EXECUTIVE

Date: Tuesday 15 March 2016
Time: 5.30 pm
Venue: Rennes Room, Civic Centre, Paris Street, Exeter

Members are invited to attend the above meeting to consider the items of business.

If you have an enquiry regarding any items on this agenda, please contact Sarah Selway, Democratic Services Manager (Committees) on 01392 265275.

Entry to the Civic Centre can be gained through the Customer Service Centre, Paris Street.

Membership -
Councillors Edwards (Chair), Denham, Hannaford, Leadbetter, Morse, Owen, Pearson and Sutton

Agenda

Part I: Items suggested for discussion with the press and public present

1 **Apologies**

To receive apologies for absence from Committee members.

2 **Minutes**

To sign the minutes of the meetings held on 18 January, 26 January and 9 February 2016.

3 **Declarations of Interest**

Councillors are reminded of the need to declare any disclosable pecuniary interests that relate to business on the agenda and which have not already been included in the register of interests, before any discussion takes place on the item. Unless the interest is sensitive, you must also disclose the nature of the interest. In accordance with the Council's Code of Conduct, you must then leave the room and must not participate in any further discussion of the item. Councillors requiring clarification should seek the advice of the Monitoring Officer prior to the day of the meeting.

4 **Local Government (Access to Information) Act 1985 - Exclusion of Press and Public**

RESOLVED that, under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of item 12 on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 1 of Part I, Schedule 12A of the Act.

5 **Major Grants and New Homes Bonus Panel Minutes - 25 February 2016**

To receive the minutes of the Major Grants and New Homes Bonus Panel Minutes of 25 February 2016. (Pages 5 - 8)

6 **Leisure Complex and Bus Station Programme Board Minutes - 11 February 2016**

To receive the minutes of the Leisure Complex and Bus Station Programme Board Minutes of11 February 2016. (Pages 9 - 12)

7 **Housing Strategy**

To consider the report of the Assistant Director Housing. (Pages 13 - 44)

Scrutiny Committee – Community considered the report at its meeting on 1 March 2016 and its comments will be reported.

8 **Parking Strategy Review report**

To consider the report of the Assistant Director Public Realm. (Pages 45 - 106)

Scrutiny Committee – Economy considered the report at its meeting on 3 March 2016 and its comments will be reported.

9 **Exeter Community Forum - Community Strategy re: CIL Neighbourhood Funds**

To consider the report of the Assistant Director, City Development. (Pages 107 - 126)

Scrutiny Committee – Community considered the report at its meeting on 1st March 2016 and its comments will be reported.

10 **South Street/Corn Exchange Regeneration Proposals**

To consider the report of the Corporate Manager Property. (Pages 127 - 128)

Scrutiny Committee – Economy considered the report at its meeting on 3 March 2016 and its comments will be reported.

11 **Recycling Action Plan for 2016/17** (Pages 129 - 140)

Part II: Items suggested for discussion with the press and public excluded

No representations have been received in respect of the following items in accordance with the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

12 **Audience Development Team Restructure/Review**

To consider the report of the Museum Manager & Culture Lead. (Pages 141 - 194)

Date of Next Meeting

The next scheduled meeting of the Executive will be held on **Tuesday 12 April 2016** at 5.30 pm in the Civic Centre.

A statement of the executive decisions taken at this meeting will be produced and published on the Council website as soon as reasonably practicable.

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MAJOR GRANTS AND NEW HOMES BONUS PANEL

Thursday 25 February 2016

Present:-

Councillor Edwards (Chair)
Councillors Leadbetter and Sutton

Apologies:

Councillors Hannaford

Also Present:

Community Involvement and Inclusion Officer, City Arts and Events Manager, Principal Accountant Service (PM), Valuer - Estates Services and Democratic Services Officer (Committees) (HB)

12 **APOLOGIES**

Apology for absence was received from Councillor Hannaford.

13 **MINUTES OF THE LAST MEETING - 26 NOVEMBER 2015**

The minutes of the last meeting held on 26 November 2015 were taken as read and signed by the Chair as correct.

14 **ANNUAL FUNDING AND SERVICE AGREEMENTS FOR STRATEGIC ARTS ORGANISATIONS**

The report on the service profiles, targets and measures which will be the basis of the service agreements with Strategic Arts Organisations was submitted.

RESOLVED to:-

(1) note the outcome of the open application process for the Annual Core Funding Awards for 2016/17, in accordance with the delegated authority granted to the Portfolio Holder for Economy and Culture in consultation with Val Wilson, City Arts and Events manager, and the head of Economy and Tourism:

Organisation	2016/17 recommendation £
Double Elephant	10,000
Le Navet Bete	8,000
Spacex	8,000
Magic Carpet	2,000
Cygnet Training Theatre	0
Total	**28,000;** and

(2) to recommend to Executive that the service profiles, targets and measures that inform the basis of the service agreement and schedule of payments for the existing core arts organisations, Exeter Northcott Theatre, Exeter Phoenix, Bikeshed Theatre, Theatre Alibi and Kaleider be approved.

15 **SMALL ARTS GRANTS SCHEME UPDATE**

The report updating Members on the small arts grants recipients was noted.

16 **MAJOR GRANTS APPLICATIONS**

16a **Rent Grants**

Councillor Leadbetter expressed interests in the applications from the Topsham and Newcourt Community Associations.

Recommended to Executive that:

(1) The decisions, as set out below, be implemented in respect of those bodies indicated; and

(2) The Corporate Manager Policy/Communications/Community Engagement, subject to prior consultation with the Chair of Major Grants and New Homes Bonus Panel, be authorised to agree a grant increase to those organisations as shown in the circulated report to match any increase in rental following forthcoming rent reviews and to reduce the rental on a pro-rata basis in respect of any organisations whose accommodation has been reduced.

Community/Social Need	**Recommended**
Citizens Advice Bureau	£39,329
Devon Rape Crisis Service Ltd	£5,900
Exeter Age UK	£17,400
Exeter CVS	£43,995
Relate *	£11,600
Turntable	£9,000
Museums	
Topsham Museum *	£5,559.00
Arts	
Phoenix *	£58,500
Barnfield Theatre Ltd *	£10,876

Sport/Recreation	
Exeter BMX Club*	£18,000
Exeter Cycle Speedway Club	£11,500
Exeter Water Sports Association	£7,400
Community Associations	
Alphington Play and Community Facilities Association	£6,000
Exeter Community Initiatives *	£6,500.
Newtown Community Association	£2,000
Stoke Hill Community Association *	£8,300
Sylvania Play and Community Facilities Association	£1,250
Topsham Community Association *	£8,750
Wonford Community and Learning Centre*	£3,750
Stoke Hill Pre-School Group	£800
Newcourt Community Association *	£6,000
Exeter Scrapstore – including Magic Carpet and Merry Go Round Toy and Leisure Library*	£8,500

16b **Core Grants**

It was noted that the Exeter Council for Sport and Recreation had requested £6,000. It was suggested that this group could benefit from greater openness and transparency of its work and promotion of the availability of grants including through the use of websites. Members asked that consideration of the grant request be deferred for discussion with officers, the decision on the request to be delegated to the Community Involvement and Inclusion Officer subject to prior consultation with the Panel Chair.

Recommended to Executive that the decisions, as set out below, be implemented in respect of the bodies indicated.

Community/Social Need	Recommended
Citizens Advice Bureau	£73,300
Exeter Age UK	£5,000
Exeter CVS	£13,900
Turntable	£6,250
Plymouth & Devon Council for Racial Equality	£1,500
Living Options	£5,000
Exeter Community Transport Association	£17,240
Arts	
Sport and Leisure	
Merry Go Round Toy and Leisure Library – Scrapstore	£1,000

Grant Aiding Bodies	
Exeter Council for Sport and Recreation	Defer for further consultation, the decision on the request to be delegated to the Community Involvement and Inclusion Officer after consultation with the Panel Chair.
Small Arts Grants (formerly Exeter Arts Council)	10,000
Magic Carpet	£1,500
Arts Service Level Agreements	
Exeter Northcott	£62,500
Spacex	£8,000
Theatre Alibi	£15,360
Phoenix	£92,000
Bike Shed Theatre	£10,000
Kaleider	£8,000
Double Elephant	£10,000
La Navet Bete	£5,000
Sound Gallery	£5,000

(The meeting commenced at 4.30 pm and closed at 4.50 pm)

LEISURE COMPLEX AND BUS STATION PROGRAMME BOARD

Thursday 11 February 2016

Present:-

Councillor Peter Edwards (Chair)
Councillors Denham, Sutton and Wardle

Apologies:-

Councillors Bialyk, Leadbetter and Prowse
Housing Development Manager and Client Lead Build

Also Present

Chief Executive & Growth Director, Deputy Chief Executive, Corporate Manager Property, Project Manager - Leisure Operations, Corporate Manager Policy, Communications and Community Engagement and Democratic Services Officer (Committees) (SLS)

Mark Thomas and Nic Bryant AFLS + P Architects
Tomas Gartner, Gale & Snowden Eco Design
Justin Pickford, Charles Hill and Scott Moore, Arcadis Design and Consultancy

1 MINUTES

The minutes of the meeting held on 26 October 2015 were taken as read and signed by the Chair as correct.

2 DECLARATIONS OF INTEREST

No declarations of disclosable pecuniary interest were made.

3 DRAFT TERMS OF REFERENCE

A revised draft terms of reference for the Leisure Complex and Bus Station Programme Board was presented.

At the meeting of Executive on 18 January 2016, it was agreed that the Leisure Complex Programme Board would be reconstituted as the Leisure Complex and Bus Station Programme Board. Members of the Board now included seven Members of the City Council to ensure that the Board was politically balanced in accordance with the necessary proportionality requirements.

4 PRESENTATION - BUS STATION SCHEME

Justin Pickford, Associate from Arcadis Design and Consultancy, provided a summary of the Bus Station Scheme. He referred to the key activities identified following approval by Executive on 18 January 2016 for expenditure of the budget in connection with the development of the new Bus Station, and Council, on the 20 January 2016, which granted outline planning approval for the new Bus Station. The scope of the new build Bus Station delivery programme was outlined, together with a potential timeline of the work plan, governance arrangements, as well as a draft engagement and consultation plan.

Six formal governance gateways were identified and these would require approval from this Programme Board to proceed:-

- Project Initiation
- Concept Design
- Detailed Design and Planning Application
- Tender Design
- Appointment of Contractor
- Construction and Completion

Further work included exploring the opportunity to reduce the interim bus arrangements during the build process, as well as potentially reducing the economy of scale and consider the benefits of appointing one contractor to deliver the Bus Station and the Leisure Complex Project. One other important piece of work would be to develop an engagement strategy to ensure appropriate consultation with the public, interested parties and other stakeholders. It was anticipated that a Bus Users' Forum would be formed, as well as holding a series of public consultation and workshop sessions, and although the list was not exhaustive, potential participants could include bus station users, the general public, representatives of the current bus operator, coach users, representatives of accessibility groups, local business representatives, and neighbouring local authorities as well as local Councillors.

Members thanked Justin Pickford for the presentation and wholeheartedly supported a rigorous consultation strategy.

RESOLVED that a Bus Users' Forum Group be established, as soon as possible, to provide an opportunity for the public and all stakeholders to comment.

5 **PRESENTATION - LEISURE COMPLEX**

Mark Thomas and Nic Bryant from AFLS +P Architects made a presentation of the summary of the Stage D work and included a vision and strategic brief which had been developed through the feasibility study. This included the provision of an enhanced facility mix, which had not changed since Stage C, apart from an increase in spectator seating to 250, to conform to and achieve the environmental factors and integration of the facility with the wider Crown Estates and Bus Station development and the city. The external finish of the building was also to be in keeping with the Council's aspiration for a landmark facility, which would provide a focal point and sense of arrival in the city.

The Design Team sought formal approval to proceed to the next stage of detailed design, Stage E (Technical Design).

Nick Bryant informed the Programme Board of the ongoing dialogue with the Amateur Swimming Association National Facilities Department, Sport England and the Exeter City Council Independent Design Review and Advisory Panel. He also referred to the success of two open public exhibitions, targeted stakeholder consultation workshops, and smaller consultation exhibitions at the Riverside, Pyramids, and Northbrook swimming pools. The Design team had also specifically met with the Exeter Swimming Club and had been able to ensure an additional enhancement with increased spectator seating and fixed seating increased to 170 (including six wheelchair spaces) and demountable seating for 80 spectators during galas. A Member also referred to the work that had taken place with Bisnet, (behaviour intervention support) to ensure access for all.

Tomas Gartner of Gale & Snowdon Eco Design provided an update of the continuing environmental brief relating to the environmental factors. He confirmed that the facility remained on target to reach Passivhaus standard, which would deliver savings and benefits of 70% on energy costs, 50% reduction in water use, outstanding water and air quality and resilience from predicted future climate change.

It was noted that further consultation would take place in March to provide a continuing opportunity for public comment. A reserved matters planning application with the detail of the design was also due to be submitted to the planning authority once the Decision Notice had been issued for the Outline Application.

The Chair welcomed the work carried out by the Design Team, and stated that the project brief had been fulfilled, particularly in relation to the iconic design which would be an asset to the city. He thanked the Design Team for their informative presentation.

RESOLVED that:-

(1) the Project Team progress through Stage D, Detailed Design, Project Control Point, and in accordance with the Boards' governance arrangements, proceed to Stage E, Technical Design;

(2) the Reserved Matters Planning Application be compiled, ready for issue, with approval to formally submit the Reserved Matters application once the decision Notice has been issued for the Outline Application; and

(3) commencement of further public consultation will take place in March 2016 be noted.

6 DATE OF NEXT MEETING

The next Leisure Complex and Bus Station Programme Board meeting would be timed to coincide with the next programme gateway, and the date of this would be determined in due course.

(The meeting commenced at 6.00 pm and closed at 6.45 pm)

Chair

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REPORT TO: Scrutiny Community and Executive
Date of Meeting: 1 March 2016 and 15 March 2016
Report of: Assistant Director Housing
Title: Housing Strategy 2016-2020

Is this a Key Decision?
No

Is this an Executive or Council Function?
Council

1. What is the report about?
The report summarises the contents of the proposed Housing Strategy 2016-2020 and the context in which it has been developed. A copy of the full strategy document is appended.

2. Recommendations:
That Scrutiny Committee and Executive note and Council approves the new Housing Strategy as summarised in this report.

3. Reasons for the recommendation:
The new Housing Strategy provides a high level overview of the City Council's key housing objectives and will provide a framework and give overall direction to our future work in this area.

4. What are the resource implications including non financial resources.
No additional resources will be required to implement the strategy.

5. Section 151 Officer comments:
The report contains no specific financial implications. Any requirement for further resources will require an additional report or be presented during the normal budget cycle.

6. What are the legal aspects?
None Identified.

7. Monitoring Officer's comments:
The Council is no longer statutorily required to have a housing strategy. However, it seems prudent to have a strategy governing the strategic approach to housing.

8. Report details:
Local authorities are no longer required by Government to have a Housing Strategy as such. However, production of such a strategy is an objective of the current Corporate Plan and as a Council we are expected to show that we have a strategic approach to housing in our local area.

In the past 'strategic direction' has mainly focused on enabling the delivery of social housing but in the current context of increasing demand, inadequate supply, reduced revenue and concerns around affordability and vulnerability we need to shape and respond to wider issues and trends that impact our city.

We also need to articulate our vision as the largest landlord in Exeter: why we are here; what we want to do; and how we intend to do it.

Background
There are a number of significant factors that have informed the new Strategy:

- National Government is promoting owner-occupation as the solution to housing problems, arguably at the expense of recognising the importance of other tenures
- Yet home ownership is in long term decline nationally and the only tenure which is growing to any extent (both absolutely and relatively) is the private rented sector
- Social housing itself is seen as a problem rather than a solution to housing need despite its popularity
- Social landlords are being compelled to cut their rents which, for us, will mean a loss of income of some £7.9 million over four years
- A 'high value asset levy' will be imposed on us (the details have yet to be confirmed) which will again reduce the resources we have to invest in our stock
- The 'Pay to stay' programme will increase the rents of those affected dramatically
- Welfare reform continues to affect some tenants incomes
- Rough sleeping numbers are increasing in the city and homelessness remains a serious issue
- The report we commissioned from the University of Exeter has shown that there are significant problems around vulnerability and affordability, particularly in the private sector
- The supply of new housing in the city is limited while demand is rising (numbers registered on Devon Home Choice are increasing)
- At the same time we are losing large numbers of our own housing stock through the Right to Buy (a policy that is now being extended to the housing association sector) despite our own Council Own Build (COB) programme

As a landlord we have also faced a number of more particular issues over the last few years:

- We need to better understand the nature of the demands placed on the service and what we ought to do (if anything) to meet these demands
- We need to have better knowledge of both our customers (principally our tenants) and our assets (our housing stock)
- We need to improve our performance in some key areas (for example void times and tacking anti-social behaviour)
- We need to control our costs
- We need to fully implement our Tenancy Strategy (which initiated Flexible Tenancies and which implies a much closer working relationship between us as landlord and our tenants)

Many of these issues have already been addressed (and will continue to be addressed) through the change of emphasis in the Housing Service over the past two years or so and a different, more pro-active way of working.

Our new Strategy articulates what we have done and what we intend to do (working within the constraints of the national policy framework and our own powers and resources) to respond to the realities of Exeter's housing needs and housing market over the next four years.

What the new Strategy says
The Strategy has three priorities:

1. Address housing need and vulnerability - by providing housing options, advice and support to all residents
2. Provide more housing - in particular by exploring ways of delivering new affordable housing across a range of tenures

3. Be a good landlord - by raising the standards of our own stock and landlord services, and by influencing the improvement of standards in the private rented sector

1. Address housing need by providing housing advice and support to all residents

We have a separate Homelessness Strategy (written with Teignbridge District Council). This gives more detail on our approach to addressing homelessness and housing need in both districts.

Key action points

- Take a strategic leadership role in our relationship with housing associations and private landlords in Exeter
- Provide quality housing and financial advice to all who require it
- Provide a holistic approach to personal debt management through the Council's Payments and Collection Team
- Work with the Integrated Care Exeter (ICE) Project to address health needs in people's own homes
- Streamline our Allocations Policy to simplify the system and to encourage the engagement of those registered on it
- Introduce a Tenant Finder Scheme managed by Plymouth Access to Housing (PATH)
- Continue to provide suitable disabled adaptations to enable households to live independently

2. Explore ways of delivering new affordable housing across all tenures

We aim to accelerate the delivery of new housing of whatever tenure.

Key action points

- Continue to negotiate with developers, and work closely with neighbouring authorities and other agencies to increase the supply of affordable housing both to buy and to rent across the city
- Explore the viability of setting up a Council-owned Housing Company which would aim to develop and finance a house building programme outside the Housing Revenue Account
- Build a 53 unit Extra Care home at St Loyes as part of the Millbrook Care Village development
- Continue to bring empty homes back into use
- Acquire properties on the open market

3. Be a good landlord

We want people to live in decent and secure housing. We are the largest landlord in Exeter and have an important role to play both in being a good landlord to our tenants and in being an example to other landlords in the city.

Key action points:

- Continue to actively visit all our properties on a regular basis
- Improve the effectiveness of our asset management service
- Carry on with the review of services and housing-related support for older tenants
- Maintain improvements in service delivery (we aim to be a top quartile performer in key service areas, including void times, rent arrears and anti-social behaviour)
- Review our anti-social behavior policy and procedures
- Continue to support the Performance Scrutiny Partnership (PSP)
- Review our Resident Involvement Strategy
- Benefit from the work of the new Housing Community Partnerships Officer to lead on community development initiatives for the Service

- Continue to support private landlords in tackling poor housing in the private rented sector and to improve energy efficiency

Consultation
At the very earliest stages of planning the new strategy some time ago, extensive consultation took place. This included:

- **Royal Albert Memorial Museum (RAMM) event**
- **Documentary screening at The Phoenix**
- **Public consultation at St Stephen's Church**
- **Belmont Chapel council tenant and leaseholder event**
- **An online and paper survey of Exeter citizens**
- **Discussions with Members**

Most of the points that came out of these events are still very relevant, and so it is not felt necessary to undertake further consultation. However, further discussions have been held with the relevant Portfolio Holders to 'refresh' the key themes in the strategy.

9. How does the decision contribute to the Council's Corporate Plan?
The Strategy contributes to the Corporate Plan in the following areas:

- **Provide services to meet customers' needs –** the Strategy aims to help meet the citizens of Exeter's housing needs by providing a range of opportunities and services
- **Reduce operating costs –** our new way of working in housing (concentrating on meeting real demand within restricted or declining resources) will help drive costs out of the system
- **Invest in the city –** we intend to build and facilitate the construction of as many affordable homes as possible in the city
- **Grow the economy –** new businesses arriving in the city will require staff to work in them who will need somewhere to live. A successful housing economy supports the Council to deliver its growth agenda
- **Support Exeter's communities –** this is at the heart of the new Housing Strategy. Being a better landlord will involve playing a greater role as a community developer and instigator of local health and well-being initiatives

10. What risks are there and how can they be reduced?
The risks are in not having a clear strategy for the future development of housing and housing-related interventions in the city. We need to address housing need and demand; we need to build and acquire as much new affordable housing as possible; and we need to improve our performance as a landlord in providing services. All of these the new strategy is designed to deliver.

11. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?
Decent, safe, affordable & well maintained housing is essential to meeting the Council's responsibilities & objectives in relation to all of the above..

12. Are there any other options?
We do not need to have a Housing Strategy but are recommending one to Members for the reasons detailed elsewhere in this report.

Assistant Director Housing

<u>Local Government (Access to Information) Act 1972 (as amended)</u>
Background papers used in compiling this report:-
None

Contact for enquires:
Democratic Services (Committees)
Room 2.3
01392 265275

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Exeter City Council

Housing Strategy

2016-2020

Contents

Foreword

Exeter City Council is launching its new housing strategy in the midst of a wave of new policy and legislation from Central Government that is seeking to fundamentally change the housing landscape. While new opportunities may present themselves as a consequence, and we stand ready to take advantage of those, there is no doubt that many government policy initiatives will present real problems for councils, like Exeter, that retain their own housing stock and see a continuing key role for social housing. The imposed cut in social rents and the so-called 'high value assets levy' will significantly damage local authorities' ability to invest in their existing stock and finance new-build programmes from the Housing Revenue Account, so ways will need to be found to free up resources to improve our stock (by reducing our operating costs for example) and identifying new mechanisms for increasing housing supply.

Like most places, and especially those cities that are growing and achieving economic success, Exeter has a range of housing 'needs' that go well beyond the aspiration for owner occupation that lies at the heart of current government policy. Issues of housing vulnerability and insecurity, the challenges faced by low-income households, a significant dependence on private and social rented accommodation, the shortage of affordable housing, are all facts of life and are all things that a housing strategy needs to speak to.

The purpose of this strategy therefore is to set out the challenges we face, the context in which we work, the opportunities that exist, the objectives we have, and how we intend to pursue those objectives within the financial and policy constraints we face over the next four years.

I hope you find it interesting reading.

R. Hannaford

Cllr Rob Hannaford

Portfolio Holder for Housing Revenue Account

Executive summary

The City Council's new Housing Strategy is shaped by two key factors.

The first of these is the national policy context. Insufficient housing is being built. Indeed, there has been a failure by successive governments over a long period to deliver enough housing. This has led to a crisis on the supply side in many areas (typically those such as Exeter with strong and growing economies) which, coupled with increasing demand, has led to significant problems of affordability across all tenures.

At the same time the stock of local authority social housing has been seriously depleted as a consequence of the Right to Buy, a policy that is now being extended to the Housing Association sector (who are to be compensated for their losses by charges being levied on councils in respect of their high value assets).

The challenges facing social housing providers are compounded by recent Government initiatives such as the 1% rent reduction for four years (which will cost Exeter City Council's Housing Revenue Account almost £8 million in that period); the 'pay to stay' policy; the imposition of 'flexible' tenancies; and further restrictions on welfare benefits.

Present government policy seems to be focused exclusively on the promotion of, and support for, owner-occupation to the exclusion of social housing and the private rented sector. This is despite the crucial and growing role of the rented sectors in meeting housing need and delivering homes for all.

The second key factor shaping the Strategy is the realisation that a "one size fits all" view of housing cannot solve the underlying problem. People have very different housing 'needs', 'demands' and 'aspirations' and require different solutions to meet these. 'Housing need' is, in reality, an elusive concept and can be very subjective (although we try to objectify it through our Devon Home Choice assessment procedure) covering everything from finding a safe and warm place to sleep at night to wanting to own your own house.

Contrary to the impression given by Government policy we do not believe that increased levels of owner-occupation are a sufficient solution to our housing problems. While owning your own home is an entirely legitimate aspiration, the fact is that it is a declining tenure and has little relevance for increasing numbers of people for whom it is an impossible dream on account of its unaffordability. For these people, and particularly those vulnerable people identified in the University of Exeter research study which the Council commissioned in 2014, rented accommodation is the only realistic option, and our interventions must be calibrated to increase the availability, security and affordability of all forms of rented housing.

Our Housing Strategy aims to respond to some of the complexities and realities of the 'housing crisis' by:

1. Addressing housing need and vulnerability
2. Provide more housing
3. Being a good landlord

Introduction

While Local Authorities are not required by Government to have a formal housing strategy, they are expected to have a strategic approach to housing in their local areas: to show leadership, guidance and direction to other stakeholders; and to facilitate a thriving housing market.

Our strategic approach is expressed through this Housing Strategy, which is a high level, over-arching document concerned with promoting a thriving local housing economy in Exeter whatever the tenure. The Strategy is designed to help us clarify and communicate our objectives. It is a four year plan that sets out how we will tackle identified housing issues using the resources we have available.

The Housing Strategy is the principal strategy for the Housing Service. As a high level strategy it has a number of other strategies linked to it (such as the Homelessness Strategy and the Tenancy Strategy) which contain more detail on how we intend to meet our goals.

The Strategy also reflects and supports the Council's wider objectives as listed in the Corporate Plan. **The Corporate Plan** has five strands which are:

1. Provide services to meet customers' needs
2. Reduce operating costs
3. Invest in the city
4. Grow the economy
5. Support Exeter's communities

An important piece of research that also informs this Strategy was commissioned by the Housing Service and carried out by the University of Exeter in 2014. This research was designed to qualitatively evaluate the housing needs and experiences of Exeter residents. It found that significant vulnerability existed across the city and across tenures.

Objectives

For the sake of clarity and simplicity, this Strategy will focus on delivering three key objectives:

1. **Address housing need and vulnerability - by providing housing options, advice and support to all residents**
2. **Provide more housing - in particular by exploring ways of delivering new affordable housing across a range of tenures**
3. **Be a good landlord - by raising the standards of our own stock and landlord services, and by influencing the improvement of standards in the private rented sector**

Each of these objectives will have a chapter to itself which will follow the same format. Each chapter will be divided into two sections:

A) Context and challenges

This will set out the facts, figures and reasons why this has been identified as a primary objective. It will list the challenges we face and the constraints and limitations under which we operate .

B) What we are doing and what we will do

This will list the key actions that we intend to carry out in order to meet our objectives and give some examples of what we are already doing.

Underpinning all of the actions we have identified, are the following core principles:

- **Being committed to equality of opportunity and fair access to services**
- **Offering high levels of customer service**
- **Being committed to performance management and improving services**
- **Delivering value for money**

The National Context

Current Government housing policy concentrates on increasing housing supply and, in particular, supporting and encouraging owner-occupation. Two main features of the present political landscape are the Housing and Planning Bill and welfare reform.

Housing and Planning Bill 2015

Measures set out in this Bill (which has yet to receive Royal Assent) include:

- **A focus on home ownership, with measures to facilitate the building of self/ custom build housing**
- **New affordable Starter Homes: councils will have a duty to guarantee the provision of 200,000 Starter Homes to be offered to first-time buyers at a 20% discount on market prices**
- **Councils will gain the ability to apply for banning orders against private landlords. A database of rogue landlords and agents will be set up. Landlords will have a clear process to secure repossession of properties abandoned by tenants**
- **The Right to Buy for housing association tenants has been introduced as a voluntary arrangement with the National Housing Federation. Compensation to housing associations will be funded by the sale of high value council homes (through a charge levied on councils by the Secretary of State)**
- **Pay to Stay: social housing tenants on higher incomes (which for Exeter are expected to be those with a household income in excess of £30,000) will be required to pay up to a market rent**
- **'Lifetime' tenancies for social housing tenants will end and be replaced by 'Flexible' or time-limited tenancies**

Welfare Reform

Following the reforms in 2012,

further welfare reforms were announced in 2015.

These included:

- **Restricting benefit access to 18-21 year olds**
- **Reducing Employment and Support Allowance claims to align with the Job Seekers' Allowance rate**
- **Continuing the freeze on working age benefits**
- **Reducing social housing rents by 1% a year for the next 4 years**
- **Restricting the income threshold for tax credits, and access to these, and limiting Universal Credit to two children**
- **Increasing free childcare for working parents**

Exeter City Council will continue to work within these new and evolving parameters, to deliver and maintain our housing services to the best of our capacity.

1. Address housing need and vulnerability

by providing housing options, advice and support to all residents

A. Context and challenges

Key issues

- High and increasing demand for housing in Exeter
- Widespread housing vulnerability and homelessness across the city
- Financial pressures on residents

Homelessness and unmet housing need are significant problems for Exeter even though the city is doing well economically. Numbers of rough sleepers have increased significantly and competition for social housing remains high.

- Population of Exeter predicted to increase to 132,087 by 2023
- Households predicted to increase by 8,800 to 58,000 by 2023
- 2,492 households registered on Devon Home Choice with medium or high housing need
- 589 dwellings per year needed on average until 2033
- 325 affordable dwellings required on average per year until 2033
- Average sold house price in Exeter in 2015 £255,100 (Zoopla, 2015) This is 9.5 times the median full time salary of £26,624 (ASHE, 2014)
- Owner occupation in Exeter is 61%, but is decreasing. Nationally, ownership peaked at 69% in 2001; it fell to 64% in 2011
- 22% privately rent in Exeter, a figure that is above national average, and is increasing
- 10% of households in Exeter rent from a local authority
- 7% of households in Exeter rent from a housing association
- 192 cases of homelessness were prevented in 2014/15 through providing the support to stay in an existing home, or by assistance to secure alternative accommodation
- 27 rough sleepers were identified in the city in 2015

B. What we are doing and what we will do

i. Tackle homelessness

Exeter has had relatively high rough sleeping numbers over the last few years. The 2015 figure of 27 rough sleepers acts only as an indication of the numbers on a specific night, meaning that the rough sleeping population is likely to be greater.

Furthermore, there is a high degree of hidden homelessness[1] in the city. The Council is working closely with other organisations to take a preventative approach aiming to resolve root causes, alongside providing crisis management, in responding to these issues.

Exeter City Council has produced a combined Homelessness Strategy with Teignbridge District Council. This partnership, created through the development of the Homelessness Strategy, has cemented a commitment to working more closely to overcome and prevent homelessness.

The Homelessness Strategy, which complements this Strategy, has four key themes, each having its own priorities:

1. A place to live

- Increase access to good, safe and affordable accommodation
- Help people stay at home
- Improve access to the private rented sector
- End the use of bed and breakfast accommodation for families and young people
- Bring rough sleeping to an end

2. Access to services

- Maintain and improve the customer experience
- Offer services at times and places to suit customers
- Make sure help is accessible to everyone
- Improve accessibility of services

3. Health and protection

- Improve the health and well-being of homeless people
- Help protect the vulnerable from violence and abuse
- Support people released from prison, hospital and leaving the armed forces

4. Money matters

- Help people manage their finances when faced with homelessness
- Target investment on reducing homelessness
- Maximise opportunities with partners and provide better value for money

[1] Hidden homelessness includes sofa surfing, temporarily staying with friends or family, living in entirely inadequate accommodation i.e. due to overcrowding, quality, or in inappropriate temporary accommodation.

B. What we are doing and what we will do

Integrated Care Exeter (ICE)

The Integrated Care Exeter (ICE) project consists of an integrated Health and Well-being Team for homeless people, and enables access to healthcare for Exeter's highly vulnerable and homeless residents. The team comprises professionals from across the Assertive Homeless Outreach Team, Drug and Alcohol Services, Mental Health Services, Adult Social Care, Onward Care Services, and the Police. This partnership is working together to prevent long term entrenched health problems, through timely support and intervention, crisis support, and post crisis aftercare.

Health and Well-being Hub at Wat Tyler House

Exeter Council for Voluntary Service (Exeter CVS) has created a multi-agency health and well-being hub at Wat Tyler House in King William Street. A grant of £440,000 from Public Health England is being used to offer a GP surgery, probation service, substance misuse support, mental health outreach and complex needs housing advice. The Hub will enable each individual to assess and address their needs through having wellbeing, health, accommodation, training and skills advice all in one place' It will provide a package of support mechanisms to help people live independently.

ii. Provide financial assistance

Over 50% of Exeter City Council's tenants rely on housing benefit, at least in part, and Council tenant rent arrears, as a percentage of debt, have been increasing year on year since 2012. We are working hard to be proactive and prepared for future changes to residents' financial needs, and have a wide range of solutions to respond to residents facing financial difficulties. We offer appropriate financial advice alongside housing options, and where the Council is unable to offer advice, we signpost customers to the most appropriate organisation.

Payments and Collections Team at Exeter City Council and Exeter Money Advice Partnership (EMAP)

Our 'One View of Debt' approach takes a holistic view of debt owed to Exeter City Council. We consider rent arrears, Council Tax arrears, Housing Benefit overpayments and other sundry debts together when negotiating an affordable repayment plan with our customers. We strive to engage with our customers so that we can fully understand their circumstances. We refer our customers to independent budgeting and debt advice through the Exeter Money Advice Partnership (EMAP) consisting of colleagues from Exeter Citizens Advice Bureau (CAB) and Homemaker, to find sustainable solutions for customers and to encourage financial independence.

iii. Provide quality housing options advice

There are currently 2,492 households registered on Devon Home Choice with medium or high housing need, and given that only 316 Council owned properties became available to let in 2014/15, many households need to explore alternative housing options. In order to do this, Exeter City Council works closely with other organisations: housing associations, the private rented sector and bodies such as Exeter Citizens Advice Bureau (CAB) and Plymouth Access To Housing (PATH) both of which are co-located at the Civic Centre, in order to support residents in finding and sustaining housing solutions whatever their circumstances.

2. Provide more housing

in particular by exploring ways of delivering new affordable housing across a range of tenures

A. Context and challenges

Key issues

- Whilst housing supply is keeping up with the adopted plan housing target, market signals indicate a current imbalance between supply and demand
- Much housing in the private sector, whether to buy or rent, is unaffordable
- Options for social and affordable rents are reducing

Increasing the supply of housing is now a key national priority. Locally, it is essential in order to facilitate the continued economic growth of Exeter and to meet the needs and aspirations of residents.

Demand for all forms of housing is high and rising. Almost 40% of households in Exeter rent a home and rents in the private sector are increasing. House prices in Exeter went up by 137% over the period 2000-2013, a higher rate of increase than in both Devon and England. For those on average or below average Exeter salaries, access to housing is restricted.

Housing supply since 2006 has matched the annual delivery rate based on the planned total housing provision target of at least 12,000 dwellings, but plan makers will need to consider how to respond to indicators provided by current market signals such as land prices and housing affordability when assessing future housing needs.

- To access owner occupation in Exeter requires a salary threshold of between £27,100 and £43,400
- Exeter's average full time salary is £27,924
- The salary needed to secure a 1 or 2 bed flat, or 2 bed terrace in Exeter in the Private Rented Sector is between £25,200 and £31,200

A. Context and challenges

The Core Strategy for Exeter requires the provision of at least 12,000 additional homes in Exeter between 2006 and 2026, in the following locations:

- Suitable sites within the urban area outlined in the Development Plan Document (DPD).[2]
- Three 'greenfield' strategic allocations on the outskirts of the city: Monkerton / Hill Barton; Newcourt; and South West Alphington

The latest annual Strategic Housing Land Availability Assessment (SHLAA)[3] was published in July 2015 and showed that 5,721 of the 12,000 additional homes outlined in the Core Strategy had been completed. Planning consent has been granted for a further 5,339 homes, amounting to 11,060 homes in total and not far short of the minimum 12,000 target by 2026.

The SHLAA outlines a further 4,045 homes that are to be built on sites within the urban area and the strategic allocations by 2026, bringing the total to 15,105 homes developed in Exeter – over 3,000 homes more than the Core Strategy's minimum requirement for 2006 - 2026.

- On average 25 properties per year are bought through Right to Buy; this number has risen since the government increased the amount of discount available, and is now five times higher than the figure in 2010
- 316 council properties let 2014/15
- 588 social lettings in Exeter 2014/15
- 431 affordable homes completed in last 4 years
- 429 affordable units are currently started on site
- 16 empty properties brought back in to use 2014/15
- There are 320 long term empty properties in Exeter

[2] http://exeter.gov.uk/planning-services/planning-policy/local-plan/core-strategy-development-plan-document/

[3] http://exeter.gov.uk/planning-services/planning-policy/monitoring-and-evidence-base/strategic-housing-land-availability-assessment/

B. What we are doing and what we will do

i. Increase housing supply

We will continue to negotiate with developers, and work closely with neighbouring authorities and other agencies to increase and secure affordable housing supply to buy and to rent across the city.

Housing Company

We are currently exploring the viability of setting up a Council-owned Housing Company which would aim to develop and finance a house building programme outside the Housing Revenue Account.

Devolution

23 partners across the Heart of the South West (HotSW) area have outlined their case for a devolution deal which would benefit the HotSW area. A 'Statement of Intent' has been submitted to Government in response to its move to devolve powers and budgets from Westminster. With key themes of economic growth; health, social care and wellbeing; and infrastructure and local resilience, the document sets the scene for discussions with Government about what powers could be devolved. In terms of housing, the current devolution proposition is to develop a housing 'growth offer' to Government that will accelerate housing supply in appropriate areas (especially those needing to accommodate rapid economic growth).

Council Own-Build and Extra Care: Passivhaus Standard Eco-Homes

All of the new Council own-build homes, and the planned Extra Care housing at St. Loyes, are designed to provide a sustainable living environment. The houses are filled with technology to assist tenants in keeping a low energy, high performance home. A booklet, designed to help tenants make the most of these technologies, is provided to households.

The buildings are designed to minimise the need for space heating and cooling, reducing running costs and becoming more affordable for tenants. Built to Passivhaus standard – a performance-based set of design criteria for very low energy buildings – each property is built on the principle of reducing heat loss.

Families living in these properties benefit from reduced fuel and water bills, and the properties contribute to lowering carbon emissions and more sustainable living.

Extra Care

Extra Care housing can provide an alternative to a care home. Residents have their own self contained homes, available through mixed tenure, which allow people to live as independently as possible, but also provide access to varying levels of onsite care and support when needed.

The Housing Development Team at Exeter City Council, together with project managers Arcadis and architects Architype, submitted a planning application for a 53 unit Extra Care scheme in January 2015. Units will be available to rent, or as shared ownership to rent/buy. This scheme forms part of the Millbrook Care Village development on the former St Loyes College site on Topsham Road.

B. What we are doing and what we will do

ii. Bring empty homes back to use

Returning empty properties back to use is both cheaper and faster than building new ones. With 320 long term (6 months or more) empty homes, Exeter has a comparatively low number. Our Empty Homes team works systematically with other Council departments and external sources to address the issue in a responsive and proactive manner.

This approach has yielded significant success, with 16 properties returned to use in 2014/15, some of which had been empty over twenty years, and 86 properties returned to use since 2010.

Annual Review of Empty Homes

A review of empty homes, in line with New Homes Bonus[4] funding returns, is carried out annually. All empty homes owners are contacted to:

- Establish the current status of the property to ensure they are correctly listed on Council Tax records
- Establish a timescale for re-occupation
- Supply owners with details of the Empty Homes Service, and options available to them, such as lettings schemes and low cost loans that could assist in returning the property to use

Response rates are usually high, around 70%, and those who do not respond are flagged for further investigation. Most intervention involves negotiation with owners to bring the property back to use either through sale, renting in the private sector, or letting through Council schemes or Housing Associations. Where it is not possible to work with the owner, for whatever reason, enforcement measures may be used, but this is only as a last resort.

iii. Acquire housing on the open market

£1m. has been set aside in the HRA for the financial year 2016/17 to purchase property on the open market, as a relatively quick and cost effective way of increasing our stock.

iv. Make the best use of our housing stock

We have reviewed and will continue to review our Allocations Policy and Tenancy Policy. We aim to efficiently let our properties to those who need them for as long as they continue to need them.

[4] The New Homes Bonus is a grant paid by central government to local councils for increasing their number of homes. It is based on the amount of extra Council Tax revenue raised for new-build homes, conversions, and long-term empty homes brought back into use.

B. What we are doing and what we will do

Tenancy Strategy and Policy

Our Tenancy Strategy applies across the city to all registered providers. It increases the availability of affordable/social housing in two ways:

- Affordable rents fund housing associations' building programmes
- Flexible Tenancies are designed to increase turnover

The Council introduced Flexible Tenancies in 2013. Such Flexible Tenancies may become compulsory for virtually all new tenants under the Housing and Planning Bill 2015.

Allocations Policy

Recent amendments to our Allocations Policy brought in a range of measures designed to streamline the number of households registered with Devon Home Choice and to prioritise housing need, as well as local connection. Changes also manage expectations, and implement preventative measures to avoid and reduce crisis cases.

Temporary Housing

The Council has access to various types of temporary housing in order to fulfil our duty to find accommodation for people facing statutory homelessness. The ExtraLet temporary housing scheme is being replaced by the Renting Support Service, implemented by Plymouth Access to Housing (PATH), and the ongoing Private Sector Leasing (PSL) Scheme. Through the PSL Scheme, the Council can help bring empty or non-decent properties up to the Decent Homes Standard. The owner then leases the property to the Council, who sublet to the tenant.

Wheelchair Accessible Properties

In 2015, three (15%) of the new Council own-build properties were built to be fully wheelchair accessible. Features such as height adjustable worktops, mean that properties can be adapted to be suitable for a range of household needs. The Housing Development Team also secures 5% wheelchair accessible housing for all new sites in the city that provide affordable housing under Section106 agreements.5 Tenants are 'direct matched' by our Occupational Therapist, to make sure the homes are custom-built to meet the needs of tenants with disabilities.

[5] A '**Section 106 agreement**' is a legal arrangement entered into between a local planning authority and persons interested in land which imposes certain planning obligations.

3. Be a good landlord

by raising the standards of our own stock and landlord services, and by influencing the improvement of standards in the private rented sector

A. Context and challenges

Key issues

- Reduction in the number of existing council properties
- Housing supply not keeping up with demand
- Affordability and vulnerability issues
- Relatively poor standards in some parts of the private rented sector
- Much housing in the private sector whether to buy or rent is unaffordable

For many people, particularly young people setting up home for the first time, renting a property is the only viable option. Home ownership may be an aspiration for many people but with average deposits running at over £70,000 nationally, and house prices rising far higher than the rate of inflation, it is likely to remain just that. It is estimated that, if present trends continue, by 2032 home ownership will have fallen to 49%, 35% will rent privately and only 16% will be in the social rented sector.6 This is the reality of housing in the UK and why our efforts as both landlord and strategic authority must have a strong focus on the rental sector over the next four years.

We will pursue two main objectives. Firstly, as the principal landlord in Exeter we will lead by example by managing our own stock effectively and by investing in it to improve standards. Secondly, in our capacity as the strategic authority, by working in partnership with key stakeholders in the private rented sector, we will improve advice and information; develop policy; and sponsor new initiatives to help drive up standards in the sector.

We wish to be a good landlord: to provide safe, secure, affordable, well-managed and well-maintained homes for all our residents. We want the private sector to be the same.

We own and manage around 5,000 council properties because:

- It is a successful and cost effective way of providing quality, affordable, secure housing to those who are in need
- It allows close collaboration between those people working to meet housing need, those involved in supplying new affordable housing, and those who manage that housing
- It enables us to meet our wider corporate aims, including supporting successful, sustainable communities

[6] Thomas, R (2014) *Reshaping housing tenure in the UK: The role of buy-to-let.* London: IMLA

A. Context and challenges

Housing Revenue Account (HRA) Finance Changes 2015

The Localism Act (2011) allowed councils to take control of their housing rental income to self-finance housing management and assets. Following the decision to reduce social housing rents by 1% per year until 2020, announced in the July 2015 Budget, Exeter City Council's HRA budget has consequently been reduced by £7.9 million over the next four years. In addition, this budget is expected to incur further forced expenditure through the Government's proposed levy on high value housing stock. These pressures on the HRA will inevitably have a significant impact on the outcomes Exeter City Council can achieve with its housing.

The Private Rented Sector

The Private Rented Sector in Exeter is growing and accounts for around 22% of all housing in the city. It offers a flexible form of tenure and contributes to greater labour market mobility, yet housing conditions in this sector are often worse than for any other tenure.

While the proportion of stock with Housing Health and Safety Rating System (HHSRS) hazards in Exeter is relatively low, 9% of owner occupied properties, and 11% of private rented sector properties, have such hazards.

The percentage of properties in the Private Rented Sector whose occupants are in fuel poverty is relatively high (20%).

Houses in Multiple Occupation

Exeter has a high proportion of HMOs, accounting for 11% of the housing stock. This is largely due to the significant number of student residences. Around 800 (16%) of these properties are covered by mandatory HMO licensing, but not student halls of residence. These HMOs are inspected every five years (or in response to a complaint) to ensure that the landlords are complying with licensing conditions, and that the properties are free from HHSRS Category 1 or Category 2 hazards.

- Private rental costs in Exeter are on average £840 per calendar month, £120 above the average for England (NHF, 2014)
- Council rents in Exeter average £76.63 per week (£332 per calendar month)
- Housing association rents in Exeter average £85.21 (£369 per calendar month)
- Over a quarter of households in Exeter (27.1%)[7] have at least one health problem
- 17% of Exeter's population have their day to day activities limited a little or a lot by a long term health problem or disability.
- By 2023 the number of people in Exeter over 65 is predicted to be 22,152, an increase of 8.7%
- 9% of those waiting on the housing register have accessibility needs (wheelchair access, step free or maximum of 3 steps)
- Exeter's White British population 88.3%
- Black and Minority Ethnic (BME) 11.7%,
- The largest BME group is Chinese (1.7%) followed by Indian, Pakistani and Bangladeshi (1.1%)

[7] 2011 Census

B. What we are doing and what we will do

i. Provide quality Council housing

In 2015 we restructured our Landlord Services. The business case that drove our restructure focused on seven requirements:

- Know our customers
- Know our stock
- Manage our budgets and plan for the future
- Work corporately
- Improve performance
- Adopt a new, proactive, way of working
- Re-balance our staffing structure

We now have two services – Asset Management and Customers – split into five teams covering reactive repairs; programmed repairs; compliance; customer relations and lettings and leasehold services.

Asset Management

We will provide a responsive repairs service that meets the needs of residents, represents value for money and is cost effective. We will maintain and improve our properties by implementing programmes that make the best use of our resources to benefit both our assets and our customers.

We aim for our properties to meet or exceed the Decent Homes Standard (currently less than 3% are non-decent).

We have transformed our voids performance: two years ago our void times were poor (around 53 days); we are now averaging less than 22 days on standard voids and aim to reduce this further year on year, thereby helping to meet housing need by making suitable properties available more quickly.

Customer Services

Our Lettings and Leasehold Team and Customer Relations Team manage tenancies from start to finish in a proactive manner.

In order to be a good landlord we need to work closely with other providers in the city. We will develop and improve our relations with housing associations in the city in order to provide better services for whole neighbourhoods.

We are currently reviewing our housing and housing-related support services for older people following the withdrawal of funding from Devon County Council. We are maintaining the current warden service and emergency alarm system until at least March 2017. After that we hope to introduce new arrangements in partnership with the voluntary sector that will deliver better outcomes for residents and are financially sustainable, affordable and meet reasonable needs.

B. What we are doing and what we will do

Housing Customer Relation Officer Visits

We have begun a programme of regular visits to all of our tenants to enhance our knowledge of our customers, properties and tenancies. At present, we are halfway through our initial visits, resulting in around 80% of tenants being placed in an annual visit programme, with the remaining 20% placed on a programme of more frequent visits for a variety of reasons. These visits allow us to:

- Get to know our tenants
- Ensure landlord services best meet tenant needs
- Understand the demands placed upon the service
- Discuss tenancies where necessary
- Check properties for repairs and maintenance issues
- Ensure our vulnerable tenants are receiving the support they need

Anti-Social Behaviour

Exeter City Council's Housing Anti-Social Behaviour Policy and procedures are currently undergoing a full review, involving tenants, leaseholders and other housing organisations. Anti-social behaviour is a complex area that needs to be responded to proportionately, in line with the most up to date legislation, and with a solution focused approach.

Resident Involvement

We believe that residents should have a number of opportunities to influence and affect our policies; our decision-making; our performance; our management and maintenance of our properties; and our standards of service.

Our Resident Involvement Strategy is currently under review.

Performance Scrutiny Partnership (PSP)

All social housing providers are expected allow their tenants and leaseholders to shape and improve services, and to hold their landlords to account. At Exeter City Council the Performance Scrutiny Partnership (PSP) is a group of tenants and leaseholders who review services and performance, providing recommendations and feedback to the service. The PSP has helped develop five Key Pledges for the Housing Service, and are currently involved in the review of anti-social behaviour.

B. What we are doing and what we will do

Our Five Key Pledges:

- We pledge to provide safe, well maintained homes
- We pledge to work in partnership with other organisations to create neighbourhoods which are safe and well maintained, and where people want to live
- We pledge to work with tenants and leaseholders to ensure all terms and conditions of our tenancies are understood and complied with
- We pledge to let our properties promptly, fairly and consistently in order to meet housing need and help create sustainable communities
- In order to meet all our pledges we will involve our residents, and provide services which are fair, equitable and accessible

Exeter City Council

B. What we are doing and what we will do

Being more than a landlord

We are by far the largest landlord in Exeter, but we are more than just a landlord.

In the next four years, and particularly with the recruitment of our new Housing Community Partnerships Officer, we plan to initiate, or be involved in, a range of community based initiatives. These include:

- Developing partnerships with local voluntary and charitable groups to deliver more appropriate and affordable services
- Boosting resident capacity to help people improve their own lives
- Tackling fuel poverty
- Maximising income, especially welfare benefits
- Addressing health and well-being matters, particularly issues around loneliness and isolation
- Minimising anti-social behaviour

ii. Improve conditions in the private sector

Health and safety and energy efficiency

Support is available for low income homeowners, tenants and landlords to increase the energy efficiency of their homes, and to apply for low interest repair loans.

Low Interest Home Repair Loans

Low Interest Home Repair Loans are available to low income households in order for them to undertake essential repairs, and to bring their homes up to the Decent Home Standard. These loans are administered through Wessex Home Loans who hold loan funds on behalf of many South West local authorities.

Energy Efficiency

Exeter City Council is part of the CosyDevon scheme, together with other Devon Local Authorities and energy supplier E.ON. The scheme helps eligible households become more energy efficient. ECO[8] is a Government-led energy saving scheme funded by energy suppliers. It aims to reduce the amount of energy homes in Britain use and waste, and also ease fuel poverty.

The Central Heating Fund has been set up to incentivise the installation of first time central heating systems in fuel poor households who do not use mains gas as their primary heating fuel. This fund has been accessed through the CosyDevon partnership, with £1 million awarded to support eligible local households. Helping households overcome these high initial costs will reduce the potential for cold-related illnesses and reduce fuel poverty.

[8] ECO funding is due to end March 2017 but it is intended to replace it with a new scheme.

B. What we are doing and what we will do

Enhancing standards

Our capacity to improve conditions in the private rented sector is supported by proposals set out in the Housing and Planning Bill 2015 which include measures to tackle rogue landlords. The Deregulation Act 2015 also introduced additional requirements for landlords to comply with before serving a Section 21 Notice to end a tenancy. This will work in favour of tenants on assured shorthold tenancies entered into on or after 1st October 2015.

We will continue to promote high standards in the Private Rented Sector through:

- Leading by example in how we manage and maintain our own stock
- Offering education, advice, and support to landlords and tenants by sharing good practice through our Private Rental Forum, Exeter's Landlords' Forum, and the Landlords' Handbook
- Identifying and dealing with hazards to improve conditions of properties, taking enforcement where necessary
- Working in partnership with Private Rented Sector landlords to improve security and stability for tenants

Private Rental Forum

This city-wide group of private tenants, landlords and local organisations aims to be a platform for all those with a connection to the Private Rented Sector to have a voice and be part of a positive vehicle for change. It has the following key aims:

- Provide a better understanding of landlord and tenant rights and responsibilities, and identify where to get help if needed
- Improve access to Private Rented Sector accommodation
- Improve local property standards in the Private Rented Sector
- Promote good practice and share knowledge

Over the coming year the Forum will undertake to:

- Promote, distribute and update Landlord Guides and Tenant Handbooks
- Hold information days in Princesshay for local landlords, tenants and students
- Organise Landlord Forums in collaboration with the National Landlord Association
- Produce a Landlord Newsletter

B. What we are doing and what we will do

Exeter's Landlords' Forum

Our Housing Development Team and the National Landlord Association (NLA) have successfully held Exeter's Landlords' Forums since 2009. Organised twice a year, the Forum is a free information and networking event, and is open to all private landlords, letting agents, and anyone interested in letting property.

Landlords' Handbook

Produced by the Housing Development Team, the Landlords' Handbook is an online guide, frequently updated, aimed at helping landlords and agents understand their rights and responsibilities in order to ensure a quality service is delivered by them, and experienced by tenants.

Tenant Handbook

A Tenant Handbook will be produced to complement the Landlords' Handbook. It will provide advice and guidance to tenants in private rented accommodation and inform them of their rights with regard to landlords and renting privately.

Houses in Multiple Occupation (HMO)

In February 2015 we introduced an additional licensing scheme in respect of properties that are classified as HMOs that have been converted into self contained flats, and where more than a third of the flats are rented. The scheme also covers flats in multiple occupation above commercial buildings. It is anticipated that this scheme, which will last 5 years, will cover around 400 HMOs, all of which will be inspected within 5 years of their licences being granted.

iii. Promote healthy neighbourhoods

Overall responsibility for health and wellbeing sits with Devon County Council, but Exeter City Council has a role in promoting healthy living and protecting citizens under the Care Act (2014).

Housing is at the heart of healthy neighbourhoods. We will continue to work with tenants, residents and agencies to promote healthy neighbourhoods and improve the housing conditions of Exeter properties. We will connect residents with the most appropriate support mechanisms, reduce fuel poverty, and reduce the risk and incidents of homelessness. Our Housing Community Partnership Officer is linking with the Health and Wellbeing Board; connecting with community bodies, and involving residents in the way the housing service is run.

Provide housing adaptations

Where residents require additional help to remain living independently, whether due to long term illness, disability or old age, the Council has a responsibility through the Care Act (2014), to ensure housing supports wellbeing. We have access to Disabled Facilities Grant (DFG) Funding through the Better Care Fund in order to adapt properties. We also provide minor adaptations ourselves through the Housing Revenue Account.

Conclusion

Most commentators and professionals working in the field agree that a range of housing ‘interventions’ is needed to address the UK’s housing crisis in all of its different facets. A focus on home ownership, while meeting the aspirations of some, cannot be the only ‘tool in the box’. This Strategy tries to recognise that reality and has set out the various ways in which the Council, working within the constraints of the national policy and financial framework, will seek to respond to Exeter’s housing needs over the next four years.

If you have any questions about any aspect of this Strategy please contact:

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REPORT TO SCRUTINY COMMITTEE ECONOMY AND EXECUTIVE COMMITTEE
Date of Meetings: 3 March and 15 March 2016
Report of: Assistant Director Public Realm
Title: Parking Strategy 2016 - 2026

Is this a Key Decision?

No

Is this an Executive or Council Function?

Council

1. What is the report about?

1.1. To seek adoption of the new Parking Strategy

2. Recommendations:

2.1. That the Parking Strategy 2016 – 2026 is adopted and that work commences towards the delivery of the actions set out in the Strategy's Action Plan.

3. Reasons for the recommendation:

3.1. To adopt the Parking Strategy 2016 – 2026 as a new strategic approach to the parking services provided by the council, with a focus on four key objectives of economic growth, parking capacity, congestion and parking income.

4. What are the resource implications including non financial resources.

4.1. The Parking Strategy itself commits the Council only to an agreed strategic approach to the provision of parking services in the future. All proposed changes to current operational practice, such as tariff changes, signage and physical improvements, will be brought to members for a separate decision which will set out any financial implications.

4.2. In order to deliver the strategic objectives, particularly in terms of driving economic growth, it is essential that appropriate funding is available for on-going maintenance, refurbishment and renewal programmes. A Condition Survey will be undertaken from within existing budgets and the physical improvements identified in the survey will be prioritised into a long term programme of investment into the city's car parks. Where additional on-going or one-off funding is required, a bid will be made to ensure that funding is available to deliver the investment programme.

4.3. The Action Plan sets out the proposed interventions and a timetable for their delivery.

5. Section 151 Officer comments:

5.1. There are no immediate financial implications contained within this report. When a programme of enhancements is presented to Members the financial implications will also be considered.

6. What are the legal aspects?

6.1. None identified for the adoption of this Strategy.

7. Monitoring Officer's comments:

7.1. None identified.

8. Background to the Strategy

8.1. A new strategic approach to parking in the City Centre is required to continue to support a successful economy, given the rapidly changing shopping and leisure demand patterns, and to ensure that car parking capacity is enough to meet future demand.

8.2. Consultants were appointed in August 2014 following a tender process to review and produce a strategy for off-street parking. This included qualitative, operational and capacity reviews of the car parks as well as workshops with key stakeholders and car park users. The completed version of the consultants' report was received in October 2015.

8.3. Three Member Spotlight Reviews have taken place to discuss the consultants' findings and contribute to the final Strategy.

8.4. The Strategy seeks to deliver four Strategic Objectives:

- **Economic Growth:** Car parking is an important element of Exeter's growth story and it is essential to ensure that the City Council's car parks support economic growth by encouraging visitors to the city and to stay longer when they visit;
- **Maximising Capacity:** projections show that actual capacity in Exeter's city centre car parks will be reached on a Saturday by 2018 without strategic intervention;
- **Reducing Congestion:** Traffic congestion is seen as a key deterrent to accessing the City Centre;
- **Maintaining Income:** The City Council depends on the £6M income it receives from its car parks service every year to deliver a balanced budget and provide essential services.

8.5. Clearly, these Strategic Objectives will conflict from time to time and it will not always be possible to make interventions that meet all four Objectives. Decisions on the specific interventions set out in the Action Plan will need to take into account the impact on each and balance them in the best way possible.

8.6. The Strategy considers for Exeter and Topsham the current and projected future position on the demand for and supply of parking, parking operations and tariffs, the condition of the City Council's car parks and their potential for improvement and development, as well as signage and other infrastructure that influences parking behaviour. It considered the issues in the light of the Strategic Objectives and makes recommendations for interventions that are set out in the Action Plan.

9. Key Issues in the Strategy

9.1. Stakeholder issues

- Reducing congestion would increase demand from suppressed trips
- Strong support for enhanced and additional Park and Ride services
- Poor directional and live capacity information about car parks
- Limited payment options in some car parks

- Hard to find a space at peak times

9.2. Parking Supply and Demand issues

- Saturday City Centre car parking will run out of capacity in 2018
- Most city centre parking is short stay use
- Weekday capacity is around 60%
- Only 23% of weekday parking is commuter parking
- Demand for evening parking is predicted to increase

9.3. Parking Operations issues

- Exeter's long stay parking charges are significantly cheaper than comparable cities for shorter stays
- Exeter's parking charges do not discourage short stay users from using long stay car parks
- There are no short stay restrictions at long stay car parks or vice versa
- Unlike Exeter, most comparable cities charge for evening parking
- Parking demand is only marginally affected even with extreme increases in prices
- There is low demand for season tickets
- The current permit schemes do not maximise capacity in underused car parks

9.4. Car Park Condition and Development issues

- Not all Premium car parks score highly in terms of quality
- The maximum use of Cathedral and Quay lags behind other car parks, suggesting that it is used as a final choice car park.
- City centre congestion could be ameliorated by investment in King William Street, Cathedral and Quay, Mary Arches Street and Harlequins car parks
- Triangle car park offers a prime location for a high quality multi-storey.

9.5. Car Park Signage and influencing infrastructure issues

- Improved signage is needed to help visitors navigate to and around the City Centre car parks
- the current signage and information around Princesshay needs to be reviewed
- real-time information on parking space availability, Park and Ride and journey times into the city centre needs to be improved and developed

9.6. The Strategy analyses how interventions on pricing and tariffs, evening opening, season tickets and permits, physical improvements, signage, supply, alternatives to city centre parking and parking promotions could deliver the Strategic Objectives and sets out its recommendations in an Action Plan.

9.7. The Action Plan seeks to deliver a revised pricing and tariff structure for the City Council's car parks in September 2016, an Investment Strategy for the City Council's car parks in November 2016 and improved signage and payment options by September 2017, amongst other things. Key components of the Strategy will be brought forward for public consultation and Member consideration in due course.

10. How does the decision contribute to the Council's Corporate Plan?

10.1. A Corporate Plan priority in 2015/16 is to "*Adopt a new Parking Strategy and develop the Parking Action Plan".*

11. What risks are there and how can they be reduced?

11.1. There is a risk of loss of income from multi-storey car parks if structural issues are found to exist, as is common with that form of construction. A structural survey, with an associated investment programme, will be undertaken as soon as possible to ensure this critical income stream is maintained.

12. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?

12.1. The Equalities Impact Assessment reveals no anticipated negative impacts. There may be positive impacts for disabled drivers if accessibility to the city centre is improved through the aim to reduce congestion. There may also be positive impacts on female drivers if car parks become more welcoming and perceptions of safety are improved and provision of wider parent & child bays is reviewed.

13. Are there any other options?

13.1. Not applicable.

Sarah Ward
Assistant Director Public Realm

<u>Local Government (Access to Information) Act 1972 (as amended)</u>
Background papers used in compiling this report:-

Exeter Parking Strategy Final Strategy Report, January 2016 WSP | Parsons Brinckerhoff

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A New Strategy for Parking 2016 - 2026

March 2016

Public Realm, Exeter City Council
This document is also available from our website at www.exeter.gov.uk

Any enquiries regarding this document should be
sent to us at publicrealm@exeter.gov.uk

If you would like this information in another language or format such as large print or Braille, please phone 01392 277888 or e-mail *customer.services@exeter.gov.uk*.

Contents

Foreword

By Cllr Rosie Denham, Portfolio Holder for Economy and Culture

"Exeter has ambitious plans to become the Regional Capital of the South West, placing a vibrant, successful City Centre at the heart of these plans. How people access the City Centre, their first impressions, where and how long they park for and how safe they feel are important elements of the City's success. The city's car parks and transport infrastructure contribute to the city's economic growth, delivering ease of access into the City Centre, encouraging people to stay longer and helping to support the development of the city's evening and night-time economy, further strengthening the cultural vibrancy of the City Centre."

CLLR ROSIE DENHAM
Portfolio Holder for Economy and Culture, Exeter City Council
March 2016

Executive Summary

Exeter City Council has an extensive portfolio of car parks in the City Centre and in key local retail centres. The Council is keen to see its car parks contributing to the economic growth of Exeter and to optimise existing parking capacity in the city and reduce congestion whilst maintaining an important income stream.

WSP Parsons Brinckerhoff were commissioned by Exeter City Council in August 2014 to provide professional consulting advice and services for its City wide review of off-street parking. This included qualitative, operational and capacity reviews of the car park and tariff modelling as well as perceptual assessments from stakeholder and car park user workshops.

The Strategy considers for Exeter and Topsham the current and projected future position on the demand for and supply of parking, parking operations and tariffs, the condition of the City Council's car parks and their potential for improvement.

Stakeholders highlighted that it was hard to find a parking space at peak times, that there was poor directional and live capacity information about the city's car parks and that payment options were limited. They were particularly concerned about congestion and there was strong support for more Park and Ride Services.

A key issue to be addressed by the Strategy is parking capacity in the City Centre on Saturdays, which is predicted to reach full capacity by 2018. Weekday capacity is around 60%, with only 23% of this being commuter parking and the rest mainly short-stay use. Demand for evening parking is predicted to increase.

In terms of parking charges, there is an anomaly between Exeter's long stay and short stay parking offers. There are no short stay restrictions in the long stay car parks and nor do the charges discourage short stay users from using long stay car parks: charges are cheaper in long stay for the same amount of parking time. This makes Exeter significantly cheaper than comparable cities for shorter stays. In addition, Exeter is unlike most comparable cities in not charging for evening parking.

The City Council's car parks vary considerably in their condition, look and feel, which influences where people prefer to park and adds to congestion. Not all the Premium car parks score highly in terms of quality and the use of Cathedral and Quay car park suggests that it is a last choice for most drivers. There is scope for limited development on some existing car parks which may increase the number of spaces overall and Triangle Car Park offers a prime location for a new high-quality multi-storey.

Improved signage is needed to help visitors navigate to and around the City Centre car parks and in particular the area around Princesshay. Real time information on parking space availability, Park and Ride bus times and journey times into the City Centre needs to be improved.

The Council will look to make changes to the current pricing and tariff structure, signage, evening offer, opening times and charges, improve the condition and look and feel of its car parks, seek to increase the number of parking spaces, work with restaurants and retailers on joint promotions and support the County Council to encourage alternative forms of travel.

The Action Plan on Page 54 sets out the proposed timescale and priority for these interventions. The impact of the Strategy will be measured in terms of increased dwell time, increased Sunday parking demand and modal shift. Other more operational measures will also be monitored.

Policy Context

NATIONAL PARKING POLICY

The Government's National Planning Policy Framework was published in March 2012 and set out the Government's planning policies for England and how these are expected to be applied. This advice supersedes the more definitive advice within former Planning Policy Guidance (PPG) notes and Planning Policy Statements (PPS) including PPS3 Housing; PPG6 Town Centres and Retail Development and PPG13 Transport.

The National Planning Policy Framework sets out a series of parking related objectives to:

- Reduce the dependency on the car in favour of more sustainable forms of transport;
- Set local parking standards that reflect local conditions and transport objectives;
- Improve the quality of parking in town [and City] centres and set appropriate parking charges so as to support the vitality of the town [and City] centre.

LOCAL PARKING POLICY

Many policies relating to Planning and Transportation are relevant to Local Parking Policy. The future development of the City and its wider environs, its economy, including evening economy, tourism and its Vision including Principle 9 to improve sustainable travel, have been reviewed in the context of the Parking Strategy.

Local Parking Policy has the challenging aim to balance the needs of a thriving City (for commuters, tourists, shopping, education and leisure trips, including the evening economy), with a supply of parking that is affordable for those where the alternative travel options are limited and not convenient, whilst fitting into policies that encourage sustainable travel, and operating at least at cost neutral status, and more ideally as a revenue resource for the Council.

Single occupancy car travel is one of the least sustainable ways of travel in terms of energy and utilisation of highway space per person, but cannot currently be influenced by parking operation other than through the tariff where the car rather than the occupant is the basis of charge. Car travel, as for other vehicles, detrimentally contributes to air quality issues, which is influenced by particulates emitted from diesel engines and congestion, as well as other factors such as topography and air flow.

Exeter City Council is seeking growth that will support a sustainable Central Area and to protect its special character by helping tackle associated issues that impact on quality of life such as air quality. The Council supports the Local Transport Plan 3 (LTP3) Objective 6 of seeking to achieve a step change in public transport to reduce travel demand by car, and also measures which might minimise the need to travel. However, not all Core Strategy growth in demand can be accommodated by sustainable transport and trip reduction alone, so car parking will retain an important role in providing good access to the Central Area which is seen as crucial to the future prosperity of Exeter.

The Core Strategy seeks strategies to encourage reduced car reliance and suggests parallel action to reduce the relative attractiveness of car use.

Improving bus services and supporting 'Park and Ride' expansion are set out in policy documents, with four possible new 'Park and Ride' (P&R) sites identified to serve the West, East and North; and South West in addition to the current three sites to the East, South East, and South. The role of P&R is aimed at longer stay car parking, reducing the car element of commuter and day trips into and out of the Central Area at the most congested times.

Encouraging diversification of development within the Central Area through the Core Strategy should nurture more self-contained, shorter journeys which are likely to be made by foot or bicycle as the distances are small and car use would be less attractive.

PLANNED DEVELOPMENT AND GROWTH ASSUMPTIONS

The growth assumptions in this Strategy have been informed by the adopted Exeter City Council Core Strategy (February 2012); the emerging Exeter City Council Draft Development Delivery Options Document (Consultation Version, December 2013) and discussions with Exeter City Council officers for key developments as well as predicted visitor numbers and tourism trends.

CORE STRATEGY AND STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT

The Core Strategy quantifies growth expectations, including broad locations where that growth is anticipated (e.g. Central Area, Urban Extensions etc.). The Strategy does not identify specific sites or how the growth will be delivered. This will be set out within the Development Delivery Plan which is yet to be adopted although a draft was published for public consultation and representations during December 2013 and a Publication version was published for comment in July 2015 but has not yet been submitted to the Secretary of State for Examination.

In parallel with the Core Strategy, the Council has responsibility for housing delivery to meet future need, and it reviews and monitors growth in housing via the Strategic Housing Land Availability Assessment (SHLAA) and Authority Monitoring Reports (AMR), published annually and setting out completions to date and expectations for the future trajectory of growth.

Any growth is important, since it could drive an increase in car parking demand, as follows:

- Increases in the retail, leisure and tourist draw (through an expansion in destination land uses) can be expected to increase the attractiveness of the Central Area as a destination;

- Increases in office land uses within the Central Area may also increase demand for car parking;
- A rise in the catchment population within reasonable drive time of Exeter is likely to help drive increases in demand to travel to the Central Area (subject to the growth in destinations/ attractiveness there).

This is likely to have a distance decay function and depend on the degree of competing non-residential development elsewhere to the Central Area. For example, residential growth in urban extensions on the edge of Exeter and within ECC's administrative area and within urban extensions and new communities on the city fringes can be expected to have a much greater and more significant impact on demand than growth further afield within Devon or beyond (e.g. major planned housing growth in Newton Abbot).

POTENTIAL CONSTRAINTS TO FUTURE GROWTH IN CAR PARK USE

Whilst the above may be seen as potential drivers of additional demand in terms of land use and attraction of the Central Area, it is also recognised that car parking forms only one part of the transport system (and ECC and NCP off-street car parks only one component of the car parking stock with the significant capacity of on-street and Private Non-Residential parking as well as residential parking further out from the Central Area). Growth in demand may well, in reality, be constrained or tempered by the following:

- Heavy congestion on arterial routes into the Central Area, particularly at peak times, but also during other parts of the day. This may discourage some from driving to the Central Area, particularly if LTP planned and promoted alternatives to driving are delivered and on balance are sufficiently attractive and able to compete in terms of cost, time and convenience (e.g. metro rail improvements, cycle route improvements, possible P&R expansion). Alternatively, there is a risk that, contrary to ECC's Strategy of focussing major trip attractors within the Central Area, if competing edge or out of town growth comes forward that people may choose this over the Central Area for some purposes
- Work to date suggests that in reality, at the time of the 2010 Car Parking Study undertaken by WSP Ltd for Exeter City Council, ECC car parks may have a relatively limited role in providing long stay car parking for commuters at present (with the exception of P&R), as a result of relatively high long stay charges, some remaining free on-street parking opportunities in surrounding areas and the availability of Private Non-Residential (PNR) car parking. The third LTP (2011) published by DCC estimates around 3,000 PNR parking spaces within the Central Area, which is slightly more than half the number of publicly available off-street parking available via ECC and NCP car parks and therefore expected to contribute to congestion (especially peak hour congestion) more than the ECC spaces which show much higher demand / accumulation during the middle of the day, as compared to the highway peak arrival and departure times
- It must be recognised, of course, that any future B1 office development within the Central

Area may come forward with greater restraint on new car parking provision than was historically the case and therefore such development may be more reliant in future on public transport and/or public car parking than for past developments.

- The travel to work area is expanding, with more people travelling further distances to work in Exeter. The opening of the South Devon link road is expected to increase this number.

GROWTH TRAJECTORY

Table 1 Core Strategy Housing and Population Growth Trajectory

Year	Estimated population growth (in year)	Estimated population growth (cumulative)	Estimated population total*	Annual housing completion (in year)* - SHLAA	Cumulated housing forecast – SHLAA
2013/14	-	-	120,905	-	-
2014/15	1875	1875	122,779	783	783
2015/16	1544	3419	124,324	645	1428
2016/17	1669	3213	125,993	697	2125
2017/18	1954	3623	127,946	816	2941
2018/19	1540	3493	129,486	643	3584
2019/20	2174	3714	131,660	908	4492
2020/21	2023	4197	133,683	845	5337
2021/22	1379	3402	135,062	576	5913
2021/23	1027	2406	136,089	429	6342
2023/24	845	1872	136,935	353	6695
2024/25	1300	2145	138,235	543	7238
2025/26	1822	3122	140,057	761	7999

* Based on extrapolating from 2011 Census data of 117,773 residents, assuming an average of 2.3943 residents per dwelling and based on housing completions and forecast completions from the 2013 Revised SHLAA (Appendix 4).

Table 1 above shows the Housing and Population Growth Trajectory based on the Core Strategy which suggests a population increase of 19,000 or 16% from 2014 to 2026. Whilst detailed SHLAA data has not been consulted for Teignbridge or East Devon the following broad build-out profiles for the period 2014 to 2026 could be assumed approximately 450 dwellings per annum at Cranbrook from 2014 to 2026 (total 5,400 dwellings); and approximately 250 dwellings per annum at South West Exeter from 2016 to 2026 (total 2,500 dwellings).

KNOWN AND ANTICIPATED CITY CENTRE DEVELOPMENTS

Recent and current City Centre development includes the John Lewis extension of floor-space (2012), a Premier Inn at Southernhay and the Guildhall replacement of retail area for restaurant use (2015/16).

The anticipated development includes the Bus Station re-development with the swimming pool and leisure proposals as part of the Bus Station re-development reviewed below; and the Bus Depot re-development, which is a site adjacent to the bus station. Planning permission has been granted for the Bus Station site subject to a planning obligation, so for the purposes of the Strategy this has been included in the technical calculations that support the Strategy predictions.

RE-DEVELOPMENT OF EXETER BUS STATION

For the purposes of the analysis that underpins the technical advice to the Strategy, the re-Development of the Bus Station has been included within the development proposals. This re-development will be an important Central Area development. The Council has resolved to grant planning permission subject to a planning obligation, and it is understood that with an anticipated opening year of 2018.

There are net changes in land use, car parking supply and demand and alterations to routing within the City Centre affecting routes to different car parks from some areas. The re-development will close Bamfylde Street Car Park (88 spaces) as well as 90m of on street parking and remove on street parking on Bude Street and Belgrave Road. The Coach parking will be re-located from the bus station and the National Express intercity buses will move from their existing bays in the bus station to on-street in Bampfylde Street with a further loss of on-street parking. In addition to the parking which will relocate to other areas, the development itself increases the demand for parking as a result of the net increase in development land uses.

The closure of Bampfylde Street car park and existing development uses is assumed to happen with anticipated construction start date of 2016, with the new businesses open in 2018.

Paris Street (which is part of the B3183), will be closed to traffic at its northern end, no longer providing vehicular access to Sidwell Street and the High Street. The Street will effectively end at the access to the Princesshay car parks at Southernhay.

As a result of the closure of Bampfylde Street car park, twinned with the closure of Paris Street, the traffic that currently enters and exits Bampfylde Street Car Park from the north and west (York Road) will most likely divert into John Lewis Car Park, and traffic from the north and east Blackboy Road/Old Tiverton Road) will most likely divert to the Triangle Car Park. Traffic from the east (Heavitree Road) and south (Western Way) could use the Princesshay Car Parks or other car parks on route such as Magdalen Road or Triangle. The capacity analysis later in this document shows that there is some limited capacity in most of these car parks to absorb the impact of the closure of Bampfylde Street Car Park.

The closure of Paris Street as a through route will make the three Princesshay car parks less easy to access from the North and West, and John Lewis, King William Street and Howell Road less easy to access from the South.

SUSTAINABLE CITY CENTRE / HEALTHY LIVING / PRINCIPLE 9 / AIR QUALITY

The Sustainable City, Healthy Living and Principle 9 (of Exeter's Vision Partnership) relate to the City becoming a beacon for healthy living through encouraging more pedestrian, cycle and public transport use as part of the solution to travel. Principle 9 seeks further pedestrianisation of the central area, and removal of cross City traffic to make the central area more attractive to visitors. Use of sustainable modes of travel will in turn help to improve the air quality by reducing traffic in the City Centre.

Exeter City Council, along with other organisations represented on the Exeter and Heart of Devon Low Carbon Task Force, recognises the benefits of electric vehicles in reducing harmful emissions and improving local air quality. It has adopted an Electric Vehicle Strategy, to encourage the use and ownership of electric vehicles as one element of a sustainable transport package. Exeter City Council has already installed charging points for electric vehicles in a number of its car parks and a programme of installation of solar panels and LCD lighting in its car parks was completed in December 2015.

Where possible, opportunities to include actions to help reduce carbon emissions from vehicles travelling to and from the ECC car parks and/or in terms of operation of the car parks themselves, will be considered particularly where this generates cost savings and/or can be incorporated in a cost effective manner.

TOURISM AND VISITORS

Exeter City Council's Economy and Tourism Manager has provided the latest available data on visitor arrivals and spend for Exeter. Information on visitor trips to Exeter (referenced within the Exeter Visitor Strategy from data obtained from Cambridge Economic Impact Assessment) shows that in 2014 there were 1.6M day visitors; 0.45M overnight visitors, with the vast majority (75%) on holiday, or (14%) visiting friends or family, with 7% business trips and 4% to study.

The visitor spend is estimated to be £181M per annum: 27% on shopping, the same on food and drink; 22% on accommodation; 13% on travel and 11% on visiting attractions and entertainment.

The trend in visitor growth fluctuates but on average suggests 0.9% growth per annum which has been applied to the modelling and analysis that underpins the Strategy.

Strategic Objectives

- **ECONOMIC GROWTH**

  Exeter has ambitious plans for economic growth over the next 20 years. The City's vision is "*To establish the Exeter city-region as one of the UK's leading knowledge economies, attracting significant investment, creating sustainable high quality employment and raising income levels for the benefit of its residents and businesses.*"

  Exeter is a motor for job creation. In the 10 years to 2014 the number of people employed in Exeter rose by nearly 30,000 (34%) and inward commuters now make up around 35% of all employees in Exeter. Over the next 15 years, productivity per job in Exeter (26%) is expected to rise almost three times as fast as the rise across the LEP Heart of the South West area (9%). Exeter seeks to compete as an office location, particularly given the role of office staff in generating lunchtime and early evening trade and enlivening the streets, cafes and shops of the City Centre;

  Retail growth is key to the success of our thriving city and Exeter is already the premier shopping destination in the peninsula. The City has ambitions to create an '18 hour' City by extending the City's evening economy and leisure offering.

  Competition from out of town shopping centres remains a threat and Exeter is working hard to become a destination of choice, combining a superb retail offer with a strong heritage, culture and leisure offer. Car parking is an important element of this growth story and it is essential to ensure that the City Council's car parks support economic growth by encouraging visitors to stay longer when they visit the city.

- **MAXIMISING CAPACITY**

  The existing use of the off-street car parks is markedly different between weekday, Saturday and Sunday. On Saturdays, the car parks are close to full capacity with the maximum overall use at 88%, and nine of the 24 central car parks at or over capacity. Critically, projections show that actual capacity in Exeter's city centre car parks will be reached on a Saturday by 2019, and by 2018 if the redevelopment of the Bus Station goes ahead as planned.

  Sunday use is around 60% of that of Saturday and during the working week there is considerable spare capacity in the central area car parks, although this varies between car parks and will not be the general perception at some locations.

  This Strategy will seek to address the critical issue of Saturday parking capacity and to increase demand for parking spaces during the rest of the week.

- **REDUCING CONGESTION**

  Traffic congestion is seen by stakeholders as a key deterrent to accessing the City Centre, and therefore limits parking demand. This implies that reducing congestion would increase demand for parking from suppressed trips.

  Exeter City Council supports the Local Transport Plan 3 objective of seeking to achieve a step change in public transport, to minimise the need to travel and to reduce travel demand by car. However not all demand can be accommodated by sustainable transport and trip reduction alone, so car parking will retain an important role in providing the good access to the City Centre and is seen as crucial to the future prosperity of Exeter.

- **MAINTAINING INCOME**

  The City Council depends on the £6M income it receives from its car parks service every year to deliver a balanced budget and provide essential services. It is imperative that any changes to the parking offer as a result of this strategy at least maintain current income levels.

  Operating the car park portfolio requires significant investment as well as year on year maintenance to provide users with the level of service that they expect. It is essential that appropriate funding is available for on-going maintenance, refurbishment and renewal programmes and it may be necessary to increase overall income from car parking to fund this investment and ensure that an income stream is maintained for the long term.

Stakeholder Views

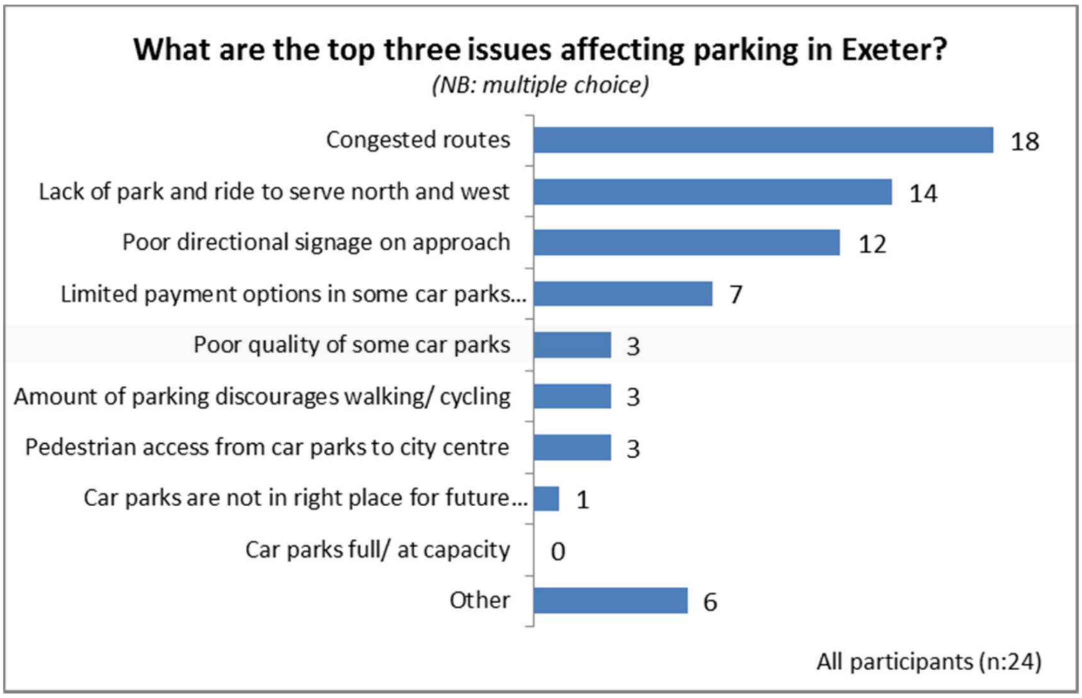
Engagement of local opinion and perception was very important for the successful analysis of this Parking Strategy, both to inform and influence the Strategy and to allow stakeholders a better understanding of the requirements and needs of the Council.

STAKEHOLDER WORKSHOPS

Around 70 stakeholders were invited to the workshop in November 2014, including representatives from a range of local businesses, organisations and groups such as Chamber of Commerce, Federation of Small Businesses, Princesshay Shopping Centre, Guildhall, John Lewis, NCP, APCOA, University of Exeter, Cultural Partnership, Phoenix Centre, Living Options Devon, hoteliers, Exeter St. James Forum, Royal Mail, Mecca Bingo, Ernst and Young, Stagecoach and Devon County Council.

Figure 1 summarises the most important issues to these stakeholders:

Figure 1: Stakeholders: Top Three Issues Affecting Parking in Exeter



The Stakeholders also felt:

- that that there is sufficient parking to meet current demand
- additional capacity is required to support the growth and development aspirations for Exeter, particularly in the South, East and West of the City;

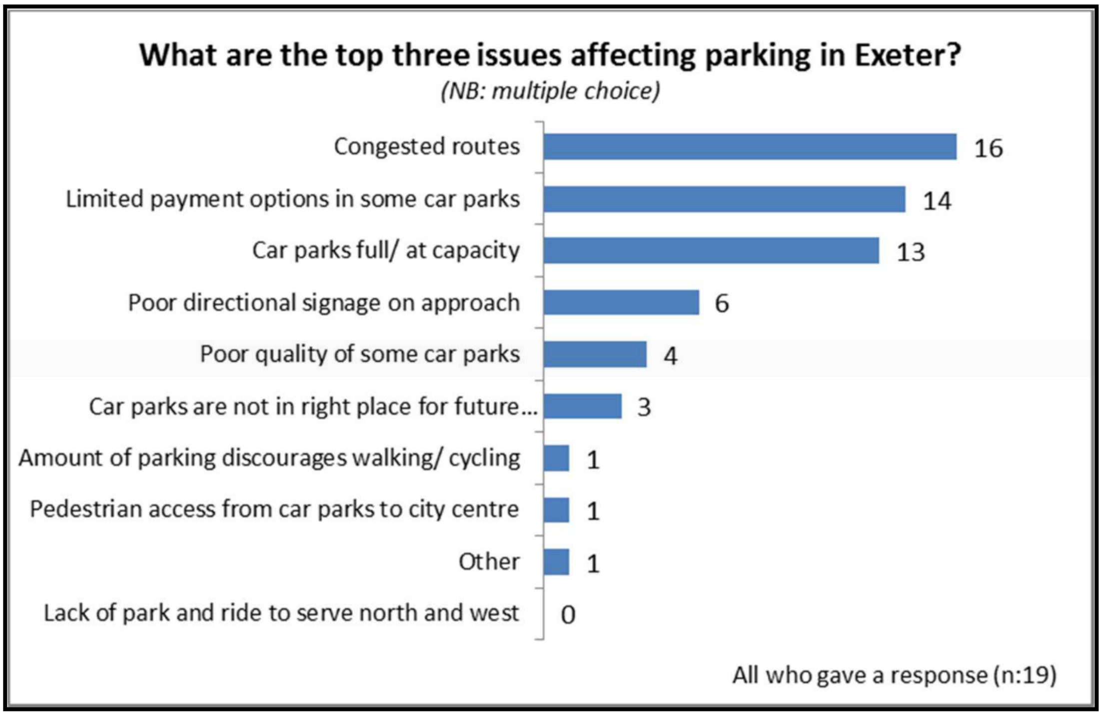
- positive about the condition of off-street car parks in Exeter, recognising that there is room for improvement in some car parks;
- The parking pricing/tariff structure needs to be given careful consideration to encourage shoppers/leisure users into the City and to increase the duration of their stay;
- Parking is intrinsically linked to the wider transport strategy, for example, stakeholders strongly support the need for improved public transport links to take the pressure off the road network;
- On and off street parking should be managed as one overall supply
- The Parking Strategy must consider potential changes to land use within the Central Area and how to respond to the changing face of the High Street

PARKING USER FOCUS GROUPS

In addition to the stakeholder workshop, parking users were randomly selected by specialist market research recruiters according to set socio-demographic criteria (gender, age, Socio Economic Group, area, working status and ethnicity) to ensure a good balance and broad geographic spread of respondents was achieved.

Figure 2 summarises the most important issues to these parking users:

Figure 2: Parking Users: Top Three Issues Affecting Parking in Exeter



Of particular interest is the perceived focus of the Parking Strategy which, as summarised in Figure 3 below, suggests "*making better use of existing facilities (quality, pricing, information), but no new provision*", though a significant number thought "*new central area parking*" was needed as well as "*additional P&R facilities*".

Figure 3: Parking User Focus Group: Direction of Parking Strategy

In summary, the selected parking users thought:

- Location, cost and payment type are the key considerations when selecting a parking location
- Lack of signage makes it difficult for visitors to navigate the Central Area. The current lack of signage/ information about the smaller car parks causes traffic congestion around Princesshay as drivers do not venture further afield to park
- There is strong demand for better information about the car parks; there is felt to be a need for live information, whether delivered through improved VMS or a Smartphone app.
- Commuter parking / employees need to be better provided for;
- The tariff structure needs to be given careful consideration to encourage shoppers/leisure users into the City and to increase the duration of their stay
- The current price differential between the different car parks is not considered significant enough and there is confusion over the current car park classification system. There is a feeling that longer stay parking in the City Centre should be cheaper, particularly in the outer, less popular car parks
- Payment mechanisms are key to duration of stay: pay & display limits the time spent in the Central Area. There is support for a pre-pay “Oyster” card scheme which could be used for parking, public transport, P&R;
- There is demand for parking promotions with restaurants/retailers and/or a loyalty card system;
- There is strong support for significant improvements to public transport to reduce car use

and congestion and most feel that the Parking Strategy should encourage people to think twice about their car use
- There is a general feeling that P&R, including rail-based P&R, should play more of a role in Exeter's future, with more sites serving different locations.

TOPSHAM COMMUNITY ASSOCIATION FEEDBACK

Feedback from the Topsham Community Association requested consideration be made of the following:

- Conversion of Topsham Quay to a medium/long stay car park rather than short stay as it serves recreational users (boaters, birdwatchers, hikers, cyclists) far more than shoppers
- Residents parking permits for Topsham car parks, prioritising those without house frontage
- The impact of proposed loss of the "T" bus service which the Association considers is likely to lead to more car journeys from Countess Wear to access the Doctor's surgery and other amenities
- Potential for allowing long stay durations of several days at Tappers Close for those travelling away to compliment adjacent railway station
- Is extra land available for parking at allotments or rugby club?
- Consideration of the influence of free on-street parking;

Key Stakeholder issues

- Reducing congestion would increase demand from suppressed trips
- Strong support for enhanced and additional Park and Ride services
- Poor directional and live capacity information about car parks
- Limited payment options in some car parks
- Hard to find a space at peak times

Parking Supply and Demand

Within the Central Area, Exeter City Council manages thirteen surface, two underground, and six multi-storey off-street car parks totalling 4,112 parking spaces. This includes 119 disabled spaces. 361 spaces are reserved for permit parking on weekdays and 145 spaces at the weekend. National Car Parks (NCP) operate a further two multi-storey and one underground car park totalling 573 spaces. Other operators including Total Car Parks, APCOA and Premier Park offer around another 660 spaces. Devon County Council through its Local Transport Plan estimate that there are 3,000 off-street Private Non-Residential (PNR) parking spaces in the City Centre, suggesting that the City Council controls just over a half of the off-street parking supply in the centre.

On-street parking is managed by Devon County Council and there is a significant supply of around 500 mainly pay and display parking spaces around the city centre, with some disabled parking areas and loading bays. Further out from the centre, there are 20 residents' on-street parking zones operated by Devon County Council, with some allowing permits for business and visitors including hotel guests.

Outside the City Centre, Exeter City Council operates four surface off-street car parks in Topsham totalling 152 spaces, and an off-street car park in Heavitree which has 38 spaces.

There are three Park and Ride (P&R) sites to the East, South East and South of Exeter. Matford P&R, to the South) is operated by Exeter City Council with 451 spaces (120 additional bays in an overflow area were lost to development in late 2015). The other two P&R sites totalling 1,250 spaces are operated by Devon County Council. In context, Park & Ride adds a further 21% of parking stock to the City.

CITY CENTRE

The existing use of the off-street car parks is markedly different between weekday, Saturday and Sunday and is highest on Saturdays where it is currently close to practical capacity.

Sunday use is around 60% of that of Saturday and during the working week there is considerable spare capacity in the central area car parks as shown in Figure 4 below, although this varies between car parks and will not be the general perception at some locations.

CITY CENTRE SATURDAYS

The car parks are already close to capacity on Saturdays as shown in Figure 4 below, with the overall use at 88% of capacity when at maximum usage. 14 of the 23 central area car parks are over practical capacity (90%), with nine of those at or over capacity.

The maximum uses of those with spare capacity on a Saturday were:

- NCP Summerland Gate 89%
- Parr Street 88%
- King William Street (formerly Leighton Terrace and Annexe 88%
- Triangle 87%
- Okehampton Street 84%
- Cathedral & Quay 77%
- Magdalen Road 77%
- Haven Bank 74%
- Princesshay 2 58%
- John Lewis 37%

Figure 4: Saturday Parking Profile by Hour of Day

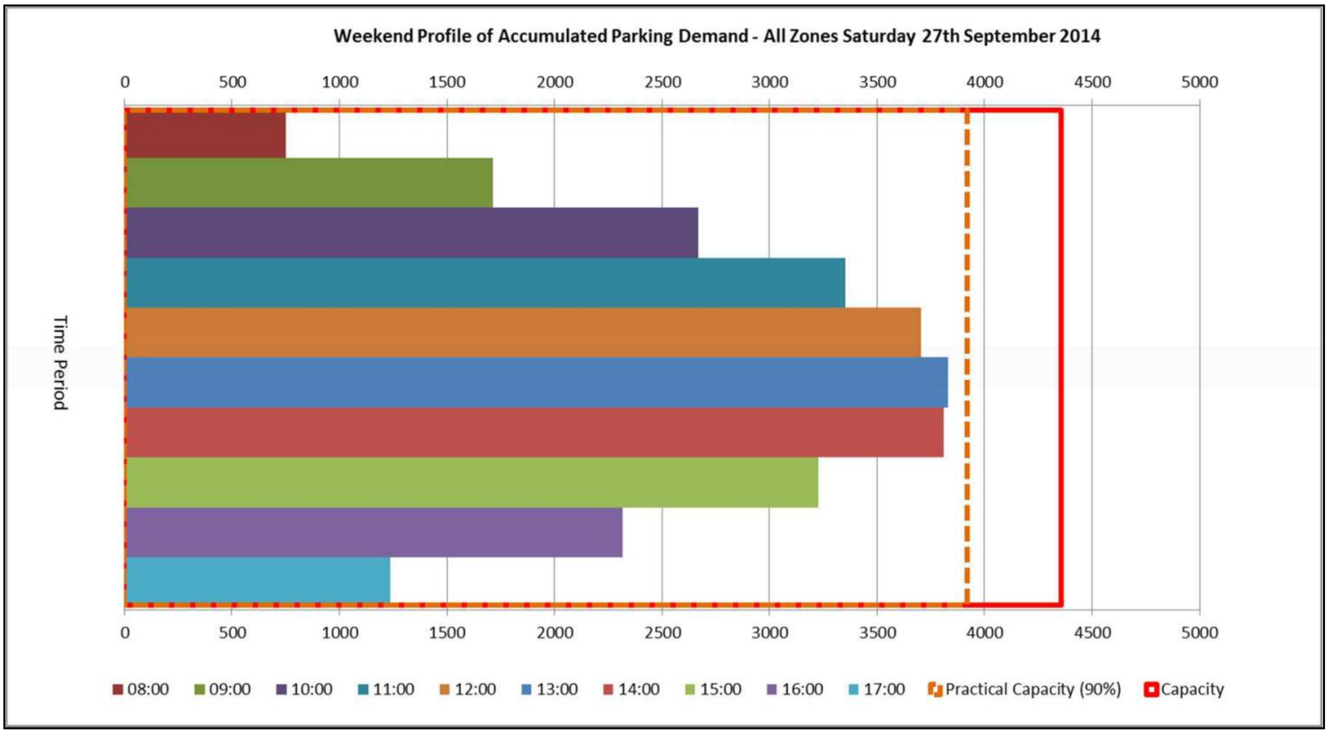
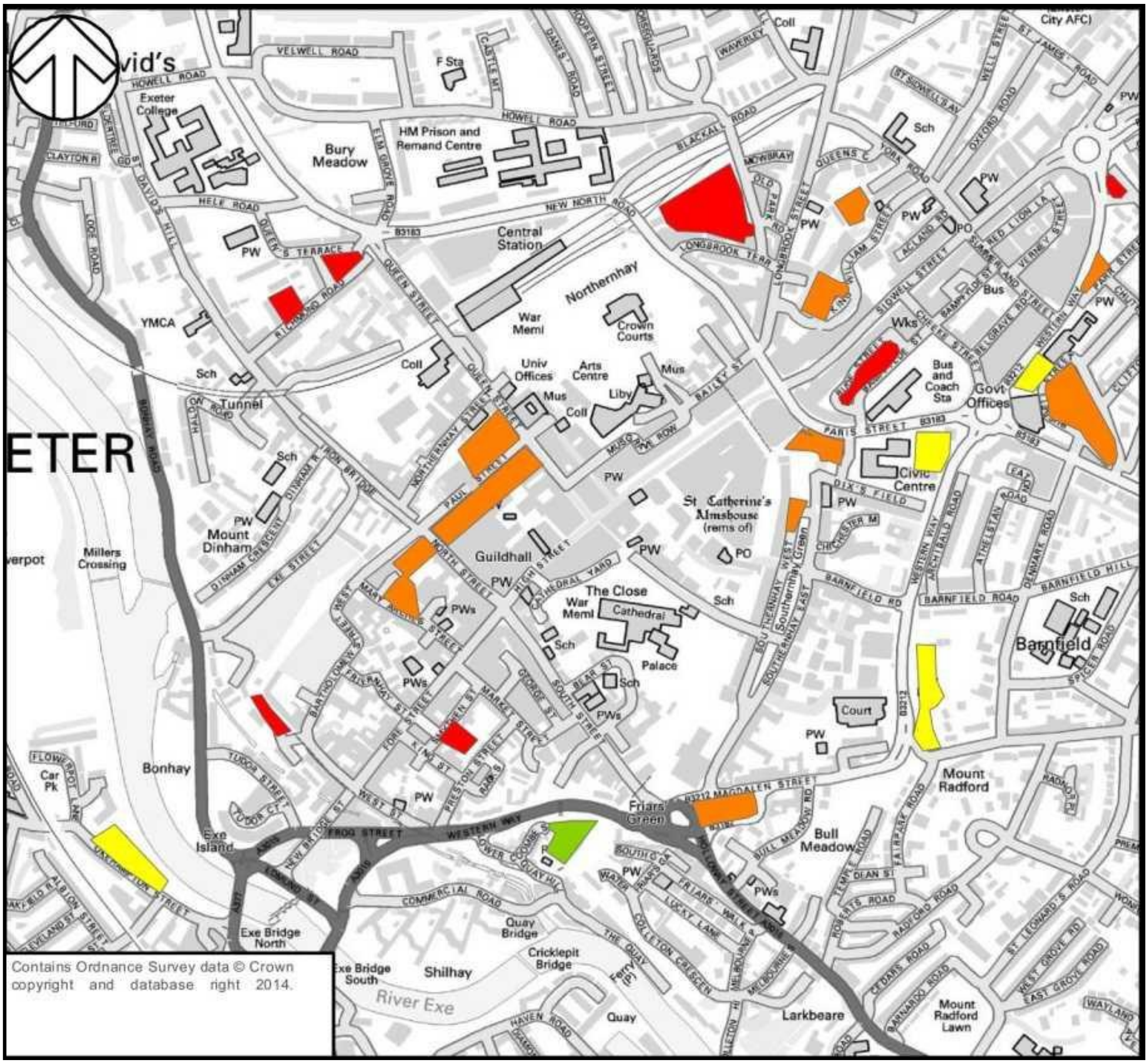


Figure 5 below shows that on Saturdays in central Exeter many car parks are at practical or actual capacity.

Figure 5: Car Park Utilisation on Saturday (September 2014)

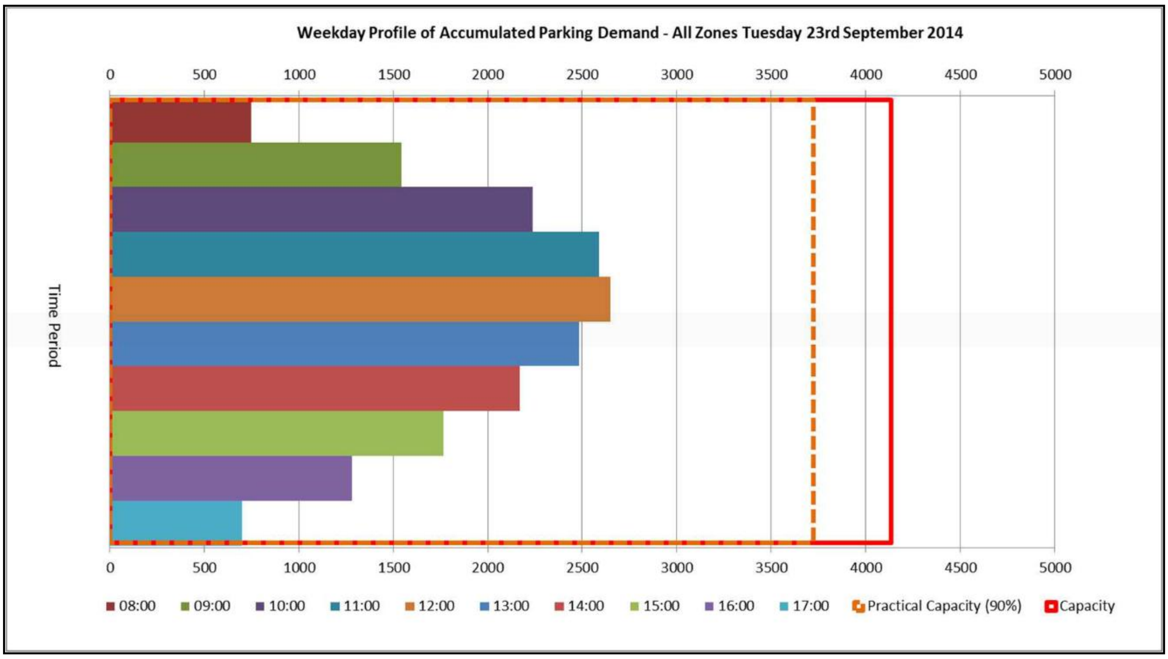


The future growth predictions for Exeter's Core Strategy with the addition of growth from Cranbrook to the East of the City and the South West Exeter developments, **suggest that Saturday city centre car parking will run out of capacity in 2018**. Without the addition of Cranbrook and South West Exeter, which add a significant population to the area, the absolute parking capacity may stretch a further three years till 2021. However parking is at its practical capacity now which means a proportion of cars will have to drive to more than one car park to find a space with added journey time and potential for more queuing and congestion for other road users.

CITY CENTRE WEEKDAYS

During the working week as shown in Figure 6 below, overall there is considerable spare capacity in the city centre car parks but this varies between car parks and will not be the general perception at some locations. Sunday use is around 60% of that of Saturday.

Figure 6: Weekday Parking Profile by Hour of Day



Individual car parks that are experiencing demand approaching or in excess of practical capacity during the weekday peaks are as follows:

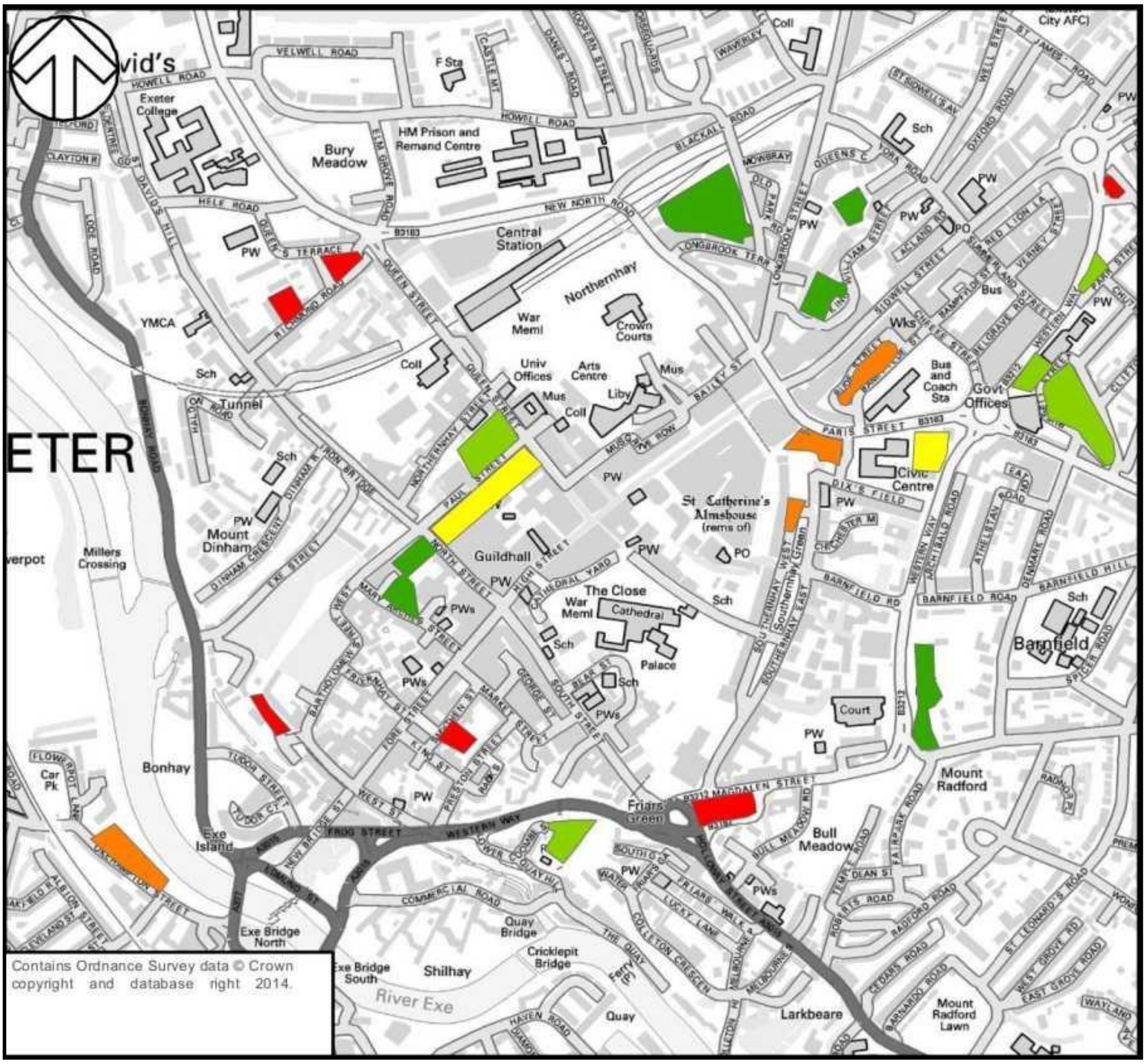
- Belmont Road 137%
- Bystock Terrace 112%
- Bartholomew Terrace 107%
- Richmond Road 106%
- Smythen Street 106%
- Princesshay 102%
- Magdalen Street 102%
- Princesshay 3 96%
- Bampfylde 94%
- Okehampton Street 94%
- Guildhall 90%

Car parks that have considerable spare capacity during the weekday are as follows, noting only those that have less than 50% of maximum use at their highest usage point during the day:

- John Lewis 37%
- King William Street 34%
- Haven Banks 15%

The map of central Exeter at Figure 7 below shows the car parks that are at and over capacity at the peak demand part of the day (usually around mid-day), and those which are at and over operational capacity.

Figure 7: Car Park Utilisation on Weekday (September 2014)



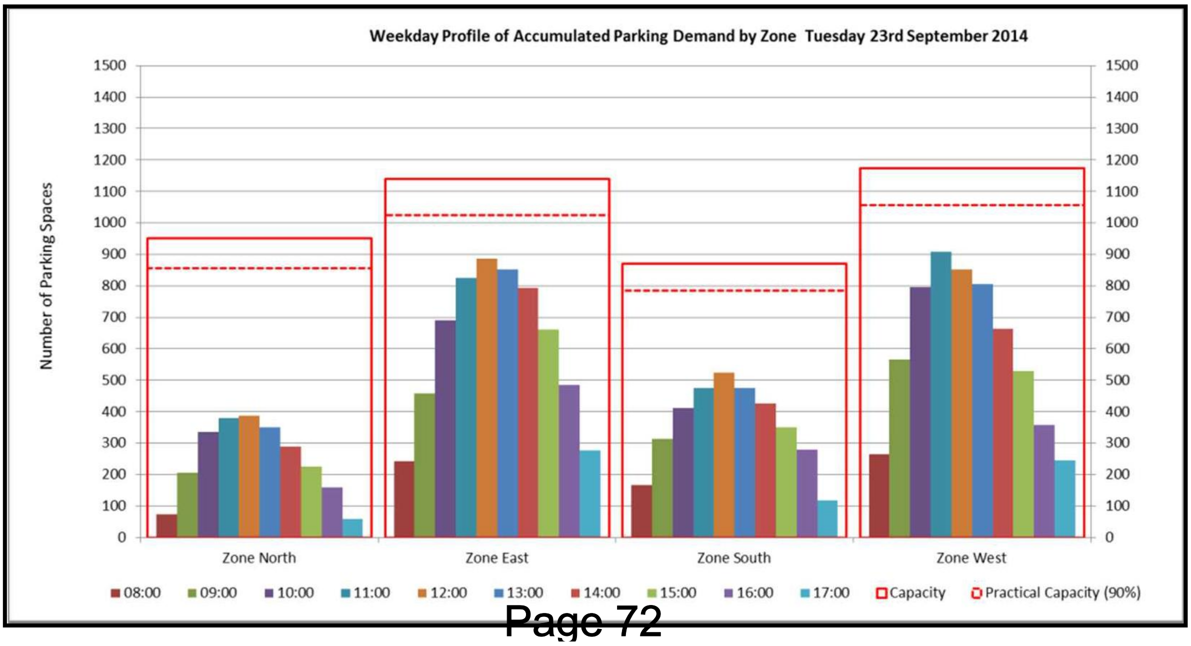
PARKING BY QUADRANT (ZONE)

Car park capacity in the City Centre has also been analysed by quadrant: approximately North, South, East and West.

NORTH	EAST	SOUTH	WEST
• Howell Road • John Lewis • King William Street	• Bampfylde • Belmont Road • Parr Street • Princesshay (NCP) • Princesshay2 • Princesshay 3 • Summerland Gate • (NCP) Triangle	• Cathedral & Quay • Dean Clarke House (PPS) • Haven Banks • Magdalen Road • Magdalen Street • Market Street (NCP) • Smythen Street	• Bartholomew Terrace • Bystock Terrace • Central Station (APCOA) • Flowerpot (Premier Park) • Guildhall • Harlequins Centre • Isca Place (Premier Park) • Mary Arches Street • Okehampton Street • Richmond Road • St Davids Station (APCOA)

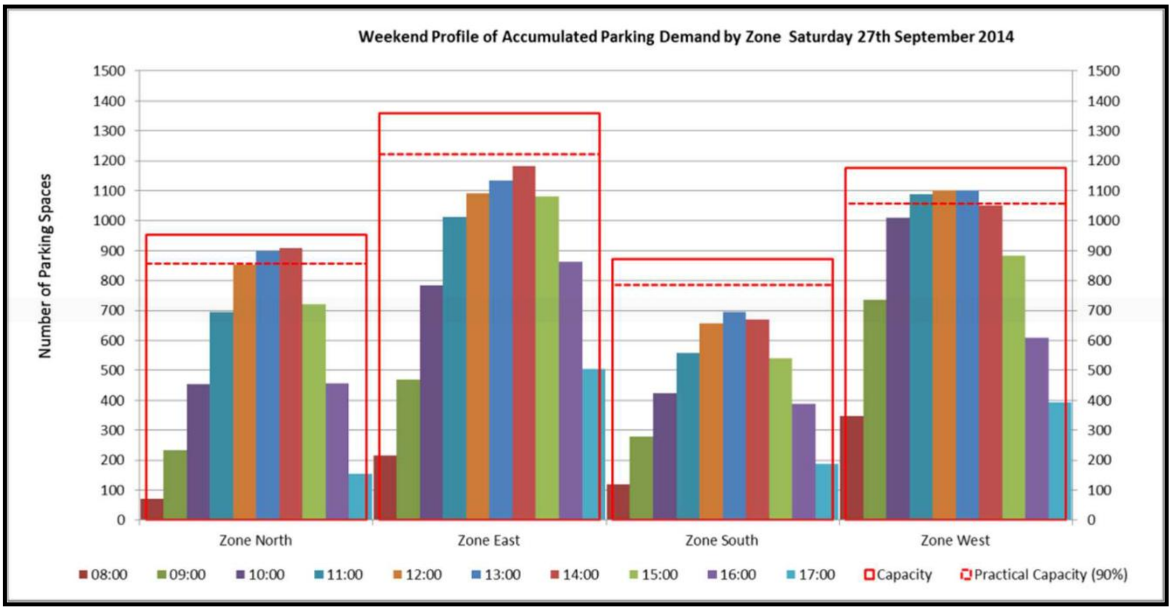
Although there is very high use on Saturdays, the zonal assessment shown in Figure 8 below suggests the maximum parking use in the North and West zones are over 90% capacity and therefore at practical operational capacity but that the East and South zones have some spare capacity.

Figure 8: Saturday Parking Profile by Hour of Day by Zone



On weekdays, demand is highest in the East and West zones, with the North Zone having the lowest use.

Figure 9: Weekday Parking Profile by Hour of Day by Zone



OPENING HOURS BY LOCATION

Table 2 below shows that 10 of the 24 city centre parks are open 24/7, which represents just over a quarter of the overall supply. Just over half the parking supply is available till 11:30 p.m. each evening.

Table 2 Central Area Car Park Capacity by Hours of Operation

	ZONE				
CAR PARK BY OPENING HOURS	EAST	NORTH	SOUTH	WEST	TOTAL
24 hour	426	337	362	612	1737
Bampfylde Street	88				
Belmont Road	27				
Bystock Terrace				50	
Central Station				47	
Dean Clarke House				160	
Flowerpot				70	
Howell Road		337			
Magdalen Road			213		
Magdalen Street			100		
Okehampton Street				81	

Parr Street	41				
Smythen Street			49		
St Davids Station				204	
Triangle	270				
7am to 2am	503				503
Princesshay (NCP)	264				
Summerland Gate (NCP)	239				
7am to 12am				470	470
Mary Arches Street				470	
7am to 11.30pm	171				171
Princesshay 3	171				
7am to 11pm	347		395	91	833
Cathedral & Quay			395		
Harlequins				91	
Princesshay 2	347				
7am to 9pm		244	70	440	754
Guildhall				440	
King William Street		244			
Market Street (NCP)			70		
7am to 8pm			176		176
Haven Banks			176		
7am to 7pm				275	275
Isca Place				275	
8am to 8pm		425			425
John Lewis		425			
8am to 6pm*				97	97
Bartholomew Terrace				46	
Richmond Road				51	
TOTAL					5441

Note * Bartholomew Terrace and Richmond Road are closed for public parking at 6pm but allow residents parking with permits to park 24 hours a day.

LONG AND SHORT STAY PARKING

City Centre ticket sale information, excluding permits and pay-by-phone information on a typical weekday and Saturday shows the overwhelming use of both short and long stay parking provision by shorter stay users. 66% of long stay parking provision is being used by parking for up to 3 hours on a weekday and slightly more (71%) on a Saturday. The comparative short stay parking information indicates 88% of short stay car park users park for 3 hours or less and 62% park for 2 hours or less.

Parking of over 5 hours, which can mainly be attributed to commuter parking, accounts for around 23% of the long stay parking on a weekday. 6% of short stay parking is also over 5 hours. This suggests that commuters either have alternative parking, or are using season tickets or other modes to travel to and from the central area.

The City Council does not currently provide for long-term car parking, particularly for those people travelling by train from the various railway stations around the city.

The Council offers pre-paid season tickets, which are available to anyone, allowing unrestricted access to the Long Stay car parks of Belmont Road, Bystock Terrace, Cathedral & Quay, Haven Banks, Howell Road, Parr Street, Triangle, as well as Magdalen Road (Monday to Friday Only) and Richmond Road (8am to 6pm). There are currently 120 active season tickets.

In addition to the season tickets there are 26 active business permits, allowing access to Long Stay Cathedral and Quay, with a further 8 having access to Short Stay Bartholomew Terrace. Adding this to the 135 Resident's Permits that also have unlimited access to a long stay car park implies a potential of 30% long stay parking at Long Stay car parks.

EVENING USE

The majority of City Centre retail, leisure and residential growth is likely to happen in the East and North zones of our parking model, including growth that is anticipated to generate more evening car parking demand. The Exeter Vision Partnership's Draft Strategy for the Central Area (June 2013) aims for a vibrant, welcoming and safe evening and night time economy as part of its overall ambition to improve the wellbeing of Exeter. These documents together with several other similar references in policy and Strategy documents highlight the importance of evening parking as a crucial part of helping improve the evening and night time economy.

The majority of the City Centre parking, both on and off street, is either free after 6pm or has a small tariff: parking after 6pm at Mary-Arches for example. Half of the off-street car parking supply is available till at least 11:30pm, with just over a quarter (10 of the 24 car parks) operating 24/7. In addition, two of the car parks, Bartholomew Terrace and Richmond Road, are set aside for residents' permit only parking after 6pm. This together with the availability of a significant on-street parking resource suggests that there is ample evening parking. The benchmarking exercise shows that Exeter City Council operated car parks stop charging earlier in the evening than other operators within Exeter and other comparable Authorities.

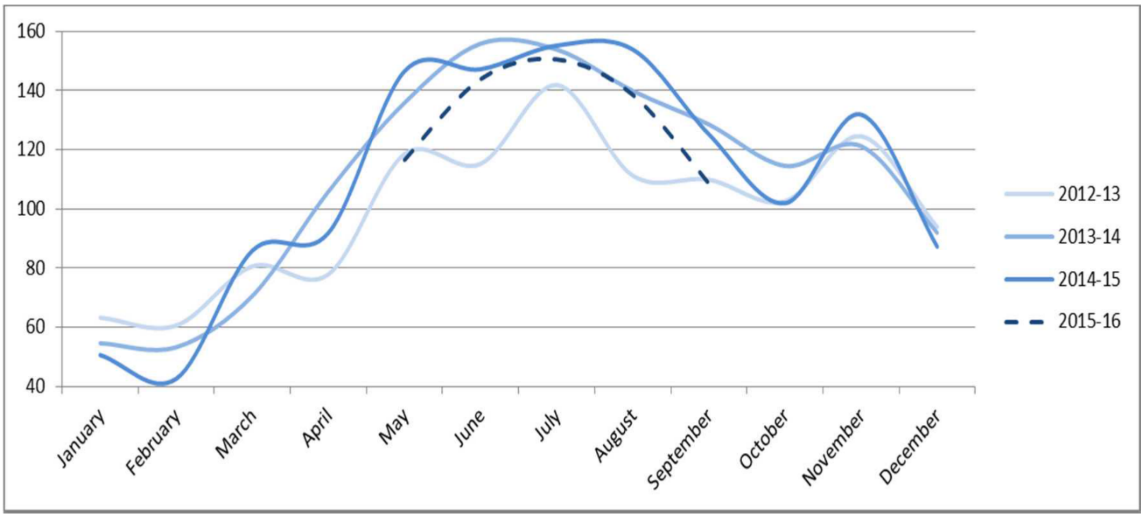
Feedback suggests that there is far greater use of on-street parking in the evening when off-street car parks (particularly multi-storeys and underground facilities) feel less welcoming, especially for women. The lack of time constraint for on-street parking also encourages its use.

COACH PARKING

The numbers of tourist and visitor coaches that use Exeter Bus Station have been monitored in recent years and show an expected trend of more coaches over the summer months as well as November and December for the Christmas markets and shopping. **Figure 10** below shows an indexed yearly profile of use from 2012/13 onwards. The actual numbers are confidential, and by their nature cannot offer complete tourist and visitor coach information for the City, but indicate a small but significant increase in use from 2012/13 to 2013/14, with similar levels in 2014/15 and the partially observed 2015/16.

There are seven regular coach operators that use the Bus and Coach Station, mixed with numerous less frequent operators. The loss of coach parking as part of the re-development of the Bus and Coach Station will be to direct tourist coaches to the one-way South Street for drop off and pick-ups. This will require the removal of on-street parking bays to accommodate drop-off and pick-up areas, and as a one-way street will allow safe use for those accessing and egressing both UK and European coaches as the footways on either side of the road can be used to allow access and egress.

Figure 10: Indexed Coach Parking at Exeter Bus Station



Note: index of 100 has been used to represent average monthly use during 2012/13

It is understood that coaches will be directed from the M5/A38/A30 via Countess Wear and Topsham Road to set down on South Street and then travel down to Exe Bridges and out to the Haven Banks car and coach park at Tan Lane and return. It would also allow the potential for pick up to be made from Haven Road as part of a visit to the City Centre and Quay.

Coach parking counts in the peak use summer months of 2014 suggest that there are occasions when up to 9 coaches can be parked at the bus station but generally there are between two and six coaches during late morning / early afternoon.

No concerns have been raised regarding the coach parking capacity of eight bays at Haven Banks car and coach park following the proposed closure of the bus and coach station, suggesting that the current provision will be adequate for the foreseeable future. As Haven Banks is one of the least used car parks finding additional coach parking space should be possible.

TOPSHAM

Topsham is a local centre to the south east of the City and has a rich history including, in medieval times, operating the second largest trading port in England as well as controlling goods to its neighbouring Exeter. Like many historic coastal towns, its streets are narrow which has led to one-way driving on some streets.

The unclassified road through Topsham connects the A376 Exmouth Road with Countess Weir roundabout and northwards to central Exeter and is a commuter route to Exeter both by car and train. Topsham's railway station is on the Avocet line connecting Exeter with Exmouth and has the only passing point on the single track line.

There are four ECC operated off-street, pay and display surface car parks around Topsham, offering 151 parking spaces all year round and 216 during summer months:

- Tappers Close: 26 spaces next to the Railway Station – local car park with tariff structure geared to longer stays
- Holman Way: 68 spaces half way between the Railway Station and the Quay – local car park with tariff structure geared to longer stays
- Topsham Quay: 26 + 65 spaces at the Quay – tariff structure geared towards shorter stays
- Matthews Hall: 31 spaces in the town centre – tariff structure geared towards shorter stays

Topsham quay capacity varies seasonally with 26 bays all year and up to an additional 65 bays during summer months (May- Oct) when the boatyard is open. All the car parks are well used at weekdays and weekends.

Two of the four car parks (Matthew Halls and Holman Way) are at capacity for both weekday and Saturday. The other two car parks at Topsham Quay and Tappers Close have significant spare capacity (maximum of 40% use) during the week, but are around two-thirds full on Saturdays. The analysis suggests that there is some capacity to cater for future growth within the off-street car parks though perceptually on-street car parking seems close to capacity at times in the day. The short stay car parks are mainly used for up to two hours stay (85%), and the local parking has a more varied use with, in broad terms, a third of users staying up to two hours, a third up to three hours, and a third four hours or more. From reviewing the parking sales by duration of stay, the desire for longer duration parking is not demonstrated at Topsham Quay as the majority of tickets are either up to one hour or two hours with a duration of stay profile that is near identical to Matthew's Hall short stay car park. This is contrary to the perception of Topsham stakeholders reported earlier.

Key Parking Supply and Demand issues

- Saturday City Centre car parking will run out of capacity in 2018
- Weekday capacity is around 60%
- Most city centre parking is short stay use
- Only 23% of weekday parking is commuter parking
- Demand for evening parking is predicted to increase

Parking Operations, Tariffs and Revenue

Location, cost and payment type are the key elements drivers take into account when parking.

CAR PARK OPERATION

Exeter's parking provision has been designated into four different categories: *long stay*, *short stay*, *Premium* and *Local.* The tariff structure is the determining factor for *long stay* or *short stay* parking, which are pay and display. *Premium* car parks are all pay on foot with barrier entry and exit and generally of a higher standard. *Local* car parks are also pay and display and help to serve the needs of a local centre and are tariffed accordingly.

PARKING TARIFFS

The parking tariffs are set by type of car park, with the *Long Stay* tariff geared to encourage long stay parking, *Short Stay* tariff, generally located closer to the centre, geared towards shorter stays and *Premium* parking marginally more expensive than the *Short Stay* tariff. *Local* parking in Topsham, Heavitree and at Okehampton Street has a lower price structure to encourage the use of local centres.

Table 3 shows the parking charges since 2013, which were generally matched in the NCP car parks. There has been no increase in parking tariffs since 2013.

Table 3: 2013 Tariff Structure

	1 HR	2HRS	3HRS	4HRS	5HRS	6+HRS
Premium	£1.80	£2.60	£3.50	£6.50	£8.80	£11.80
Short Stay	£1.20	£2.20	£3.30	£5.70	£7.70	£10.80
Long Stay	£0.80	£1.20	£1.80	£3.20	£5.00	£6.20
Local	£0.60	£0.80	£1.00	£1.20	£1.80	£1.80

It is significant to note that there are no short stay restrictions at long stay car parks or vice versa, though there is a maximum stay of 3 hours at the car park in Heavitree.

On street parking tariffs in the city are £0.70 for half an hour and £1.50 for an hour (Mon to Sat) or £1.00 for an hour and £2.00 for two hours (Sundays and Bank Holidays) On-street parking is restricted to a maximum of 1 hour from Monday to Saturday or 2 hours on Sundays and Bank Holidays. Off-street short stay tariffs are £1.20 for an hour and £2.20 for two hours on all days. Parking is free after 6pm. On-street parking in Topsham is free.

LOCAL COMPETITION

Exeter City Council manages and operates the significant majority of publicly available car parking space in central Exeter with approximately 4,100 spaces in 21 off-street car parks within 1½km of the centre.

There are three privately managed National Car Parks (NCP) car parks in the Central Area with 573 spaces. NCP match ECC's tariff structure for two of their three car parks, with the third (70 spaces) having a different structure with comparatively more expensive shorter stay parking and marginally less expensive long stay parking than ECC's Short Stay tariff. Two of the three NCP Car Parks offer season tickets, which are 15% more expensive than ECC's.

In addition, Total Car Parks Ltd have 275 spaces to the north of the centre. They are marginally undercutting the Long Stay tariff for longer stay users, and for shorter stay users are charging tariffs that sit between the Long and Short Stay tariff structure. APCOA manages car parks at Exeter St David's and Exeter Central train stations and have a long stay tariff geared towards rail users as well as a 3hr stay at Exeter St Davids, presumably to attract local use for any unused bays. Premier Car Parks manages two car parks totalling 90 spaces at Exeter Cathedral, where charges are close to the Premium parking tariff and manage Flower Pot Lane car park which is close to and only marginally more expensive than Okehampton Street Car Park.

Devon County Council operates on-street pay and display parking, which is time-restricted to a maximum stay of one hour in the central zones and is estimated to offer around 500 spaces in the central area. On-street parking tariffs are marginally higher than the hourly cost of ECC's Short Stay parking.

Park and Ride services provided in three sites operated by both Exeter City and Devon County Councils provide an additional 1,700 spaces on the outskirts of the city. ECC manages the Matford Park and Ride (although this will be taken over by Stagecoach as part of the relocation of their bus depot), while Devon County Council manages the Sowton and Honiton Road sites. There is no charge for parking at the P&R sites, with revenue solely related to the purchase of the bus ticket of £2.50 for an adult day-return.

All competitors charge for all their operating hours.

Table 4: Comparative Tariffs

Operator & Tariff Band	Tariff (£)					
	1hr	2hrs	3hrs	5hrs	8hrs	All Day
ECC- Premium	1.80	2.60	3.50	8.80	11.80	11.80
ECC- Short Stay Shoppers	1.20	2.20	3.30	7.70	10.80	10.80
ECC – Long Stay Visitors	0.80	1.20	1.80	5.00	6.20	6.20
ECC – Local	0.60	0.80	1.00	1.20	1.80	1.80
NCP – Princesshay	1.80	2.60	3.50	8.80	11.80	11.80
NCP – Summerland Gate	1.20	2.20	3.30	7.70	10.80	10.80
NCP – Market Street	2.50	4.50	6.00	10.50	10.50	10.50
APCOA – Exeter Central	24 hours £8.10, 10:00-00:00 £4.90					
APCOA – Exeter St David's			3.90			9.90

Premier Park – Flower Pot Lane	1.00	1.00	1.00	1.50	1.50	2.00
Premier Park – Exeter Cathedral	1.50	3.00				
Total Car Parks – Isca Place	1.00	1.80	2.70	4.90	6.00	6.00
DCC – On-Street	Zone A 30min: £0.70, 1hr: £1.50					
	Zone B 30min: £0.70, 1hr: £1.60, 2hr: £2.30					
Matford Park & Ride	Adult Day Return £2.50					
Honiton Park & Ride						

REGIONAL COMPARISONS

The charging structures in other UK by towns and cities of comparable population size and characteristics have been reviewed. These, sorted by population size, are Canterbury, Bath, Worcester, Chelmsford, Cheltenham, Gloucester, Cambridge, York, and Oxford, with Exeter's population being in the mid-range of the above.

The charging hours of Exeter's Long and Short stay car parks (generally between 08:00 and 18:00 hours) is the shortest duration of any town and city compared. The majority charge up to 8pm or 9pm.

In terms of the hourly costs for Long and Short stay car parks, Exeter's *Short Stay* parking charges are in line with the average cost for shorter durations, and comparatively cheaper for those staying for longer durations. Exeter's *Long Stay* parking charges are significantly cheaper for shorter stays as well as cheaper than the average for longer stays. All the comparative towns and cities charge more for short stay parking in long stay car parks than the equivalent time in the short stay car parks to discourage short stay users from using long stay car parks.

Table 5: Benchmarking: Average Tariff Comparison

Operator and Tariff Band	1HR	2HR	3HR	5HR	8HR
	£	£	£	£	£
All Car Parks Short Stay	1.34	2.42	3.49	9.08	13.30
ECC Short Stay	1.20	2.20	3.30	7.70	10.80
All Car Parks Long Stay	1.71	3.11	4.47	8.60	11.71
ECC Long Stay	0.80	1.20	1.80	5.00	6.20

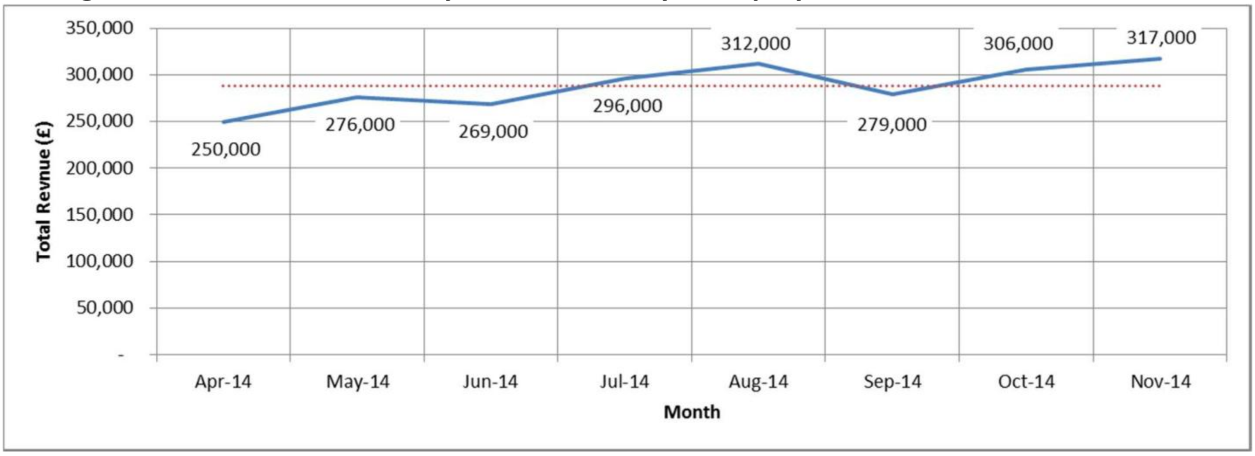
These benchmarking comparison with other similar cities provides re-assurance for considering alterations to the tariff structure, including shorter stay parking in long stay bays, and charges for evening use.

Of the compared towns and cities, Oxford and Cambridge use a separate tariff for Saturdays, and Gloucester uses a separate tariff for Sundays. For example, Oxford's parking tariff which is between 21% and 27% more expensive than on other days.

PARKING REVENUE

Figure 11 below shows how car park income varies throughout the year, with car parking use generally building from April to November with slight troughs in June and September. The months of July and September represent average use across the year. Unsurprisingly, December has the highest monthly income.

Figure 11: Seasonal Variability of the Total Pay & Display Revenue from Car Parks



PROJECTED INCOME

The projected income, assessed on a 2014 Net Present Value (NPV) basis, for car park operations **without interventions** is solely based on population and development growth using the existing tariff structures. This shows a year on year increase of approximately £90K due to population growth until 2018 when capacity is reached on Saturdays and trips and income are thereafter suppressed.

Table 6: Projected Income – Scenario 1 Do Nothing

Tariff Changes apply every day:	Additional First Year Income	Income 2014	Income 2026	Year Capacity Reached on Saturdays
No Tariff increase	£90K (based on population / development growth)	£6.0M	£7.1M	2018

PARKING TARIFF ELASTICITY

Elasticity factors vary with journey purpose, car ownership and public transport provision and use. However, in general demand is relatively in-elastic to price changes. Leisure trips decline more markedly with increases in tariff compared to general purpose trips although the influence of price changes are small for both: a 1% increase in tariff equates to a 0.1% reduction in demand. This means that increasing tariffs will not materially affect demand and will increase income as users that are dissuaded by price will be relatively small in number.

Obviously, the larger the scale of any tariff alteration, the more demand may be affected and the confidence in the modelling declines if tariffs were increased by more than 20%. However, sensitivity tests were carried out on the elasticity model, which as a linear relationship showed only marginal differences even with relatively extreme changes in the relationships between the parameters. For example doubling or halving the elasticity produced only small changes in demand with tariff increases as the relationship is relatively rigid.

TARIFF OPTIONS

Matching the Short Stay tariff for shorter stays up to 4hrs duration in Long Stay designated parking would hardly reduce overall demand and generate an average additional income of upto£430K per annum initially in 2016, increasing gradually through population growth to £500K in 2026.

A linear tariff would be simpler for users to understand and may encourage more use of top-up type payments through mobile phones. Based on current usage patterns the following linear tariffs (Proposal 1 and Proposal 2) would increase annual income by 2.3% and 4.3% respectively.

	Current Tariff	Proposal 1	Proposal 2
Premier			
1 hr	£ 1.80	£ 2.00	£ 1.50
2 hr	£ 2.60	£ 3.00	£ 3.00
3 hr	£ 3.50	£ 4.00	£ 4.50
4 hr	£ 6.50	£ 5.00	£ 6.00
5hr	£ 8.80	£ 6.00	£ 7.50
All day	£ 11.80	£ 12.00	£ 12.00
Short			
1 hr	£ 1.20	£ 1.00	£ 1.20
2 hr	£ 2.20	£ 2.00	£ 2.40
3 hr	£ 3.30	£ 3.00	£ 3.60
4 hr	£ 5.70	£ 4.00	£ 4.80
5hr	£ 7.70	£ 5.00	£ 6.00
All day	£ 10.80	£ 10.00	£ 10.00
Long			
1 hr	£ 0.80	£ 1.00	£ 0.80
2 hr	£ 1.20	£ 2.00	£ 1.60
3 hr	£ 1.80	£ 3.00	£ 2.40
4 hr	£ 3.20	£ 4.00	£ 3.20
5hr	£ 5.00	£ 5.00	£ 4.00
All day	£ 6.20	£ 6.00	£ 6.00

The removal of the hour only tariff, meaning users would have to purchase two hours as a minimum stay, which is the case for several other cities. Based on current usage patterns this would increase annual income by 7%.

SATURDAY PARKING TARIFF SENSITIVITIES

A series of sensitivities on tariff alterations were carried out to assess the impact on parking demand as well as income. The main focus was on Saturdays where demand is currently at practical capacity and predicted to exceed supply by 2018. Increasing tariffs on Saturdays, compared to week day provides a simple economic style partial solution of supply and demand to reduce demand in the centre, with the added benefits of making P&R, bus and train travel more financially attractive as well as more income for the Council. However, modelling suggests that to reduce demand on Saturdays by solely using financial measures would require a severe 25% cumulative year on year tariff increase over the next ten years, equating to tariffs of more than 10x current levels by 2026.

Sensitivity tests have been carried out to understand the effects of more plausible increases in tariff, both to understand the effect on reducing demand, as well as the relative effect on income:

- A stepped blanket increase of 50p every third year from 2016;
- A stepped blanket increase of £1 every third year from 2016; and
- A one off blanket increase of £2 in 2016

The results of the sensitivity tests show that any small increase makes little difference to the capacity issue and each scenario simply delays reaching capacity by a year (2019).

METHODS OF PAYMENT

Most of the public off-street parking supplied by Exeter City Council and National Car Parks is pay and display. Customers can pay by cash with coins and, although change is not given, the machines allow extra time for overpayment so no payment is forfeited. Thirteen of the pay and display car parks accept credit or debit cards for all tariffs and there is no minimum purchase price. Payment by mobile phone is also offered at all of Exeter's pay and display car parks and season tickets and permits are available for individuals, local residents and businesses.

The *Premier* car parks are pay on foot, with machines that accept coins, notes and cards. NCP offers internet based pre-booking for its Market Street car park as well as season tickets for Market Street and Summerland Gate car parks.

PAY BY MOBILE PHONE

Payment by mobile phone allows a much more flexible use of pay and display parking. Exeter City Council uses the PayByPhone® website and mobile phone application which allows your mobile phone to pay and the parking fee is charged to your credit or debit card. In addition to not having to queue at a pay and display machine or find the correct change, you can pay for your parking session using your phone from your car. You can also choose to receive reminder texts (for a charge of 15p) so that you always know when your parking session is about to end and can add more parking time from wherever you are.

This payment option is relatively new and requires setting up a user account on-line prior to use, as well as a service charge of 10p for each time you park. For some customers, the benefit of not needing change together with optional reminders when the car parking is about to expire, allowing remote renewal, outweighs the initial set up inconvenience and service charge. Only 5.7% of possible parking payment transactions were made via Pay by Phone during October 2015.

SEASON TICKET AND PERMIT PARKING

Any customer is able to purchase a season ticket for daily use at any of the following car parks at a cost of £260.00 per quarter. There are currently only 120 active season tickets.

- Belmont Road
- Bystock Terrace
- Cathedral & Quay
- Haven Banks
- Howell Road
- Parr Street
- Triangle
- Magdalen Road (Monday to Friday only)
- Richmond Road (8am to 6pm only)

The City Council's permit schemes offers a range of permits for with different eligibility criteria and at different prices. The car parks where permit parking is offered are not necessarily those with spare capacity. No permit schemes operate in Topsham.

The Council offers a city centre residents' parking permit for residents of specific streets to use specific car parks, as below. Residents' permits cost £125 per annum since 2014. Currently 149 permits are active:

Bartholomew Street Car Park (44 active permits): Bartholomew Street East, Bartholomew Street West, Bartholomew Terrace, Carpenter Close, Fore Street, Friernhay Street, King Street, The Mint, New Bridge Street, Rackclose Lane, St Olaves Mews, Stepcote Hill and West Street. This permit is also accepted at Cathedral & Quay Car Park due to the small capacity of Bartholomew Terrace Car Park (46 spaces).

Belmont Road and Parr Street Car Parks (11 active permits) – Belmont Road, Chute Street, Codrington Street, Parr Close, Parr Street and Sidwell Street. Permit accepted at both sites.

Cathedral & Quay Car Park (19 active permits) – Coombe Street, George Street, Guinea Street, John Street, King Street, Little Rack Street, Lower Coombe Street, Market Street, New Bridge Street, Preston Street, The Quay, Rack Street, South Street, St Marys Steps Terrace, Stepcote Hill and West Street.

Gordons Place Car Park (9 active permits) – Fore Street (Heavitree), Regent Square and Sivell Place.

Okehampton Street Car Park (4 active permits) – Okehampton Street.

Richmond Road and Bystock Terrace Car Parks (62 active permits) – Bystock Close, Bystock Terrace, Exe Street, Little Silver, Lower North Street, Napier Terrace, North Street, Northernhay Square, Northernhay Street, Queens Terrace, Richmond Road, Silver Terrace and St Davids Hill. Permit accepted at both sites.

Bartholomew Terrace and Richmond Road have exclusive residential use between 6pm and 8am. With the exception of the Cathedral & Quay Business Permit no parking space is guaranteed to a permit holder.

Business Permits are available for two car parks only. Businesses in certain addresses within particular streets are eligible for a permit but only if a vehicle is required to help operate the business:-

- Bartholomew Terrace car park - £205 per annum. Currently 6 active permits.
- Cathedral & Quay car park - £565 per annum. Currently 19 active permits.

The daily cost of permit parking, based on 365 parking days per year is:-

Type of permit	Cost per day
Season Ticket	£2.85
Residents Permit	£0.34
Bartholomew Terrace Business Permit	£0.56
Cathedral & Quay Business Permit	£1.55

BLUE BADGE HOLDERS

Blue Badge holders are not automatically exempt from charges in off-street car parks as the parking concessions provided under the Blue Badge Scheme only apply to on-street parking. The basis of the blue badge scheme is for the mobility impaired to be able to park closer to their destination to reduce the walking distance from the car, rather than a financial obligation to reduce travel costs. The conditions of use of off-street facilities are therefore entirely down to the individual car park operator to determine if charges are to be applied, but if provided, disabled bays should be located prominently by the walking desire line exit.

A number of Local Authorities charge for blue badge off-street parking (e.g. Bath in B&NES) and some offer reduced tariffs (e.g. Yeovil in Somerset), though many offer free off-street parking. Cornwall currently offers free off-street parking for blue badges but is consulting on charging for their use. Exeter provides unlimited free off-street parking (except in Premier Pay on Foot sites) for valid Blue Badge holders.

PROMOTIONS AND ADVERTISING

Car parks offer a wide range of opportunities for advertising, sponsorship and cross-promotion, using both the physical assets and tickets and the ability to discount prices. Exeter currently offers:-

- Advertising opportunities on the rear of Pay & Display tickets
- Concessionary parking offers (eg Christmas and Independent Traders Day)
- Car cleaning services at Guildhall
- Catering franchise at Matford P&R

There is potential for other services to be provided in car parks: for example, advertising on ticket machines and hoardings; use of car parks for events; appropriate commercial activities such as car wash etc. Advertising on modern lit hoardings that are well maintained can also improve the amenity and perceived security, especially in multi-storey car parks.

Additionally, the City Council's car parks could support the local economy by offering local businesses or other key stakeholders the opportunity to offer their own incentives, such as product discounts or refunds, for parking outside of peak demand periods.

Key Parking Operations issues

- Exeter's long stay parking charges are significantly cheaper than comparable cities for shorter stays
- Exeter's parking charges do not discourage short stay users from using long stay car parks
- There are no short stay restrictions at long stay car parks or vice versa
- Unlike Exeter, most comparable cities charge for evening parking
- Parking demand is only marginally affected even with extreme increases in prices
- There is low demand for season tickets
- The current permit schemes do not maximise capacity in underused car parks

Car Park Condition and Development

The City's car parks have been assessed for ease of use, quality, dynamic capacity and general operation to give an objective comparison of their quality and condition.

John Lewis and Princeshay1 car parks scored *Very High,* with 13 more scoring *High*. These 13 include the remaining NCP car parks at Summerland Street and Market Street. Only five of the car parks scored as *Average,* with the rest *Good.*

Score	Car Park
Very High	John Lewis, Princesshay1
High	Guildhall, Princesshay3, Summerland, Howell Road, Market Street, Princesshay2, Holman Way, Mary Arches Street, Magdalen Road, Cathedral and Quay, Bamfylde Street, Triangle, Smythen Street
Good	Haven Banks, Matford P&R, Magdalen Street, Bystock Terrace, Bartholomew Terrace, Matthews Hall, Tappers Close, Richmond Road, Okehampton Street, Topsham Quay
Average	Belmont Road, Harlequins, Gordon's Place, Parr Street, King William Street

Of note is that the relatively new John Lewis car park scored the highest while the adjacent King William Street scored the lowest. Similarly, the Guildhall scored highly while the adjacent Harlequins scored low. The Council's three *Premium* car parks, John Lewis, Guildhall and Mary Arches Street fall into three different categories of score.

However, this assessment did not take account of qualitative aspects such as appearance, smell and ambience, though these were noted by the survey team. King William Street, Cathedral and Quay, Mary Arches Street and Harlequins were noted to fall short of what would be expected in terms of appearance and ambience. In addition, feedback from a number of stakeholders and car park users was that Cathedral and Quay in particular is under-utilised as a result of a perceived poor sense of security and unattractive environment.

Notably, improvements to Cathedral and Quay Car park could see a further 125 spaces being taken up on Saturday:

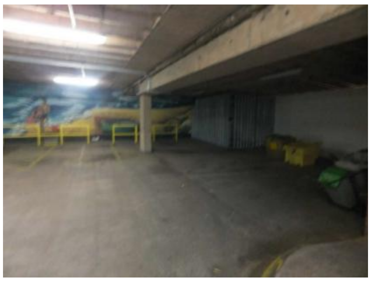
CAR PARK	Rank out of 30	Capacity	Saturday Capacity	Weekday Capacity
Mary Arches Street	10	470	90%	54%
Cathedral and Quay	12*	395	68%	54%
King William Street	30	244	86%	31%
Harlequins	27	91	92%	70%

Operating the car park surfaces, drainage, lighting, signage, painting and lining and equipment including pay and display / pay on foot machines; card readers; barrier systems; ANPR equipment; controlling software and operational links; cash collection; enforcement systems and so on, require significant investment as well as year on year maintenance to provide users with the level of service that they expect. To have a professionally functioning car park operation that can defend the tariff charged, it is essential that appropriate funding is available for on-going maintenance, refurbishment and renewal programmes. This justifies the cost of parking and should also reduce cross-centre travel and related congestion.

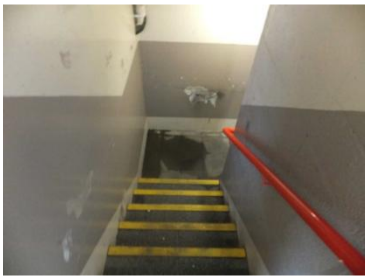
KING WILLIAM STREET CAR PARK

The car park is in a great location for accessing the City and St James' Park Football Stadium. The surface area of the car park is popular, however the underground area is unattractive and used as a last choice for parking within the car park. The outside of the car park section which leads off King William Street is unattractive to potential users and gives a 'run-down' atmosphere (Picture 1). The car park can be accessed from Leighton Terrace and King William Street. These entrances do not interlink efficiently with the one-way system and can been seen as confusing to new users. The signage for the car park along King William Street includes directions to the John Lewis Car Park which may add to King William Street's appearance as a 'second choice' destination. The design of the car park has created many dark 'shady' areas that add to the run down atmosphere (Picture 2). The staircases in the car park project an unattractive and intimating appearance and some car park users choose to walk up the car ramps instead which do not have pedestrian walkways and have poor visibility, making it dangerous for pedestrians (Picture 3).

Picture 1



Picture 2



Picture 3

CATHEDRAL AND QUAY CAR PARK

The car park is in a great location for visiting the Quay and is close to South Street for access to the City Centre. The car park is easily accessible for vehicles travel from the south of Exeter.

However, along the sloped vehicular entrance to the car park there is a help point box. There are no footways to the help point box and therefore it is dangerous to access. The help point box itself gives an old and damaged appearance and provides a negative 'run-down' image of the car park for entering vehicles (Picture 1). Old, unmaintained signage which is stained and consequently illegible adds to the 'run-down' atmosphere. Access between the levels of the car park is intimidating as the lift has graffiti and is dirty (Picture 2). Faded line markings have added to the negative atmosphere by making the car park appear 'dark and dirty'. Collisions can occur as users may be unable to read and follow the line markings (Picture 3).

Users report difficulty finding their way from the car park to the city centre and to the Quay. Improved pedestrian signage in and around the car park would improve this. It is also essential that wheelchair friendly routes from the car park are also clear signed and the city centre maps are legible.

Picture 1

Picture 2

Picture 3

MARY ARCHES STREET CAR PARK

The Mary Arches car park is in the 'Premium' tariff band of Exeter's car parks however it does not match the level of service typical of a premium car park. The car park has many poor aspects which have reflected its weekday use of (54%).

The entrance for the car park can be confusing due to the array of signs that could be better arranged to be more targeted and less distracting. The line markings for the one-way system at some of the ramps between the levels have faded and are in need of maintenance (Picture 1). Refurbishments for staff storage areas are required instead of leaving items in the parking area (Picture 2). The 'run-down' atmosphere of the car park is showcased by graffiti (Picture 3). The lift between the different levels of the car park is not signposted and has a bad odour. The ticket machine shelter has been placed in front of the tariff board and City Centre map making it difficult to read.

Picture 1

Picture 2

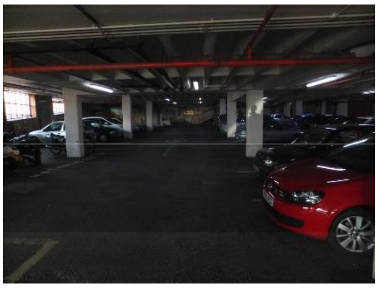
Picture 3

HARLEQUINS CAR PARK

The car park is located in a great location for shopping and other city centre activities.

The car park does not provide a welcoming image to entice visitors to the Harlequins Shopping Centre. The faded line markings at the entrance of the car park have added to the poorly maintained image. The underground area of Harlequins car park is poorly lit and are unattractive to users in the evenings. The help point box gives an old and damaged appearance and provides a negative 'run-down' image of the car park for entering vehicles,

Picture 1



Picture 2

Picture 3

DEVELOPMENT OPPORTUNITIES

Many authorities aim to reduce the stock of long stay car parks / favour short stay car parks to encourage commuters and longer stay journeys to travel on more sustainable modes of transport jointly meeting other objectives such as emissions and air quality. Prioritising short stay car parking encourages shoppers and leisure trips which benefits the local economy whilst not lessening congestion because the arrival and departure profiles are less concentrated. However, given that weekday capacity in Exeter's city centre car parks is significant and only 29% of the carpark users currently stay for more than 5 hours, this is not a priority in terms of strategy or redevelopment.

Many of the council's car parks have significant surface areas in prime sites in the city centre and could be considered for redevelopment. However, this must be balanced against the predictions of full capacity on Saturdays by 2018. Until shoppers and leisure users are shown to be shifting to alternatives to city centre parking on Saturdays, any proposals for redevelopment should consider replacement and even additional parking with decked or underground developments or alternative mitigation measures. The city council should also be mindful of potential loss of income as a result of private or joint venture re-development:

- Magdalen Road car park to the south of the centre offers a natural valley which could accommodate decking level(s) to allow both more parking capacity as well as easier pedestrian routes for less mobile drivers and passengers. However, the size of the car park is relatively small.

- Triangle car park to the south east and close to the proposed re-developed retail and leisure centre at the former bus and coach station offers a prime location for a higher quality multi-storey.

- Howell Road car park to the north of the centre is a large surface car park which has potential for decking over some of its area.

- Magdalen Street car park to the southwest of the centre is a smaller car park but its topography and surrounding buildings suggest a sensitively designed deck may not look out of place.

- At the moment the Revised 2015 SHLAA identifies part of the site at Mary Arches Car Park as being available and suitable for residential development.

Haven Bank car park operates at between 15 and 25% capacity during weekdays and could be considered for a partial re-development for other uses, or for regenerating the area. There are other uses within the car park, including coach parking and boat storage, and there are other issues which may prevent physical redevelopment but nevertheless in is an underused land resource which deserves consideration of alternative or dual use. This will be addressed further in the emerging Masterplan for the Water Lane Regeneration Area.

In addition, there may be potential for residential or commercial development above both the Cathedral and Quay and Leighton Terrace car parks, which may also offer the opportunity to increase the number of spaces.

Key Quality and Development issues

- Not all Premium car parks score highly in terms of quality
- The maximum use of Cathedral and Quay lags behind other car parks, suggesting that it is used as a final choice car park.
- City centre congestion could be ameliorated by investment in King William Street, Cathedral and Quay, Mary Arches Street and Harlequins car parks
- Triangle car park offers a prime location for a high quality multi- storey.

Signs and Influencing Infrastructure

SIGNS

Signage to car parks is part of Devon County Council's Parking Management Strategy. Highway signage requires the agreement and implementation of the local highway authority of Devon County Council, and if necessary, Highways England for the motorway and trunk road network surrounding Exeter (for Park and Ride signs etc.).

Car parking should be strategically sign-posted to:

- reduce traffic from entering the City Centre by encouraging use of the Park and Ride sites
- advise of the availability of City Centre spaces to help inform choice to use Park and Ride
- direct cars to the nearest suitable car park with available space closest to the route they travel in on to reduce cross centre traffic.

A review of traffic signs is required to ensure:

- P&R sites are easy to find
- Drivers are aware of any capacity or congestion issues in the City Centre in time to decide to divert to Park and Ride
- Drivers are aware of the capacity of City Centre car parks as they drive into the City
- Drivers are aware of the pricing differentials to inform their choice of car park
- Drivers are aware of the short and long stay options to inform their choice of car park

Improved signage is needed to help visitors navigate to and around the City Centre car parks. In particular, the current signage and information around Princesshay needs to be reviewed as drivers tend to queue when the car park is full rather than venturing further afield. The current Variable Message System is not trusted by users and needs attention.

In addition to signs, technology can be used to better communicate with users, for example computer and mobile phone applications that give real-time information on parking space availability, Park and Ride bus times, journey times into the city centre and even car park prices. These applications could also allow capture of and response to usage data and other customer feedback. Technology is poised and ready for the collection and analysis of behavioural data at scale and for seeking fresh insights into the complex issues which affect our future and Exeter is poised to do this through Exeter City Futures.

PARK AND RIDE AND RAIL

The Parking Strategy cannot accommodate the predicted demand for parking in central Exeter on Saturdays without a significant modal shift towards P&R as well as rail, bus, cycling and walking. The alternative of supressing demand through fiscal measures would require increasing tariffs beyond a potentially acceptable level of increase and far beyond that of comparable cities and towns.

The three existing Park and Ride (P&R) sites total 1,701 spaces:

- Honiton Road – 660 spaces
- Sowton – 590 spaces
- Matford – 451 spaces (8 disabled)

Two of are operated by Devon County Council with Matford operated by Exeter City Council (but with management to be taken over by Stagecoach as part of the relocation of their bus depot).

The use of Park and Ride grew significantly in its first four years, demonstrated by Devon County Council's study in 2009, with the likelihood of ongoing growth, helping reduce traffic levels in the city centre with associated reduced congestion, and noise and air quality benefits. Is 2009 the latest use figures we have?

Figure 12: Observed Growth in P&R 2004 to 2009 (Source DCC)

In addition four potential new Park and Ride sites have been considered:

- Alphington / Ide to serve the A30 West;
- Cranbrook to serve the A30 East;
- Cowley to serve the A337 and A396 to the North; and
- P&R within the South West Urban Extension

The Alphington / Ide Park and Ride (serving the A377 and A30) is the closest to being progressed and implemented and is at the preferred option stage. This proposal has been around for a number of years and has had setbacks through the planning process.

In addition, Devon County Council is beginning to develop a network of Park and Change sites where motorists park and switch to another mode such as bicycle or conventional bus service.

The background analysis demonstrates sufficient likely demand from commuters and leisure / shopping trips and shows reduced traffic flows and congestion leading the centre should it be progressed. Provision of additional Park and Ride sites will help with the predicted over-capacity issues on Saturdays and will align well with Exeter's Vision and associated policies and strategies.

Rail stations have recently opened at the significant development at Cranbrook to the west of Exeter, as well as at Newcourt. Further new stations are proposed at Marsh Barton, and much more distantly at Edginswell in Torquay. These proposed new stations and associated rail services are welcomed as they encourage the use of non-car travel and accord well with the strategic objectives to reduce congestion and other measures to improve noise and air quality in central Exeter.

Key Signage issues

- Improved signage is needed to help visitors navigate to and around the City Centre car parks
- the current signage and information around Princesshay needs to be reviewed
- real-time information on parking space availability, Park and Ride bus times and journey times into the city centre needs to be improved and developed

Areas for Strategic Intervention

Analysis of the preceding information, data and stakeholder feedback demonstrates that the Council's four strategic objectives – encouraging economic growth, maximising capacity, reducing congestion and maintaining income - can be met with the following interventions:

1. PRICING AND TARIFF STRUCTURE

The issues of over-capacity on Saturdays and under capacity during the remainder of the week can be addressed in part by revising the tariff structure, mindful that demand for car parking is relatively inelastic and will have a limited effect in this respect. However, Exeter City Council manages by far the largest share of public parking provision in central Exeter and therefore can lead and influence parking competitors, especially in terms of tariff. It is likely that alterations to tariffs will generate a ripple effect to other providers to similarly alter their tariffs.

There is a perception that the existing pricing structure discourages dwell time because most users tend to park for up to three hours. A linear tariff would be simpler for users to understand and may encourage more use of top-up type payments through mobile phones. The designation and tariff relating to Long Stay parking should apply to car parks where the majority of users park for longer stays, with a minimum stay tariff of 3 hours. Where there is an abundance of shorter stay parking within a car park then the designation and tariff should be reconsidered.

There is also a perception that prices are generally too expensive, although this is not bourne out by comparison to other similar city offers.

A revised pricing and tariff structure can address the key strategic objective of economic growth by encouraging more shoppers and leisure users into the City, increasing the duration of stay and evening use. It can also address congestion by having pricing differentials between central and more peripheral car parks and by encouraging use of alternatives to city centre parking. However, any revised pricing and tariff structure must have at least a neutral effect on income from car parking. Any additional income gained as a result of changes to demand or tariffs should be reinvested into car park infrastructure or other interventions identified in this strategy.

Recommended actions on pricing and tariffs:

- Introduce a revised pricing and tariff structure that removes the disincentive to park for more than three hours, removes the 1 hour only tariff, increases the duration of stay, reinforces the distinction between Short-Stay and Long-Stay and creates pricing differentials between central and more peripheral car parks;
- Consider increasing the tariff differential between Saturdays and weekdays;
- Remove the financial incentive for short stay users to park in designated Long Stay car parks by matching the tariff to Short Stay for shorter stay users;
- Re-designate Topsham Quay to a medium/long stay car park rather than short stay to serve recreational users
- Consider internet based pre-booking to compete with the existing NCP offer
- Consider a pre-pay card scheme with the potential to be used for parking, public transport and P&R
- Increase the proportion of parking payments made by phone and card
- Work with Devon County Council so that on and off street parking can be managed as one overall supply

2. EVENING OPENING TIMES AND CHARGES

There is a great deal of variation currently in evening opening hours and the inconsistency is confusing. City Centre car parks and the Park & Ride services need to open later especially for seasonal peaks and late night shopping days. Car parks (particularly multi-storeys and underground facilities) feel less welcoming at night, especially for women. Single evening tariffs are most effective for evening/overnight use and should be based on recovering safety improvements and operational costs.

Improving the evening offer in terms of car parking will support the objectives of economic growth and offers the opportunity to increase income for reinvestment into city centre parking services. Where possible, promotions should be designed to encourage users to drive in to the city outside peak times, and/or stay on at the end of the working day, to complement other measures to mitigate peak hour congestion.

Recommended actions on evening opening and charges:

- Specifically promote evening parking at designated car parks;
- Prioritise implementation of measures to improve perceptions of safety and security at designated car parks;
- Consider charging for evening parking acting as a premium product providing safety and security, competing against free alternatives;

- Encourage operators of Exeter's Park & Ride services to open later especially for seasonal peaks and late night shopping days

3. REVIEW SEASON TICKETS AND PERMITS FOR BUSINESSSES AND RESIDENTS

The current portfolio of permits is inconsistent with the objectives of this strategy. Both the prices and the designated parking areas mean that issues of expensive, high demand spaces are potentially filled by cars paying far below the nominal tariff rate for them. In addition, they exacerbate the issue of over-capacity on Saturdays. Moreover, they are not particularly well used and if demand increases they will have an even greater impact. Reviewing the portfolio will address the strategic objectives of capacity, city centre congestion and maintaining income for the council.

Recommended actions on season tickets and permits:

- Review the car parks eligible for season ticket, business permit and residents permit parking to increase Saturday shopping capacity and encourage commuters to take up spare capacity on weekdays;
- Review the number, cost and eligibility of permits to remove the inconsistencies in pricing, reflect demand for city centre spaces and attract more long-stay parking to car-parks with low weekday use
- Review Blue Badge parking areas and payment
- Introduce residents' parking permits for Topsham car parks, prioritising those without house frontage;
- Consider allowing long stay durations of several days at Tappers Close for those travelling away to compliment the adjacent railway station

4. CAR PARK CONDITION AND DEVELOPMENT

There is evidence that the quality of some car parks is deterring use and that has implications for all four strategic objectives: economic growth, capacity, income and congestion. Exeter's car parks (particularly multi-storeys and underground facilities) feel unwelcoming, especially for women and in the evenings. Those more centrally located car parks that do not attract the same level of custom are generally in poorer condition and in need of a facelift and not all Premium car parks score highly in terms of quality. The maximum use of Cathedral and Quay lags behind other car parks, suggesting that it is used as a final choice car park. Providing car parks of comparable quality around the city makes drivers more likely to park in the nearest, most convenient car park to them. Specifically city centre congestion could be ameliorated by investment in King William Street, Cathedral and Quay, Mary Arches Street and Harlequins car parks. Some car parks with significant surface areas could be considered for redevelopment.

The car park portfolio derives around £6m in income for the Council. Of this, £3.8M is earned from the multi-storey car parks of John Lewis, King William Street, Leighton

Terrace, Mary Arches Street, Guildhall, Harlequins, Princesshay 2, Princesshay 3 and Cathedral and Quay. Largely of concrete construction, with maximum spans and minimum supports, and subject to constant changes in load cycles as well as cycles of wetting and drying and differential temperatures, multi-storey car parks have a far greater risk of cracking and long-term deflections than other building structures. The City's oldest multi-storey car parks are almost 50 years old and a structural survey, with an associated investment programme, is recommended to ensure this critical income stream is maintained.

Recommended actions on car park condition and development

- Undertake a structural and condition survey of all multi-storey car parks in the city
- Develop a Car Park Investment Strategy, prioritising improvements to Mary Arches Street, Cathedral and Quay and King William Street
- Commission a feasibility study and business case for the development of a multi-story car park on the existing Triangle car park
- Consider Haven Banks car parks redevelopment possibilities in the context of the development of a Masterplan for the Water Lane Regeneration Area.
- Consider changing the access of Princesshay2 to Paris Street to reduce queueing on Paris Street
- Review demand for electric vehicle charging points
- Improve cleaning standards
- Consider the business case for attended car parks
- Consider offering a choice of wider spaces in some car parks

5. SIGNAGE

Signage helps visitors navigate to and around the City Centre car parks and real-time information on parking space availability, Park and Ride bus times, journey times into the city centre helps both residents and visitors alike determine the most suitable car park for their needs. Well placed, effective signage and live information can influence decisions and by doing so can address two of the strategic objectives, namely capacity and congestion.

Modern technology and data analytics can dramatically improve the efficiency of the way people and vehicles move around a city. An innovative approach to transportation will reduce congestion, shorten journey times, improve air quality, make people healthier and lower environmental impact.

Recommended actions on signage

- Review the directional signage into and around the City Centre to encourage drivers to find the nearest suitable car park with available space closest to the route they travel in on and reduce cross centre traffic.

- Prioritise the review of signage and information around Princesshay and Topsham
- Improve pedestrian signage in and around Cathedral and Quay car park
- Ensure that city centre pricing differentials are clear on directional signage
- Improve the current Variable Message System or consider a better alternative
- Improve real-time information on parking space availability, Park and Ride information and journey times into the city centre
- Consider commissioning the development of a Smartphone app. for real time parking and traffic information in the City Centre

6. INCREASE THE NUMBER OF OFF STREET PARKING SPACES IN THE CITY CENTRE AND TOPSHAM

With the City Centre at capacity on Saturdays from 2018 and increasing pressure on spaces in Topsham opportunities to increase the number of parking spaces should be taken wherever possible. This will address the strategic objectives of economic growth, capacity and income. The impact on congestion will need to be carefully considered and location will be a key element for consideration.

Recommended actions on increasing spaces

- Consider options for increasing city centre off-street parking, particularly in North and West Zones, including the potential for a multi-storey car park on the existing Triangle surface car park
- Consider feasibility and business case for extra off-street parking in Topsham

7. OFFER PARKING PROMOTIONS WITH RESTAURANTS AND RETAILERS

At present, the only promotions City Council are Christmas discount promotions designed to encourage shoppers to the city and to encourage longer stays once parked. This addresses the strategic objectives of economic growth and capacity, where intelligently applied. Clearly discount promotions may negatively affect income so any offers must also be assessed against this objective.

Recommended actions on promotions

- Consider the feasibility and business case for specific off-peak parking promotions by the City Council, particularly where these might serve to address capacity issues on Saturdays and / or assist with further establishing the '18 hour economy'
- Consider how businesses could offer their own promotions to encourage off peak and evening parking
- Consider introducing a loyalty card scheme for parking
- Consider advertising on ticket machines, hoardings and back of tickets; use of car parks for events; appropriate commercial activities such as car wash etc.

8. SUPPORT THE LOCAL TRANSPORT AUTHORITY TO ENCOURAGE THE USE OF ALTERNATIVE FORMS OF TRAVEL INTO THE CITY CENTRE

Policy interventions outside of parking provision are needed to encourage leisure and shopping trips to use other modes of travel on Saturdays including P&R, rail, buses, cycling and walking. While it is recognised that these are largely outside the scope of this strategy, Saturday capacity issues may dissuade people from choosing Exeter as a retail and leisure destination. These actions will address the strategic objectives of congestion and allow for economic growth of the city centre if Saturday parking capacity is not sufficiently addressed.

Recommended actions on alternative to city centre parking

- Market existing P&R sites to increase the share of commuter and leisure trips
- Support the provision of additional P&R sites
- Encourage people making leisure and shopping trips to use other modes of travel particularly on Saturdays including P&R, rail, buses, cycling and walking.
- Explore the ability of CIL to fund actions that mitigate city centre traffic growth and/or loss of parking and by encouraging use of alternatives to city centre parking

Action Plan

1. REGULATORY

PARKING STRATEGY ACTION	LEAD	DATE
Introduce a revised pricing and tariff structure	Public Realm	September 2016
Re-designate Topsham Quay to a medium/long stay car park rather than short stay to serve recreational users	Public Realm	September 2016
Consider charging for evening parking	Public Realm	September 2016
Review the car parks eligible for season ticket, business permit and residents permit parking	Public Realm	September 2016
Review the cost and eligibility of parking permits	Public Realm	September 2016
Review Blue Badge parking areas and payment	Public Realm	September 2016
Introduce residents' parking permits for Topsham car parks	Public Realm	September 2016
Consider allowing long stay durations of several days at Tappers Close	Public Realm	September 2016

2. PHYSICAL IMPROVEMENTS

PARKING STRATEGY ACTION	LEAD	DATE
Improve cleaning standards	Public Realm	June 16
Review demand for electric vehicle charging points	Public Realm	September 16
Improve pedestrian signage in and around Cathedral and Quay car park	Public Realm	September 17
Undertake a structural and condition survey of all multi-storey car parks in the city, together with an assessment of their development capacity	Corporate Property	March 17
Develop a Car Park Investment Strategy, prioritising aesthetic improvements to Mary Arches Street, Cathedral and Quay and King William Street	Corporate Property	November 17

3. SERVICE IMPROVEMENTS

PARKING STRATEGY ACTION	LEAD	DATE
Specifically promote evening parking at designated car parks	Public Realm	April 16
Consider introducing a loyalty card scheme for parking	Public Realm	April 16
Consider the feasibility and business case for specific off-peak parking promotions by the City Council	Public Realm	January 2017
Consider the business case for attended car parks	Public Realm	April 17
Consider internet based pre-booking to compete with the existing NCP offer	Public Realm	April 17
Consider introducing a pre-pay card scheme for parking	Public Realm	April 17
Improve real-time information on parking space availability, Park and Ride information and journey times into the city centre	Public Realm	2018
Increase the proportion of parking payments made by phone and card	Public Realm	Ongoing
Consider how businesses could offer their own promotions to encourage off peak and evening parking	Public Realm	Ongoing
Consider advertising on ticket machines, hoardings and back of tickets; use of car parks for events; appropriate commercial activities such as car wash etc.	Public Realm	Ongoing

4. PARTNERSHIP IMPROVEMENTS

PARKING STRATEGY ACTION	LEAD	DATE
Explore the ability of CIL to fund actions that mitigate city centre traffic growth and/or loss of parking	City Development	June 16
Work with Devon County Council to manage on and off street parking as one overall supply	Public Realm	September 16
Encourage operators of Exeter's Park & Ride services to open later especially for seasonal peaks and late night shopping days	City Development	December 17
Review and implement improvements to the directional signage into and around the City Centre	Public Realm with DCC	September 17
Improve the current Variable Message System or consider a better alternative	Public Realm with DCC	September 17
Market existing P&R sites to increase the share of commuter and leisure trips	Economy and Tourism	Ongoing
Encourage people making leisure and shopping trips to use other modes of travel particularly on Saturdays	Economy and Tourism	Ongoing

Work with Exeter City Futures to design innovative solutions and re-imagine the City for the future	Public Realm	Ongoing

5. LONGER TERM PROJECTS

PARKING STRATEGY ACTION	LEAD	DATE
Consider changing the access of Princesshay2 to Paris Street to reduce queueing on Paris Street	City Development	2019
Consider options for increasing city centre off-street parking, particularly in North and West Zones, including the potential for a multi-storey car park on the existing Triangle surface car park	Corporate Property	2019
Consider offering a choice of wider spaces in some car parks	Public Realm	2019
Consider feasibility and business case for extra off-street parking in Topsham	Corporate Property	2019

Measures

The effectiveness of any strategic approach can only be judged by collecting data on a range of measures. While there is a great deal of operational data available on parking, the following key areas will be collected and reported on for the purposes of this strategy. The measures highlighted in bold are the key strategic performance measures.

ECONOMIC GROWTH

1. **Dwell time: average ticket time purchased**
2. **Sunday parking demand : Sunday footfall as a % of Saturday footfall**
3. Evening parking demand : number of tickets sold after 6pm
4. Weekday parking demand : number of tickets sold Monday – Friday

CAPACITY

5. **Model shift : number of P&R tickets purchased on Saturdays**
6. Peak Saturday capacity : % of bays sold at 1pm
7. Weekday long stay demand : tickets of 7 hours and over sold on weekdays
8. Weekday long stay demand : number of season tickets issued

CONGESTION

9. Traffic volumes and speeds at peak hours (1pm Sat and 8.30am/5.00pm Mon – Fri)

INCOME

10. Overall Parking income
11. Proportion of parking payments made by cash, phone and card

Measures Baseline – January 2016

ECONOMIC GROWTH

1. **Sunday parking demand : Sunday footfall as a % of Saturday footfall was 52% in November 2015**
2. **Dwell time: average ticket time purchased during January 2016:**
   - **Premium: 2 hrs 15 mins**
   - **Short Stay: 3 hrs 56 mins**
   - **Long Stay: 6 hrs 18 mins**
3. Evening parking demand : number of tickets sold after 6pm during January 2016 was 3,634
4. Weekday parking demand : number of tickets sold Monday – Friday during January 2016 was 113,817

CAPACITY

5. **Model shift : number of P&R tickets purchased on Saturdays during January 2016 was Tbc**
6. Peak Saturday capacity : % of bays sold at 1pm during January 2016 was 79%
7. Weekday long stay demand ; tickets of 7 hours and over sold on weekdays during January 2016 was 4,992
8. Weekday long stay demand : number of 'live' season tickets issued as at 31st January 2016 was 304

CONGESTION

9. Traffic volumes and speeds at peak hours (1pm Sat and 8.30am/5.00pm Mon – Fri) Tbc

INCOME

10. Overall Parking income during January 2016 was £514,570
11. Proportion of parking payments made by cash, phone and card during January 2016 was cash 83.9%, card 12.7% and phone 3.4%

REPORT TO: **SCRUTINY COMMITTEE - COMMUNITY**

Date of Meeting: **Scrutiny Committee Community – 1 March 2016**
Executive – 15 March 2016
Council – 19 April 2016
Report of: **Assistant Director City Development**
Title: **Exeter Community Strategy - Neighbourhood Portion of the Community Infrastructure Levy.**

Is this a Key Decision?
Yes

Is this an Executive or Council Function?
Council

1. What is the report about?

1.1 In February 2015 Executive agreed to support a recommendation that a bottom-up community level strategy be developed to address the demands that development places on Exeter's neighbourhoods, anticipating that this would identify collective community priorities and inform the allocation of the neighbourhood portion of the Community Infrastructure Levy and a proportion of the New Homes Bonus.
Subject to Council approval on 23 February 2016, £150,000 of New Homes Bonus Community Infra-structure funding is to be reallocated to these funds in order to complement the neighbourhood portion of CIL. It is suggested that this funding is used in the next couple of years to support capacity building work with community groups across the city that require investment to enable them to access the CIL neighbourhood funding in future years.

1.2 Exeter Community Forum (ECF) has led the development of the Exeter Community Strategy (ECS) with the support of consultants Gerard Couper and Andrew Shadrake (CAG Consultants). Hundreds of residents across the city took part in a series of community consultation events to identify priorities for the city, on which the neighbourhood portion of the CIL should be spent.

1.3 This report anticipates that the ECF will make future recommendations to Council on how the neighbourhood portion of the CIL should be spent.

2. Recommendations:

2.1 The report recommends that:

(i) Council welcomes and approves in principle the Exeter Community Strategy as a living document that will inform the allocation of the neighbourhood portion of the Community Infrastructure Levy.

(ii) Council welcomes recommendations from ECF as to how to spend the neighbourhood portion of the CIL and the New Homes Bonus allocation.

(iii) Council invites the ECF to put forward a process by which recommendations for spending the neighbourhood portion of the CIL are put to the Council for approval on a periodic basis, taking account of the availability of funds secured in the neighbourhood portion of the CIL and of the Council's inability to borrow against future CIL receipts.

(iv) Council invites the ECF to put forward a suggestion for how the spend of the neighbourhood portion of the CIL will be communicated publicly.

(v) Council officers are consulted as appropriate on the future review of the purpose, function and future of the ECF to ensure that the ECF continues to perform the representative role it has developed to date.

(vi) Through its Community Involvement and Inclusion Officer, the Council retains accounting responsibilities in relation to the neighbourhood portion of the CIL.

3. Reasons for the recommendations:

3.1 The recommendations are intended to provide for the spend of the neighbourhood portion of the CIL in line with community wishes, and thereby the implementation of the Exeter Community Strategy. The recommendations also reflect the need for the Council to remain accountable for the spend of CIL monies.

4. What are the resource implications including non financial resources:

4.1 It is estimated that the neighbourhood portion of the total Community Infrastructure Levy receipts over the next 10 years will be approximately £3.75 million. Executive approved the ring fencing of these funds for implementing the Exeter Community Strategy at its 10 February 2015 meeting. The CIL regulations do not provide for borrowing to be undertaken against CIL receipts, and so sufficient CIL receipts must have accumulated before projects can be funded. There will be administrative and accounting costs in relation to decision-making processes and the implementation of projects funded by the neighbourhood portion of the CIL, and it is anticipated that these staff-related costs will be borne by the Council's Community Involvement and Inclusion work.

4.2 To date, CIL Liability Notices for more than £800,000 have been issued (CIL Demand Notices are subsequently issued when development commences), and over £300,000 has been received. At 15% of total CIL receipts, the neighbourhood portion of CIL receipts therefore currently equates to £45,000.

5. Section 151 Officer comments:

5.1 The Section 151 Officer notes the proposals and will work with the Assistant Director City Development and the Community Involvement and Inclusion Officer to ensure that the spend of the neighbourhood portion of the CIL is appropriately administered and accounted for, bearing in mind the decision-making procedures to be put in place and the Council's ultimate retention of accountability.

6. What are the legal aspects?

6.1 There are three main issues as follows:

- The ECF is not currently constituted such that the neighbourhood portion of the CIL can be transferred to its control, hence the Council needs to retain accounting and decision-making responsibilities.
- The City Council is currently prohibited from borrowing against future CIL receipts to forward fund infrastructure delivery. Hence, CIL receipts cannot be spent until they have accumulated sufficiently to fund projects. This will affect decisions on spending the neighbourhood portion of the CIL, as it does CIL spend decisions generally.
- The CIL regulations (specifically regulation 59F, as amended) provide for the Council to set aside a proportion of CIL receipts for spend in neighbourhoods, and Council's Executive resolved to set aside 15% of CIL receipts for this purpose on 10 February 2015

7. Monitoring officer Comments

The Monitoring Officer has raised no issues beyond those set out in paragraph 6.1 above.

8. Report Details:

8.1 The Exeter Community Strategy promotes community–led development. This is about reflecting the importance of the views and actions of communities, when making policy and delivering actions. It is about increasing the capacity of:

- People as active citizens, through their community groups, organisations and networks; and,
- Enabling institutions and agencies (public, private and non-governmental) to work in dialogue with citizens to shape and determine change in their communities.

8.2 Vision and priorities – the Exeter Community Strategy vision is:

Exeter is a city where communities lead development, helping create a city where everyone has access to places and services which enable them to meet their needs.

(Note that the reference to 'development' is to community development, not city development, although the two are obviously inter-related)

8.3 The vision has been created from priorities identified by communities, some of which concern places, others people. Some of these are as below:

Places

- All communities have access to good meeting space and other facilities
- There are exciting and well-used community spaces
- There is suitable social and private housing for everyone.
- There is high quality transport infrastructure

People

- Communities have a voice and make a difference
- People from different groups feel included
- People from all communities have opportunities to become fitter and healthier.
- Communities know what others are doing

See page 5 of the strategy for more information.

8.4 The Community Strategy recognises the need to address some key issues in the first few years of implementation. These include:

- The need for wider understanding of, and support for, community-led development across the city
- The need for Exeter City Council to work with community and voluntary organisations to agree and implement a single policy and process for transferring land, buildings and other assets to community ownership or management;
- The need to develop partnerships with councils, statutory agencies and other organisations so that community led development is supported, community participation is embedded throughout service planning and delivery and duplication is avoided; and,
- The need to build the capacity of community organisations to lead community development.

See page 8 of the Community Strategy for more information.

9 How does the decision contribute to the Council's Corporate Plan?

9.1 Adoption of the Exeter Community Strategy helps us to achieve the Corporate Plan objective of Supporting Exeter's Communities – *Communities in Exeter know best what facilities are needed in their areas and where investment should be prioritised. We recognise that community and voluntary groups have an important role to play in helping us to shape and deliver services in new ways. We will continue to provide support to the community and voluntary sector to achieve a range of positive outcomes for our communities through co-design and co-delivery.*

10 What risks are there and how can they be reduced?

10.1 CIL receipts are dependent on development happening on the ground in that CIL Demand Notices can only be issued when development commences. CIL cannot be used to forward fund projects unless a party other than the City Council is willing to borrow against those receipts to deliver the project. In this context, it will take some time for the neighbourhood portion of CIL to accumulate into a more sizeable pot with which to address some of the priorities identified by the ECS. A change for the worse in macro-economic circumstances has the potential to seriously affect the accumulation of CIL receipts in general. There are therefore some risks that community expectations may not be fulfilled because of lack of funding or funding which is slow to materialise.

11 What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?

1.1 Supporting the capacity of community organisations to take initiatives, including through identifying priorities for the use of CIL, has the potential to support a wide range of groups across the city and thereby address issues such as equality and diversity, health and wellbeing, etc.

12 Are there any other options?

12.1 No.

Richard Short
Assistant Director City Development

Dawn Rivers
Community Involvement and Inclusion Officer

<u>Local Government (Access to Information) Act 1972 (as amended)</u>
Background papers used in compiling this report:-

None

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Exeter Community Forum

Exeter Community Strategy

Draft 2 for consultation until 24th February 2016

www.exetercommunityforum.net

Contents

1 . Introduction

The Exeter Community Strategy will underpin community-led development in the city for ten years from 2016. It will provide a way for the community to take lead, build its capacity to own and manage assets, fund and deliver initiatives and services, work with partners, and disburse financial support for community initiatives. It is based on a statement of principles of community-led development to which partners are invited to sign up, and will embody openness and accountability in all its activities.

1.1 History and context

The Exeter Community Strategy has grown out of two complementary developments, one within Exeter communities, and the other within Exeter City Council

In 2014, co-operation between a number of community-led groups engaged in the planning process led to Exeter Community Forum being created. The forum allows community associations to meet formally with other groups, alongside local councillors, to promote community-led development. In particular, it examined how the neighbourhood portion of the Community Infrastructure Levy ("the neighbourhood CIL") should be allocated.

The CIL is a planning charge imposed on development, which is used to pay for infrastructure to support that development. The neighbourhood portion is 15% of the levy, which can be spent on addressing the demands development places on an area.

In early 2015, Exeter City Council decided the neighbourhood CIL should be on spent developing and implementing a community-level strategy for addressing the demands of development. It endorsed a bottom-up approach, noting that community groups had undertaken to engage with others across the city regarding a process for allocating the neighbourhood CIL.

During 2015 Exeter Community Forum engaged local facilitators from CAG Consultants to help them develop the strategy, and in particular identify the needs and aspirations of groups and individuals across the city. To do this, a series of community consultation events were held, and existing community plans and survey reports were reviewed.

At the same time, Exeter City Council and other agencies and organisations were consulted in a variety of ways. Many councillors attended consultation events in their wards, and meetings were held with council officers. Voluntary sector organisations also contributed ideas and recommended approaches to addressing community needs.

The Exeter Community Strategy is the distillation of this work. It shows how community-led development, supported by a wide range of partners, and paid for by the neighbourhood CIL and other investment, can achieve its vision.

1.2 The Exeter Community Strategy is a shared vision

The Exeter Community Strategy reflects the shared vision of Exeter communities and Exeter City Council. Both have signed up [Note: this is the proposed final text – this work has been undertaken in conjunction with Exeter City Council which is in the process of reviewing and adopting the strategy] to its principles of commitment to community-led development, and both intend to work together to realise the vision. They invite other partners, including statutory and voluntary agencies, to join them by signing up to the principles, which are described in section 2, and collaborate in the delivery of the work programme.

While the principles will not change, the Exeter Community Strategy is a living document. It will develop as communities develop, and change as needs and opportunities change. By doing so, it will be relevant and valuable into the future.

2 . The statement of principles of community-led development

This strategy promotes community-led development. This is a way of strengthening civil society by reflecting the importance of the views and actions of communities, when making policy and delivering actions. It empowers local communities, by increasing the capacity of:

- people as active citizens, through their community groups, organisations and networks, and
- Institutions and agencies (public, private and non-governmental) to work in dialogue with citizens to shape and determine change in their communities[1].

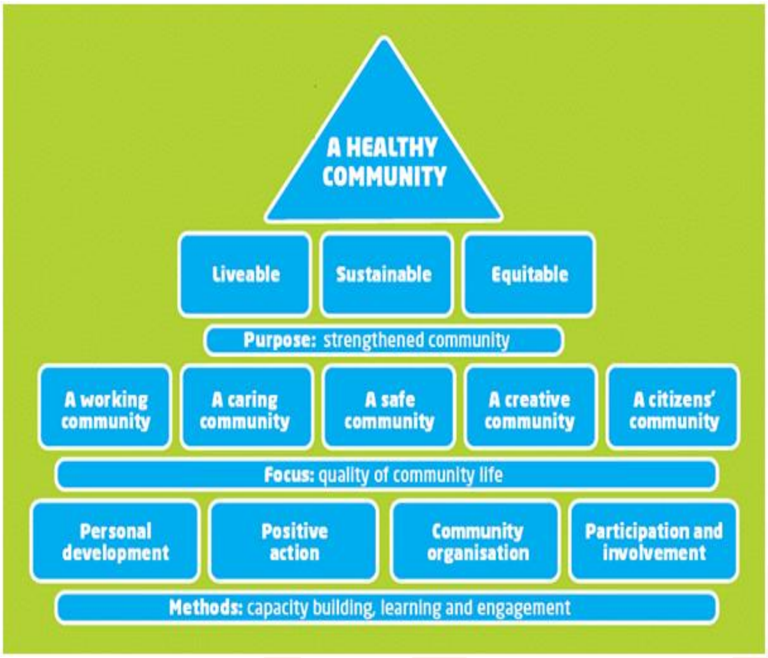
Community-led development is desirable because it:

- establishes strong communities that control and use assets to promote social justice and help improve the quality of community life; and
- helps people to recognise and develop their ability and potential, and organise themselves to respond to shared problems and needs.

Together, these can create a healthy community – that is, one which is good to live in, will continue, and is fair. Figure 1 shows how such a healthy community needs to be working, caring, safe and creative, and belong to its citizens. In turn, those things are achieved through personal development, positive action, communities organising, and people participating.

[1] http://www.scdc.org.uk/who/what-is-community-development/

Figure 1: How a healthy community is built on the elements of community development



Community-led development will also help the Exeter Community Strategy to:

- support communities to deliver effective actions
- increase the effectiveness of CIL spend
- Increase the sustainability of projects supported

2.1 The principles of community-led development

Community-led development requires the commitment and active participation of citizens and councils and other agencies. To help establish this, the Exeter Community Strategy invites community groups, local authorities and statutory agencies, voluntary sector organisations and businesses to sign up to the following set of principles of community-led development.[2]

Exeter City Council has adopted a statement of community involvement, as required by the Planning and Compulsory Purchase Act 2004, designed to strengthen community involvement and improve the quality of the planning process. The statement of principles of community-led development complements, and is wider than, this. It moves beyond planning, to: define healthy communities; provide a focus on specific areas which need to be addressed to create them; show how they can be achieved, and invites commitment.

[2] http://www.scdc.org.uk/who/what-is-community-development/ Note: The final principles, *Evidence of Commitment*, have been added.

Statement of Principles of Community-Led Development

Community-led development is essential to the creation of healthy communities. It is underpinned by principles which define its purpose, focus, and the methods used to deliver it.

Purpose:

People want to live in healthy communities. These are communities in which they:

- feel able to be who they are
- have positive prospects for their future
- experience respect and equal and fair treatment

Focus

To achieve this people want to be in a community that:

- creates wealth and gives everyone access to its benefits
- cares for all its members, when they need it, throughout their life span
- provides an environment that is safe and attractive
- enables people to express and celebrate their creativity and diverse cultures
- enables everyone to participate in decisions that affect their lives

Methods

To support people to contribute to the creation of such a community, community development:

- promotes opportunity for people to learn and develop their own skills
- reaches out to and involves those who may be excluded or disadvantaged
- helps communities to create organisations that can tackle their needs and represent their interests
- works to promote engagement and dialogue between communities and agencies that affect their lives

Evidence of commitment

A commitment to a community-led development is shown by, among other things:

- Partner agencies reflecting community development commitment in their strategies and delivery
- Enabling communities to decide and deliver
- Partnerships working to come up with solutions

2.2 The engagement principles

In addition to the above principles, the strategy adopts a set of engagement principles designed to ensure it is fair, transparent and accountable. They were used throughout the strategy development process, and will be applied in all future community engagement.

The engagement principles are that the communication and consultation process:

- is underpinned by fairness, equality and inclusion.

- Will be community-led and accountable, [being led by the Exeter Community Forum] and reflecting the views of local residents.
- Will be transparent and accessible. There will be clear processes for participating, and the results of the process will be clearly reported.

3 . Vision and priorities

The Exeter Community Strategy vision is:

> *Exeter is a city where communities lead development, helping create a city where everyone has access to the places and services which enable them to meet their needs, and lead fulfilling lives.*

This vision has been created from priorities identified by communities. The priorities, some of which concerned places, and others people, are summarised below.

Places

- All communities have access to good meeting space and other facilities.
- There is sufficient and suitable social and private housing for everyone.
- There is high quality transport infrastructure - including roads and interchanges.
- Everyone can access good public transport within one mile.
- All the city has a clean and healthy environment.
- There are exciting and well-used community spaces.

People

- Communities have a voice and make a difference.
- Communities maintain their identity while being networked.
- People from different groups feel included.
- Education is accessible for the whole community.
- People from all communities have opportunities to become fitter and healthier.
- Everyone has the chance to have fun.
- Economic wellbeing and a living wage are available for everyone.
- Families facing challenges have the support they need.
- Communities know what others are doing.

4 . Delivering the vision

People were asked to give suggestions about how the priorities could be addressed, to realise the vision. The following suggestions by communities recurred frequently:

Places

1. New or renovated community buildings. These buildings would be for everyone, but people noted particular needs for:
    a. Improved facilities in community buildings for young people, and providing youth hubs;
    b. Community cafes, particularly for older people, and young mothers.
2. Retaining green spaces, and in particular enhancing local parks, increasing access to the Ludwell and Hoopern Valleys, and improving access to allotments.

3. Creating and improving access to sport and games facilities, including football pitches, sports club buildings, play areas and multi-use games areas.
4. Addressing transport issues, including making walking and cycling safer, using separate paths, improving bus services and reducing traffic jams, air pollution and parking problems.
5. Providing access to health, through new or improved surgeries and healthy living centres.

People

6. Improving access to information on what activities are available and future development plans, and increasing the level of communication from Exeter City Council.
7. Ensuring inclusion, particularly of ethnic minorities, older people and young people, including by providing youth workers.

Other suggestions were mentioned less frequently, but are also important:

Places

8. Retaining the look and feel of local streets, including with independent shops, and support for local businesses.
9. Improving housing, through affordable starter homes and sheltered accommodation.

People

10. Addressing the challenges or a large student population, including by increasing communication between local people and the university and Exeter College, and reducing the number of houses in multiple occupation.
11. Increasing the number of community workers.

Each community which participated in the work leading to this strategy also provided considerable detail about what was needed in their particular locality. It is vital that this detail is reflected in the strategy's implementation. For this reason, that detail has been collated into a set of mindmaps, which form an appendix to the strategy. Both the suggestions listed in this section, and the detail in the mindmaps, can be addressed in the action plans which implement this strategy, and in funding decisions.

5 5. Approach to the strategy and investment

The strategy's approach reflects four ambitions:

1. That the strategy should be community-led throughout its life, and change as the city, and the people and communities within it, change. To ensure this happens, it will be important that there is a mechanism to ensure communication between organisations in communities across the city. The Exeter Community Forum has been established for this purpose, and it is recommended that the Forum continue to operate to enable it to oversee progress on and propose changes to the strategy as they are needed.
2. To increase the confidence and capacity of community organisations to develop their own activities, and secure funding for them beyond any grant made under one of the programmes in this strategy.
3. To complement other investment taking place across the city, either directly, by providing match funding for key initiatives that help to achieve the strategy aims, or indirectly, by supporting a complementary initiative. An example of this is supporting community

organising; the organisers who are recruited may well help people access initiatives supported by other investment streams in the city

4. To stimulate joint commitment. Part of this comes from encouraging dialogue and joint activity between organisations and agencies working within each community. One way of many ways to help achieve this would be for such organisations and agencies to be located in the same building. (Examples of this include the Health Hub at Wat Tyler house and increasing numbers of third sector agencies based at the Civic Centre – Exeter Pound, Ubuntu Counselling Service, Multi-Lingua Interpreting Services, Exeter CAB and Flying Start Children's centre.)
5. Another element comes from organisations signing up to the principles to reflect them in their own policy and practice. Exeter City Council has already demonstrated its commitment through its community involvement and social inclusion resource. It is envisaged that this officer will continue to have a central role in supporting and co-ordinating the delivery of the joint activity laid out in the strategy.

6 6. Action plan years 1-3

The aim of the first action plan will be to identify and address key issues, so that community-led development principles become embedded in city-wide policy development and service delivery, and to provide support for community planning, action and investment.

Some key issues have already been identified. They are shown in Table 1, with a proposed way of addressing each. Others will be added as the three programmes within the action plan are developed and delivered.

Table 1: Key issues for the first three years

Issue	Proposed way of addressing the issue
1. Enabling community development	
The need for wider understanding of, and support for, community-led development across the city.	• Provide information regarding the principles of community-led development to Exeter City Council councillors, officers and staff in other statutory and voluntary agencies, and encourage those agencies to sign up to, and apply, them. • Develop and deliver a community action programme • Review progress on the adoption of this approach across agencies.

The need to facilitate community action. The need to build the capacity of community groups and organisations to lead community development.	• Develop and deliver community planning and investment programmes • Discussion and agreement on how to address specific barriers to community developments issues including skills development, legal, governance and management structures and obtaining affordable and appropriate insurance. • Develop a process to enable community plans to inform the delivery of services and supplementary planning guidance where appropriate.
2. **Service design and delivery**	
The need to develop partnerships with councils, statutory agencies and other organisations so that community-led development is supported, community participation is embedded throughout service planning and delivery and duplication is avoided.	Continue to meet organisations across the city as this strategy is delivered to identify opportunities to work together.
The need to develop a policy for devolution of services to the community, to both empower communities to deliver their own solutions as it becomes more difficult for councils and other statutory agencies to deliver them directly.	Hold early and detailed discussions between the Exeter Community Forum and council officers to identify the issues, solutions and draw up an agreed policy and process Involve other organisations and agencies relevant to the service area.
3. Asset and facility ownership and transfer	
Exeter City Council and Exeter Community Forum agree that asset transfer can be an appropriate option in some cases. They also recognise its place in relation to the community right to challenge and to bid . It would be useful to increase clarity between Exeter Community Forum/other community/charitable organisations, and Exeter City Council councillors/officers who may be involved with transferring assets (such as green spaces and community buildings), on the policy and process, which acknowledges and addresses the many challenges involved. Such challenges include ensuring an appropriately constituted, governed and insured community entity is in place to receive assets and consistent and transparent application of policy across ECC.	The need for Exeter City Council to work with community and voluntary organisations to agree and implement a single policy and process for transferring land, buildings and other assets to community ownership or management or both, and access to appropriate support and training to officers and organisations going through the process.

6.1 Programme 1: Supporting community plans

A community plan identifies local problems and opportunities, sets out an achievable and long term vision for the future, and prepares a plan of action to achieve the vision. It is crucial to community-led development because it provides a framework for delivering activity which has been developed by the community. It can also contribute to decision-making through the supplementary planning guidance and help authorities in decision making and the delivery of services.

While some Exeter communities, such as Topsham and Priory, have at least fledgling community plans, (and St James has a neighbourhood plan), many do not.[3] This programme is designed to fill that gap, and to support plans for 'natural' communities, which may well be different from wards. They do not necessarily need to be geographic, and suggestions for plans for communities of identity, such as young people, will be considered. Such plans may be developed to whatever timetable is most appropriate – for example, a plan may be developed by young people over a period of a few weeks rather than many months.

The programme will pay for a community planning facilitator who will help communities, particularly those which have the greatest need, to prepare and produce plans and offer capacity building support and training. The facilitator may be hosted by a community organisation to act as a central resource covering the whole city. As well as advice and some facilitation, the officer will help communities identify and secure sources of funding to complete their plans, including from the Awards for All programme. This programme will also provide support for child care and similar intervention to maximise the opportunities for people to participate. The output will be six community plans in development or completed by March 2019.

6.2 Programme 2: Supporting community action

Community action is at the heart of community-led development. This programme will promote it through:

1. **Supporting community organising.** This can include any initiative which seeks to bring people together, to achieve a specific objective, or increase quality of life. One element will to build capacity among people living within communities to develop solutions to the problems they face, rather than taking a direct lead in solving them. Community organisers have been shown to be very effective, for example in Wonford. The programme will work with partners to match fund organisers in other communities. Where a community plan is being supported in particular area, the community organiser will work closely with the community plan facilitator, to ensure as many people as possible are able to take part in developing and implementing the plan.
2. **Supporting community initiatives.** This can include projects identified and promoted by small groups of people and new or established community-led organisations, provided they can demonstrate community support and meet local needs.

The outputs will be:

1. x community organising initiatives supported.
2. x joint delivery activities delivered.
3. x community initiatives supported each year.

[3] Though some have completed community consultations, including Exwick, and Alphington (which has conducted a community needs survey).

6.3 Programme 3: Supporting community collaboration

This programme will be delivered through a community collaboration fund. The fund will:

1. support joint activity among community organisations, or between community organisations and local authorities or other agencies, and
2. be accessible to partners who have signed up to the principles of community-led development.

7 7. Delivering the strategy

The strategy will be delivered by two mechanisms: direct grants and partnering with online funding mechanisms. This section describes them, and also shows how the scale of delivery will be increased by increasing the amount of finance available for investment.

7.1 Direct grants

This strategy will put in place a grant-making mechanism with the following features:

1. Transparency, regarding decision-making criteria and the identity and interests of panel members.
2. A grant assessment panel which includes equal representation from:
    - Community member[s] active in their community and enable a way to include young people on the panel.
    - Partner participation, with an Exeter City Council councillor as a regular panel member, and the Exeter City and Devon County councillors for the ward, where a project is based, able to comment.
3. An application and approval process which is simple, and as fast as is reasonable. The process will be developed in detail at the start of the strategy's delivery phase.

The administration of this programme will be straightforward as possible. It will require funding and the option of administration delivered by community enabling team at ECC and other options will be examined). The opportunity will be explored to source part of this funding from on CIL money held on deposit.

7.2 Crowd-funding and Web-Based Fundraising

Crowdfunding is a way of raising finance for a project or business by asking a large number of people to each provide a (usually) small amount of money. Most crowd-funding involves using the internet. There are many websites offering slightly different approaches. Some invite donations, while others offer gifts, a financial return, or a share in a business in return.

Localgiving.com allows community groups and other local organisations which have charitable aims, but are not registered charities, to invite donations, and receive gift aid.

Most crowdfunding websites do not require organisations to have charitable aims. Crowdfunder was used very successfully in Plymouth as a way of allocating the neighbourhood CIL.

The benefits of a crowdfunding approach to the strategy include:

1. It is community-led, because any organisation within the city may list a project.
2. It specifies a guaranteed minimum level of match for CIL money invested, thus facilitating more financial support to an initiative than would be available from CIL alone. Plymouth City Council offered 50% match for selected projects.

3. It provides a simple mechanism for assessing projects and paying funds to the recipient.
4. It creates the opportunity to support projects which would not come forward through a traditional grant-making programme.
5. It allows a quick response to changing needs, without the requirement to change grant parameters.

Exeter Community Forum will approach providers of crowdfunding websites to identify a suitable partner. It will then develop and publicise a crowdfunding programme with one of them, with the following features:

1. Any emerging or existing community-led organisation in Exeter may publicise an initiative through the website.
2. Support will be available for people with limited access to, or skills in using, the internet.
3. Exeter Community Forum will publicise, from time to time, the types of projects it will consider supporting.
4. Exeter Community Forum will review newly listed projects, and assess them against its criteria, to decide whether to pledge match funding.
5. Exeter Community Forum will pledge x% match funding for selected projects up to a maximum (initially £x).

7.3 Increasing the scale of delivery

The amount of money available to the strategy from CIL is limited, and may well vary considerably from the initial projection. As described in this plan the funds will be used in a particular way to stimulate and support community action to meet unmet need in communities, especially, but not exclusively, those affect by development. These funds will not replace other funds nor be the only source of funding available to communities.

To sustain the planned level of delivery, and ideally to increase it, it will be necessary to secure investment from other sources. This will be done in three ways:

1. By securing investment from partners, working with Exeter City Council and other agencies to identify other funding which can be used to deliver the strategy. Some of this might be direct investment, such as New Homes Bonus money. More is likely to be indirect, such as where an existing partner programme can be adjusted to help deliver community objectives, or its investment can be shown as match in a funding proposal.

   Councillor grants (both Exeter City and Devon County) have a particularly important role to play as councillors have a very strong understanding of community needs within their wards. They can provide the seed money needed for new initiatives, which may then grow and move onto seeking funding under this strategy.

2. By securing investment from communities. This might come from individuals or community organisations pledging investment, directly or through, for example, crowdfunding described above.

3. By securing investment from beyond Exeter. Some of this might also come from crowd-funding, where an Exeter-based project captures the imagination of people further afield. Some might come from helping community organisations secure grant funding from Reaching Communities or other funders. Another source will be philanthropic giving, through which wealthy individuals will be

encouraged to match community funds, particularly for projects with charitable objectives (and so attract gift aid).

The outputs will be:

1. x direct investment secured additional to CIL.
2. x community investment secured per year, and
3. x investment secured from beyond Exeter.

8 8. 2019 and beyond

During the first three years, and following a review of progress, Exeter Community Forum and its partners will develop an action plan for 2019-2022. This will have the following features, among others:

1. A greater emphasis than the first action plan on comparatively high cost initiatives, such as new community buildings, or major green space projects,
2. Supporting community-led service delivery.

As part of developing this action plan, the feasibility of developing a long-term capital fund will be examined.

9 9. Decision-making criteria

A community-led approach to development requires that communities have a role in deciding the criteria for the allocation of funding for community activities. In recognition of this, participants in the community events were asked to identify and prioritise the criteria they would like to see adopted. The results are shown in the chart which forms Figure 2.

The chart shows that the five most important criteria, in order, were:

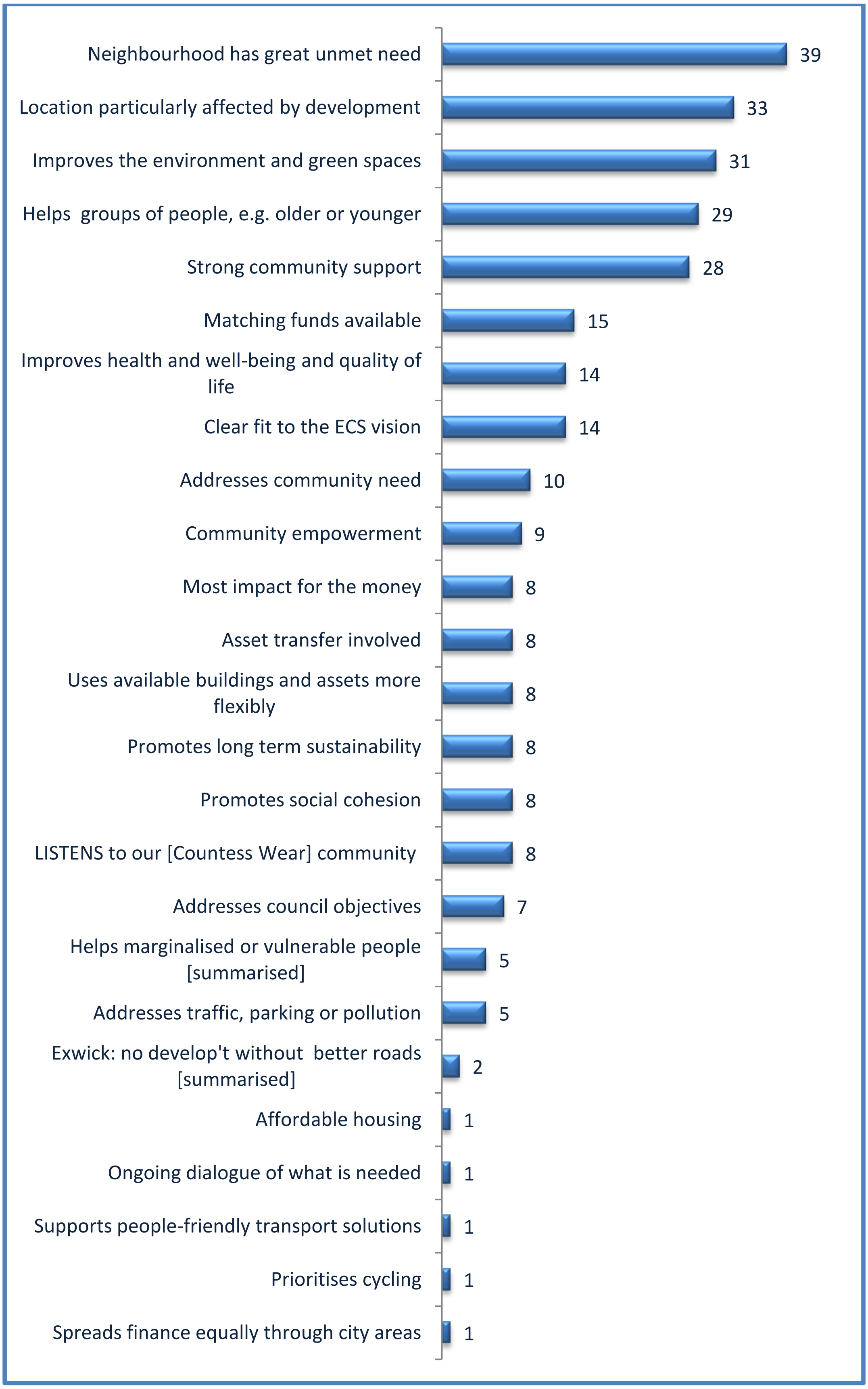
1. The neighbourhood has great unmet need.
2. The location is particularly affected by development.
3. The project improves the environment and green spaces.
4. The project has strong community support.
5. The project helps groups of people, for example older or younger people.

Other criteria must also be taken into account in decision-making on funding, and these include:

6. Fit to the legal requirements for expenditure of neighbourhood CIL. The relevant parameters are wide.
7. Fit to the Exeter Community Forum strategy, and ability to contribute to its vision, priorities and suggestions for their delivery.
8. Reflects particular needs of the community where the project will take place.

These criteria will be taken into account in all the delivery programmes described above.

Figure 2: ECS Criteria for Assessing Proposals: Prioritisation by participants in community events



Note: The numbers indicate the relative support for each criterion.

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REPORT TO SCRUTINY COMMITTEE ECONOMY / EXECUTIVE
Date of Meeting: 3 March 2016 / 15 March 2016
Report of: Corporate Manager Property
Title: South Street / Corn Exchange Regeneration

Is this a Key Decision?

No
* One that affects finances over £1m or significantly affects two or more wards. If this is a key decision then the item must be on the appropriate forward plan of key decisions.

Is this an Executive or Council Function? Council

1. What is the report about?

This report sets out the need to review the future place of South Street and the Corn Exchange block in the city and seeks approval to commence this review and put in place initial funding to resource the projects.

2. Recommendations:

That Executive approve the commencement of a review of South Street and the Corn Exchange block and an initial resource of £75,000 to progress the projects.

3. Reasons for the recommendation:

South Street is an important part of the City which is changing as the city centre changes. We must look to ensure that these changes are positive if it is to play a revived role in the city centre offer.

The street needs to create its own identity and clarify its function. Potentially it can act as a bridge between the city centre and the Exeter Quay. The area can potentially provide an environment for a thriving independent sector as well as for exploring green initiatives and projects linked to the Exeter City Futures programme.

To begin to address these issues and plan the future of the area a comprehensive assessment of the areas constraints and opportunities will need to be carried out, linking into the City Centre Strategy.

This comprehensive analysis would enable the City Council to explore options in areas such as improved signage, parking, public transport, enhanced public realm and the creation of a “draw” to encourage visitors into South Street and on to the Quay.

The Corn Exchange block sits adjacent to South Street, forming a critical link between South Street and Fore Street. This has been a key trading and entertainment venue for a long time but we need to explore how it can respond to current leisure and retail requirements. The occupational lease agreements in the block are due to come to an end in 2020 which presents an opportunity to carry out a fundamental review of the asset and the functions it performs. This can be carried out as part of an examination of the need for a new performance venue in Exeter and whether the current building or its site has a role to play in meeting any such requirement.

4. What are the resource implications including non-financial resources.

The initial funding requirement is for £75,000 to enable the engagement of consultants to assist with the necessary analysis and reviews. Once approved the funding will be added to the 2016/17 budget.

5. Section 151 Officer comments:

Once approved the funding will be added to the 2016/17 budget.

6. What are the legal aspects?

Obviously securing a consultant will have to be in accordance with the Council's Contract Standing Orders. Otherwise, no other legal issues identified.

7. Monitoring Officer's comments:

This report raises no issues to concern the Monitoring Officer.

8 How does the decision contribute to the Council's Corporate Plan?

It is anticipated that the development of identity and concrete proposals for South Street and the Corn Exchange block will allow for the strengthening of this part of the city centre and create a positive environment for investment.

9. What risks are there and how can they be reduced?

At this stage of analysis and assessment there are no significant risks.

10. What is the impact of the decision on equality and diversity; health and wellbeing; safeguarding children, young people and vulnerable adults, community safety and the environment?

No such impacts have been identified at this stage. Proper consultation with stakeholders should ensure that these issues are fully addressed in due course.

11. Are there any other options?

A review of these areas could be deferred but it is felt that the need to address the issues is becoming increasingly pressing.

Michael Carson
Corporate Manager Property

<u>Local Government (Access to Information) Act 1972 (as amended)</u>
Background papers used in compiling this report:-
None

Contact for enquires:
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01392 265275

EXETER CITY COUNCIL

Report to: **Scrutiny Committee – Community and Executive**
Date of meeting: **1 March 2016**
Title: **Recycling Action Plan for 2016/17**

Is this a Key Decision?
No

Is this an Executive or Council Function?
Council

1. What is the report about?
This report presents the 2016/17 Recycling Plan for support and approval.

2. Recommendations:
1) That Scrutiny Committee Community supports and Executive and Council approves the Recycling Plan for 2016 (Appendix 1)

3. Reasons for the recommendation:
The actions described in this report are deemed necessary in order to progress towards our recycling targets and meeting the targets for income in the 2016/17 budget.

4. What are the resource implications including non financial resources?
The 2016/17 Recycling Action Plan is achievable within the proposed budget envelope for that year.

5. Section 151 officer comments:
There are no additional financial implications contained within this report.

6. What are the legal aspects?
Under the EU Waste Framework Directive the UK has a target to recycle 50% of household waste by 2020. The UK government has not set statutory targets on local authorities, but has the power to do so. The Household Recycling Act 2003 requires the Council to offer a kerbside collection of at least two materials.

7. Monitoring officer comments:

This report raises no issues for the Monitoring Officer.

8. Report details:

8.1 The Recycling Action Plan 206/17 (Appendix 1) provides the detail of the delivery programme for the year ahead.
8.2 An update to the Council's full Recycling Plan 2011-16 will be presented to Scrutiny Committee – Community on 7 June 2016. This will include a review of performance to date including the complete figures from 2015/16.

Report of: Assistant Director Environment

Author: Cleansing and Fleet Manager

Local Government (Access to Information) Act 1972 (as amended)

Contact for enquiries: Simon Hill, Cleansing and Fleet Manager
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(01392) 265275

Appendix 1: Recycling Team Action Plan 2016/17

Introduction

Exeter's recycling rate has plateaued at around 34% over recent years, which is well below the current UK average of 44%. The reasons for Exeter's low recycling rate relative to the rest of the UK include:

- Lack of a separate food waste collection suppresses our recycling rate by 8 percentage points
- The nature of Exeter's urban housing stock means there is less garden waste available for separate collection
- For single-tier district councils such as Exeter, the tonnage of waste managed at Civic Amenity Recycling Centres does not count towards the recycling rate.
- Recycling education and awareness efforts have not increased in recent years. The Council's recycling team has reduced from six to three FTEs and in 2014 and 2015 these resources were partially diverted to the reorganisation of waste collection rounds. This had little impact on recycling rates but has 'future proofed' the Waste Operations service by enabling us to accommodate the projected growth in household numbers for the next three years with existing resources

It is encouraging that in 2014/15, Exeter ranked 20th lowest out of 229 English local authorities for the total amount of waste produced per head, at 304kg per year (former BVPI184a). This indicates that we have been successful in minimising the amount of waste produced in the first place, which ranks above recycling in the waste hierarchy ("reduce-reuse-recycle"). It vindicates policies such as alternate weekly recycling /rubbish collections, charging for the collection of garden waste and applying a 'no side waste' policy alongside provision of appropriately-sized rubbish containers.

Measures to taken to implement the waste hierarchy since 2014:

- Extended fortnightly rubbish collections to 92% of the city. We have retained weekly rubbish collections only where lack of physical space makes this essential
- Extended the 'no side waste' policy to include excess waste placed on top of rubbish bins
- Revised the allocation of rubbish bin size so that the majority of Exeter residents are now provided with 140 or 180 litres' capacity instead of 240
- Exeter's residual waste is now treated at the Energy from Waste plant in Marsh Barton, meaning that none of the city's waste goes to landfill
- Established the regular use of web-based communications to promote recycling (gov delivery newsletter, Twitter)
- Installed mini-bottle banks at six new sites in areas of high population density
- Liaison with social housing, property managers and the University to improve communication, correct provision of accessible containers and recycling yield, however there is scope for increased and more targeted work in these areas.

Grey Bin Analysis 2013

The 2012 bin audit conducted by Jacobs on behalf of Devon County Council examined the contents of the average Exeter grey bin and found that over a quarter of this material could have been recycled using existing schemes, and a further 35% is food waste.

The report showed that on average 35% of the weight of rubbish bins comprises kitchen organics. It is not currently financially viable to introduce a food waste collection service, but even where there is one, it does not always result in high householder engagement and can increase waste arisings rather than focusing on the individual, regional and global benefits of food waste reduction. ECC promotes food waste reduction by endorsing WRAP's Love Food Hate Waste campaign and Exeter Food Hub; and by selling reduced price composters for uncooked kitchen waste. The methods for reducing food waste include better storage to make food last longer, better menu planning to reduce unused items going to waste and using up leftovers. The environmental benefit of food waste reduction is a direct reduction in the emissions released by decaying stored or composted food. The financial implications are a saving on Devon County Council's disposal costs, which can benefit other services in Devon – and there can also be financial benefits to the individual householder in terms shopping and using food more efficiently. A decrease in food put in the rubbish bin should also increase the recycling rate for Exeter.

Exeter is among the few Waste Collection Authorities to collect all household plastics – including pots, tubs, trays and film, and items labelled "cannot be recycled". In spite of this, the bin analysis showed an average of 11% of the rubbish weight being plastic. The results on the percentage of different types of plastics in both the rubbish and recycling bins showed that of all the plastic thrown away we captured 68% HDPE bottles and 73% other plastic bottles for recycling, but only 13% film and 38% non-bottle plastic packaging. This would suggest that people are recycling plastic bottles but disposing of other plastics. This is also reflected in anecdotal evidence from people we spoke to at community events and student door knocking during Fresher's Week. Even the more environmentally aware residents seem to be missing the "all plastics" message. A series of campaigns to raise awareness, particularly in low performance areas, should help to resolve this and have a positive effect on the recycling rate. We have already set up a display at the Customer Services centre of the Civic Centre, attached to a GovDelivery promotional hessian bags giveaway for the introduction of the bag tax.

One of the more confusing outcomes from the analysis was the low capture rate for steel (46%) and aluminium (30%) cans. Aluminium is one of the highest priced commodities that Exeter extracts and sells at the Material Reclamation Facility. In spite of cans and tins being traditionally recyclable, compared to the relatively recent plastics market, 70% of the aluminium cans thrown away by Exeter residents end up being sent to the Energy Recovery Facility for incineration. Given the high capture rates for pulpables and plastic bottles, this seems illogical. One reason is that cans are more likely to be disposed of "on the go" and so end up as litter or in street bins, which are weak areas in terms of extracting recyclables in Exeter. Attempts to introduce on-street recycling have not proved successful in the past, but the recycling bins put in place were not particularly easy to identify. Most major cities and tourist towns have on-street recycling.

The capture rate for pulpables is above the UK average at 86% for paper and 80% for card, and constituting only 9% of the rubbish bin contents. This demonstrates good recycling behaviour, thus successful communications of the pulpables message. Exeter has a reputation for delivering high grade paper for reprocessing. The exception is around Christmas when there is a high volume of metallic and glittery paper. This should be considered with Christmas specific communications.

Another indicator for good recycling behaviour is that only 4% of the rubbish weight is glass. This indicated that, even though we do not provide a kerbside collection service for glass, Exeter citizens are using the glass banks well. This is particularly important given the current crash in the market value for glass. Most other authorities who outsource the management of their recycling collections are now paying to send their mixed glass for reprocessing; because we are able to colour-separate using the bring banks, we can still generate revenue from selling some of the glass. As Exeter's population is growing we are looking into providing new glass recycling sites. We have already secured a site on Prince of Wales Road to target students. Placing new sites is a slow process as there are several sources of permission that need to be agreed.

Kerbside Recycling Analysis

Earlier in the year the Senior Recycling Officer analysed typical weight comparisons of refuse and recycling collected by crews. We also looked at areas with low presentation of recycling bins and high presentation of contaminated recycling. This information gives us an idea of the Low Performing Areas (LPAs) for recycling in the city. It also gives us some idea about what are the behaviours in each area that lead to not capturing recycling. All this information can help to inform our targeted campaigns to increase recycling.

The following chart summarises the findings:

Ward	Problems Identified	Strategic Focus
St Loyes Pinhoe	Low recycling Low-medium recycling, low presentation, high contamination	Highest priorities Awareness roadshows, community news letters Detail process and consequences of recycling
Alphington St James Pennsylvania Newton Heavitree	Low-medium recycling, low presentation Low-medium recycling, high contamination	Second priority areas Awareness roadshows, community news letters Detail process and consequences of recycling
Exwick St Thomas St Davids	Low-medium recycling	Medium term
Mincinglake Cowick	Low presentation of recycling bins	Medium term
Duryard Polsloe Whipton Barton St Leonards Priory Topsham	No extremes in any of the criteria although still below national average for recycling	Long term

We have a high number of shared bin stores in Exeter. These are statistically difficult to manage in terms of ensuring everyone that uses them recycles. We get a high number of reports of contamination as it only takes one person in the shared scheme to undo the good work of others. Particular thought needs to be given in terms of the hows and whys of recycling as well as deterrents or rewards to affect behavioural change.

'Low recycling' is defined as less than 20%, and 'Low-medium' as less than 30%. These figures are significantly lower than Exeter's published recycling rate, which also includes material collected on bring bank, garden waste and community group schemes.

Barriers to recycling

The Recycling Action Plan 2016/17 aims to address the known barriers to recycling:

- Infrastucture: having access to a recycling service, and having the correct containers
- Knowledge: being aware of what and how to recycle, so that residents do not take the default option of putting waste into the grey bin
- Household behaviour and organisation issues
- Attitude and motivation: people are more likely to engage with recycling if their efforts are recognised and the benefits of recycling are made clear. In particular, people wish to know what happens to the material they sent for recycling

Communication Opportunities

GovDelivery
Recycling has over 1,500 subscribers. We have started sending regular targeted messages to reinforce our scheme. Mails to date include: a general introduction, plastics recycling promotion, food reduction message and Christmas messages.

Twitter/Facebook
The recycling department now has an ipad. The intention is to open social media accounts and to respond to recycling and waste related messages on the ECC accounts. This will also offer an opportunity to initiate targeted messages aimed at different target groups, without the restrictions of the ECC sites. We can still send messages out from ECC sites via the Communications department. This is pending approval of ECC Comms dept.

Livery
Three RCVs and the bin delivery truck are awaiting livery. The initial idea was to target the habit of putting recyclables in the rubbish bins. After some delays in producing designs (due to accessing technology and mixed messages in terms of feedback for the design), the current concept is very similar to what is already in place, with clearer messages. The focus will be on the three target materials plastics, metals and food reduction for the RCVs. The bin delivery van accesses more of the city so a general "what's in the green bin" message will go on this.

Community Signage
Some of the signs at community recycling points have out of date information and would benefit from matching the concepts developed in the livery messages. There is also a banner at the Pinhoe Sainsbury's site that is available for us to use. These will be reaching people visiting the bring banks and thus people who are already pro-recycling. A more detailed message about the stats, process and consequences of

recycling will be designed for these, including the environmental and economic aspects.

Calendars, Leaflets and Recycling Guide
These need to portray clear, simple and targeted messages about waste policies, services and what can be recycled in Exeter.

Exeter Citizen
A double-page spread has been reserved for the next four issues of the Citizen. The Spring 2016 edition will focus on clearing up the common misunderstandings about what can and cannot go in the green bin, addressing the knowledge barriers that many residents face.

Insight magazine, Landlord Forum and local ward-based newsletter
These can be used to target local issues or promotions as well as city wide messages.

Civic Centre
We have created a general priorities comms display which is stored at the Civic Centre reception to present when no other campaigns are occupying the space they have there.

Schools
Promote a ‘Three Rs Communications Campaign’ competition for schools. A community outreach excercise, judged by the Council, with prizes for the winning school funded by the remaining funds from the Green Team programme 2015.

Summary of action plan

(i) Material-specific actions

Target Area	Outcome	Responsible parties and key partners	Progress	Deadline	Comments
Plastic	Increase capture of plastic: raise awareness through comms, roadshows in LPAs, targeted litter picks and frontline staff training that Exeter recycles all household plastics,	Recycling Department, Collection Crews, Street Scene	City councillor MRF tour and talks given to five councillors Training being developed for frontline staff Details of communication exercises need to be discussed further	Training and comms to be underway before June 2016	Roadshows in LPAs could help to identify "Recycling Champions" to continue longer-term community pride ventures
Aluminium cans	Increase the capture rate of this high value commodity	Recycling Department, Street Scene		Action plan to be devised before June 2016	Ideas include two stream litter picks, increase on-street recycling availability, and 'household metals' message in comms
Glass and textiles	Increase glass & textile recycling and ensure compliance with Waste Regulations 2011 (aka TEEP) by increasing range of bring sites	Recycling dept, planning	On site confirmed to serve students on Prince of Wales Road. Other sites identified subject to various permissions	Ongoing	Increase in number of textile banks is pending appointment of new contractor.

(ii) Community-specific actions

Target Area	Outcome	Responsible Parties and key partners	Progress	Deadline	Comments
Identific-ation of Low Performance Areas (LPAs)	Target LPAs with comms package designed to connect with different target groups messages	Recycling Department	Kerbside analysis and bin audit has highlighted some LPA and target message focus areas Analysis needs to be done of recycling bins not being presented needs, then details of comms packages in target areas can begin	"Not out" analysis completed Comms delivery to be underway before June2016	Roadshows in LPAs could help to identify "Recycling Champions" to continue longer term community pride ventures
LPA 1: University students in rented accommodation	Clarifying the recycling message to those moving in from other regions. Motivating people who are not permanent Exeter residents and those who have limited life skill experience.	Recycling dept, Student Guild, Student Wardens, Rory Cunningham, University Sustainability Team.	Meetings with student wardens and Rory. Students on the Move. Freshers door knocking. Roadshows/ Warden stalls. Partnership with Exeter University, student guild, Devon County Council	Students on the Move commencing May 2016; communications to be delivered at start of 2016/17 academic year	
LPA 2: HMOs using bin stores	Increased capture of recycling, reduction in overfilled grey bins	Recycling dept. Waste Ops. Systems	Identify & meet landlords and managing agents to discuss solutions; Implement WRAP-recommended measures – better signage,	Ongoing	

			communication with residents, etc Install glass and clothing bring banks		
LPA 3: as per areas identified in kerbside analysis	Achieve a measurable improvement in recycling in a small area with intensive ‘War on Waste’ comms	Recycling dept	Priority areas and materials identified for targeted comms S:\CLEANSING SERVICES\Recycling Services\Kerbside analysis 2014	Ongoing	
Comm-unity reward scheme	Recognition of residents’ recycling efforts & increased engagement with recycling leading to improved participation		Identify collection round(s) (about 1,200 properties each) and develop options for a reward and recognition scheme to encourage recycling participation Engage with neighbouring authorities to share best practice and communications resources	Dec 2017	Case studies from other local authorities indicate that a mixture of community-wide and individual incentives can lead to increased recycling rates. At the moment there is mixed evidence as to whether the increased income from recycling can offset the costs of implementing a reward scheme.
Non-wheeled bin properties	Ensure that residents who cannot use a wheeled bin or communal bin store are using the best alternative provision. Consult/test residents on whether clear recycling sacks or caddies encourage the best material capture rates. Incorporate best practice from other urban authorities.	Senior Recycling Officer	Increased liaison with private landlords carried out as part of collection round reorganisation in 2015.	March 2017	Affects 1,500 recycling sack and 3,500 recycling box customers.
Schools	Promote a ‘Three Rs Communications Campaign’ competition for schools. A community outreach excercise, judged by the Council, with prizes for	Senior Recycling Officer	This complements the ongoing schools work funded by Devon County Council and the Devon Authorities Strategic	March 2017	

	the winning school funded by the remaining funds from the Green Team programme 2015.		Waste Committee		

(iii)Infrastructure actions

Target Area	Outcome	Responsible parties and key partners	Progress	Deadline	Comments
Separate Food Waste Collection	Investigate costs and collection method options	Cleansing and Fleet Manager	Costs and impact on recycling figures have been modelled by Eunomia.	Completed	Further progress is likely to depend on outcome of work with DCC on sharing of avoided disposal savings
Recycle on the Go	Prepare a business case for self-funding recycling of litter bin waste'	Senior Recycling Officer	In progress	Sept 2016	On-street 'on the go' recycling bins are common in other urban retail and tourist areas. Although the tonnage captured is small, this is a good way to remind people to recycle.

(iv) Strategic actions

Target Area	Outcome	Responsible Parties	Progress	Deadline	Comments
Devon partner-ship working	Work with DCC to establish a workable mechanism for investing in higher-performing recycling scheme, funded by an equitable share of the avoided disposal savings	Cleansing and Fleet Manager; Asssitant Director Environment	50:50 split of savings currently under discussion at officer level among Devon authorities	Draft proposal issued in Jan 2016 and currently under discussion	-

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