

SCRUTINY COMMITTEE - COMMUNITY

Date: Tuesday 10 November 2015
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 Howard Bassett, Democratic Services Officer (Committees) on 01392 265107.

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

Membership -

Councillors Brimble, Bull, Buswell, George (Deputy Chair), Hannan, Holland, Morse (Chair), Newby, Packham, Raybould, Shiel, Vizard and Wardle

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 meeting held on 8 September 2015.

3 Declaration of Interests

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**

It is considered that the Committee would be unlikely to exclude the press and public during consideration of the items on this agenda, but if it should wish to do so, the following resolution should be passed:-

RECOMMENDED that, under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting of the particular item(s) on the grounds that it (they) involve(s) the likely disclosure of exempt information as defined in the relevant paragraphs of Part I of Schedule 12A of the Act.

5 **Questions from the Public under Standing Order 19**

A period of up to 15 minutes will be set aside to deal with questions to the Committee from members of the public.

Details of questions should be notified to the Corporate Manager Democratic and Civic Support at least three working days prior to the meeting. Further information and a copy of the procedure are available from Democratic Services (Committees) (01392 265115) also on the Council web site.
<http://www.exeter.gov.uk/scrutinyquestions>

6 **Questions from Members of the Council under Standing Order 20**

To receive questions from Members of the Council to appropriate Portfolio Holders.

PRESENTATION TO COMMITTEE

7 **To welcome Robin Mulholland of CAB**

ITEMS FOR DISCUSSION

8 **Homelessness Task and Finish Group**

To consider the report of the Task and Finish Group.

(Pages 5 -
10)

9 **Housing Revenue Account - Budget Monitoring to September 2015**

To consider the report of the Assistant Director Finance.

(Pages 11
- 28)

10 **Community - Budget Monitoring to September 2015**

To consider the report of the Assistant Director Finance.

(Pages 29
- 38)

ITEM FOR EXECUTIVE

11 Local Air Quality Action Plan

To consider the report of the Assistant Director Environment.

(Pages 39
- 64)

Date of Next Meeting

The next scheduled meeting of the Scrutiny Committee - Community will be held on **Tuesday** 19 January 2016 at 5.30 pm in the Civic Centre.

Find out more about Exeter City Council services by looking at our web site <http://www.exeter.gov.uk>. This will give you the dates of all future Committee meetings and tell you how you can ask a question at a Scrutiny Committee meeting. Alternatively, contact the Democratic Services Officer (Committees) on (01392) 265107 for further information.

Follow us:

www.twitter.com/ExeterCouncil

www.facebook.com/ExeterCityCouncil

Individual reports on this agenda can be produced in large print on request to Democratic Services (Committees) on 01392 265107.

This page is intentionally left blank

Agenda Item 8

REPORT TO: SCRUTINY COMMUNITY COMMITTEE
Date of Meeting: 10th November 2015

Report of: Cllr Harvey, Chair of the Homelessness Task and Finish Group

Title: Homelessness Task and Finish Group Interim Report.

Is this a Key Decision?

No

Is this an Executive or Council Function?

Council

1. What is the report about?

To report interim findings and recommendations to the Scrutiny Community Committee in respect of the proposed Homelessness Strategy and Action Plan.

2. Recommendations:

Interim recommendations can be simplified under two separate headings:-

(a) The proposed structure of the new Homelessness Strategy and Action Plan:-

- i. To agree that the Homelessness Strategy should be developed across the Exeter and Teignbridge area to increase opportunities for local residents and reduce administrative burden on the services of developing two separate strategies for a combined service.
- ii. To agree that the Homelessness Strategy should primarily adopt the four key common themes of:-
 - Health and Protection;
 - Money Matters and Money and Employment;
 - Access to Services;
 - Accommodation Options and Private Rented Accommodation
- iii. That the Strategy should consider, amongst other responsibilities, how the Council should address homelessness in respect of ex-servicemen and women.

(b) Proposed Action Plan:-

- Regular review of the Action Plan and review meetings with agencies for the purposes of monitoring the Plan and altering where necessary to reflect any new challenges.
- A cross boundary list of available resources including properties spanning both Exeter and Teignbridge areas should be prepared and circulated.
- Access to information on cross boundary areas to be made available by each Authority.
- Identifying larger empty properties and working towards bringing these properties back into use in the context of tackling homelessness.

- Better signposting when enquiries are received - one information registration form to be used by both Exeter and Teignbridge so that the individual only has to give details once and they are passed to the relevant Authority for action immediately.
- Mapping of services and agencies on an ongoing basis to avoid duplication of work and avoid wasting resources.
- Mapping out different pathways to help people with different needs so that they are assisted quickly and effectively.
- Staff training with particular emphasis on “soft assessment” skills. For example, specialist training in how best to speak with and to obtain relevant information from ex-servicemen and women generally and to evaluate what type of properties would or would not be suitable.
- Monitor the impact of welfare reform on homelessness to allow for schemes to be developed to prevent homelessness or respond quickly when households have been impacted.
- Create a credit card size contact information card which can be placed with various agencies (letting agents and hospitals for instance) which individuals can easily keep and refer to.
- Better website information which is easily accessible for individuals in relation to where and how they can access help.

3. Reasons for the recommendation:

- To acknowledge the work carried out by this Task and Finish Group to date.
- To inform and update the Scrutiny Community Committee as to the progress made in respect of the new Homelessness Strategy and Action Plan together with the proposed time frame for approval and implementation.
- To provide an opportunity for the Scrutiny Community Committee to comment upon the proposed key themes and content of the new Homelessness Strategy and Action Plan.
- To invite Member’s comments in respect of the proposed Consultation.

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

The Homelessness Strategy will direct how financial resources such as the Homeless Prevention Grant and staff activities will respond to the issues of homelessness.

5. Section 151 Officer comments:

There are no financial implications contained within the report.

6. What are the legal aspects?

A Homelessness Strategy is a legal requirement. The Exeter Homelessness Strategy is currently out of date and the Teignbridge Housing Options Strategy ends this year. The Task and Finish Group has helped to shape the headline of the Strategy and the forthcoming stakeholder consultation will move this forward with more detail.

7. Monitoring officer Comments

This report raises no issues of concern.

8. Report Details:

Homelessness was identified as a high priority topic for Task and Finish Group investigation at the Annual Scrutiny Work Programme Meeting which took place in July 2015.

Membership of the Group consists of:-

Exeter City Council Members

Cllr Harvey (Chair of the Group)
Cllr Morris (Portfolio Holder for Customer Access)
Cllr Morse (Chair of Scrutiny Community Committee)
Cllr Bull
Cllr Lyons
Cllr Newby
Cllr Wardle
Cllr Prowse

Teignbridge District Council Members

Cllr Bullivant
Cllr Clemens

Exeter City Council and Teignbridge District Council Officers

Bindu Arjoon, Assistant Director, Customer Access (ECC)
Nicola Forsdyke, Joint Housing Needs Lead (ECC and Teignbridge)
Chris Stocks, Housing, Move on Officer (ECC)
Mark Jolly, Housing, Service Lead Performance (ECC)
Dr Jenny Barnett, Housing Policy Officer (ECC)
Anne-Marie Hawley, Scrutiny Programme Officer (ECC)
James Toler, Housing Strategy Officer (Teignbridge)

The Scope

Key Objectives:-

- To help shape and form the new Homelessness Strategy and Action Plan.
- To identify and establish a list of other service providers within Exeter – who does what?
- To obtain views from key service providers which may help the Council to shape the new Homelessness Strategy and Action Plan.
- To establish what funds are available.

Anticipated Value of Work/Outcome

- To update the Homelessness Strategy and Action Plan.
- To comply with legislative requirements to have such a Strategy in place (Homelessness Act 2002).
- To ensure that the new Strategy and Action Plan is fit for purpose in tackling the issue of homelessness within Exeter.

- To provide clarity in vision for the future of services for those in housing need.
- To encourage a cohesive approach between service providers and the Council towards the co-commissioning/design of services and approaches to available funding.

Progress to Date

The new joint Homelessness Strategy (combined between Exeter City Council and Teignbridge District Council) will primarily incorporate four key common themes but will also need to differentiate between issues which are unique to rural and urban areas.

The key common themes identified are:-

- a) Health and Protection.
- b) Money Matters and Money and Employment.
- c) Access to Services.
- d) Accommodation Options and Provision of Private Rented Accommodation.

This Task and Finish Group has considered each theme at separate meetings, hearing from both Officers and external guests, which presented Members with the opportunity to express their views directly to the officers responsible for drafting the Strategy and Action Plan as to what they would like to see included. External guests who were welcomed to the meetings included representatives from Devon Domestic Abuse Support Services (SPLITZ and SAFE), Community Housing Aid (Bay 6 Hospital Discharge Scheme and Offender Resettlement Service), Citizens Advice Bureau, and Plymouth Access to Housing (PATH).

The Group also visited the Homelessness Hub, which is due to open in March 2016, to further understand and to put into context the multi agency approach of the Hub and what it hopes to achieve. Members received a guided tour and presentation from both the Chairman of Exeter CVS (Exeter Council for Voluntary Service) and the architect responsible for the conversion of the building.

The purpose of this interim report is to detail findings and proposed interim recommendations as to what the Homelessness Strategy and Action Plan should take into account or include from a Member's perspective.

The Timeline

A consultation with key stakeholders is due to take place sometime between November 2015 and January 2016. This will be an important step in developing a combined Strategy. The Consultation will take the form of workshops with specific providers to see how a more joined up and aligned multi agency approach may be taken concentrating on two or three key themes around supported accommodation in the City (what is and isn't working); money advice and links to employment and access to work.

Following the Consultation, the Task and Finish Group will reconvene to consider the results of the Consultation with a view to providing an update and further recommendations to Exeter City Council's Scrutiny Community Committee in January 2016. Following this, the Strategy and Action Plan will be finalised and submitted to Exeter City Council's Scrutiny Community Committee in March 2016 for approval with a view to implementation by 1st April 2016.

It is understood that Teignbridge District Council will also be submitting reports in relation to the draft Homelessness Strategy and Action Plan through its Committee system for approval.

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

It is anticipated that the new Homelessness Strategy and Action Plan should have a positive impact in so far as all of these areas are concerned.

Cllr Harvey, Chair of the Homelessness Task and Finish Group

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

Background papers used in compiling this report:

None

Contact for enquiries: Anne-Marie Hawley, Scrutiny Programme Officer

Tel No: (01392) 265110

Room 2.3

This page is intentionally left blank

Agenda Item 9

REPORT TO: SCRUTINY COMMITTEE - COMMUNITY
DATE OF MEETING: 10 November 2015
REPORT OF: Assistant Director Finance
TITLE: Housing Revenue Account Budget Monitoring - September 2015

Is this a Key Decision?

No

Is this an Executive or Council Function?

No

1. What is the report about?

To advise Members of any major differences, by management unit, between the approved budget and the outturn forecast for the first six months of the financial year up to 30 September 2015 in respect of the Housing Revenue Account and the Council's new build schemes.

A budget monitoring update in respect of the HRA Capital Programme is also incorporated into this report in order to help provide a comprehensive financial update in respect of the Housing Revenue Account.

In addition to the budgetary over/under-spends reported to this committee, Appendix 1 also highlights further areas of risk, so that Members are aware that certain budgets have been identified as being vulnerable to factors beyond the control of the Council, which may result in potential deviations from budget, and are therefore subject to close monitoring, by officers.

2. Recommendations:

That Members of Scrutiny Committee – Community assure themselves that satisfactory actions are being undertaken by Officers to address the key areas of budgetary pressure highlighted in this report.

3. Reasons for the recommendation:

The Housing Revenue Account is a statutory account and local housing authorities have a duty to keep an HRA in accordance with proper accounting practices and to review the account throughout the year. This is the second quarterly financial update in respect of the HRA for 2015-16.

4. What are the resource implications including non financial resources

The financial resources required to deliver both housing services to Council tenants and to invest in new and existing housing stock during 2015-16 are set out in the body of this report.

5. Section 151 Officer comments:

This report has been prepared on behalf of the Section 151 Officer to set out the financial position of the Housing Revenue Account, as at 30 September 2015.

6. What are the legal aspects?

The Housing Revenue Account is framed by the Local Government and Housing Act 1989. This Act created the ring-fence and the structure within which the HRA operates and covers

the detailed operation of the HRA, including the credits (income) and debits (expenditure) which make up the account.

7. Monitoring Officer Comments:

8. Report Details:

HRA BUDGET MONITORING TO 30 SEPTEMBER 2015

8.1 Projected Surplus/Deficit

During this period the total budget variances indicate that there will be a net deficit of £1,783,936 in 2015-16. This represents a decrease of £1,175,246 compared to the revised budgeted deficit of £2,959,182 for 2015-16; the main deviations from budget are set out below. Please also refer to Appendix 2.

Budget Heading	Forecast Budget Variance (Under)/Overspend	Explanation
Budgeted Deficit	£2,189,182	
Supplementary budget for continuation of Warden Service	£182,000	Executive approved 17 March 2015
Supplementary budget for Low Maintenance and Painting	£221,000	Executive approved 14 July 2015
Supplementary budget for Damp Ingress	£367,000	Executive approved 14 July 2015
Revised Budgeted Deficit	£2,959,182	
Budget variances reported in June	(£625,391)	Scrutiny Committee – Community 8 September 2015
Budget variances to be reported in September		
Management Costs	(£49,340)	• Savings in employee costs are expected due to vacant posts and certain posts being appointed to part-way through the financial year.
Housing Customers	£1,200	• Additional employee costs have been incurred in respect of covering long term sickness.
Sundry Lane Maintenance	(£5,000)	• No inflationary increases will be applied to the Garden Assistance Scheme contract.
Repairs and Maintenance Programme	(£450,000)	• As previously reported in June, significant savings are expected to be achieved in respect of the damp ingress contract

		<p>following lower tender prices coupled with a lower level of remedial repairs compared to original estimates.</p> <p>Savings have also been achieved through utilising scaffolding already in place for the external painting programme, where possible.</p> <p>The budget also made allowance for unidentified flats and houses suffering damp ingress but the number of properties has remained relatively stable at approx 330.</p> <p>The forecast saving has been adjusted in accordance with advice received from the external project managers.</p>
Capital Charges	£5,665	• Additional depreciation charges are attributable to HRA vehicles.
Housing Assets	(£32,380)	• Reduced use of agency staff cover for vacant posts.
Interest	(£20,000)	• The interest earned on HRA balances (Working Balance, Major Repairs Reserve and capital receipts) will be higher than budgeted, as savings in revenue and capital expenditure for 2015-16 will result in higher than anticipated HRA balances.
Total budget variances	(£549,855)	
Projected HRA deficit	£1,783,936	Transfer from HRA Working Balance

8.2 Impact on HRA Working Balance

The HRA Working Balance represents amounts set aside to help facilitate service improvements, repay debt or to provide investment in the stock in future financial years.

The forecast balance, as at 31 March 2016, is set out below:

Movement	2015/16
Opening HRA Working Balance, as at 1/4/15	£7,736,532
Deficit for 2015/16	(£1,783,936)
Balance resolved to be retained (HRA contingency)	(£3,000,000)
Balance Available, as at 31/3/16	£2,952,596

8.3 HRA Available Resources over the Medium Term

The forecast HRA available resources for delivering both housing services and capital investment have been significantly affected by the Government's announcement in the Summer Budget that social rents are to be cut by 1% each year over the next 4 financial years; 2016/17 to 2019/20.

Appendix 3 sets out the total forecast HRA available resources up to 2019/20, which reflects the post Summer Budget position.

8.4 HRA Capital Programme

The 2015-16 HRA Capital Programme was last reported to Scrutiny Committee – Community on 8 September 2015, since that meeting the following changes have been made that have decreased the programme.

Description	2015/16	Approval / Funding
HRA Capital Programme	£13,910,754	
Budgets deferred to future financial years	(£3,161,194)	Executive 6 October 2015
Savings declared	(£42,871)	Executive 6 October 2015
Revised HRA Capital Programme	£10,706,689	

8.5 Performance

The current HRA Capital Programme is detailed in Appendix 4. The appendix shows a total forecast spend of £9,241,961 compared to the £10,706,689 approved programme, a decrease of £1,418,728.

8.6 Capital Budget Variances

The details of key variances from budget are set out below.

Scheme	Forecast Overspend / (Underspend)	Explanation
Rendering of Council Dwellings	(£45,000)	The sites identified for rendering will be completed this financial year with an overall saving.
Smoke Detector Replacements	(£40,000)	The programme of replacing smoke detectors completed in August with an overall saving.
Other Works	(£51,000)	Uncommitted balance declared a saving in order to help compensate for essential footpath and wall works.
Structural Repairs	(£50,000)	Less extensive structural repairs are required to certain properties following structural monitoring.
Common Area Footpath/Wall Improvements	£151,000	Priority health and safety works will be accelerated in 2015-16 following the appointment of a Compliance Officer to progress the improvements to footpaths and walls.
Central Heating Programme	£33,400	Higher than budgeted system failures have resulted in additional central heating replacements, however compensating saving in boiler replacement

		costs.
Boiler Replacement Programme	(£33,400)	Lower than budgeted boiler failures have resulted in fewer boiler replacements. Works undertaken to maximise the life expectancy of boilers as part of the routine service and maintenance regime.
Scheme	Budget to be deferred to 2016/17	Explanation
Energy Conservation	£65,510	Further spend of this budget is pending the identification of suitable energy efficiency measures in respect of housing assets.
Rennes House Structural Works	£450,000	A condition survey and review of mechanical and electrical services will be undertaken this financial year in order to inform the schedule of refurbishment works in 2016/17 and beyond.
COB Wave 2 – Rennes House car park	£416,548	Delays associated with moving telecoms equipment and an electrical substation at this site have impacted on the profiling of this budget with slippage into 2016/17.
Phase 2 St Andrews Road	£10,230	Further spend in respect of developing this site are pending the outcomes of a Village Green application by local residents.
COB Land Purchase	£300,000	Spend of this budget is pending the identification of suitable / available land for the development of new social housing.
Acquisition of Social Housing	£173,000	The acquisition of 12 new affordable housing units are expected to complete this financial year, the remaining budget will be deferred into 2016-17.

9. COUNCIL OWN BUILD BUDGET MONITORING TO 30 SEPTEMBER 2015

The Council's own build properties at Rowan House and Knights Place form part of the overall Housing Revenue Account, but separate income and expenditure budgets are maintained in order to ensure that they are self-financing.

9.1 Projected Surplus/Deficit

There are no projected variances to report, as at September. The budgeted net surplus of £37,800 is still projected to be achieved during 2015-16.

MU Code	Management Unit	Budget Variance Overspend / (Underspend)	Explanation
85B5	COB	£0	There are no significant variances from budget to report at this stage. However, the recovery of lost rental income and additional costs in previous financial years whilst snagging issues were resolved at Knights Place form part of a claim to the main contractor and have been highlighted as an area of budgetary risk.

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

The Housing Revenue Account contributes to two key purposes, as set out in the Corporate Plan; help me find somewhere suitable to live and maintain our property assets.

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

Areas of budgetary risk are highlighted to committee as part of the quarterly budget monitoring updates. Appendix 1 sets out the risks identified, as at June.

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?

No impact

13. Are there any other options?

No

Assistant Director Finance

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

Background papers used in compiling this report:

None

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

AREAS OF BUDGETARY RISK**APPENDIX 1**

A number of areas of budgetary risk have been identified within the HRA, as follows:

Budget Title	Approved Budget	Risk
General Maintenance	£1,850,000 (revenue)	Reduction in the number of reported faults in the first three months of the year (2,970) compared to the same time last year (3,272), if pattern continues it could result in a potential under-spend.
Re-pointing	£300,000 (revenue)	Re-pointing contractors have been tied up with delivering the damp ingress contract and therefore resources have been limited for delivery of planned re-pointing works. It is hoped that extensive works can be undertaken in March, but slippage in the programme may occur.
Rental Income from Dwellings	£18,900,000 (revenue)	Right to Buy sales, number of new tenancies set at convergence rent levels, number of days lost through major works, rent lost in respect of void properties and welfare reform changes (for which an increased bad debt provision has been made) all impact on the annual rental income. Rental income is slightly behind profile due to a rise in the level of arrears and a rise in the amount of rent lost through void properties.
Kitchen Replacement Programme	£1,418,880 (capital)	The number of kitchens which can be replaced within approved budgets may vary dependent upon the cost of associated works such as electrical repairs and re-plastering, which varies per property. For 2015-16 it is planned that 261 kitchens will be replaced.
Bathroom Replacement Programme	£1,253,770 (capital)	The number of bathrooms which can be replaced within approved budgets may vary dependent upon the cost of associated works such as re-plastering, which varies per property. For 2015-16 it is planned that 379 bathrooms will be replaced.
Cob Wave 2 – Whipton Methodist Church	£130,397 (capital)	There is a risk that a budget overspend may occur as a result of additional asbestos removal costs and seeking a European Protected Species licence prior to demolition. Total costs are pending agreement of the final contract sum.
Knights Place	No budget (capital)	Significant works have been required to resolve water penetration issues at Knights Place and the costs and associated lost rental income will form part of a claim from the main contractor.

This page is intentionally left blank

REPORT TO: SCRUTINY COMMITTEE - COMMUNITY
DATE OF MEETING: 10 November 2015
REPORT OF: Assistant Director Finance
TITLE: Housing Revenue Account Budget Monitoring - September 2015

Is this a Key Decision?

No

Is this an Executive or Council Function?

No

1. What is the report about?

To advise Members of any major differences, by management unit, between the approved budget and the outturn forecast for the first six months of the financial year up to 30 September 2015 in respect of the Housing Revenue Account and the Council's new build schemes.

A budget monitoring update in respect of the HRA Capital Programme is also incorporated into this report in order to help provide a comprehensive financial update in respect of the Housing Revenue Account.

In addition to the budgetary over/under-spends reported to this committee, Appendix 1 also highlights further areas of risk, so that Members are aware that certain budgets have been identified as being vulnerable to factors beyond the control of the Council, which may result in potential deviations from budget, and are therefore subject to close monitoring, by officers.

2. Recommendations:

That Members of Scrutiny Committee – Community assure themselves that satisfactory actions are being undertaken by Officers to address the key areas of budgetary pressure highlighted in this report.

3. Reasons for the recommendation:

The Housing Revenue Account is a statutory account and local housing authorities have a duty to keep an HRA in accordance with proper accounting practices and to review the account throughout the year. This is the second quarterly financial update in respect of the HRA for 2015-16.

4. What are the resource implications including non financial resources

The financial resources required to deliver both housing services to Council tenants and to invest in new and existing housing stock during 2015-16 are set out in the body of this report.

5. Section 151 Officer comments:

This report has been prepared on behalf of the Section 151 Officer to set out the financial position of the Housing Revenue Account, as at 30 September 2015.

6. What are the legal aspects?

The Housing Revenue Account is framed by the Local Government and Housing Act 1989. This Act created the ring-fence and the structure within which the HRA operates and covers

the detailed operation of the HRA, including the credits (income) and debits (expenditure) which make up the account.

7. Monitoring Officer Comments:

8. Report Details:

HRA BUDGET MONITORING TO 30 SEPTEMBER 2015

8.1 Projected Surplus/Deficit

During this period the total budget variances indicate that there will be a net deficit of £1,783,936 in 2015-16. This represents a decrease of £1,175,246 compared to the revised budgeted deficit of £2,959,182 for 2015-16; the main deviations from budget are set out below. Please also refer to Appendix 2.

Budget Heading	Forecast Budget Variance (Under)/Overspend	Explanation
Budgeted Deficit	£2,189,182	
Supplementary budget for continuation of Warden Service	£182,000	Executive approved 17 March 2015
Supplementary budget for Low Maintenance and Painting	£221,000	Executive approved 14 July 2015
Supplementary budget for Damp Ingress	£367,000	Executive approved 14 July 2015
Revised Budgeted Deficit	£2,959,182	
Budget variances reported in June	(£625,391)	Scrutiny Committee – Community 8 September 2015
Budget variances to be reported in September		
Management Costs	(£49,340)	• Savings in employee costs are expected due to vacant posts and certain posts being appointed to part-way through the financial year.
Housing Customers	£1,200	• Additional employee costs have been incurred in respect of covering long term sickness.
Sundry Lane Maintenance	(£5,000)	• No inflationary increases will be applied to the Garden Assistance Scheme contract.
Repairs and Maintenance Programme	(£450,000)	• As previously reported in June, significant savings are expected to be achieved in respect of the damp ingress contract

		<p>following lower tender prices coupled with a lower level of remedial repairs compared to original estimates.</p> <p>Savings have also been achieved through utilising scaffolding already in place for the external painting programme, where possible.</p> <p>The budget also made allowance for unidentified flats and houses suffering damp ingress but the number of properties has remained relatively stable at approx 330.</p> <p>The forecast saving has been adjusted in accordance with advice received from the external project managers.</p>
Capital Charges	£5,665	• Additional depreciation charges are attributable to HRA vehicles.
Housing Assets	(£32,380)	• Reduced use of agency staff cover for vacant posts.
Interest	(£20,000)	• The interest earned on HRA balances (Working Balance, Major Repairs Reserve and capital receipts) will be higher than budgeted, as savings in revenue and capital expenditure for 2015-16 will result in higher than anticipated HRA balances.
Total budget variances	(£549,855)	
Projected HRA deficit	£1,783,936	Transfer from HRA Working Balance

8.2 Impact on HRA Working Balance

The HRA Working Balance represents amounts set aside to help facilitate service improvements, repay debt or to provide investment in the stock in future financial years.

The forecast balance, as at 31 March 2016, is set out below:

Movement	2015/16
Opening HRA Working Balance, as at 1/4/15	£7,736,532
Deficit for 2015/16	(£1,783,936)
Balance resolved to be retained (HRA contingency)	(£3,000,000)
Balance Available, as at 31/3/16	£2,952,596

8.3 HRA Available Resources over the Medium Term

The forecast HRA available resources for delivering both housing services and capital investment have been significantly affected by the Government's announcement in the Summer Budget that social rents are to be cut by 1% each year over the next 4 financial years; 2016/17 to 2019/20.

Appendix 3 sets out the total forecast HRA available resources up to 2019/20, which reflects the post Summer Budget position.

8.4 HRA Capital Programme

The 2015-16 HRA Capital Programme was last reported to Scrutiny Committee – Community on 8 September 2015, since that meeting the following changes have been made that have decreased the programme.

Description	2015/16	Approval / Funding
HRA Capital Programme	£13,910,754	
Budgets deferred to future financial years	(£3,161,194)	Executive 6 October 2015
Savings declared	(£42,871)	Executive 6 October 2015
Revised HRA Capital Programme	£10,706,689	

8.5 Performance

The current HRA Capital Programme is detailed in Appendix 4. The appendix shows a total forecast spend of £9,241,961 compared to the £10,706,689 approved programme, a decrease of £1,418,728.

8.6 Capital Budget Variances

The details of key variances from budget are set out below.

Scheme	Forecast Overspend / (Underspend)	Explanation
Rendering of Council Dwellings	(£45,000)	The sites identified for rendering will be completed this financial year with an overall saving.
Smoke Detector Replacements	(£40,000)	The programme of replacing smoke detectors completed in August with an overall saving.
Other Works	(£51,000)	Uncommitted balance declared a saving in order to help compensate for essential footpath and wall works.
Structural Repairs	(£50,000)	Less extensive structural repairs are required to certain properties following structural monitoring.
Common Area Footpath/Wall Improvements	£151,000	Priority health and safety works will be accelerated in 2015-16 following the appointment of a Compliance Officer to progress the improvements to footpaths and walls.
Central Heating Programme	£33,400	Higher than budgeted system failures have resulted in additional central heating replacements, however compensating saving in boiler replacement

		costs.
Boiler Replacement Programme	(£33,400)	Lower than budgeted boiler failures have resulted in fewer boiler replacements. Works undertaken to maximise the life expectancy of boilers as part of the routine service and maintenance regime.
Scheme	Budget to be deferred to 2016/17	Explanation
Energy Conservation	£65,510	Further spend of this budget is pending the identification of suitable energy efficiency measures in respect of housing assets.
Rennes House Structural Works	£450,000	A condition survey and review of mechanical and electrical services will be undertaken this financial year in order to inform the schedule of refurbishment works in 2016/17 and beyond.
COB Wave 2 – Rennes House car park	£416,548	Delays associated with moving telecoms equipment and an electrical substation at this site have impacted on the profiling of this budget with slippage into 2016/17.
Phase 2 St Andrews Road	£10,230	Further spend in respect of developing this site are pending the outcomes of a Village Green application by local residents.
COB Land Purchase	£300,000	Spend of this budget is pending the identification of suitable / available land for the development of new social housing.
Acquisition of Social Housing	£173,000	The acquisition of 12 new affordable housing units are expected to complete this financial year, the remaining budget will be deferred into 2016-17.

9. COUNCIL OWN BUILD BUDGET MONITORING TO 30 SEPTEMBER 2015

The Council's own build properties at Rowan House and Knights Place form part of the overall Housing Revenue Account, but separate income and expenditure budgets are maintained in order to ensure that they are self-financing.

9.1 Projected Surplus/Deficit

There are no projected variances to report, as at September. The budgeted net surplus of £37,800 is still projected to be achieved during 2015-16.

MU Code	Management Unit	Budget Variance Overspend / (Underspend)	Explanation
85B5	COB	£0	There are no significant variances from budget to report at this stage. However, the recovery of lost rental income and additional costs in previous financial years whilst snagging issues were resolved at Knights Place form part of a claim to the main contractor and have been highlighted as an area of budgetary risk.

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

The Housing Revenue Account contributes to two key purposes, as set out in the Corporate Plan; help me find somewhere suitable to live and maintain our property assets.

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

Areas of budgetary risk are highlighted to committee as part of the quarterly budget monitoring updates. Appendix 1 sets out the risks identified, as at June.

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?

No impact

13. Are there any other options?

No

Assistant Director Finance

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

Background papers used in compiling this report:

None

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

APPENDIX 3

HOUSING REVENUE ACCOUNT	2015-16 £	2016-17 £	2017-18 £	2018-19 £	2019-20 £	TOTAL £
CAPITAL RESOURCES AVAILABLE						
Usable Receipts Brought Forward						945,482
Major Repairs Reserve Brought Forward						5,192,878
Other HRA Sales	0	0	0	0	0	0
RTB sales	1,500,000	750,000	500,000	500,000	500,000	3,750,000
Major Repairs Reserve	2,550,566	2,550,566	2,550,566	2,550,566	2,550,566	12,752,830
Revenue Contributions to Capital	5,771,928	4,689,075	2,600,000	2,500,000	2,500,000	18,061,003
External contributions	0	0				0
HCA funding	0	700,000	700,000	0	0	1,400,000
Commuted sums	413,981	2,255,778	1,130,241	0	0	3,800,000
Total Resources available	10,236,475	10,945,419	7,480,807	5,550,566	5,550,566	45,902,193
CAPITAL PROGRAMME						
HRA Capital Programme	10,706,689	11,026,231	9,959,738	6,000,000	6,000,000	43,692,658
September - Overspends / (Savings)	(46,000)					(46,000)
September - Slippage	(1,418,728)	1,418,728				0
Total Housing Revenue Account	9,241,961	12,444,959	9,959,738	6,000,000	6,000,000	43,646,658
UNCOMMITTED CAPITAL RESOURCES:						
Usable Receipts Brought Forward	945,482	1,945,483	2,195,483	2,695,483	2,195,483	945,482
Major Repairs Reserve Brought Forward	5,192,878	5,187,391	3,437,851	458,920	509,486	5,192,878
Resources in Year	10,236,475	10,945,419	7,480,807	5,550,566	5,550,566	39,763,833
Less Estimated Spend	(9,241,961)	(12,444,959)	(9,959,738)	(6,000,000)	(6,000,000)	(43,646,658)
Uncommitted Capital Resources	7,132,874	5,633,334	3,154,403	2,704,969	2,255,535	2,255,535
WORKING BALANCE RESOURCES:						
Balance Brought Forward	7,736,532	5,952,596	5,909,770	7,180,039	7,680,787	7,736,532
HRA Balance Transfer - Surplus/(Deficit)	(2,959,182)	851,770	3,008,833	2,949,392	2,859,580	6,710,393
Impact of Budget Announcement re Rent Policy		(778,400)	(1,572,368)	(2,382,448)	(3,209,203)	(7,942,419)
Additional RCCO			(100,000)			(100,000)
Additional transfer to Major Repairs Reserve		(66,196)	(66,196)	(66,196)	(66,196)	(264,784)
June forecast revenue savings	625,391	(50,000)				575,391
September forecast revenue savings	549,855					549,855
Balance Carried Forward	5,952,596	5,909,770	7,180,039	7,680,787	7,264,968	7,264,968
Balance Resolved to be Retained	(3,000,000)	(3,000,000)	(3,000,000)	(3,000,000)	(3,000,000)	(3,000,000)
	2,952,596	2,909,770	4,180,039	4,680,787	4,264,968	4,264,968
TOTAL AVAILABLE CAPITAL RESOURCES	10,085,470	8,543,104	7,334,442	7,385,756	6,520,503	6,520,503

This page is intentionally left blank

**2015-16
CAPITAL MONITORING TO 30 SEPTEMBER 2015**

	2015-16 Capital Programme	2015-16 Spend	2015-16 Forecast Spend	2015-16 Budget to be Carried Forward to Future Years	2015-16 Programme Variances Under ()	
	£	£	£	£	£	
HRA CAPITAL						
7HHOME	EVERYONE HAS A HOME					
Z4212	Adaptations	595,940	187,025	595,940	0	
Z4402	Rendering of Council Dwellings	353,650	85,171	308,650	(45,000)	
Z4502	MRA Fees	13,380		13,380	0	
Z4702	Communal Door Entry System	13,440		10,000	3,440	
Z4703	Environmental Improvements - General	59,080	29,448	52,080	(7,000)	
Z4705	Programmed Re-roofing	111,000	36,224	111,000	0	
Z4709	Energy Conservation	115,510		50,000	65,510	
Z4717	Smoke Detector Replacements	158,040	110,498	118,040	(40,000)	
Z4718	LAINGS Refurbishments	150,010	3,450	150,010	0	
Z4719	Kitchen Replacement Programme	1,418,880	498,966	1,418,880	0	
Z4724	Bathroom Replacements Programme	1,253,770	511,485	1,253,770	0	
Z4740	Other Works	94,620		43,620	(51,000)	
Z4742	Fire Precautionary Works to Flats	291,400	88,219	291,400	0	
Z4743	Communal Areas	196,650	24,157	196,650	0	
Z4745	Structural Repairs	262,940	4,867	212,940	(50,000)	
Z4755	Rennes House Structural Works	485,840		35,840	450,000	
Z4758	Common Area Footpath/Wall Improvements	269,430	59,456	420,430	151,000	
Z4760	Lift Replacement 98 Sidwell Street	50,000		56,000	6,000	
Z4761	Replacement Lead Water Mains	30,000	4,714	20,000	(10,000)	
Z4763	Soil Vent Pipe Replacement	26,620	5,228	26,620	0	
Z4764	Electrical Central Heating	21,630	14,222	21,630	0	
Z4767	Faraday House Roof Replacement	134,000	467	134,000	0	
Z4802	Electrical Re-wiring	1,147,970	356,111	1,147,970	0	
Z4901	Central Heating Programme	39,600	25,732	73,000	33,400	
Z4903	Boiler Replacement Programme	157,630	12,541	124,230	(33,400)	
HOUSING REVENUE ACCOUNT TOTAL		7,451,030	2,057,981	6,886,080	518,950	(46,000)
COUNCIL OWN BUILD CAPITAL						
Z3214	COB Wave 2 - Rennes Car Park	906,055	3,150	489,507	416,548	0
Z3215	COB Wave 2 - Newport Road	622,138	318,394	622,138		0
Z3218	COB Wave 2 - Whipton Methodist Church	130,397	74,340	130,397		0
Z3219	COB Wave 2 - Bennett Square	158,279	117,389	158,279		0
Z3220	St Loyes ExtraCare	413,980	16,724	413,980		0
Z3249	Phase 2 St Andrews Road	10,230			10,230	0
Z3250	COB Land Purchase	300,000			300,000	0
Z4751	Acquisition of Social Housing	714,580	236,990	541,580	173,000	0
COUNCIL OWN BUILD TOTAL		3,255,659	766,987	2,355,881	899,778	0
OVERALL HOUSING REVENUE ACCOUNT TOTAL		10,706,689	2,824,968	9,241,961	1,418,728	(46,000)

This page is intentionally left blank

EXETER CITY COUNCIL

REPORT TO: SCRUTINY COMMITTEE - COMMUNITY
DATE OF MEETING: 10 NOVEMBER 2015
REPORT OF: ASSISTANT DIRECTOR FINANCE
TITLE: BUDGET MONITORING REPORT TO 30 SEPTEMBER 2015

Is this a Key Decision?

No

Is this an Executive or Council Function?

Council

1. What is the report about?

This report advises Members of any material differences to the approved budget in respect of the Community Services revenue and capital budgets.

Potential areas of budgetary risk are also highlighted in this report, so that Members are aware that certain budgets have been identified as being vulnerable to factors beyond the control of the Council, which may result in potential deviations from budget, and are therefore subject to close monitoring by officers.

2. Recommendations:

That Members of Scrutiny Committee – Community note the content of this report in order to be satisfied that prudent steps are being taken to address the key areas of budgetary pressure highlighted in this report.

3. Reasons for the recommendation:

Local authorities have a statutory duty to set and monitor their budgets during the year and to take any actions necessary because of potential overspending or potential shortfalls in income. Members are therefore presented with a quarterly financial update in respect of Community Services.

4. What are the resource implications including non financial resources

The financial resources required to deliver Community Services during 2015/16 are set out in the body of this report.

5. Section 151 Officer comments:

This report has been prepared on behalf of the Section 151 Officer to set out the projected financial position of Community Services as at 31 March 2016.

6. What are the legal aspects?

Part 2 of the Local Government Act 2003 provides the legislative framework for the process of setting and managing budgets. In particular, Section 28 of the 2003 Act requires local authorities to monitor their budgets during the financial year.

7. Monitoring Officer comments:

This report raises no issues for the monitoring officer.

8. Report Details:

Community Services Budget Monitoring to 30 September 2015

8.1 Key Variations from Budget

The current forecast suggests that net expenditure for this committee will decrease from the approved budget by a total of £25,690 after transfers from reserves and revenue

contributions to capital, as detailed in Appendix 1. This represents a variation of 0.28% from the revised budget. This includes supplementary budgets of £116,500 which have already been approved by Council.

8.2 The significant variations by management are:

MU Code	Management Unit	Over / (Underspend)	Detail
81A4	Public Safety	(60,920)	<ul style="list-style-type: none"> • Contribution from the Housing Revenue Account towards the cost of continuing the Home Call Alarm service to residents in the Council's older persons accommodation • Expenditure on overtime and other pay budgets is expected to be less than the annual budget. • The budget for CCTV maintenance is expected to overspend. The saving on the pay budgets will cover this additional expenditure.
81A6	Parks and Open Spaces	58,910	<ul style="list-style-type: none"> • Redundancy payments have been incurred as a result of the Public Realm restructure. This expenditure will be funded from the earmarked reserve. • An underspend is anticipated on the equipment tools and materials budget
81C2	Advisory Services	(£60,980)	<ul style="list-style-type: none"> • Savings on pay budgets due to vacancies • Payments to temporary accommodation providers lower than budgeted • Corresponding reduction in income due to reduced usage of temporary accommodation
81C4	Private Sector Housing	£45,200	<ul style="list-style-type: none"> • Lower than budgeted level of licence fee income. Work is being undertaken to map unlicensed HMO properties in order to initiate door to door visits. <p>This was highlighted as a budgetary risk in June.</p>
81D2	Domestic Refuse Collection	86,000	<ul style="list-style-type: none"> • Agency costs are expected to exceed the estimates mainly as a result of significantly higher levels of absences (sickness, suspension and phased return) than assumed when calculating the budget. • A target saving of £33,000 cannot be achieved
81D6	Cleansing Chargeable Services	42,000	<ul style="list-style-type: none"> • Income from Trade Refuse expected to be less than the estimates, offset by reduced waste disposal costs. • The contractor dealing with the processing of garden waste has gone into liquidation. While an alternative contractor has been engaged, the price has significantly increased • Income from Trade Recycling expected to be less than estimated partially offset by some

MU Code	Management Unit	Over / (Underspend)	Detail
			small cost savings.
81D8	Recycling	52,500	<ul style="list-style-type: none"> Prices achieved for reclaimed materials are below those estimated.
81E1	General Fund Housing - Property	(£49,750)	<ul style="list-style-type: none"> The cost of repairs in respect of Private Sector Leased properties has significantly reduced, as a result of an action plan to address this area of budgetary pressure. Under-occupied properties have also been handed back to the landlords.

9. Capital Budget Monitoring to 30 September 2015

To report the current position in respect of the Community Capital Programme and to update Members with any anticipated cost variances, acceleration of projects or slippage of schemes into future years.

9.1 Revisions to the Community Capital Programme

The 2015/16 Capital Programme, including commitments brought forward from 2014/15 is £2,076,700 and was last reported to Scrutiny Committee – Community on 8 September 2015. Since that meeting the following changes have been made to the programme:

Description	£	Approval/Funding
Capital Programme, as reported to Scrutiny Committee – Community, 8 September 2015	2,076,700	
Budget Deferred to 2016/17 & Beyond at Quarter 1	(3,530)	Approved by Executive 6 October 2015
Overspends/(Underspends) reported at Quarter 1	(8,820)	
Revised Capital Programme	2,064,350	

9.2 Performance

The current Community Capital Programme is detailed in Appendix 2. The appendix shows a total spend of £718,296 in 2015/16.

9.3 Capital Variances from Budget

No significant variances or issues concerning expenditure have arisen for this committee.

9.4 Capital Budgets Deferred to 2016/17

No significant amounts have been identified as being wholly or partly deferred to 2016/17 and beyond.

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

Community Service budgets contribute to 3 key purposes, as set out in the Corporate Plan; keep me/my environment safe and healthy, keep place looking good, help me find somewhere to live.

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

Areas of budgetary risk are highlighted in this report. The key areas of budgetary risks within Community Services are attached as Appendix 3, for reference.

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?

No impact.

13. Are there any other options?

No

DAVE HODGSON

Assistant Director Finance

Author: FINANCIAL SERVICES TEAM

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

Background papers used in compiling this report:

None

Contact for enquiries:

Democratic Services (Committees)

Room 2.3

(01392) 265275

**SCRUTINY COMMITTEE - COMMUNITY
BUDGET MONITORING**

APRIL 2015 TO SEPTEMBER 2015

ACTUAL TO DATE			YEAR END FORECAST				
PROFILED BUDGET	ACTUAL TO DATE	VARIANCE TO DATE	CODE	APPROVED BUDGET	CURRENT OUTTURN FORECAST	CURRENT FORECAST VARIANCE	QTR 1 FORECAST VARIANCE
£	£	£		£	£	£	£
123,600	91,720	(31,880)	81A1 ENVIRONMENTAL PROTECTION	389,110	389,110	0	0
55,210	35,690	(19,520)	81A3 LICENCING,FOOD,HEALTH & SAFETY	358,430	339,260	(19,170)	(12,500)
196,283	126,020	(70,263)	81A4 PUBLIC SAFETY	609,570	548,650	(60,920)	(51,000)
266,670	407,321	140,651	81A6 PARKS & OPEN SPACES	1,013,780	1,072,690	58,910	18,740
(114,774)	(131,330)	(16,556)	81B&C BUSINESS & COMMERCIAL OPS	(7,880)	(13,120)	(5,240)	0
258,035	232,409	(25,626)	81PRAC PUBLIC REALM ASSETS - COMMUNITY	1,350,830	1,329,160	(21,670)	0
103,026	84,625	(18,401)	81B2 BEREAVEMENT SERVICES	265,440	286,210	20,770	0
418,400	305,235	(113,165)	81C2 ADVISORY SERVICES	1,197,340	1,136,360	(60,980)	(25,800)
132,213	122,552	(9,661)	81C3 AFFORDABLE HOUSING DEVELOPMENT	155,660	155,660	0	0
(76,899)	(52,695)	24,204	81C4 PRIVATE SECTOR HOUSING	103,770	148,970	45,200	12,500
85,210	85,210	0	81C5 SUNDRY LANDS MAINTENANCE	85,210	85,210	0	0
87,420	88,388	968	81C9 ASSISTANT DIRECTORS	0	0	0	0
731,810	774,880	43,070	81D2 DOMESTIC REFUSE COLLECTION	1,802,420	1,888,420	86,000	86,000
811,312	782,560	(28,752)	81D4 STREET CLEANING	1,384,280	1,384,280	0	0
65,315	64,876	(439)	81D5 PUBLIC CONVENIENCES	203,820	203,820	0	0
(289,190)	(262,360)	26,830	81D6 CLEANSING CHARGEABLE SERVICES	(345,700)	(303,700)	42,000	42,000
154,200	148,060	(6,140)	81D7 EXTON ROAD OVERHEADS AND FLEET	287,990	278,070	(9,920)	(5,000)
7,420	79,190	71,770	81D8 RECYCLING	170,160	222,660	52,500	52,500
336,263	277,302	(58,961)	81E1 GF HOUSING - PROPERTY	182,890	133,140	(49,750)	0
3,351,524	3,259,653	(91,871)	NET EXPENDITURE	9,207,120	9,284,850	77,730	117,440

VARIANCES ON TRANSFERS TO / (FROM) EARMARKED RESERVES

81A6 - Expenditure funded by Redundancy Reserve	(106,600)
81A3 - Balance on Vehicle Licensing	3,180

OVERALL FORECAST EXPENDITURE FOR THE YEAR AFTER MOVEMENTS TO/FROM RESERVES	9,181,430
REVISED BUDGETS	9,207,120
ADJUSTED OUTTURN VARIANCE	(25,690)

This page is intentionally left blank

CAPITAL MONITORING TO 30 SEPTEMBER 2015

	2015/16 Capital Programme	2015/16 Spend to 30 September	2015/16 Forecast Spend	2015/16 Budget to be Carried Forward to 2016/17 and Beyond	2015/16 Programme Variances (Under)/Over
	£	£	£	£	£
COMMUNITY					
KEEP PLACE LOOKING GOOD					
Play Area Refurbishments	66,990		66,990		
Flowerpot Skate Park Lighting	26,500	175	26,500		
Refurbishment and Upgrade of Paddling Pools	750	754	750		
Parks Improvements	9,430	2,754	9,430		
Neighbourhood Parks & Local Open Spaces	8,020		8,020		
Belmont Pleasure Ground - New Path	30,000		30,000		
Rougemont Gardens - Path & Railings	50,000		50,000		
KEEP ME/MY ENVIRONMENT SAFE & HEALTHY					
Vehicle Replacement Programme	630,000	548,044	630,000		
Exton Road Lighting	31,310	345	31,310		
Mincinglake Reed Beds and Storage Ponds	25,000		28,350		3,350
HELP ME FIND SOMEWHERE TO LIVE					
Disabled Facility Grants	380,670	145,204	380,670		
Warm Up Exeter/PLEA Scheme	163,650		163,650		
Wessex Loan Scheme	140,830	20,965	140,830		
WHIL Empty Properties	194,000		194,000		
The Haven	7,200	56	7,200		
Temporary Accommodation Purchase	300,000		300,000		
COMMUNITY TOTAL	2,064,350	718,296	2,067,700		3,350

This page is intentionally left blank

AREAS OF BUDGETARY RISK

The table below identifies areas that have been identified as a budgetary risk within the Community Services revenue and capital budgets.

The revenue budget areas of risk are:

Budget Title	Approved Budget	Risk
Revenue: Cemeteries	(£277,730)	The income budgets include various sources such as interment fees, rights of burial and headstone fees. As at 30 September income received was 22% below profile. Income levels are continually monitored and any issues will be flagged to senior management if required.
Revenue: Cleansing Chargeable Services	(345,700)	The majority of the income is subject to local and national markets with many competitors.
Revenue : Recycling	£170,160	The budgets include estimated net income from the sale of reclaimed materials amounting to £950k. This income is subject to fluctuations in the market, and can be very volatile.

This page is intentionally left blank

REPORT TO SCRUTINY COMMITTEE – COMMUNITY, EXECUTIVE AND COUNCIL

Date of Meeting: 10 November 2015, 1 December 2015 and 15 December 2015

Report of: Environmental Health and Licensing Manager

Title: Renewal of the Air Quality Strategy

Is this a Key Decision?

Yes

Is this an Executive or Council Function?

Council

1. What is the report about?

- 1.1 This report is to advise members about the renewal of the Air Quality Strategy, and to ask members to recommend that the strategy is adopted.
- 1.2 The previous Air Quality Strategy covered the period from 2009 to 2014, and so an updated Strategy is now required.

2. Recommendations:

- 2.1 That Scrutiny Committee Community supports the Air Quality Strategy 2015-2020 circulated with this report.
- 2.2 That Executive supports the Air Quality Strategy 2015-2020 circulated with this report.
- 2.3 That Council formally adopts the Air Quality Strategy 2015-2020.

3. Reasons for the recommendation:

- 3.1 Poor local air quality affects the health of those living and working in Exeter. The highest impacts on human health come from particulate matter (PM), but evidence for the effects of nitrogen dioxide is growing. For example, the effect of the smallest particulates (PM2.5) on mortality in the UK in 2008 was estimated to be equivalent to 29,000 premature deaths per annum. A local estimate puts annual mortality within Exeter at the equivalent of 42 deaths per year.
- 3.2 Impacts on health of this scale have a significant effect on human wellbeing and the economy. Recent evidence suggests that:
 - In the UK, pollution-related illnesses are responsible for more absences from the workplace over recent years than industrial disputes.
 - Small changes in fine particles (i.e. PM2.5) were associated with lower school assessment grades for high-school age children, because of school absences and reduced productivity while learning at school.
 - Removing all exposure to particulate matter would have a greater impact on life expectancy than eliminating passive smoking or road traffic accidents.
 - The costs to the UK economy in 2010 were roughly 5% of GDP.
- 3.3 The understanding of air quality costs and impacts is in its infancy and so care must be taken when quoting the effects listed above. Nevertheless, important implications for

health, wellbeing and economic growth are starting to emerge (Natural Capital Committee 2015).

- 3.4 This Air Quality Strategy describes all the air quality work that the council will undertake in the next five years, the statutory context for this work, and how it will contribute to reduced air pollution.

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

- 4.1 The Strategy can be implemented fully using existing staffing resources. Financial resource is currently in place to maintain the current air quality monitoring equipment. Capital expenditure would be required if the air quality monitoring equipment needed replacing, but this would be dealt with through the submission of a capital expenditure report if required.

5. Section 151 Officer comments:

- 5.1 There are no additional financial implications contained within this report.

6. What are the legal aspects?

- 6.1 Exeter City Council has legal duties with respect to local air quality management (Environment Act 1995) and statutory nuisances (Environmental Protection Act 1990). The Air Quality Strategy is not a legal requirement but does explain how the Council will fulfil its statutory duties.

7. Monitoring Officer's comments:

- 7.1 This report raises no issues for the Monitoring Officer.

8. Report details:

- 8.1 The Air Quality Strategy draws together the existing air quality work undertaken by Environmental Health and Licensing at Exeter City Council (the Council). All of this work is driven by statutory obligations and the strategy provides a means of organising and co-ordinating it to best effect. This Strategy sits beneath and supplements the Exeter Vision and the draft Climate Change and Sustainability Strategy.
- 8.2 DEFRA's National Air Quality Strategy and Air Quality Action Plans set out how Government will improve and protect ambient air quality, as part of the creation of a sustainable environment.
- 8.3 The importance and profile of air quality was increased following the 2011 and 2014 enquiries into air pollution by the Environmental Audit Committee. Air quality has also made the national news as evidence of health impacts grows, particularly for ultra-fine particles (PM2.5) and as a result of court cases taken against HM Government by Client Earth for failing to comply with EU obligations.
- 8.4 The Government has challenged local authorities under Part IV of the Environment Act 1995 to assess and manage their air quality. National health-based standards and objectives have been published to allow air quality to be assessed and to drive

forward management policies in order to work towards meeting the standards and objectives.

- 8.5 The Council uses a comprehensive network of 62 air pollution monitors, along with computer models, to assess air quality in Exeter. These show that air quality is generally good. There is, however, a need to tackle emissions of nitrogen dioxide associated with motor vehicles along the busiest roads into the city. This resulted in the legal designation of an Air Quality Management Area (AQMA) by the Council for areas in very close proximity to some of the main routes into Exeter. In total, 232 Local Authorities have declared AQMAs. The great majority of these are the result of traffic-related emissions of nitrogen dioxide. These include five other Devon authorities and encompass areas as diverse as Cullompton, Norwich and Manchester.
- 8.6 The creation of the AQMA enables the Council to develop and focus policies designed to protect and improve Exeter's air quality. These have been formalised within a detailed Air Quality Action Plan for Exeter, which aims to reduce pollution by cutting congestion on the main routes into the city. The Council has also published a Low Emissions Strategy for the city which sets out actions that can be taken to reduce all transport emissions, including particulates, noise and carbon emissions as well as nitrogen dioxide.
- 8.7 In addition to local air quality management, the Council has numerous other statutory duties with regard to air quality such as the management of specified 'prescribed processes'. In Exeter there are currently 42 processes for which the Council or the Environment Agency has to issue permits and ensure that these are being complied with.
- 8.8 Other areas of work for the Environmental Health Services which are related to air quality issues include responding to air quality complaints and advice requests, and the provision of advice to the planning service (both forward planning and development control). Officers within Environmental Health and Licensing are also involved in programmes of work concerned with important sustainability issues such as climate change.
- 8.9 This air quality strategy provides details of all of these activities. It also gives a number of specific air quality objectives and summarises the approaches to these and the suggested methods of monitoring and reviewing the Council's progress in meeting them.
- 8.10 The air quality monitoring undertaken by the Council shows that air quality is generally very good in the city.

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

- 9.1 The decision contributes to the purpose of 'keep me and my environment safe and healthy' within the Council's Corporate Plan. It will have additional positive impacts on 'delivering good development' and 'help me to run a successful business'.

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

- 10.1 Risks to the successful implementation of the Air Quality Strategy include failure to engage with partners and, the impact of development in the greater Exeter area on traffic levels. These risks are monitored as part of the Council's Local Air Quality

Management responsibilities and changes can be made to the Air Quality Action Plan as appropriate.

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?

11.1 The purpose of the Strategy is to reduce emissions of pollution which are harmful to health and the environment. Those affected most by poor air quality are people with existing medical conditions, the young and the elderly and so these groups will receive the greatest positive benefit from the Strategy. Pollution concentrations are highest beside busy and congested roads, so the populations living in these areas will also receive greater benefit from the Strategy.

12. Are there any other options?

12.1 Action to reduce local air pollution where levels exceed Government objectives is a legal duty, as is investigating and taking action to abate statutory nuisances.

Assistant Director Environment

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

Background papers used in compiling this report:-

Natural Capital Committee (2015). The State of Natural Capital, Protecting and Improving Natural Capital for Prosperity and Wellbeing.

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



EXETER AIR QUALITY STRATEGY

2015-2020

The Air Quality Strategy – Executive Summary

This Air Quality Strategy draws together the existing air quality work undertaken by Environmental Health and Licensing at Exeter City Council (the Council). All of this work is driven by statutory obligations and the strategy provides a means of organising and co-ordinating it to best effect. This Strategy sits beneath and supplements the Exeter Vision and the draft Climate Change and Sustainability Strategy.

DEFRA's National Air Quality Strategy and Air Quality Action Plans set out how Government will improve and protect ambient air quality, as part of the creation of a sustainable environment.

The importance and profile of air quality was increased following the 2011 and 2014 enquiries into air pollution by the Environmental Audit Committee. Air quality has also made the national news as evidence of health impacts grows, particularly for ultra-fine particles (PM2.5) and as a result of court cases taken against HM Government by Client Earth for failing to comply with EU obligations.

The Government has challenged local authorities under Part IV of the Environment Act 1995 to assess and manage their air quality. National health-based standards and objectives have been published to allow air quality to be assessed and to drive forward management policies in order to work towards meeting the standards and objectives.

The Council uses a comprehensive network of 62 air pollution monitors, along with computer models, to assess air quality in Exeter. These show that air quality is generally good. There is, however, a need to tackle emissions of nitrogen dioxide associated with motor vehicles along the busiest roads into the city. This resulted in the legal designation of an Air Quality Management Area (AQMA) by the Council for areas in very close proximity to some of the main routes into Exeter. In total, 232 Local Authorities have declared AQMAs. The great majority of these are the result of traffic-related emissions of nitrogen dioxide. These include five other Devon authorities and encompass areas as diverse as Cullompton, Norwich and Manchester.

The creation of the AQMA enables the Council to develop and focus policies designed to protect and improve Exeter's air quality. These have been formalised within a detailed Air Quality Action Plan for Exeter, which aims to reduce pollution by cutting congestion on the main routes into the city. The Council has also published a Low Emissions Strategy for the city which sets out actions that can be taken to reduce all transport emissions, including particulates, noise and carbon emissions as well as nitrogen dioxide.

In addition to local air quality management, the Council has numerous other statutory duties with regard to air quality such as the management of specified 'prescribed processes'. In Exeter there are currently 42 processes for which the Council or the Environment Agency has to issue permits and ensure that these are being complied with.

Other areas of work for the Environmental Health Services which are related to air quality issues include responding to air quality complaints and advice requests, and the provision of advice to the planning service (both forward planning and development control). Officers within Environmental Health and Licensing are also involved in programmes of work concerned with important sustainability issues such as climate change.

This air quality strategy provides details of all of these activities. It also gives a number of specific air quality objectives and summarises the approaches to these and the suggested methods of monitoring and reviewing the Council's progress in meeting them.

The air quality monitoring undertaken by the Council shows that air quality is generally very good in the city.

1. INTRODUCTION

- 1.1 Few things are as fundamental as the air we breathe. Modern medical statistics now allow us to begin to see the real impact that the air we breathe has on our health. The main local air pollutants of concern in Exeter are nitrogen dioxide (NO₂) and particulates (PM). Particulate matter causes the greatest harm to people's health, but evidence for the effects of nitrogen dioxide is growing too. For example, the smallest particulates (PM_{2.5}) have been estimated to cause equivalent to 29,000 premature deaths per year in the UK. In Exeter the local figure is thought to be around 42 deaths per year¹. The young, the old and those with existing medical conditions will be the most affected. Other research has also suggested links between high levels of fine particles (PM_{2.5}) and lower school assessment grades for high-school age children, because of school absences and reduced productivity while learning at school².
- 1.2 Impacts on health of this scale inevitably have a significant effect on the population and the economy. Recent evidence² suggests that the scale of the effect may be greater than the impact of industrial disputes in terms of the number of absences from work, and greater than passive smoking or road traffic accidents in terms of the impact on life expectancy. The costs to the UK economy in 2010 were roughly 5% of GDP². The understanding of air quality costs and impacts is still developing and so care must be taken when quoting the effects listed above. Nevertheless, important implications for health, wellbeing and economic growth are starting to emerge².
- 1.3 Clean air that is fit to breathe is one of the key factors required to deliver a safe environment for both current and future generations. The Council has developed a number of interlinked strategies which aim to deliver a sustainable environment, described below.

2. STRATEGIC CONTEXT

The Exeter Vision

- 2.1 The Exeter Vision Partnership³ aims to ensure Exeter develops sustainably by bringing together the public, community, voluntary and business sectors to work on the priorities that matter most to our city's communities. The Exeter Vision is our city's sustainable community strategy and to become a sustainable city Exeter must balance the economic, social and environmental aspects of the community.
- 2.2 The long-term benefits of supporting the environment include improved health, varied wildlife, visual and recreational appeal, and continuing pride in the city. The city's parks, valley parks, Ship Canal, Exe Estuary, important wildlife sites and nearby Dartmoor National Park make a big contribution to people's quality of life, providing opportunities for informal recreation, learning and self development. They also affect the city's ability to attract visitors and investment. Although we presently enjoy a good natural environment, it is under threat from many different sources, in particular inappropriate development, poor management and the effects of climate change. To address these issues, businesses, public agencies and communities need support to change the way we think about the environment and use natural resources.
- 2.3 The Exeter Vision includes the following aspirations:

¹ Public Health England, PHE-CRCE-010: Estimating Local Mortality Burdens associated with Particulate Air Pollution 2014. <http://www.hpa.org.uk/Publications/Environment/PHECRCEReportSeries/PHECRCE010/>

² Natural Capital Committee (2015). The State of Natural Capital, Protecting and Improving Natural Capital for Prosperity and Wellbeing.

³ Devon & Cornwall Constabulary, Devon County Council, Devon Primary Care Trust, Devon Wildlife Trust, Environment Energy, Exeter Business Forum, Exeter Cathedral, Exeter Chamber of Commerce, Exeter City Council, Exeter College, Exeter Council for Voluntary Service, Exeter Federation of Small Businesses, Exeter Senior Voice, Met Office, University of Exeter.

- To identify the risks of climate change and develop appropriate adaptation measures.
- To identify opportunities to use energy and heat from the 'Waste to Energy' plant.
- To negotiate energy efficient & renewable energy schemes through planning applications.
- To drive forward best practice in sustainable procurement.
- For communities to actively seek to minimise climate change, including through energy efficiency and the use of renewable energy.
- For pollution on land, in water and in the air to be minimised and for waste to be minimal and disposed of in accordance with good practice.
- For developments and buildings to be sited in sustainable locations and to be high quality, mixed-use, durable, flexible and adaptable, using materials that minimise negative environmental impacts.

The Council's Purposes

2.4 To meet the above challenges, the Council has adopted a set of purposes, which include the aims of becoming a sustainable city and improving quality of life:

- Deliver good development
- Keep me/my environment safe & healthy
- Help me run a successful business

The Draft Climate Change and Sustainability Strategy

2.5 This document is under review. It will describe the Council's response to global climate change. This Air Quality Strategy will be reviewed in light of the final Climate Change and Sustainability Strategy if required.

Air Quality Strategy

2.6 This air quality strategy draws together the existing air quality work undertaken by the Council's Environmental Health and Licensing. All of this work is driven by statutory obligations and the strategy provides a means of organising and co-ordinating it to best effect. This strategy sits beneath and supplements the Exeter Vision and the draft Climate Change and Sustainability Strategy.

The key aims of the air quality strategy are:

- to ensure that the air breathed by residents and visitors to Exeter is of the highest possible quality and without unacceptable risk to health;
- to ensure that air quality issues are identified, considered and taken into account by the Council in order to secure more sustainable forms of development.

2.7 Sections 3 through to 6 describe the air quality work currently undertaken by the Council. They detail the main air quality legislation, recent developments in this field and the measures that the Council has taken (or will take) to implement them. Section 7 outlines the overall approach and the key aims of the air quality strategy, while Section 8 identifies the principal objectives of the strategy and summarises the proposed approaches to delivering and monitoring them.

3. LOCAL AIR QUALITY MANAGEMENT

3.1 The Environment Act 1995 and the associated regulations (the Air Quality (England) Regulations 2000 and the Air Quality (England) (Amendment) Regulations 2002) impose a duty on local authorities to review the air quality within their districts on a regular basis. Air

quality within the local authority area must be assessed and compared with health-based objectives which have been set by the Government and which relate to seven key pollutants (See Appendix 1).

- 3.2 If there are any locations in an authority's area in which an objective is unlikely to be met within a specified period, and, if members of the public could be exposed to the poor air quality in such a location, an 'Air Quality Management Area' (AQMA) must be designated. Possible measures to improve air quality within that management area should then be reviewed within an Air Quality Action Plan. In total, 232 Local Authorities have declared AQMAs, the majority of which are the result of traffic-related nitrogen dioxide concentrations. These include five other Devon authorities and encompass areas as diverse as Cullompton, Norwich and Manchester.
- 3.3 Environmental Health and Licensing undertake the air quality review process each year according to a timetable set out by the Government. A network of 62 air pollution monitors, along with computer models, is used to assess air quality in Exeter. The Council operates two automatic monitoring sites. The main site is at the Royal Albert Memorial Museum (RAMM) in Queen Street, which provides continuous measurements for sulphur dioxide (SO₂), ozone (O₃), nitrogen dioxide (NO₂), oxides of nitrogen (NO_x), carbon monoxide (CO) and small particles (PM₁₀). The data from the O₃, and NO_x analysers are included in the DEFRA AURN network (Exeter Roadside site), but the PM₁₀, SO₂ and CO are not. The second automatic analyser site is at Alphington Street, which measures PM₁₀ concentrations.
- 3.4 Both the PM₁₀ analysers are TEOMs. The TEOM method of measuring particulates has failed the DEFRA equivalence test, however advice from DEFRA is that Local Authorities need not replace TEOMs immediately unless PM₁₀ concentrations are close to the objective level. In Exeter, the objective level for particulates is not likely to be exceeded and therefore the two TEOMs are still being used. When they are due for replacement, care will have to be taken to ensure that any new equipment does meet the equivalence criteria.
- 3.5 Graphs showing the recent trends in concentrations of carbon monoxide (CO), nitrogen dioxide (NO₂), particulate matter (PM₁₀), sulphur dioxide (SO₂) and ozone (O₃) are included at Appendix 4. These show that air quality is generally very good and concentrations of all pollutants measured are stable or decreasing (with some inter-annual variability).
- 3.6 Nitrogen dioxide is the only pollutant where compliance with the Government's National Air Quality Strategy 2000 objective is not attained in all parts of the city, although in the majority of the city concentrations are generally low. However evidence of the health impacts of local air pollutants such as fine and ultra-fine particles (PM₁₀ and PM_{2.5}) as well as nitrogen dioxide is growing, even where concentrations are low. Public Health England have estimated that in Exeter PM_{2.5} concentrations result in 42 additional deaths per year⁴. The young, the old and those with existing medical conditions will be those most affected.
- 3.7 Although the majority of national air pollutant objectives are met in Exeter, there is a need to reduce traffic emissions generally, and emissions of nitrogen dioxide specifically along the five main arterial routes into the city. This has resulted in the legal designation of an Air Quality Management Area (AQMA) for areas in very close proximity to some of the main routes into Exeter. A map showing the location of this area can be seen in appendix 5. This plan also shows the monitoring locations. The yellow stars indicate those locations where an exceedence of the annual average NO₂ objective was measured in 2014.
- 3.8 The creation of this area enables the Council to develop and focus policies designed to protect and improve our air quality. These have been formalised within a detailed Air Quality Action Plan for Exeter, which aims to reduce pollution by cutting congestion on the main routes into the city. The Council has worked closely with Devon County Council (the

⁴ Public Health England, PHE-CRCE-010: Estimating Local Mortality Burdens associated with Particulate Air Pollution 2014. <http://www.hpa.org.uk/Publications/Environment/PHECRCEReportSeries/PHECRCE010/>

Highways Authority) to produce the Action Plan, which is available to view at <http://www.exeter.gov.uk/index.aspx?articleid=15176> . The AQAP has been submitted to and accepted by the Department for Environment, Food and Rural Affairs (DEFRA). From this, one can conclude that Exeter's Air Quality Action Plan is a robust document.

3.9 As part of the AQAP, an Exeter Low Emission Strategy for 2015 to 2018 was published in 2015. It seeks to reduce transport emissions of nitrous oxides (NO_x) and contribute towards meeting the EU limit values for NO₂, whilst also reducing emissions of particulates, noise and carbon dioxide (CO₂). The strategy will improve connections between the work done by air quality officers and public health specialists. It will consider both local air quality and climate change issues to ensure that policies are beneficial to both.

3.10 The strategy contains actions that are arranged under 6 themes:

- Exeter City Council actions
- Business and employer actions
- Commuting / personal travel
- Reducing congestion on roads
- Encouraging low emission vehicles
- Health and awareness

These actions will be undertaken by Exeter City Council and key stakeholders including Devon County Council during the period 2015 to 2018 to ensure that the city continues to grow and prosper, and that planned development is delivered as sustainably as possible.

4. ENVIRONMENTAL PERMITTING (ENGLAND AND WALES) REGULATIONS 2010

4.1 Certain types of industrial and waste disposal processes must be permitted under the above regulations in order to operate legally. The authority responsible for issuing the permit is either the Environment Agency or Exeter City Council, depending on the type of process involved. All processes which fall under Parts B or A2 of the regulations are regulated by the Council.

4.2 Environmental Health and Licensing are currently responsible for the regulation of a total of 36 Part B and 3 A2 processes (see Appendices 2 and 3). The permit applies controls on the levels of prescribed substances that may be emitted to the atmosphere, or in the case of A2 installations, to the three media of air, land and the water environment. Operators of the processes must provide detailed information on monitoring and controls to prevent or minimise emissions based on the principle of 'Best Available Techniques' (BAT). The documentation for all Part B and A2 permitted processes in the Exeter is available on a public register as required by statute.

4.3 Officers work closely with these businesses to ensure that their impacts on the environment are minimised. Permitted premises are visited by officers to ensure compliance with the conditions contained within the permit. Furthermore all complaints relating to these processes are thoroughly investigated and if necessary enforcement action will be taken if there is a breach of a condition. This role plays an important part in the protection of local air quality. In general there is good compliance by permitted premises within Exeter.

4.4 There are three Part A1 processes in Exeter, detailed below, which are regulated by the Environment Agency:

SITE	ADDRESS	SUBSTANCE
South West Metal Finishing	Alphinbrook Road, Marsh Barton, Exeter, EX2 8TJ	Acids
Exeter Power	Kenton Place, Marsh Barton, Exeter	Power Station
Bocm Pauls Limited	Kestrel Way, Sowton, Exeter, EX2 7LN	Animal Feed Compounding

Environment Agency officers undertake a similar role to that of Council officers and inspect these processes to check compliance with permit conditions. The permit will ensure that pollution from these processes is prevented, or where that is not practicable, minimised.

5. AIR QUALITY COMPLAINTS AND ADVICE REQUESTS

- 5.1 The Environmental Protection Act 1990 Part 3 requires local authorities to inspect their districts for the presence of any statutory nuisance, to investigate complaints alleging nuisance and to serve an abatement notice where it finds that a statutory nuisance exists. As far as air quality is concerned, this section of the Act means that the Council is obliged to check for, and investigate, incidents of nuisance arising from smoke, fumes, odours and dust.
- 5.2 The Clean Air Act 1993 prohibits the emission of dark smoke from any industrial or commercial premises except for processes prescribed for control under the Environmental Permitting regime (see section 3 above) which are exempt from all parts of the Clean Air Act. It also deals with pollution from smoke, grit, dust and fumes from furnaces and the creation of smoke control areas.

Current Activity in Exeter

- 5.3 In the year 2014/15 over 200 requests regarding air quality issues were received by Environmental Health and Licensing. The majority of domestic air quality complaints regarding sporadic events cannot be easily resolved using the statutory nuisance provisions of the Environmental Protection Act 1990 due to problems in gathering adequate evidence. Problems arising from a fixed, continuous commercial or industrial source are easier to quantify but the solutions are often complex and expensive. Also, if businesses can show that they are using the 'best practicable means' to reduce the impact of a nuisance, the local authority cannot successfully pursue legal action against them.
- 5.4 There are no bye-laws relating to bonfires, however, officers from Environmental Health and Licensing do investigate any complaints about bonfires and other smoke problems and offer appropriate advice to both the complainant and the person causing the complaint. In cases where a person has repeated bonfires, action under the statutory nuisance provisions of the Environmental Protection Act 1990 can be considered.
- 5.5 Approximately 60% of the City is covered by Smoke Control Areas which restrict the type of fuel and type of appliance that may be used in domestic premises. There are no plans to extend this any further as sulphur dioxide levels, the prime pollutant that the areas seek to control, are no longer a problem in the City.
- 5.6 Investigating complaints about air quality related statutory nuisances, such as smoky bonfires, odours and smoke from domestic chimneys, is a significant aspect of the Council's work. This statutory work provides an opportunity to educate through liaison and enforcement. All complaints are investigated and officers will apply the appropriate level of enforcement in line with the Environmental Health and Licensing enforcement policy in order to protect public health and the air quality in the city.
- 5.7 There were no significant air pollution incidents identified from the investigations carried out in relation to service requests received during 2014/15; this is consistent with previous years and illustrates that in general there are few air pollution problems in Exeter from activities in domestic and commercial premises.

6. AIR QUALITY AND THE PLANNING PROCESS

- 6.1 The National Planning Policy Framework (NPPF) describes planning policy. It places a general presumption in favour of sustainable development, based on local development plans. The NPPF contains twelve core planning principles, one of which is that planning

should “*contribute to...reducing pollution*”. Planning decisions should prevent unacceptable risks from air pollution, by ensuring that new development is appropriate for its location. The effects of pollution on health, and the sensitivity of the area and the development should be taken into account. With particular reference to air quality, the NPPF states that:

“Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan”.

6.2 The NPPF is supported by online Planning Practice Guidance (PPG), which explains that:

“Assessments should be proportional to the nature and scale of development proposed and the level of concern about air quality”.

It also provides examples of the types of measures to be considered. It states that:

“Mitigation options where necessary, will depend on the proposed development and should be proportionate to the likely impact”.

Guidance also makes it clear that the controls under the planning and pollution control regimes should complement rather than duplicate each other.

6.3 Officers in Environmental Health and Licensing will closely liaise with Planning Services to ensure that air quality issues are taken into consideration at both the development and adoption of the Council’s Development Plan documents and policies, and when Members consider planning applications.

Transport Management

6.4 The third local transport plan (LTP3) is the mechanism by which Devon County Council will identify, program and implement infrastructure schemes and allocate funding for sustainable transport. The LTP3 sets out an overall vision for a 15 year timespan, with objectives that include the following:-

- delivering and supporting new development and economic growth;
- working with communities to provide safe, sustainable and low carbon transport choices;
- strengthening and improving the public transport network; and
- making Devon the “place to be naturally active”.

6.5 Specific measures are described in the Exeter Strategy. Under the headings of “Improving access to the city centre” and “Enabling and supporting smarter travel”, this contains details of the following relevant policy areas:

- To maintain and develop a high quality bus network by implementing real-time information, smart-card technology, additional priority measures and interchanges with other transport modes.
- The Devon Metro scheme involves expanding the role of railways serving Devon, including new stations within Exeter at Newcourt and Marsh Barton and improved links from surrounding local towns.
- New Park and Ride sites to the north and west of Exeter.
- Provide charging facilities for electric vehicles at key locations and expand this network as required.
- Increase cycling and walking by the development of further targeted routes between key residential and employment areas.
- Promote car sharing and car clubs with negotiated contributions from developers to expand these schemes as required.

- Proactive traffic management involves managing peak pressures using real time displays and developing a traffic signal strategy for key corridors.
 - Introduce further HGV priority measures and investigate the potential for freight consolidation centres.
 - Promote healthier and sustainable travel options using a variety of media to raise awareness and provide information.
 - Support existing school travel plans and work with key employers and employment areas to develop further travel plans.
- 6.6 There is further information on all of these measures in the Exeter Strategy. It does not however identify actual schemes or allocate funding. This is done through a series of implementation plans. In the Strategy, Devon County Council also recognises that “with funding opportunities limited, it will be necessary to negotiate contributions towards sustainable transport infrastructure from all new development, including funding for travel planning measures. Alternative sources of funding will also need to be sought and using demand management measures such as workplace parking for new developments will help generate income for reinvesting in the transport system.”
- 6.7 The LTP3 intends to manage the impact of future development, and to use this to deliver improvements to the current transport situation as well where possible. This is reflected in the findings of the Strategic Environmental Assessment of the LTP3, which were that it would have a low positive impact on air quality. The SEA recognises that there is high uncertainty associated with this, as the pace and timing of the delivery of development and associated infrastructure is not certain. The air quality impacts will also be affected by behavioural responses to the various measures and these can be hard to predict accurately.
- 6.8 Officers from Environmental Health and Licensing liaise directly with Devon County Council transport management officers and through the Devon Chief Environmental Health Officers’ Environmental Protection sub-group.

Development Control

- 6.9 As detailed above potential impacts on air quality are a material planning consideration. On a day to day basis, Environmental Technical Officers check all planning applications for any potential impacts on air quality and developments likely to be affected by existing/potential sources of pollution, and work with the City Development to minimise any likely adverse effects.

7. A STRATEGIC APPROACH TO AIR QUALITY

- 7.1 As identified in previous sections Exeter City Council already plays a major role in controlling the adverse effects of air pollution via its Environmental Health and Licensing Service. In addition, the Local Development Framework and development control activities help to minimise the creation of new polluting activities and promote sustainable development.
- 7.2 The City Council undertakes the prime role in managing local air quality and has a duty to continuously review and assess ambient air quality against specific objectives.
- 7.3 Local air quality management is an on-going process and, in order to facilitate accurate assessment and control of present and future air quality, it is important to adopt a strategic approach. This strategy draws together existing Council activities that will work towards achieving the prescribed objectives.
- 7.4 To further develop the air quality strategy two key aims have been identified:
- to ensure that the air breathed by residents and visitors to the City is of the highest possible quality and without unacceptable risk to health;

- to ensure that air quality issues are identified, considered and taken into account by the Council in order to secure more sustainable forms of development.

7.5 A series of objectives have been drawn up which support these two key aims. These objectives are explained and the approach to delivery are summarised in the following section (Section 8) of this report. Performance is measured annually against service plan targets, by documented review of the strategy and against National and Local performance indicators.

8. OBJECTIVES OF THE AIR QUALITY STRATEGY

OBJECTIVE	APPROACH	MONITORING AND REVIEW
1. To meet the air quality objectives laid down in the National Air Quality Strategy. Where objectives are not met to work towards achieving the air quality objectives.	<ol style="list-style-type: none"> 1. Carry out Assessments of Air Quality in line with Government timetable. 2. Where objectives are not met declare an AQMA in line with statutory requirements. 3. To work with Devon County Council to monitor the AQAP, submit annual reports to DEFRA within the required timetable, and review the plan in 2016. 4. Maintain the citywide NO₂ diffusion tube network and annually review the locations of the tubes to ensure that they are located in relevant locations. 5. Maintain the real-time monitoring stations located at the RAMM and Alphington Street. 	<ol style="list-style-type: none"> 1-3. Reports will be submitted to DEFRA, for approval, as required by the statutory timetable. 4. Undertake an annual review of monitoring locations. 5. Calibrate/maintain the equipment in line with the requirements of the national Automatic Urban Rural Network.
2. To implement the Low Emissions Strategy (LES) for Exeter	<ol style="list-style-type: none"> 1. Work with Devon County Council and partners to implement the actions in the LES in accordance with the work programmes. 	<ol style="list-style-type: none"> 1. To be monitored and reported in the Service Plan.
3. To provide an effective service for responding to and resolving air quality complaints and enquiries.	<ol style="list-style-type: none"> 1. To respond to service enquiries in accordance with the service standard and internal procedures. 	<ol style="list-style-type: none"> 1. To be monitored and reported in the Service Plan.
4. To work in partnership with operators and regulate processes permitted under the Environmental Permitting regime in line with DEFRA's requirements and best practice.	<ol style="list-style-type: none"> 1. Inspect all prescribed processes in line with risk-ranking as detailed by DEFRA guidance. 2. Review all prescribed processes at least once every six years. 3. Identify and secure key pollution control improvements as specified in Process and Sector Guidance Notes through education or, if necessary, enforcement. 	<ol style="list-style-type: none"> 1-3. Monitored via the annual statistical return submitted to DEFRA and in the Service Plan.
5. To raise public awareness of Air Quality issues and to promote behaviour aimed at improving air quality.	<ol style="list-style-type: none"> 1. To contribute articles on air quality to the local media and take part in national campaigns. 2. To maintain and review the air quality information on the Council website. 	<ol style="list-style-type: none"> 1-2. To be monitored and reported in the Service Plan.
6. Identify and address air quality issues through the Local Development Framework and Development Control process.	<ol style="list-style-type: none"> 1. Liaise with officers in City Development to ensure the protection of air quality is identified within the Local Development Framework. 2. Identify and control air quality issues arising from individual planning applications through close liaison with the Development Control section. 	<ol style="list-style-type: none"> 1. Monitor development of LDF. 2. Monitor achievement via the Service Plan

9. CONCLUSIONS

- 9.1 The air quality monitoring undertaken by the Council shows that air quality is generally very good in the city. There is, however, a need to tackle emissions of nitrogen dioxide associated with motor vehicles along the busiest roads into the city. This has resulted in the designation of an Air Quality Management Area (AQMA) by the Council for areas in very close proximity to some of the main routes into Exeter. The need to declare an AQMA is not unique to Exeter, nationwide 232 Local Authorities have declared AQMAs, the majority of which are also the result of traffic-related nitrogen dioxide concentrations. These include five other Devon authorities and encompass areas as diverse as Cullompton, Norwich and Manchester. An Air Quality Action Plan has been developed with Devon County Council in order to implement measures which will work towards achieving the air quality objective. Progress on the implementation of the AQAP will be reported to DEFRA annually.
- 9.2 As part of the AQAP, an Exeter Low Emission Strategy for 2015 to 2018 was published in 2015, which identifies actions that will reduce transport emissions of nitrous oxides (NO_x) and contribute towards meeting the EU limit values for NO₂, whilst also reducing emissions of particulates, noise and carbon dioxide (CO₂).
- 9.3 In addition to local air quality management, the Council has numerous other statutory duties with regard to air quality such as the management of specified 'prescribed processes'. Officers work closely with these businesses to ensure that their impacts on the environment are minimised. This role plays an important part in the protection of local air quality.
- 9.4 Investigating complaints about air quality related statutory nuisances, such as smoky bonfires, odours and smoke from domestic chimneys, is a significant aspect of the Council's work. This statutory work provides an opportunity to educate through liaison and enforcement. All complaints are investigated and officers will apply the appropriate level of enforcement in line with the Council's enforcement policies in order to protect public health and the air quality in the city.
- 9.5 Officers liaise with City Development to ensure that air quality issues are taken into consideration at both the development and adoption of the Council's Development Plan documents and policies, and when Members consider planning applications. Officers within Environmental Health and Licensing are also involved in programmes of work concerned with important sustainability issues such as climate change.
- 9.6 All of the above play an integral role in ensuring that aims and aspirations of the Exeter Vision and the Councils' Strategic Objectives are met.

APPENDIX 1

Objectives given in the National Air Quality Strategy 2000, for the purposes of Local Air Quality Management and compliance based on 2014 data.

Pollutant	Air Quality Objective		Date to be achieved by	Compliance
	Concentration	Measured as		
Benzene	16.25 µg/m ³	Running annual mean	31.12.2003	Yes
	5.00 µg/m ³	Running annual mean	31.12.2010	Yes
1,3-Butadiene	2.25 µg/m ³	Running annual mean	31.12.2003	Yes
Carbon monoxide	10.0 mg/m ³	Running 8-hour mean	31.12.2003	Yes
Lead	0.5 µg/m ³	Annual mean	31.12.2004	Yes
	0.25 µg/m ³	Annual mean	31.12.2008	Yes
Nitrogen dioxide	200 µg/m ³ not to be exceeded more than 18 times a year	1-hour mean	31.12.2005	No
	40 µg/m ³	Annual mean	31.12.2005	No
Particles (PM ₁₀) (gravimetric)	50 µg/m ³ , not to be exceeded more than 35 times a year	24-hour mean	31.12.2004	Yes
	40 µg/m ³	Annual mean	31.12.2004	Yes
Sulphur dioxide	350 µg/m ³ , not to be exceeded more than 24 times a year	1-hour mean	31.12.2004	Yes
	125 µg/m ³ , not to be exceeded more than 3 times a year	24-hour mean	31.12.2004	Yes
	266 µg/m ³ , not to be exceeded more than 35 times a year	15-minute mean	31.12.2005	Yes

APPENDIX 2

Industrial Processes in the Exeter designated as 'Part B' Processes with regard to the Environmental Permitting Regulations 2010

SITE	ADDRESS	SUBSTANCE
Central Garage	70A Fore Street, Topsham, Exeter, EX3 0HQ	Waste Oil
Isca Motors	Water Lane, Exeter, EX2 8BY	Waste Oil
Vanborn & Radford	Lions Holt Garage, R/O 77Victoria Street, Exeter, EX4 6JG	Waste Oil
Exeter Gearbox Centre	Grace Road Central, Marsh Barton, Exeter, EX2 8QA	Waste Oil
SHB Hire Ltd	Bradman Way, Marsh Barton, EX2 8PE	Waste Oil
Exeter Motor Works	Unit 2, 31-35 Old Tiverton Road, EX4 6LG	Waste Oil
MBS	Marsh Green Road, Marsh Barton, Exeter	Waste Oil
Nationwide Crash Repair Centre	Exhibition Way, Pinhoe, Exeter, EX4 8HT	Paint Solvent
Vospers	9 Marsh Barton Road, Marsh Barton, Exeter, EX2 8YA	Paint Solvent
Fairweather Autosshine	Vulcan Works, Water Lane, Exeter, EX2 8BY	Paint Solvent
Sowton Motor Body Repairs	10 Bittern Road, EX2 7LW	Paint Solvent
Exeter Diesels Ltd	10 Marsh Barton Road, EX2 8LW	Paint Solvent
E & JW Glendinning	Kenton Place, Marsh Barton, Exeter	Concrete batching
Hanson	16 Hennock Road, Marsh Barton, Exeter	Concrete batching
Aggregate Industries (Bardon)	Heron Road, EX2 7LL	Concrete batching
Exeter and Devon Crematorium	Topsham Road, Exeter	
System Six	3 Christow Road, EX2 8QP	Particulates
Original Style	Falcon Road, Sowton	Particulates
Johnsons	Cowley Bridge Road, Exeter, EX4 5AA	Solvents
Johnsons	76 South Street, Exeter	Solvents
Royal Devon and Exeter Hospital	Barrack Road, Exeter, EX2 5DW	Solvents
Careclean	43 Sidwell Street, Exeter, EX4 6NS	Solvents
Kenjo	139 Sidwell Street, Exeter	Solvents
Morrisons	Prince Charles Road, EX4 7BY	Solvents

Industrial Processes in the Exeter designated as 'Part A(2)' Processes with regard to the Environmental Permitting Regulations 2010

SITE	ADDRESS	SUBSTANCE
Jewson	Kestrel Way, Sowton, Exeter, EX2 7LA	Particulates, timber treatment chemicals
J L Thomas & Co. Ltd	Spring Gardens, Canal Banks, Exeter, EX2 8DX	Hypo chloride caustic soda, sulphuric acid
Howmet UK Ltd	Kestrel Way, Sowton, Exeter, EX2 7LG	Acids, Solvents

APPENDIX 3

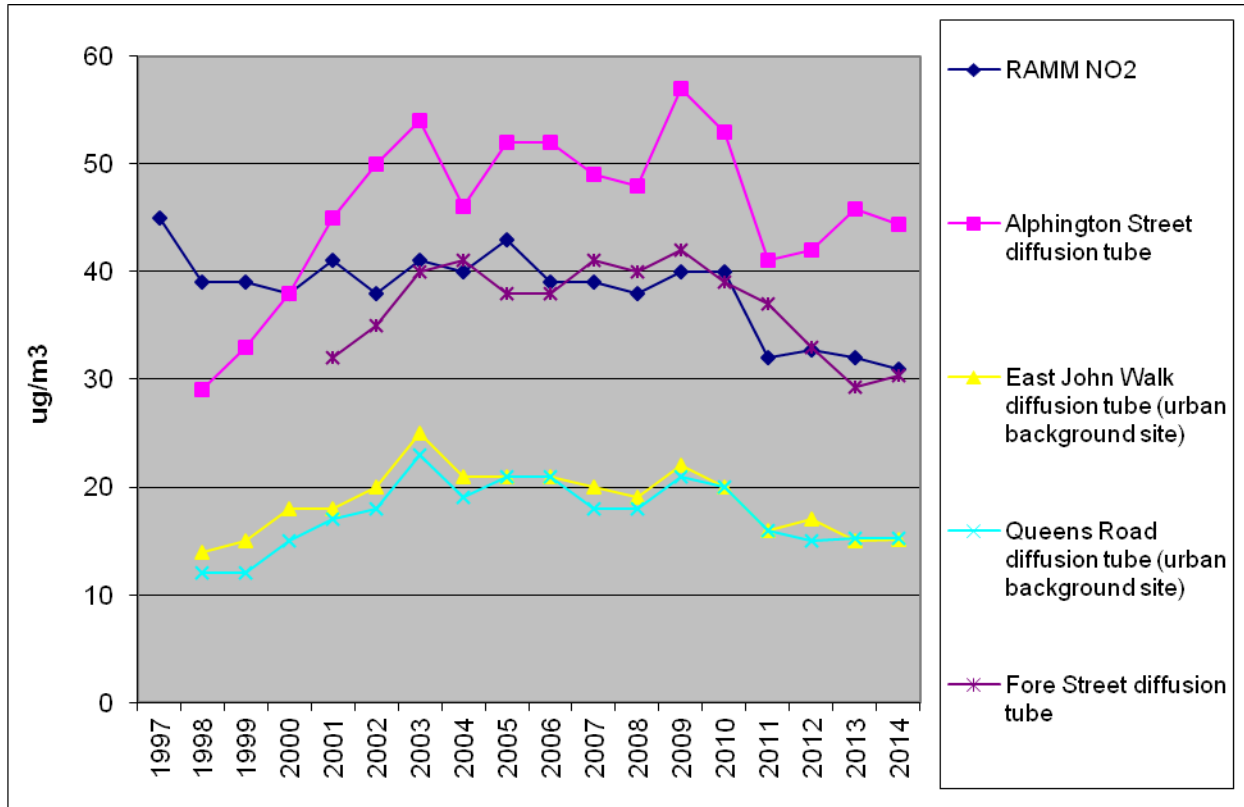
Processes authorised for the unloading of petrol from mobile containers into storage at service stations

SITE	ADDRESS	SUBSTANCE
J Sainsbury's (Pinhoe) Petrol Station	1 Hill Barton Road, Pinhoe, Exeter, EX1 3PF	Petrol and Diesel
Alphington Service Station (Esso)	Alphington Road, Exeter, EX2 3NA	Petrol and Diesel
Pinhoe Garage Ltd	Main Road, Pinhoe, EX4 8HR	Petrol and Diesel
Tesco Filling Station	Exeter Vale Shopping Centre, Russell Way, Exeter, EX2 7EZ	Petrol and Diesel
J Sainsbury's (Alphington) Petrol Station	Alphington Road, Exeter	Petrol and Diesel
Shell Countess Wear Garage	399 Topsham Road, Countess Wear, Exeter, EX2 6HA	Petrol and Diesel
University Garage (Esso)	Cowley Bridge Road, Exeter, EX4 5AD	Petrol and Diesel
Tesco Express	85 Fore Street, Heavitree, Exeter, EX1 2RN	Petrol and Diesel
Granada Services (Esso)	M5 Service Station, Sowton, Exeter, EX2 4AR	Petrol and Diesel
Dunns Motors	Trusham Road, Marsh Barton, Exeter, EX2 8RL	Petrol and Diesel
Birchy Barton Filling Station	Honiton Road, Exeter, EX1 3EB	Petrol and Diesel
Morrisons	Prince Charles Road, Exeter, EX4 7BY	Petrol and Diesel

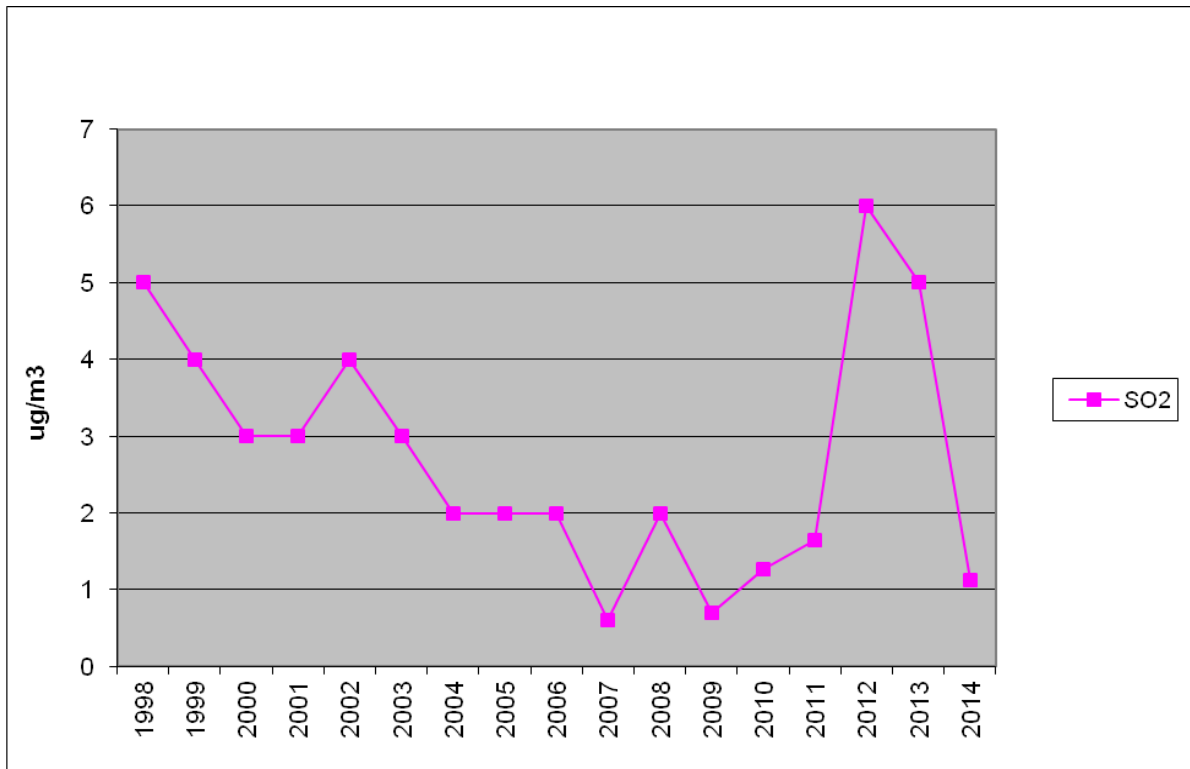
APPENDIX 4

Graphs showing the trend in pollutant concentrations in Exeter. These demonstrate that air quality is generally very good and concentrations of all pollutants measured stable, or decreasing (with some inter-annual variability)

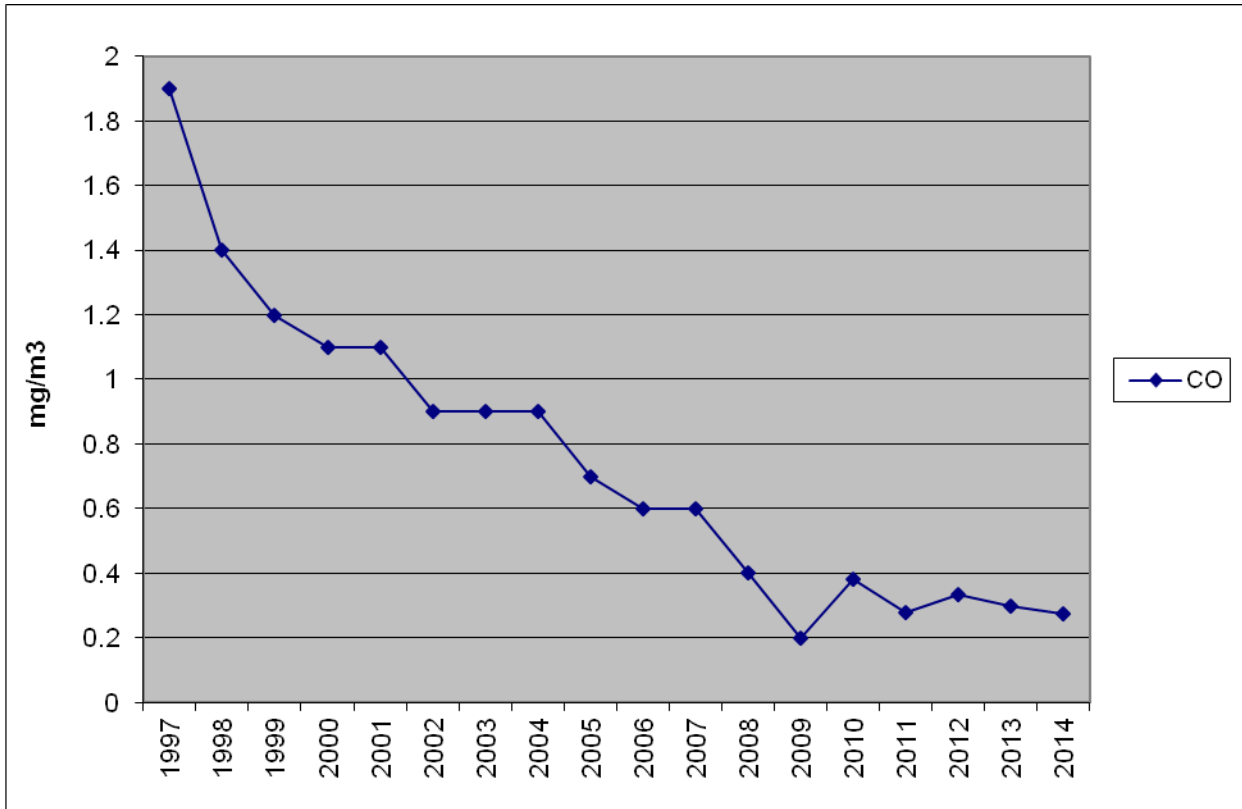
Historic Nitrogen Dioxide Concentrations at RAMM Queen Street and Four Long-Term Diffusion Tube Locations.



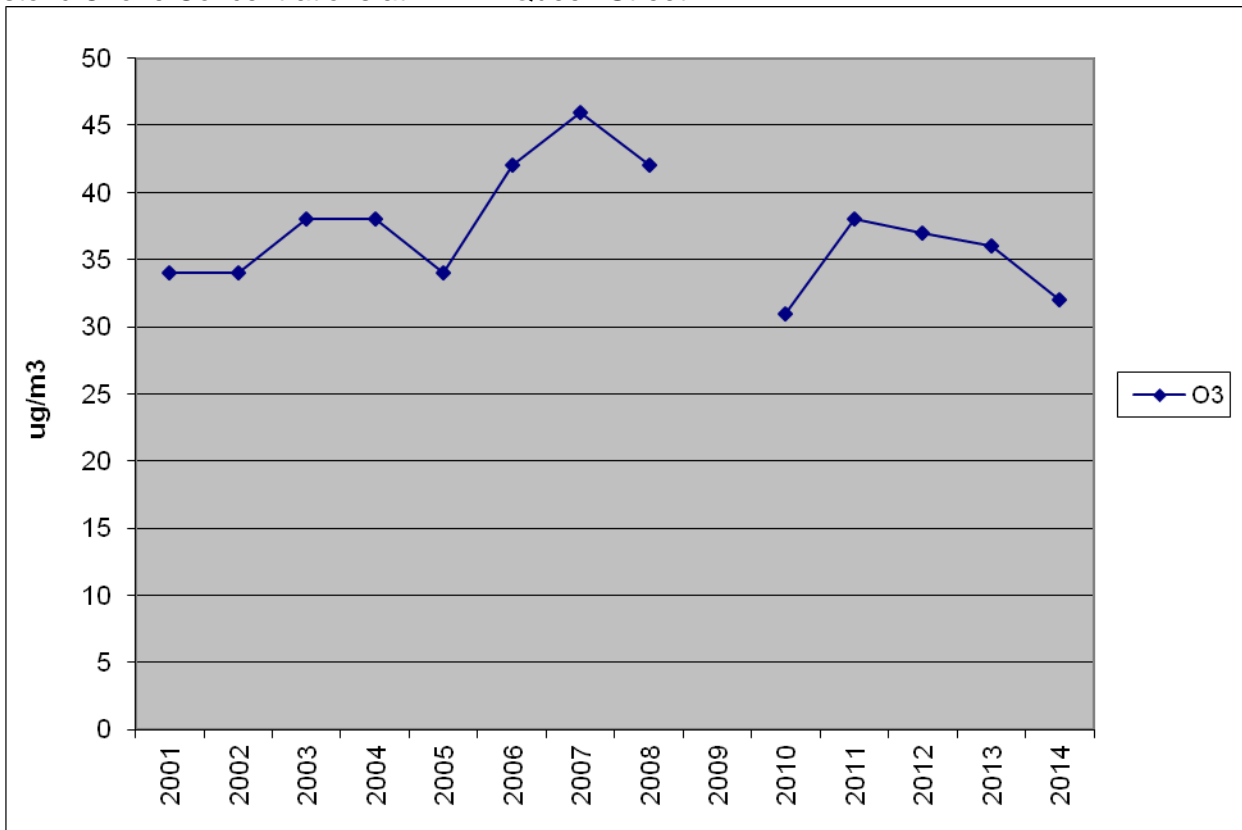
Historic Sulphur Dioxide Concentrations at RAMM Queen Street



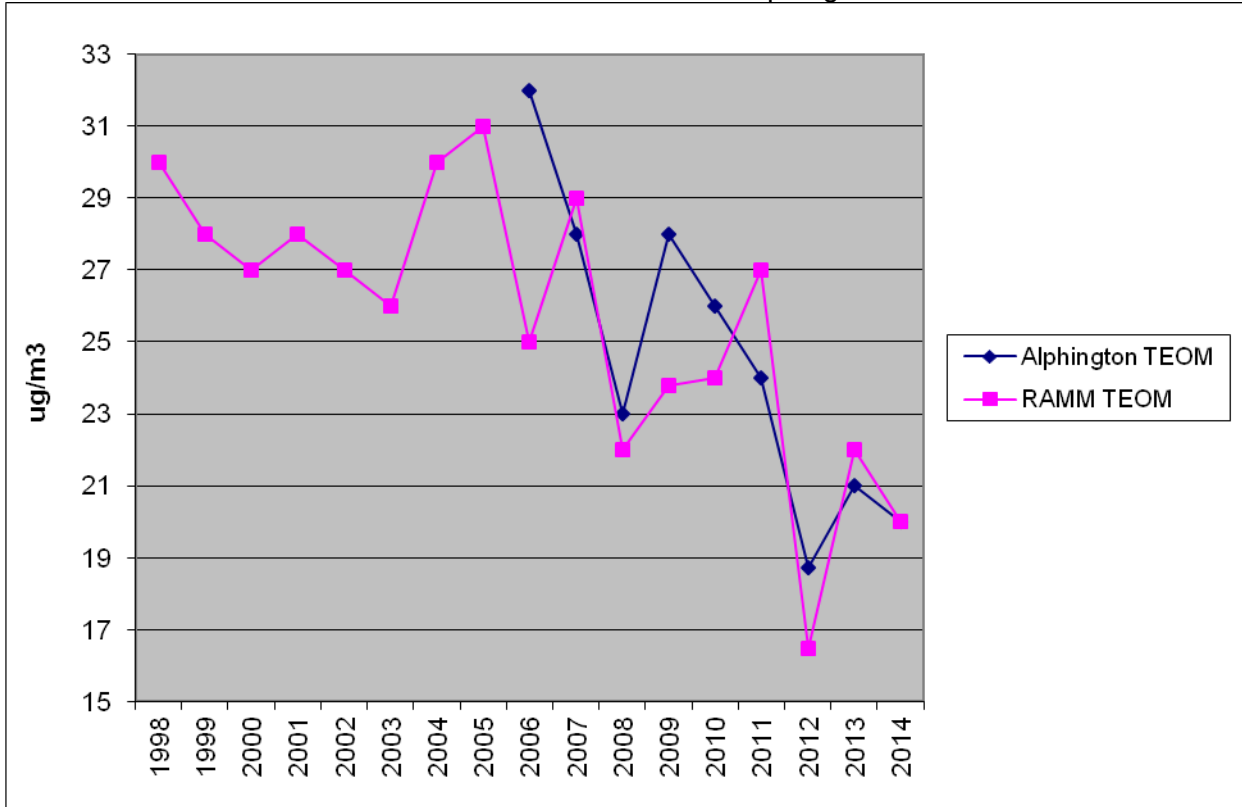
Historic Carbon Monoxide Concentrations at RAMM Queen Street



Historic Ozone Concentrations at RAMM Queen Street

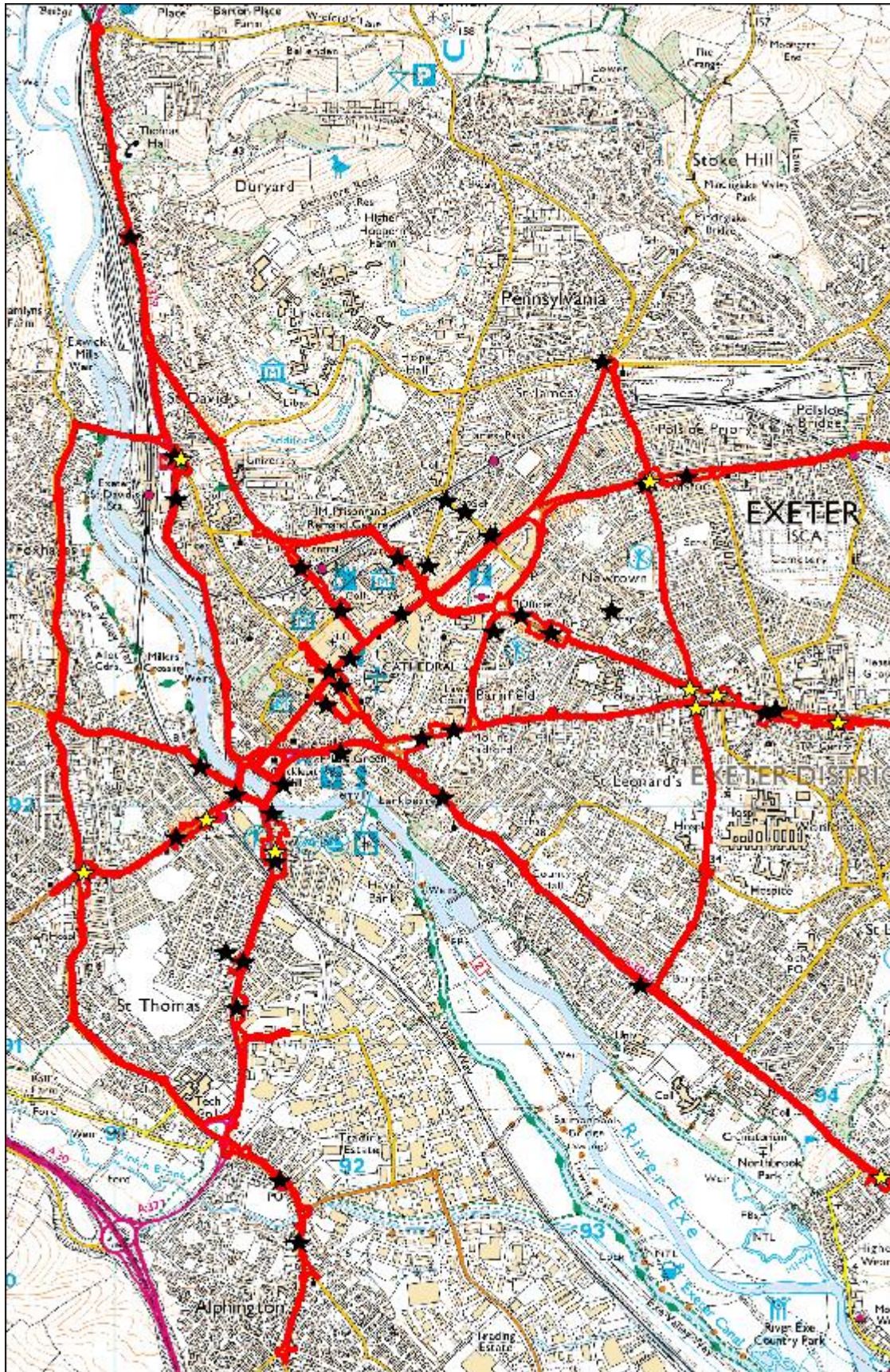


Historic PM10 Concentrations at RAMM Queen Street and Alphington Street TEOMs

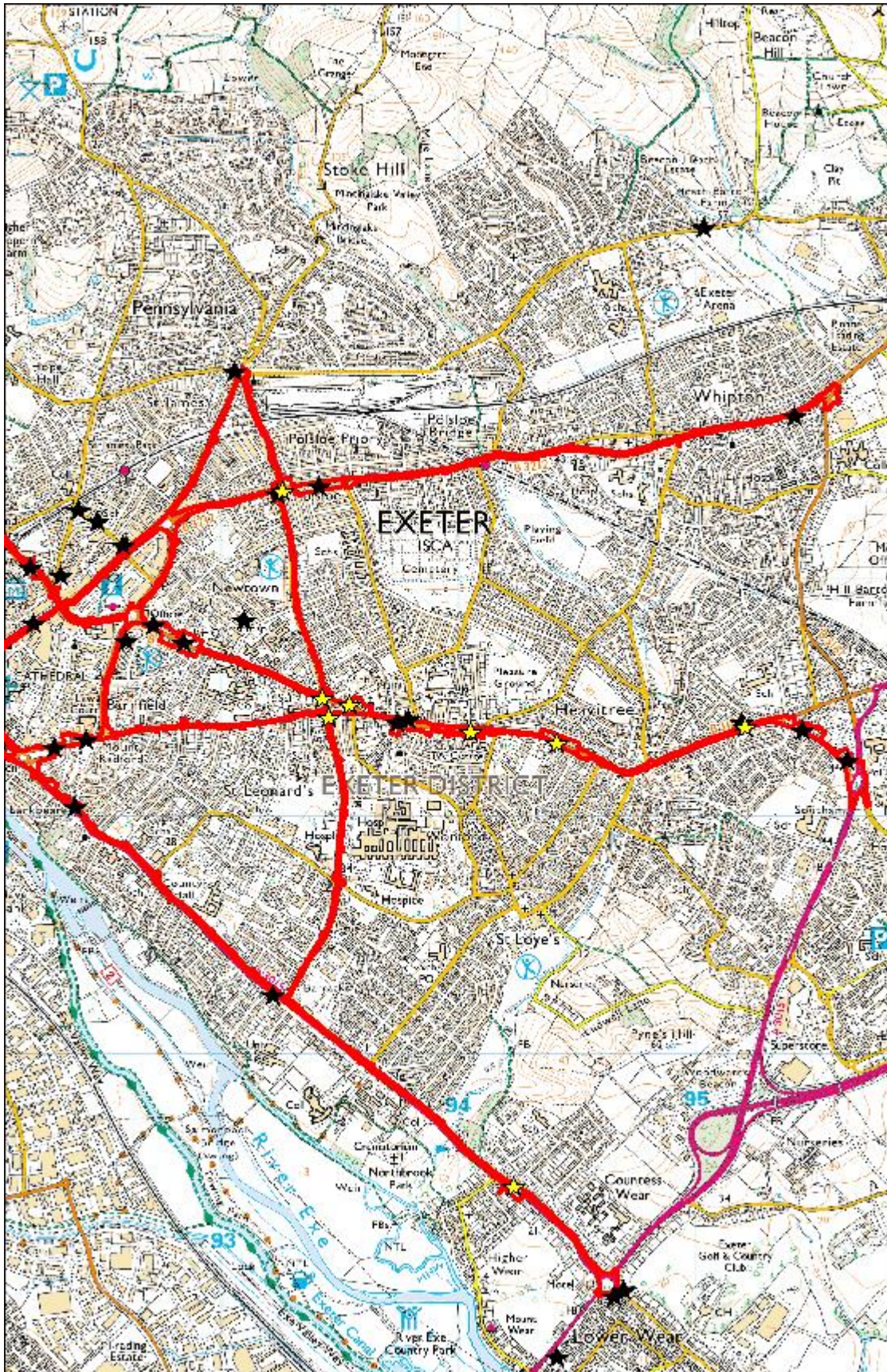


APPENDIX 5

Maps showing AQMA Boundary, Monitoring Locations and Exceedences of NO₂ Annual Average Objective in 2014 (exceedences shown in yellow)



This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. Exeter City Council 10025345, 2015



This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. Exeter City Council 10025345, 2015