer reported quality of life - in 2012/2013 we assessed the needs of 2,912 carers. Of those who were assessed 2,252 cared for someone aged 65 and over. Carers tell us that they need a range of support from advice and information; practical help; support to enable them to continue with employment and learning; and breaks that allow them to sustain their caring role. In 2012/13 the Council spent £533,032.65 on carer's services in the voluntary and community sector which consisted of 17 direct access schemes focused exclusively on supporting carers. The Council will also seek to increase the use of carer direct payments. The impact of these measures will be reported in improved Carer reported quality of life.

- Increase the range of respite care choices available to ensure that carers can have periodic respite from their caring roles that meets their particular needs and preferences.
- Redesign assessment and care management processes and systems to ensure customers receive a timely, effective, outcome- focused service.

- Increase the range of early advice, information and support to people new to the caring role.
- Enable carers to develop skills and expertise to assist them in their caring role.

### ***Commissioned Services***

Grants are in place to provide breaks for carers as well as training and advice services covering a diverse range of areas including support with reablement, training opportunities and employment support.

### ***What we will do in 2014/15***

48. Increase the range of respite choices available
49. Review carers' assessments and support to develop a service model to improve outcomes and deliver the Care Act requirements including information, advice and training to be confident to care and know when to call on specialist help.
50. Update and publish a new Strategy for Carers in conjunction with health partners

## Adult Social Care Strategic Commissioning Delivery Plan 2014/15

**Theme** Information and Advice/Self Help

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
1. Enable people to access information, advice, early help and prevention so that they can help themselves and take responsibility for their wellbeing	Develop joint community, health, public health and social care advice and information services including the development of a Resource Directory, both on-line and other easily accessible ways	CCGs Public Health	Strategic Commissioning	31 March 2015	Development of a resource directory
2. Enable people to access information, advice, early help and prevention so that they can help themselves and take responsibility for their wellbeing	Develop easy access routes to advice and information, including but not exclusively the internet		Strategic Commissioning	31 March 2015	Improved access to advice and information
3. Enable people to access information, advice, early help and prevention so that they can help themselves and take responsibility for their wellbeing	Work with CECAP (Cheshire East Co-ordinated Advice Project) as an associated partner to bring together advice services	CECAP	Strategic Commissioning	Ongoing	Work with CECAP to deliver more coordinated advice services

**Theme** **Early Intervention and Prevention Services**

<b>Outcome</b>	<b>Action</b>	<b>Joint Commissioning</b>	<b>Lead Responsibility</b>	<b>Timescales</b>	<b>How will success be measured?</b>
4. Enable people to access information, advice, early help and prevention so that they can help themselves and take responsibility for their wellbeing	Closely monitor the impact of the adult social care newly commissioned services ensuring that expected outcomes are being met.		Strategic Commissioning	Ongoing	Monitor early intervention and prevention services to ensure that expected outcomes are being met
5. Enable people to access information, advice, early help and prevention so that they can help themselves and take responsibility for their wellbeing	Launch a second year opportunity for the third sector and community groups to gain seed-funding to establish sustainable prevention and early help work (through the 'Innovation Fund')		Strategic Commissioning	Completed	Enable more third sector and community groups to gain seed-funding to establish sustainable prevention and early help work (through the 'Innovation Fund')
6. Enable people to access information, advice, early help and prevention so that they can help themselves and take responsibility for their wellbeing	Pilot an innovative approach to promoting universal access to assistive technology and aids to living (equipment).		Strategic Commissioning	31 March 2015	Implementation of universal assistive technology and aids to living pilot
7. Enable people to access information, advice, early help and prevention so that they can help themselves and take responsibility for their wellbeing	Commission jointly with the Head of Communities and the Director Public Health to ensure all potential resources are contributing effectively to prevention and early intervention.	Communities Public Health	Strategic Commissioning	Ongoing	Support the development of Community Hubs

## Appendix 2

8. Enable people to access information, advice, early help and prevention so that they can help themselves and take responsibility for their wellbeing.	Commission jointly with health to ensure all potential resources for prevention and early help are identified, maximised and increased over time.	CCGs	Strategic Commissioning	31 March 2015	Jointly review CCG funding of Early Intervention and Prevention services
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## Appendix 2

### Theme **Domiciliary Care Services**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
9. Enable people to live at home and as independently as possible	Create a new quality assurance service to monitor all domiciliary care.		Strategic Commissioning	1 Oct 2014 – 31 March 2015	New Quality Assurance function established
10. Enable people to live at home and as independently as possible	Review the use of this market to identify any further developments needed.		Strategic Commissioning	1 Oct 2014 – 31 March 2015	Review of domiciliary care market
11. Enable people to live at home and as independently as possible	Prepare for the procurement of a new framework for providers of this care to widen the choice of supply and provide for developments of the range of support.		Strategic Commissioning	31 March 2015	New domiciliary care market framework
12. Enable people to live at home and as independently as possible	Promote personalised care including flexibility, choice and control for customers.		Strategic Commissioning	31 March 2015	New domiciliary care market framework
13. Enable people to live at home and as independently as possible	Procure a Rapid Response service in conjunction with Health to assist with Winter Pressures.	CCGs	Strategic Commissioning	31 March 2015	Establish a new Rapid Response Service



## Appendix 2

### Theme **Daytime Activities**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
14. Enable people to fully contribute to and be supported in strong and supportive communities	Map and review the current opportunities in the community for daytime activities.		Strategic Commissioning	31 March 2015	Map and review of daytime activities
15. Enable people to fully contribute to and be supported in strong and supportive communities	Publish a Resource Directory of opportunities to increase choice.		Strategic Commissioning	31 March 2015	New resource directory
16. Enable people to fully contribute to and be supported in strong and supportive communities	Stimulate informal support, working with the Council's Head of Communities and other partners	Communities CCGs Public Health Housing Childrens Services Education	Strategic Commissioning	Ongoing	Support the development of Community Hubs

## Appendix 2

### Theme **Community Based Reablement**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
17. Enable people to live at home and as independently as possible	A pilot dementia reablement approach will be trialled	CCGs	Strategic Commissioning	31 March 2015	Implementation of dementia reablement pilot
18. Enable people to live at home and as independently as possible	Potential new stroke rehabilitation approach will be considered with health partners	CCGs	Strategic Commissioning	31 March 2015	Joint review of future models for stroke rehabilitation
19. Enable people to live at home and as independently as possible	Existing support will be targeted and managed to ensure those who can most benefit receive the service they need	CCGs	Strategic Commissioning	Complete	Review of existing community based reablement service
20. Enable people to live at home and as independently as possible	An interim review of reablement will commence and begin to consider the future models including Intermediate care (health)	CCGs	Strategic Commissioning	31 March 2015	Review of future models for a community based reablement

## Appendix 2

### Theme **Supported Accommodation**

Outcome	Action	Joint Commissioning	Lead	Timescales	How will success be measured?
21. Enable people to live at home and as independently as possible	With CEC housing colleagues consider the feedback of customers and carers to the Vulnerable People Housing Strategy to inform future planning.	Housing	Housing	Ongoing	Contribute to the implementation of the Vulnerable People Housing Strategy
22. Enable people to live at home and as independently as possible	Ensure through the Learning Disability Lifecourse commissioning review that innovative ideas for the future are developed to offer a range of choices for living in the community, including Shared Lives adult placements with families.	CCGs Childrens	Strategic Commissioning	Ongoing	Ensure that supported accommodation is considered as part of the Learning Disability Lifecourse commissioning review
23. Enable people to live at home and as independently as possible	Ensure sustainability of accommodation for vulnerable groups as a key preventative measure.	Housing	Housing	Ongoing	Contribute to the implementation of the Vulnerable People Housing Strategy

## Appendix 2

### Theme **Assistive Technology**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
24. Enable people to live at home and as independently as possible	Pilot an innovative approach to raising awareness and access to assistive technology and equipment in the wider population to enable self-help and self management for prevention and early help.		Strategic Commissioning	31 March 2015	Implement Assistive Technology and equipment pilot
25. Enable people to live at home and as independently as possible	Pilot the use of assistive technologies for people with learning disabilities to increase independence.	CCGs Housing	Strategic Commissioning	31 March 2015	Implement Assistive Technology and equipment pilot
26. Enable people to live at home and as independently as possible	Focus on increasing use of assistive technology as part of new and future contractual arrangements.		Strategic Commissioning	31 March 2015	Include a contractual requirement to use assistive technology in all new and future contractual arrangements

## Appendix 2

### Theme **Long Term Residential and Nursing Care**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
27. Enable people to live well and for longer	Create a new quality assurance service to monitor all regulated care provision within residential and nursing home settings.		Strategic Commissioning	1 Oct 2014 – 31 March 2015	New Quality Assurance function established
28. Enable people to live well and for longer	Reduce the admissions to residential services.		Individual Commissioning	31 March 2015	Reduced admissions to residential services
29. Enable people to live well and for longer	Evaluate the use of this market during 2013/14 to identify any developments needed, particularly in nursing home provision.		Strategic Commissioning	31 March 2015	Review of residential and nursing care market
30. Enable people to live well and for longer	Consider the potential impact on this market of a need to develop 7 day care responses across the health and social care system.		Strategic Commissioning	31 March 2015	Review of residential and nursing care market to include the potential impact of a need to develop 7 day care responses

## Appendix 2

### Theme **Assessment and Care Management**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
31. Enable people to live well and for longer	Options for the assessment and care management arrangements will be developed that ensure appropriate customer responses.		Individual Commissioning	31 March 2015	Implementation of new assessment and care management arrangements

### Theme **Frail Older People**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
32. Enable people to live at home and as independently as possible	Develop service specifications and commissioning with health to enable changes to the system to begin the necessary changes. Changes are required that can lead to the release and re-direction of current investments to increase effective support around and 7 day working in future. (See Actions 13 and 30)	CCGs	Strategic Commissioning	31 March 2015	Development of joint plans to introduce 7 day working

## Appendix 2

### Theme **Older People With Dementia**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
33. Enable people to live at home and as independently as possible	Update and publish a new local Dementia Strategy together with our health partners.	CCGs	Strategic Commissioning	31 March 2015	New joint Dementia Strategy
34. Enable people to fully contribute to and be supported in strong and supportive communities	Cheshire East to become a member of the Dementia Alliance – with the aim of making Cheshire East dementia friendly.		Strategic Commissioning	Complete	Cheshire East to become a member of the Dementia Alliance
35. Enable people to live at home and as independently as possible	Pilot a dementia reablement approach to seek ways to mitigate against the impact of dementia. (See Action 17)		Strategic Commissioning	31 March 2015	Pilot Dementia reablement
36. Enable carers of people to live well and be supported to fulfil their caring role	Commission respite support to enable carers to have regular breaks from their caring role.		Strategic Commissioning	Ongoing	Commission respite support for older people with dementia

## Appendix 2

### Theme **Adults with Learning Disabilities**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
37. Enable people to live at home and as independently as possible	Carry out a commissioning review of support for people with a Learning Disability.	CCGs	Strategic Commissioning	Ongoing	Commence a commissioning review for people with a Learning Disability.
38. Enable people to live well and for longer	A joint commissioning plan for challenging behaviour will be developed between social care and health.	CCGs	Strategic Commissioning	Ongoing	Contribute to the development by health to a development plan.
39. Enable people to fully contribute to and be supported in strong and supportive communities	Map the current opportunities in the community activities		Strategic Commissioning	31 March 2015	Map community activities
40. Enable people to fully contribute to and be supported in strong and supportive communities	Publish a Resource Directory of opportunities to increase choice		Strategic Commissioning	31 March 2015	Development of a resource directory



## Appendix 2

### Theme **Mental Health**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
41. Enable people to fully contribute to and be supported in strong and supportive communities	Work with health and public health to better meet the needs of those with mental health issues, in particular to focus upon improving the physical health of people with serious mental illness. (Health and Well-being Strategy)	CCGs Public Health	Strategic Commissioning	Ongoing	Contribute to the delivery of the Health and Well-being Strategy
42. Enable people to fully contribute to and be supported in strong and supportive communities	Map the current opportunities in the community for activities		Strategic Commissioning	31 March 2015	Map community activities
43. Enable people to fully contribute to and be supported in strong and supportive communities	Publish a Resource Directory of opportunities to increase choice		Strategic Commissioning	31 March 2015	Development of a resource directory
44. Enable people to fully contribute to and be supported in strong and supportive communities	Stimulate informal support, working with the Council's Head of Communities and other partners. (See Actions 15 & 41)	Communities CCGs Public Health Housing Childrens Services Education	Strategic Commissioning	Ongoing	Support the development of Community Hubs

## Appendix 2

### Theme **Physical and Sensory Disabilities**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
45. Enable people to live at home and as independently as possible	Pilot/experiment with innovative outreach to better understand how we can enable people to self-help using assistive technologies and equipment.	CCGs	Strategic Commissioning	31 March 2015	Implement Assistive Technology and equipment pilot
46. Enable people to live at home and as independently as possible	Potential new stroke rehabilitation approach will be considered with health partners.	CCGs	Strategic Commissioning	31 March 2015	Joint review of future models for stroke rehabilitation
47. Enable people to live at home and as independently as possible	Work with housing to ensure that housing and complementary support is coherent.	Housing	Housing	Ongoing	Contribute to the implementation of the Vulnerable People Housing Strategy

## Appendix 2

### Theme **Carers**

Outcome	Action	Joint Commissioning	Lead Responsibility	Timescales	How will success be measured?
48. Enable carers of people to live well and be supported to fulfil their caring role	Increase the range of respite choices available.		Strategic Commissioning	31 March 2015	Commission respite support
49. Enable carers of people to live well and be supported to fulfil their caring role	Review carers assessments and support to develop a service model to improve outcomes.		Individual Commissioning	31 March 2015	Implementation of new carers assessment process
50. Enable carers of people to live well and be supported to fulfil their caring role	Update and publish a new Strategy for Carers in conjunction with health partners.	CCGs	Strategic Commissioning	31 March 2015	Publish a strategy for the delivery of the responsibilities for carers under the Care Act 2014.

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## CHESHIRE EAST COUNCIL

### Cabinet

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<b>Date of Meeting:</b>	14 <sup>th</sup> October 2014
<b>Report of:</b>	Chief Operating Officer and Director for Economic Growth and Prosperity
<b>Subject/Title:</b>	Cheshire East Energy Supply Offer
<b>Portfolio Holder:</b>	Councillor Peter Raynes, Finance/Councillor Don Stockton, Housing and Jobs

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#### 1.0 Report Summary

- 1.1 Cheshire East Council is developing an ambitious energy agenda and aims to be at the vanguard of local authority involvement in this field. A number of key aims and objectives that put local residents and businesses first have been identified.
- 1.2 The alleviation of fuel poverty amongst our residents is a key priority for the Council and it has been investigating a range of potential initiatives to address this. A number of local authorities are looking at mechanisms for reducing fuel poverty in their areas but Cheshire East Council has developed a real opportunity to achieve this and also create an energy offer that could benefit all residents in Cheshire East.
- 1.3 This solution, one of the first of its kind in the UK, will see the Council take a lead role in a strategic partnership with registered housing providers to enter into a formal contractual arrangement with an energy supplier. The Council's partnership with the energy supply company, (preferred bidder), will enable competitive energy pricing for all residents but with the added benefit of supporting those in fuel poverty, who are currently unfairly penalised by their circumstances.
- 1.4 In order to identify and appoint an experienced industry partner, the Council has undertaken a fully compliant OJEU competitive dialogue procurement process in collaboration with the registered providers.

#### 2.0 Recommendations

The following recommendations are submitted for approval:

- i. To approve the selection of Bidder B as the preferred industry partner based on the Summary Bid Evaluation Report set out in Appendix 1 following a fully compliant OJEU competitive dialogue process.

- ii. To authorise Officers (in consultation with the Registered Providers) to undertake clarification and fine tuning of the contractual arrangements with the preferred bidder identified in the report at Appendix 1.
- iii. To delegate the authority to The Chief Operating Officer as Section 151 Officer to negotiate and enter into a Strategic Alliance Agreement with the Registered Providers whereby the Council will be appointed the Lead Partner.
- iv. To delegate the decision to award the contract to the Preferred Bidder to The Chief Operating Officer as Section 151 Officer in consultation with the relevant Portfolio Holder and The Head of Legal Services and Monitoring Officer.
- v. To authorise the negotiation of an agreement with the Preferred Bidder in relation to the use of the “Cheshire East” brand and logo for the purposes of promoting the energy supply offer and to authorise the Head of Legal Services and Monitoring Officer to complete the relevant agreement.
- vi. The Chief Operating Officer as Section 151 Officer and The Head of Legal Services and Monitoring Officer be authorised to take any necessary and consequential action arising from the above recommendations as set out in (i) to (v) above, only to be exercised in consultation with the Leader of the Council and the Finance Portfolio Holder.

### **3.0 Reasons for Recommendations**

- 3.1 The project relates directly to the Council’s commitment to putting Residents’ First and the key priority to *develop resilient communities*. It is also prioritised in the Council’s Three Year Plan and corporate performance framework:
  - Outcome 1 – *Local communities are strong and supportive*
  - Outcome 4.5.2 – *We will help to reduce the number of households in fuel poverty.*
- 3.2 Many households experience pressure in paying their energy bills and these pressures tend to be most acute for households on lower incomes. Providing lower cost energy will assist in ensuring homes are adequately heated, in line with the Councils goal of helping people live well and for longer. A reduction in energy bills will also increase disposable income contributing to our goal of creating a stronger and more resilient community.

#### **4.0 Wards Affected**

- 4.1 All wards

#### **5.0 Local Ward Members**

- 5.1 All wards

#### **6.0 Policy Implications**

- 6.1 The proposals put forward in this report are considered to be aligned to the Government's stated intention to tackle fuel poverty as a priority, as set out in 2013 Fuel Poverty: Framework for Future Action.
- 6.2 The proposals put forward are also aligned and complementary to the following aspects of the Council's Three Year Plan:
- Outcome 1 – Local communities are strong and supportive. The project will aim to reduce fuel poverty amongst vulnerable residents and subsequently encourage their independence.
  - Priority 7.6 – Develop resilient communities. By addressing fuel poverty amongst residents, the project will help to improve the resilience of communities in the context of rising energy prices and insecurity of energy supply.
- 6.3 In addition to this, the reduction of fuel poverty is also an outcome measure within the corporate performance framework:
- Outcome 4.5.2 – We will help to reduce the number of local households in fuel poverty

The project also supports the Council's 'Ambition for All' Sustainable Communities Strategy (2010-2025) by promoting a step change in local supply of energy and working closer and in partnership with registered social landlords in the Borough.

#### **7.0 Implications for Rural Communities**

- 7.1 Many rural areas are not connected to the gas grid, making it more expensive to heat properties as there is a reliance on oil, LPG, and electricity. According to the Department for Energy and Climate Change, proportionately more households in rural areas are in fuel poverty than the national average, and the area to the west of Crewe has one of the highest proportions of households not connected to the gas grid in the North West.
- 7.2 For those rural households in fuel poverty, and particularly for those who rely on electricity for heating, the potential reduced daytime and

night-time tariffs which could be achieved through this solution can have a positive impact.

## **8.0 Financial Implications**

- 8.1 The commercial solutions provided during the competitive dialogue process have been comprehensively evaluated to ensure that the financial merits of each bidder's submissions have been identified, with the most economically advantageous bid scored accordingly.
- 8.2 The successful bidder is a company that we are satisfied can both deliver the outcomes identified in this report and also be financially stable in future years. Financial stability has been assessed by a review of the company's balance sheet to ensure confidence that the company can pay debts and manage cash appropriately.

## **9.0 Legal Implications**

- 9.1 The selection of the preferred bidder as a partner to deliver lower cost energy to the residents of Cheshire East followed a legally compliant competitive dialogue process.
- 9.2 External legal advice has been provided by Addleshaw Goddard LLP throughout the process.
- 9.3 The Council will enter into a strategic alliance agreement with the Registered Providers for the purposes of engaging with the preferred bidder to include, amongst other things, the following matters:
- Sharing of risk;
  - Sharing of project costs as appropriate (including the cost of appointing a contracts manager and external advisors);
  - Setting up a Strategic Management Board.
- 9.4 As Cheshire East Council will be the nominated lead party under the Strategic Alliance Agreement, it will enter into the contractual arrangements with the preferred bidder on behalf of the Procuring Partners.
- 9.5 Cheshire East Council will enter into a marketing/branding agreement directly with the energy supply company to allow the energy supply company to use the branding and logo of Cheshire East Council on marketing materials.

## **10.0 Risk Management**

- 10.1 An overview of risk has been assessed at each stage of the process by the Project Team.
- 10.2 The main risks to the Council and procuring partners are:



- Political and reputational risk if the established arrangement fails to deliver its objectives.
- Potential exposure to commercial risk
- A lack of expertise and experience which could increase the potential exposure to commercial risk.

## **11.0 Background and Options**

11.1 The Council is committed to Putting Local Residents first and recognises that any help in lowering household energy costs will help everyone. The meaning of the term 'fuel poverty' is given in the Warm Homes and Energy Conservation Act 2000: *"A person is to be regarded as living in fuel poverty if they are a member of a household living on a lower income in a home which cannot be kept warm at reasonable cost."*

11.2 The measure for fuel poverty for individual households is where:

- Their income is below the poverty line (taking into account energy costs), and
- Their energy costs are higher than is typical for their household type.

11.3 Fuel poverty is of an increasing concern for vulnerable residents against a backdrop of rising energy prices, welfare benefit reforms and decreasing energy efficiency activity. Many low income households are having to make a choice between heating the home at a price they cannot afford and cutting back on other essential expenditure, or reducing their use of gas and electricity, risking their health and wellbeing as a result.

11.4 Following a period of soft market testing and engagement, the Council and its partners agreed that the creation of an energy supply scheme was feasible and could be set up to:

- Deliver affordable energy supplies to all residents within the Borough, in particular vulnerable and RP residents.
- Minimise public sector financial commitment to the project
- Maximise private sector funding and expertise
- To allocate risk fairly and appropriately between the public and private sector partners with those parties most fit to manage that risk.

11.5 Due to the complex and evolving nature of the energy supply market, it is essential that the Council and its partners are supported and joined by a partner with sufficient experience and understanding of the market. Therefore, to identify and appoint an experienced industry partner, the Council has undertaken a fully compliant OJEU

competitive dialogue procurement process in collaboration with the registered providers.

- 11.6 This procurement aimed to identify a partner with specialist skills and capabilities to supply energy and to operate an energy supply scheme to help residents and businesses in the region with their energy costs. The competitive rate offered by the proposed energy supply scheme will benefit all residents in the region and in particular those in fuel poverty.

## **12.0 Access to Information**

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

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# ENERGY SUPPLY PROJECT

PROJECT REF: RMP/ENERGY/SUPPLY/14

## SUMMARY BID EVALUATION REPORT

### The Procuring Partners:



September 2014

CONTENTS

1	Preface
2	Background
3	Client Objectives
4	Client Requirements
5	Client Instructions
6	The Competitive Dialogue Process (CDP) Process & Award Criteria
7	Competitive Dialogue Meetings
8	Bid Assessment & Results
9	Conclusions & Next Steps

## 1. Preface

The purpose of this report is to summarise the process to date, and the results and potential implications, of a bid process to appoint, or not, an energy partner from the private sector, with whom the procuring partners will seek to supply energy locally within the Borough boundaries of Cheshire East.

This report does not seek to influence, or indeed, pre-determine, a final decision to proceed further in the process, but rather, seeks to be an “aid” in the decision making process.

Any comment and synopsis is given freely and objectively and represents a consensus view from the following contributors (who all took part in the procurement and or evaluation process to a lesser or greater degree):

Cheshire East Council –	Regeneration & Major Projects Department
Cheshire East Council -	Procurement Department
Cheshire East Council –	Legal Department
Cheshire East Council –	Finance Department
Registered Providers:	Wulvern Housing
	Peaks & Plains
	Plus Dane Group
Gyron LLP	Consultant
ESP	Consultant
Addleshaw & Goddard	Legal Advisor

## 2. Background

Cheshire East Council (CEC) has adopted a wide ranging energy strategy which aims to maximise the energy resources within the Borough and deliver affordable energy sources to its residents, businesses and organisations.

The reduction of fuel poverty is high on the political agenda for Members/Councillors within the Borough and is a key objective within the overall strategy.

CEC are looking at various commercial strategies, including the creation of commercial legal entities, and, as part of the overall approach, officers have been instructed to explore the possibility of partnering with an energy supplier to provide affordable energy supplies to residents and directly within the Borough.

CEC have consulted with Registered Providers (RPs) operating within the Borough and have identified 3 such providers who's aims, in respect of fuel poverty, are aligned with its own.

Those RPs are:

Wulvern Housing  
Plus Dane Group  
Peaks & Plains

CEC have agreed a "Memorandum of Understanding" (MoU) with the above RPs, and which outline the parties' aims, mutual interests, and collaborative approach to setting up an energy supply scheme within the Borough. CEC, together with the RP's, will form the "Procuring Partners" to any venture with the private sector. It is intended that such an energy supply scheme will have its own licence, either held in partnership or direct. It is envisaged that the entity will act commercially and independently within the UK energy market place.

The initial target customer base, expected to benefit from such an initiative, has been identified by the Procuring Partners, as those residents within the borough who would be defined as "fuel poor". If successful, however, the "product" may be offered to other user groups including businesses, registered organisations, and the wider public within the Borough and potentially beyond CEC borders.

To this end, a project team, including the appointment of market specialists, has been set up under the direction of Major Projects within the Regeneration & Major Projects Department of Cheshire East Council, to test the market's "appetite" for such a venture.

## 2.1 Market Background & Operating Context

### Deregulation of the UK Energy Market

After privatisation, and 20 years of deregulation, the UK energy supply market is still dominated by six large, privatised firms, although over 20 new and smaller energy supply companies now exist. Many of the "Big Six" have integrated vertically with other organisations (e.g. energy generators, energy distributors) to increase their market power and income streams.

It is important to understand the relationship that the UK Government has with Energy Sector. This is controlled via the granting of various energy licences for generation, distribution and supply of energy by the industry regulator, OfGEM. The energy companies cannot operate or access UK markets unless they hold the relevant licences. These companies are private entities in pursuit of profit to satisfy their shareholders and are free to operate any part of their business in the UK or not, as they see fit to reach that aim. Four of the Big Six UK energy supplier licence holders are owned by non-UK companies and all have access to energy produced both in the UK and internationally.

The UK is a net importer of energy fuels at a time when increasing competition for those energy fuels is being driven by exponential population growth and increasing economic progress of Newly Industrialised Countries (NICs) including India, China, Brazil and others. This has caused much government concern and debate of security of (energy) supply and the need to make better use of energy (through energy efficiency measures) as part of making energy supply meet demand in coming years.

The UK's energy market also faces major upheaval as existing energy generating infrastructure reaches end of life or needs major overhaul to meet environmental legislation and distribution infrastructure needs upgrade and extension to cope with the increase geographically distributed renewable energy generation assets.

Deregulation continues to focus on further diversification of ownership of the energy supply sub-sector, energy distribution assets and assets for energy production. There is a political and populist desire to create disruption in UK Energy generation and supply markets, and in particular through the encouragement of more local ownership of all parts of the Energy Market.

Choices therefore, for any new entrant into the sector, are:

1. Set up an independent company to trade and supply energy within the market
2. Partner with a company who holds the relevant licences and operate under a contractual arrangement
3. Become a generator of energy and sell to the supply market
4. Become a generator and a supplier to the market (vertical integration)

### 3. Client Objectives

The project brief is simply interpreted as follows:

*"To procure, set up, or partner with, an appropriate commercial energy company, by the most appropriate open and competitive tendering means available. The new entity must be capable of delivering the aims, both social and economic, of the Procuring Partners' short, medium and long term energy supply policies and aspirations, and must, at its business core, seek to help alleviate fuel poverty within the local and wider regions if possible".*

Having consulted with the Procuring Partners, the core objectives which must be satisfied, to some degree or other, in any final solution with the private sector are as follows: (In no particular order of priority)

- To deliver guaranteed affordable energy supplies to vulnerable residents within the Borough
- To minimise public sector financial commitment\*
- To help alleviate "fuel poverty"
- To maximise private sector funding and expertise
- To create a stand-alone energy supply scheme capable of flexible growth to meet future demands\*\*, and align with local and regional energy policies\*\*\*
- To allocate risk fairly and appropriately between the public and private sector partners with those parties most fit to manage that risk.

Qualifying Statements:

\*Not precluding a limited "one-off" seed capital contribution, but precluding any long term or on-going liability for costs and investment, or demand/revenue risk liability.

\*\*Allow Expansion of the Scheme to the wider public and business community energy users, locally and regionally where demand opportunities may arise.

\*\*\*To take a lead in the commercial exploitation of all energy resources within the Borough

#### 4. Client Requirements

Whilst CEC and the RP's were in agreement in their aims and objectives they were not so sure as to the type and nature of the final entity and how best to deliver the energy supplies within the local region.

There were, however, certain requirements that were agreed and included in the brief regardless of the choice of final solution:

- That any tariff offer should be without a standing charge as a minimum
- That all billing statements will be clear and straight forward
- That the same tariff would be offered to all regardless of payment method
- That the "product" could, over time, be capable of being offered to businesses and the general public
- That the entity could be capable of trading or in place for the winter period 2014.
- That any legal agreement entered into must contain or prescribed obligations and clauses as advised by Legal representatives and must be cognisant of the State Aid Rules and restrictions for public bodies

Regeneration & Major Projects were commissioned by The Chief Operating Officer (CEC) on behalf of the procuring Partners to deliver the project in April 2014.

#### 5. Client Instructions

The following broad tasks were instructed:

1. Carry out "soft market" testing within the energy supply market
2. Appoint suitably experienced Energy Consultants
3. Appoint suitably experienced Legal Advisors
4. To establish the "best fit" procurement route\*
5. To deliver a procurement and selection exercise within very tight deadlines\*\*
6. Obtain written agreement of all the Procuring Partners as to the levels of co-operation, delegation, and cost sharing to carry out a procurement process
7. To establish a project delivery plan

After discussions, with key Client representatives and officers, it was agreed that the "Competitive Dialogue"(CDP)\* Procurement route was the most appropriate. It was further agreed that the procurement would most likely be affected by the Public Procurement Regulations and would therefore be subject to advertisement in the OJEU.

This choice of procurement route is not generally one which is compatible with time constraints and traditionally "Competitive Dialogue" would be employed over a 12-24 month tender and selection period.

The Client required the procurement route to be completed to appointment stage within 5 months, and this required adopting a new "fast track approach" to CDP. The process to date has delivered a viable tender within the timescales set.



## 6. COMPETITIVE DIALOGUE PROCESS &amp; CRITERIA

THE PROCESS

A CDP is often chosen as a procurement route when the “procuring” party has a “business” need, but;

- Is aware of the general requirement but does not know how best to deliver it, and, or
- Cannot “accurately” specify that requirement, output, value, and or,
- Recognises that there is more than one way in which the “solution” may be delivered by the private sector and be acceptable to the procuring authority.

A CDP endeavours to identify, and engage, with appropriate private sector providers to explore what those “solutions” might be. After a Pre-Qualification (PQQ) stage, the short-listed providers are then invited to submit their initial “solutions” which are then discussed and potentially refined, by agreement, in a series of structured dialogue meetings with the procuring authority. The process is confidential and separate for each bidder.

In this procedure the initial “solutions” were not formally marked for evaluation, however, informal comments were taken as the process progressed to assist the appointed evaluation panel in dialogue discussions and in challenging how well the proposed solution met the minimum client requirements. After successful completion of the dialogue stage both bidders were issued with an “Invitation to Tender” (ITT), and invited to submit a final and refined and commercially viable bid, which should have reflected the issues raised and agreed through the dialogue meetings.

The final refined submissions were assessed and evaluated as a competitive bid, and in line with the assessment criteria contained within the Invitation to Participate in Dialogue (ITPD).

After this assessment a “preferred bidder” (winning tenderer) has been identified for progression to contract fine tuning and financial close, and as the “best fit” for the Procuring Partners’ risk profile.

The invitation to participate in dialogue, however, was not a guarantee to progression to “preferred bidder” status.

After issue of the initial OJEU Notice some 16 organisations registered an interest and requested the Pre-qualification Questionnaire (PQQ).

Only 2 PQQs were submitted by the stated return deadline. Both PQQs were judged as acceptable and allowed to progress to the initial stages of the Competitive Dialogue process, and invited to submit an initial offer, an “outline Solution”(ITSOS)

The ITSOS is an opening “offer” by the bidders and is the focus of the competitive dialogue meetings.

AWARD CRITERIA

Notwithstanding any mandatory submissions, the overall Award Criteria Weighting and split were set as follows:

Technical	20%
Services	40%
Commercial & Financial	40%
<b>TOTAL</b>	<b>100%</b>

Within these overall headings further sub criteria were identified. Marks were awarded against the following and adjusted on pro-rata basis back to a weighted score;

Each section had a series of evidence based questions to demonstrate compliance against the Client's minimum requirements (marked).

Technical Quality of the Proposal	10%
Deliverability of the Proposal	10%
Back Office Provisions	20%
Service Delivery & Customer Satisfaction	20%
Tariff(s), Pricing & Procurement Strategies	30%
Proposed Amendments to Contractual Structure	10%
<b>TOTAL</b>	<b>100%</b>

A maximum mark of 8 (eight), and a minimum of mark of 0 (zero), could be awarded, in increments of 2, against each of the requirements. A "zero" mark indicated no compatibility with client requirements, and a score of "eight" indicated the requirement to be exceeded.

## 7. COMPETITIVE DIALOGUE MEETINGS

Both Bidders were invited to attend a series of meetings over a two week period in July 2014, covering a minimum of two full days of dialogue:

They were split accordingly:

2 half day sessions with each bidder

1 full day session with each bidder

All sessions were private and separate. The areas for discussion were focused on the particulars of each individual bid but general areas of discussion from the panel focussed on the following areas:

- a) The bidders ability to trade within the Client timeframes
- b) The contractual relationship with supply partners and back office proposal
- c) The level of tariffs and costs
- d) The Marketing and customer take up and responsibility and function
- e) Areas where each bid might be improved and costs reduced
- f) Control/Influence over Debt Management & Customer Service Policies

- g) The type of contractual arrangements and relationship proposed by the each bidder
- h) Establishing the expectation of the bidders of the Procuring Partners
- i) The Break-even point of the proposal
- j) Reward and risk sharing

The first meeting with each bidder was purposefully more structured and aimed at getting a “fuller” understanding of the offer and bid by the Procuring Partners, and indeed an opportunity for the bidders to understand the Client Requirements.

The Evaluation Panel was made up of senior officers of Cheshire East Council and a delegated representative from the RP’s. The Panel were supported at the meetings by technical support from the incumbent legal department, legal advisors, and energy specialists Gyron LLP. In the background further technical input was available by request from pricing and energy strategists, the Energy Services Partnership (ESP).

Bidders were advised to bring senior representation to the meetings who were capable of making commercial decisions and agreements.

The content of subsequent meetings were dictated by the vagaries of each individual bid.

The process was completed 24<sup>th</sup> July 2014. Both Bidders were invited to submit their final submission and final offers by way of tender on the 30<sup>th</sup> July 2014.

2 compliant final bids were received on the 19<sup>th</sup> August 2014, and on the due date for submission.

## 8. Bid Assessment & Results

The bid assessment took place between 20<sup>th</sup> and the 27<sup>th</sup> August 2014. The Evaluation Panel was augmented by input from Gyron LLP and ESP for specific parts of the bid submissions.

Marking was undertaken in 2 phases, the first an independent review by the individual, and secondly, at a “consensus meeting” held on the 27<sup>th</sup> August (2014), where final marks were agreed between all the panel, and awarded to each of the bids in accordance with the criteria laid out in section 6 above. At this meeting any disparity in marks were discussed and a final figure agreed.

Summary Final Scores are given below:

The final weighted scores for both bidders are summarised as follows:

Bidder Name/Organisation	Weighted Score	Rank
Bidder A	60%	2
Bidder B	80%	1

As a result of this assessment **the winning bidder is Bidder B** by some 20% weighted margin.

### Procurement Implications for Procuring Partners:

In accordance with procurement rules, and tendering etiquette, a procuring body may not elect to award to a losing bidder organisation.

## 9. Conclusions & Next Steps

The “tendering” aspect of the procurement process is now complete. The process now moves into a second phase pending decision to proceed.

Should the Procuring Partners consider the current recommendation and proposal not to be sufficient or acceptably aligned with its objectives and requirements then the current procurement process should be abandoned and another solution sought from the market under separate process.

However, should the Procuring Partners wish to proceed with the procurement process to financial close/award then the following next steps & milestone dates are indicated:

1. Cabinet Meeting	14 <sup>th</sup> October	2014
2. Cabinet Decision Published	15 <sup>th</sup> October	2014
3. Call in Period End	21 <sup>st</sup> October	2014
4. Debrief Bidders/Start Standstill	22 <sup>nd</sup> October	2014
5. STANDSTILL Period End	3 <sup>rd</sup> November	2014
6. OJEU Award Notice	4 <sup>th</sup> November	2014
7. Contract Fine Tuning Start	4 <sup>th</sup> November	2014
8. Contract Signing	30 <sup>th</sup> November	2014
9. Set up period start	1 <sup>st</sup> December	2014
10. Full Operational Service	February	2015

The above dates are considered to be the most realistic time periods for effective delivery and are based on assumptions that all decisions and associated work streams are completed within prescribed timescales, and run concurrently.

The work streams that are associated and dependent on the above are identified as:

1. PR & Media campaign
2. Agreement of all contractual conditions –
3. Fine tuning of contracts – “Preferred Bidder”
4. Branding and marketing strategy