



**Exeter City Council**

To the Chair and Members  
of the Scrutiny Committee - Community

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**AGENDA FOR**  
**EXETER CITY COUNCIL**  
**SCRUTINY COMMITTEE - COMMUNITY**

The Scrutiny Committee - Community will meet on **TUESDAY 4 SEPTEMBER 2012**, commencing at **5.30 pm**, in the Rennes Room, Civic Centre, Paris Street, Exeter to consider the following business. If you have an enquiry regarding any items on this agenda, please contact Howard Bassett, Member Services Officer on **Exeter 265107**.

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

Pages

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

1 **MINUTES**

To sign the minutes of the meeting held on 29 May 2012.

2 **DECLARATION OF INTERESTS**

Councillors are reminded of the need to declare personal and prejudicial interests, including the nature and extent of such interests, in relation to business on the agenda, before any discussion takes place on the item. Councillors requiring clarification should seek the advice of the Monitoring Officer prior to the day of the meeting.

3 **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.

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4 **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 Member Services (01392 265107) also on the Council web site.*

<http://www.exeter.gov.uk/scrutinyquestions>

5 **QUESTIONS FROM MEMBERS OF THE COUNCIL UNDER STANDING ORDER 20**

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

6 **PARKWOOD LEISURE MANAGEMENT CONTRACT**

Minutes of the meeting of the Parkwood Leisure Services Working Group of 9 July 2012 attached. 1 - 4

7 **UNIVERSITY OF EXETER**

To welcome Gilly Court, Director of Operations of Campus Services, University of Exeter.

8 **ROYAL ALBERT MEMORIAL MUSEUM AND ART GALLERY PERFORMANCE REVIEW - 15 DECEMBER 2011 TO 31 JULY 2012**

To welcome Camilla Hampshire, Museums Manager. 5 - 20

To consider the report of the Assistant Director Economy - *report circulated*.

<b><u>MATTERS FOR CONSIDERATION BY THE EXECUTIVE</u></b>
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9 **KITCHEN AND BATHROOM REPLACEMENT PROGRAMME**

To consider the report of the Assistant Director Housing and Contracts - *report circulated*. 21 - 26

10 **REVIEW OF ANTI SOCIAL BEHAVIOUR POLICY AND PROCEDURES FOR HOUSING LANDLORD SERVICES**

To consider the report of the Assistant Director Housing and Contracts - *report circulated*. 27 - 30

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**SUCCESSION AND ASSIGNMENT POLICY**

To consider the report of the Assistant Director Housing and Contracts - *report circulated.* 31 - 42

**MATTERS FOR CONSIDERATION BY SCRUTINY COMMITTEE - COMMUNITY**

12 **UPDATE ON THE OLDER PERSON'S HOUSING STRATEGY 2010-2015 ACTION PLAN**

To consider the report of the Assistant Director Housing and Contracts - *report circulated.* 43 - 56

13 **COMMUNITY TOILETS WORKING GROUP - FINAL REPORT**

To consider the report of the Assistant Director Environment - *report circulated.* 57 - 78

**PERFORMANCE MONITORING**

14 **HOUSING REVENUE ACCOUNT - BUDGET MONITORING TO JUNE 2012**

To consider the joint report of the Strategic Directors and Assistant Director Finance - *report circulated.* 79 - 84

15 **COMMUNITY - BUDGET MONITORING TO JUNE 2012**

To consider the joint report of the Strategic Directors and Assistant Director Finance - *report circulated.* 85 - 90

**DATE OF NEXT MEETING**

The next **Scrutiny Committee - Community** will be held on Tuesday 6 November 2012 at 5.30 pm

**FUTURE BUSINESS**

The schedule of future business proposed for this Scrutiny Committee and other Committees of the Council can be viewed on the following link to the Council's website: <http://www.exeter.gov.uk/forwardplan>  
Councillors can view a hard copy of the schedule in the Members Room.

*Membership -*  
Councillors Shiel (Chair), Mitchell (Deputy Chair), Branston, Bowkett, Choules, Clark, Dawson, Donovan, Laws, Morris, Mottram, Payne and Tippins

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# Agenda Item 6

## PARKWOOD LEISURE SERVICES WORKING GROUP

Monday 9 July 2012

### Present:-

Councillor Shiel (Chair)  
Councillor Morris

### Also Present

Darren Parrott and Stephen Hughes - Parkwood Leisure

Assistant Director Economy, Leisure Facilities Manager and Member Services Officer

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### APOLOGIES FOR ABSENCE

These were received from Councillors Mitchell and Sheldon.

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### MINUTES OF THE MEETING HELD ON 12 APRIL 2012

The minutes of the meeting held on 12 April 2012 were agreed.

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### FEEDBACK FROM PARKWOOD

A Member confirmed that, following a number of issues raised in respect of the Riverside Leisure Centre, there had been a very positive response from the Centre Manager and staff. Overall, the Member felt that there had been a noticeable improvement in operations and fewer complaints.

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### SERVICE IMPROVEMENT PLAN

Stephen Hughes went through the Service Improvement Plan he had prepared with the group highlighting the following issues.

#### Service Standards

The **Quest Accreditation** was undertaken on a biennial basis with rolling maintenance checks, the next round beginning at the Arena in September. There had been a change from a percentage to a banded assessment process. The former system had been an aggregate of all factors therefore, in principle, even though the health and safety inspection, for example, might prove unsatisfactory, other elements might lift the overall assessment to a high percentage figure.

The Service Improvement Plan went beyond Quest requirements and Parkwood also focused on any other areas requiring improvement. The company also carried out a range of internal audits to ensure that standards were maintained with specialist internal consultants – in particular, Finance and Health and Safety. Richard Ball emphasised the importance of questioning whether “good was good enough” and asked for individual centre based continuous improvement plans to be shared with the Council. Darren Parrot and Stephen Hughes confirmed that these, as well as actions taken as a result of Quest, would be shared.

With reference to the **customer comment** tables, it was noted that there were a number of zero figures in the breakdowns, which was surprising given the large throughputs at the Centres. Stephen Hughes stated that there were a number of

ways to obtain customer feedback and it was noted that there were now comment cards and boxes as well as notice-boards set up with the City Council to encourage comments to be made and to advertise customer forums in each Centre to encourage feedback. Some comments may not have been recorded in the past because of their relatively trivial nature and because they could be rectified easily. A more robust approach had been introduced and Stephen Hughes had instructed all Centre Managers to carefully record comments/complaints. He confirmed that the spread sheet for July already contained a number of comments and it was the intention to continue this approach. Customer feedback and the capture of public comments etc. was now high up the Managers' agenda and they were also encouraged to spend more time at the reception desks.

One specific issue discussed was the response when a facility was very busy. A Member referred to a comment from a user of the Riverside when the Learner Pool had been particularly busy. It was noted that three people per square metre was the maximum standard for a normal pool and two/two and a half per square metre for a Learner. Swimmers were stopped from entering the pools until numbers were below the agreed maximum capacity.

The pros and cons of the extent of promoting public meetings was noted as these sometimes attracted a minority of motivated disgruntled rather than satisfied customers.

A summary of points relating to each centre was given.

**Pyramids** - significant increase in numbers following the installation of new gym equipment. A company policy to market to students had also increased membership at this and Clifton and Riverside Leisure Centre. A three month membership was offered at the beginning of the University Christmas Term.

Membership had increased by 207 members in the last 12 months.

**Clifton** – again, significant growth.

Membership had increased by 90 members in the last 12 months.

**ISCA/Arena** - Simon Lewry had been appointed as the new manager. Short Mat Bowls would return in 2012/13 with 19 events. New shower pipework had been fitted and a new water treatment system installed at the Arena to combat existing problems with Legionella. The Arena was well used, hosting numerous school sports days, Exeter and Devon School events, a Forces event and the Great West Run. A sponsorship deal would be entered into with Jo Pavey, the international athlete. 96 events were to be held during the course of the year. The hire rate set by the Council was very reasonable.

**Pitch and Putt** had suffered a very difficult year because of the very poor weather.

**Wonford** – ISCA Active GP referral sessions took place twice a week and there was an active teen gym.

**Riverside** – nearly 2,500 Members with a 90 station gym, use of which was balanced and excess demand was not an issue. It was estimated that there were 25 members per station at the Riverside compared with 35 at the Clifton Hill facility which was a much smaller gym and which could appear overcrowded at times. Particularly pleasing had been the attendance of 23 people at netball sessions. A running group had also been formed.

Membership had increased by 439 members in the last 12 months.

**Continuous Improvement Plan** - Parkwood had a significant capital expenditure programme and an example of capital expenditure was the creation of the new Fitness Gym facility at Riverside. The transfer of the underused Riverside café to nearer the entrance overlooking the pool was a potential scheme but the cost of between £60,000 and £100,000 prohibitive. A spinning studio would be an ideal alternative for the existing café space.

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#### **CUSTOMER FEEDBACK**

Stephen Hughes confirmed that more detailed customer comment tables would be provided at future meetings.

In response to Richard Ball, Stephen Hughes stated that Parkwood did not possess a detailed schedule of response times following the reporting of maintenance etc. problems. Each manager often asked for priority treatment. There was currently a small backlog and the maintenance manager had been asked to prioritise the smaller maintenance works through arranging for contractors to tackle this backlog after which a more structured maintenance timetable would be drawn up in consultation with senior management.

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#### **DETAILS FOR FORUM MEETINGS FOR INFORMATION**

The following dates for Customer Forum meetings for 2012 were noted:-

Clifton Hill Sports Centre 13 August 2012  
Exeter Arena 20 August 2012  
Isca Bowls and Bridge Centre 28 August 2012  
Northbrook Swimming Pool 3 September 2012  
Pyramids 10 September 2012  
Riverside Leisure Centre 17 September 2012  
Wonford Sports Centre 24 September 2012

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#### **REPORT TO SCRUTINY COMMITTEE - COMMUNITY**

Steve Lyon reported that Parkwood representatives had first attended the Scrutiny Committee - Community in January 2012 and a report back on end of year performance would be appropriate to the next January meeting. It was agreed that a full report be made to the meeting on 15 January 2013.

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#### **DATE AND TIME OF NEXT MEETING**

It was agreed that it would not be necessary for the group to meet on a monthly basis, September being suitable for the next meeting. This next meeting could focus on the individual site Improvement Plans which would be received from Parkwood in good time.

The next meeting would be held at 2.30pm on Tuesday 25 September 2012 at the Riverside Leisure Centre. This would be appropriate given the number of issues regarding the Riverside raised at this meeting.

(The meeting commenced at 10.00 am and closed at 11.15 am)

Chair





## EXETER CITY COUNCIL

### SCRUTINY COMMITTEE - COMMUNITY 4 SEPTEMBER 2012

#### ROYAL ALBERT MEMORIAL MUSEUM & ART GALLERY PERFORMANCE REVIEW 15 DECEMBER 2011 TO 31 JULY 2012

## 1 PURPOSE OF REPORT

- 1.1 This report reviews for Members' information the seven month period of service delivery following the re-opening of the Royal Albert Memorial Museum & Art Gallery (RAMM) post its capital redevelopment. Its intention is to cover the full spectrum of Museum operations in order to provide a whole view of the service, the interconnections between different aspects of its work and to describe how these feed into public outputs. Though starting from a very positive position, it also describes some of the constraints, pressures and challenges facing the service in coming years.

## 2 BACKGROUND

- 2.1 RAMM reopened on 15 December 2011 following a four year period for redevelopment which included conservation and refurbishment of the Grade II listed building, a new extension and redisplay of the collections.
- 2.2 The problems created by the building's historic fabric that lead to the over run of project costs and timescale will be covered in other Council committee reports. Defects are being rectified and negotiations leading to the closing of the final account are still ongoing with the result that detailed figures are not yet available. However it is important to note that the cost over run is entirely linked to the building envelope and not the Museum itself or the collections it houses. This aspect of the project remained within its original budget.
- 2.3 Levels of public expectation and excitement were very high by the time the Museum opened its doors in mid December. The many dimensions of its public engagement were clearly demonstrated in its opening week which included eleven opening events in six days for combinations of different interest groups. The opening event itself took place on 15 December and was undertaken by the Leader of the Council along with Frank Potter and three year old Maisie Searle (existing and new Museum visitors selected by the Express & Echo).
- 2.4 An overwhelmingly positive public reaction lead to some very high visitor numbers, the highest 3152 on 17 February, A more even pattern has since been established with numbers predictably rising during school holidays and wet weather. At the end of July total visitor numbers reached 236,170. This compares to annual figures of approximately 250,000, a peak reached in the final year before closure.
- 2.5 External evaluation conducted with visitors in the opening weeks showed that
- overall satisfaction with the new Museum was very high with 84% scoring it as very good or excellent.
  - 95% of visitors agreed that RAMM made a vital contribution to the life of the city, 75% expressing this as a strong view.

- the top three words used by the public to describe RAMM were ‘High Quality’, ‘Educational’ and ‘Family Friendly’.
- 2.6 The same data group were used to analyse the geographical draw and the demographic profile of our visitors. This used Acorn Segmentation Methodology described in section 6.3 of this report. This found that the social demographic profile of visitors to RAMM, corresponded almost exactly to that of its principal catchment area (Devon), as derived from census data.
- 2.7 Further evaluation has been commissioned for later in the year to provide comparisons of visitor response and trends over a longer time period. Research will also look at ‘dwell time’ (how long visitors stay), a key performance indicator for funder The Heritage Lottery Fund, used to assess the quality of the visitor experience. Other research will examine the economic impact and benefits delivered to the local economy. The social and cultural impact of the investment in the Museum is the subject of a PhD thesis by a student based at the University’s Business School.

### **3 AWARDS**

- 3.1 The critical significance of the Council’s vision was commended by judges of the Art Fund’s Museum of the Year Prize, one writing ‘RAMM stands as a shining example of a museum that is cared for by the public realm and cherished as a civic good at the heart of municipal life’. Last year’s winner was the British Museum and others include the Ulster Museum, Belfast and the SS Great Britain, Bristol.
- 3.2 The winner of the prize was announced simultaneously on BBC Radio 4 and at a ceremony hosted at the British Museum on 19 June. RAMM came ahead of a field that included many national as well as regional museum projects. The other shortlisted organisations were the Scottish National Portrait Gallery, The Hepworth in Wakefield (currently Stirling Prize nominated) and Watts Gallery in Guildford.
- 3.3 The Art Fund’s selection criteria were that the winning project should:
- demonstrate excellence, originality and imagination
  - promote wider public appreciation of museums and galleries
  - show the support of visitors and users
  - include imaginative use of artists and designers
  - is likely to provide a lasting legacy
- 3.4 The judges made their decision following individual and panel visits, together with that of a ‘mystery’ shopper judge. The Art Fund Prize is an important national accolade, a success that underscores the city’s role as a regional capital and contributes to several of the Council’s key purposes – most importantly the vibrancy of Exeter’s cultural and hence quality of life, expressed in ‘provide great things for me to see, do and visit’.
- 3.5 The quality of the Museum project was also recognised by an award given jointly to RAMM and its fit out contractor Benbow, based in Newton Abbot. Their work constructing showcase and exhibition furniture was part of the Museum rather than building project. The winning Award for Non Retail Project was made by the National Association of Shop Fitters. The Judges wrote ‘The refurbishment of this beautiful Victorian museum in order to make its collections more accessible, understandable and enjoyable is a great success and a joy to experience... the younger visitors are

always the acid test in these types of museum, and I didn't see one that wasn't entirely captivated by the experience they were having in the space'.

- 3.6 In May RAMM together with St Nicholas Priory was assessed for accreditation under the Visitor Attraction Quality Assurance Scheme managed by Visit England. The assessment process looks for excellence in customer service and considers all aspects of visitor experience. VAQAS Accreditation was given to RAMM with the assessor recognising:
- standards of information and interpretation in all the Galleries are excellent, the collections are displayed to a very high standard and the use of audio visual presentations ensures visitor's attention is held throughout.
  - the In Fine Feather is an excellent Gallery, very popular with visitors. The display of birds is comprehensive, all are easily identified and some sounds are available. Background birdsong adds to the atmosphere.
  - the redevelopment of the Royal Albert Memorial Museum has been very successful as has been shown by the number of visitors in the first four months.
  - large numbers of artefacts are displayed to a very high standard and the mounting of high quality exhibitions will ensure that visitors will return on a regular basis.
- 3.7 During its public closure RAMM was only permitted "Provisional status" under the Museum Accreditation scheme administered by Government's Museums, Libraries and Archives Council. Accreditation is the UK standard for museums and galleries. It defines good practice, identifies agreed standards and provides a baseline quality standard against which museums can be measured, developed and improved. Accreditation is a requirement for institutions receiving public funding. With responsibilities now transferred to the Arts Council of England (ACE) and the re-opening, RAMM underwent a full inspection which concentrated on three principal areas:
- Organisational health (governance, forward planning, financial stability)
  - Collections (development, documentation, care, security)
  - Users and their experience (quality, user focus and learning)
- 3.8 Full Accreditation has been awarded which lasts 2 years. RAMM was one of the first museums in the UK to receive an award under the recently revised scheme.

#### **4 MAJOR PARTNER MUSEUM FUNDING**

- 4.1 RAMM has through its participation in the Museums, Libraries and Archives Council Renaissance Programme received £6,131,840 investment over the past ten years. This has helped deliver a whole host of service improvements and public outputs as well as contributing directly to RAMM's capital development, through staffing resource, collections management, conservation and digital development.
- 4.2 In Autumn 2011 sector responsibilities for museums and libraries passed to the Arts Council for England (ACE), who reviewed and remodelled the scheme to align with their new 10 year strategic framework 'Culture, knowledge and understanding: great museums and libraries for everyone'. This is based around the ACE's five strategic goals:
- excellence is thriving and celebrated in museums and libraries
  - more people experience and are inspired by museums and libraries
  - museums and libraries are sustainable, resilient and innovative
  - the leadership and workforce are diverse and highly skilled

- every child and young person has opportunity to experience the richness of museums and libraries.
- 4.3 A new application process was launched which was open to all UK museums. RAMM submitted a successful partnership bid with the Plymouth City Museum & Art Gallery with the result that the peninsula's two principal cities have been selected as part of the ACE's Major Grants Programme. The RAMM/Plymouth partnership is one of only 15 other major partners (leading UK museums) who will receive national funding over the three year period to 2015, status that underscores RAMM's national significance. For RAMM this means £1,748,291 investment (2012-15). The City Council's revenue commitment to the Museum was a very persuasive factor.
- 4.4 The award announced in March 2012 is aimed at driving the development and delivery of excellence in museums; reaching out to more people; supporting innovation and museum resilience. The funding is entirely for revenue/operational based activity that is set against an agreed Programme of Activities. Progress against this programme is monitored by ACE through quarterly meetings and funding drawdowns, plus annual reviews and monitoring of key performance indicators.
- 4.5 The Programme of Activities was designed to deliver against key purposes and actions in the City Council's Corporate Plan, thereby ensuring there is strong integration between this externally funded programme of work and local priorities. Principal areas of activity for RAMM are around three areas:
- growing audiences in terms of numbers and the range of people the services reach.
  - developing the knowledge base around the collections, their conservation and use of public activities.
  - the developing partnership with Plymouth and diversifying and growing the income streams that can help support services in the future.
- 4.6 It is anticipated that there will be another open application process for the next round of museum funding towards the end of the 2014/15 financial year and the City Council will need to be in a position to make a strong bid, alone or as part of a wider partnership.

## **5 STAFFING**

- 5.1 RAMM's workforce was restructured in 2010-11 and new job descriptions implemented in April 2011. The process also took into account the responsibilities and skills needed to respond to the challenges and opportunities of coming years, as well as rebalancing the Museum for its re-opening. The externally funded staff were critical to delivery of the capital project. Indeed the sustained effort required by the whole Museum team, over a very long project culminating in a period of intensive installation and launch activity should be commended. The Museum of the Year Award is due recognition of this collective effort.
- 5.2 The restructuring exercise divided staff into 'core funded roles' and others into a category defined by project and external funding. Approximately 37% of staff are funded through external (non-ECC) funding.
- 5.3 The limited basic staffing of core roles provided in the substantive structure provides the Museum with essential capacity alone and little if any of the resources needed to deliver the ambitious and innovative services that have come to characterise RAMM. This emphasises not only the importance of the current partnership with the ACE, but

also the need to develop a competitive and sustainable position to meet as yet unknown funding challenges in coming years.

## **6 AUDIENCE DEVELOPMENT**

6.1 The purpose within ECC's Corporate Plan of "Provide great things for me to see, do and visit", has as a key action "offer an inspiring programme of events, activities and exhibitions at the museum, enriching the cultural lives of all who live, visit and work in the city". The Museum's challenge is to link this to the action to "promote the city as a retail, visitor and cultural destination" and the purpose "help me run a successful business in Exeter", as a clear demonstration of the connection between the city's quality of life and economic development. Within the plan an overarching principle is that "we must envisage that everyone in the city has equal access to our services and that the diverse needs and backgrounds of our residents are respected and valued".

6.2 City Council objectives expressed in the Corporate Plan correspond with ACE's priority for cultural activity to reach the lives of more people. For RAMM, the programming of its exhibitions and events are key to delivering consistently high visitor numbers, its key performance measure, and the Museum has built up a strong background of experience in this area.

### **Planning for Audiences**

6.3 In shaping an audience development strategy which seeks to maintain existing users as well as securing first time visitors, RAMM uses a planning tool called Acorn Segmentation, widely used in the commercial world. Acorn Segmentation studies undertaken before RAMM's closure indicated that the socio-economic profile of Museum visitors almost exactly matched that of the base population (as derived from census data). This finding is unusual for museums and is a result of the planned audience development undertaken by RAMM. The exercise has been repeated for the re-opened Museum and found a similar visiting pattern. Acorn Segmentation allows the team to identify potential areas of audience growth and to shape and balance the exhibitions and events programme accordingly. This provides a guiding rationale offering a wide range of experiences which help make the Museum more accessible to more people, ensuring RAMM serves all parts of the community and not just existing cultural consumers.

6.4 Active museums like RAMM provide important civic space, where a mix of people, of all backgrounds, ages and needs, can come together to share a common experience. This is quite rare and very valuable in a time where communities are increasingly fragmented and often struggle to find a collective sense of identity. RAMM's new facilities have been designed to offer increased flexibility, enabling the museum to provide a venue and backdrop for a wide range of events ranging from community occasions to conferences and meetings. These have included:

- Folk.Us (Peninsular College of Medicine & Dentistry), a social and mentoring evening for Carers
- Culture Café (with Age UK), social events for older people
- Exeter College Students, BTEC dance performances inspired by Museum collections
- University Research and Knowledge Council Conference, evening reception at RAMM for visiting delegates

## **Exhibitions**

- 6.5 RAMM's temporary exhibition programme is a major contribution to the mixture of experiences which attract a wide range of audiences. The busy schedule of exhibitions and displays, together with the range of topics, interpretation, partners and related events, enables RAMM to keep attracting its regular visitors from within and well outside the city, while also involving new ones.
- 6.6 RAMM's temporary exhibition programme aims to:
- provide a mixture of accessible, high quality exhibitions and displays throughout the year. These exhibitions need to balance RAMM's role as a museum and art gallery, its responsibilities to its own collections; and its role in national, regional and local settings
  - cater for different types of visitors across the year's programme
  - provide a diverse programme of participation and learning opportunities both inside and outside the Museum, for example: talks, tours and debates; family activities; special projects, activities and events with partners and community groups; on line and digital interaction
  - raise the profile of Exeter, the City Council and RAMM by attracting to the South West significant loans and exhibitions from prestigious national partners, for example, the British Museum, Royal Collection, National Portrait Gallery
  - stimulate new and repeat visits to RAMM and to the city contributing to Exeter's offer to day visitors and short stay tourists
  - contribute significantly to Exeter's offer as a tourist destination
  - create longer term strategic partnerships which enhance the reputation of RAMM, the City Council and Exeter by developing new and innovative exhibitions that attract external funding and national acclaim
  - maximize the use of resources by programming a range of touring, self generated, one-off collaborative shows which support RAMM's audience development strategy.
- 6.7 The aims of the programme show a clear link to aspirations set out in ECC's Corporate Plan. Viewed across several years the balance within the programme will vary depending on the availability of opportunities, resources and staffing capacity. Preparation, negotiation, partnerships and the need to secure funding usually means programming runs two years ahead of present. Submitted proposals always exceed the number of available exhibition slots, necessitating careful decisions set in the context of the audience development strategy.

## **Learning Activities**

- 6.8 As well as being places of shared experiences, inspiration and enjoyment, museums are places of learning. This is reflected in RAMM's strap line 'Home to a Million Thoughts'. Whether you are 6 or 66 there are opportunities to learn at RAMM – informally through the new displays, temporary exhibitions, events and activities and more formally through partnerships with organisations such as the University, University of the Third Age and WEA.
- 6.9 Schools continue to be a significant part of RAMM's audience, averaging 1200 visits per month. These include self guided visits and visits from language schools. Other schools use their visit to RAMM to deliver specific elements of the National Curriculum. Learning resources are available on-line to support these topic themed

visits which are teacher led. Additionally the Museum is creating new learning packages around Personal Learning and Thinking Skills (PTLS), visits that give pupils memorable sessions exploring themes running across RAMM.

- 6.10 Families have and continue to be an important part of RAMM's visitor profile. Acorn Segmentation studies undertaken in the years before the Museum's closure led RAMM to make families a key feature of its audience development strategy. This work is continuing now that RAMM is re-opened, the research suggesting that while the Museum is already very popular with this group there still remains opportunity for further significant growth. A Family Learning Officer role forms part of the core Museum structure and is responsible for organising all of the Family Activity Days involving 'making and doing' at weekends and during school holidays. These are a very popular and much appreciated community aspect of RAMM's work.

### **Digital Services**

- 6.11 Digital channels are an important vehicle for unlocking the learning potential of museum collections. The knowledge represented by these collections is a valuable public resource, making the Museum's role as an on-line 'publisher and disseminator of information' an important development area.
- 6.12 Within the museum sector this is recognised as the next new territory waiting to be explored in terms of audience development. Digital services allow the Museum to simultaneously grow audiences on the other side of the globe, raising awareness of the city and at the same time make much more available to local communities and individuals.
- 6.13 This is a new and rapidly changing area of development with which RAMM made much progress in the period of its closure, when it helped provide access to collections and promote the re-opening. The Museum's website [www.exeter.gov.uk/ramm](http://www.exeter.gov.uk/ramm) is the hub for a range of digital activities which include collections on-line, elearning, web based projects, and social media. All of this work was funded through Renaissance funding and digital development will continue as part of RAMM's MPM programme.
- 6.14 Ghostwriter, RAMM's first digital art commission by award-winning Blast Theory, received an honourable mention from the judges of the prestigious American Association of Museums MUSE Awards. Presented to institutions or independent producers which use digital media to enhance the museum experience and engage audiences, the MUSE awards celebrate community, innovation, creativity, and education. RAMM was effectively fourth place in the Audio Tours and Podcasts section.

## **7 COLLECTIONS**

- 7.1 With RAMM successfully reopened, the focus of the Collections Team is concentrated on the collections review process. This commenced in Spring 2011 and will, when completed, provide an in depth assessment of the collections strengths, weaknesses, gaps and potential. It will provide a platform for planning further collections based development, research activity, partnerships and temporary exhibition projects. Most importantly its findings will also inform the Collections Development Policy which will shape the future growth/character of RAMM's holdings. The subject was described in more detail at the Scrutiny Community Committee of 29 May 2012 and a date for presenting the new policy to Committee

was set for December 2013. This work is funded through MLA/ACE Renaissance programmes.

- 7.2 As content specialists, the Collections Team are also closely involved in the planning and delivery of the temporary exhibition programme. This includes a number of long term projects which draw on the Museum's stored collections.

### **Conservation**

- 7.3 Specialist conservation facilities and staff at RAMM enable it to prepare reserve collections for display and public engagement. Without this facility costs would be prohibitively expensive and diminish public use of the collections. Conservators and technical staff also support the exhibitions programme, allowing it to meet the requirements of lenders. Caring for RAMM's own collections is central to their work and they have since opening been overseeing their movement into 'More in Store' (the public access study centre/store) within the Museum building.
- 7.4 The Collections Team are currently managing contractors' installation of new racking at The Ark, in space that previously served as temporary laboratories during RAMM's closure. Once finished, a substantial amount of this team's effort will be involved in decanting collections from Rougemont House and re-housing in the Ark. This is expected to take until the end of October/beginning of November. Rougemont House will then require stripping out (fittings etc) after which the Council's Estates section will manage the commercial sale of the property.

## **8 PARTNERSHIPS**

- 8.1 Partnerships are central to RAMM's working. These strengthen the cultural network of which RAMM is part, creating mutual benefits; maximising the use of resources (physical and financial); and helping the Museum engage new audiences including 'hard to reach' ones. A few selected examples of partnerships that formed part of the opening programme include:

- Devon & Cornwall Police/DCC Social Services/RAMM based Intervention Project to address the needs of Young People at Risk of Offending
- Compton Verney (Arts Trust), Warwickshire. Partner for 'Into the Light' Exhibition
- University of Exeter 'Great Exhibitions, Great Debates' seminar (focussing on RAMM's re-opening)
- Cavern Club. Electroswing dance evening celebrating opening of V&A Selling Dreams exhibitions
- Northcott Theatre, and Show of Strength Theatre Company 'Gripping Yarns'. Creative writing and commissioned playlets based on RAMM's collections

### **Partnerships with Higher Education**

- 8.2 Partnerships are forged at all levels, take many forms and vary in duration. For example the on-going and deepening relationship with the University of Exeter is an example where academic partnerships enable the Museum to extend and deepen its collections based research, leading to enhanced knowledge, understanding and use of the collections. In return the 'platform' provided by RAMM through its exhibitions and events programme enables the University's research to reach new areas of public life.



- 8.3 Current collaborations include:
- **Sex & History** (leading to 2013 exhibition and regional programme of work), Department of Classics and Department of History
  - **Victorian Medievalism** (leading to 2013 exhibition), Department of English, Victorian Studies
  - **'The Social & Cultural Impact of RAMM's Redevelopment'**, Business School (Doctoral current study)
  - **Stories in Stone**, Department of Archaeology with Goldsmiths College (includes work around new digital media)
  - **History of Politics in the South West**, Department of History (research area based on collections)
  - **Elizabethan South West** (exhibition with potential collaboration around research)
  - **REACT Programme** (UK Knowledge Exchange Hub for the Creative Economy), Doctoral student based with RAMM (explores and develops digital interpretations of heritage)
  - Partnerships around the University's new College of Humanities, **Visual Culture courses** (placements and case studies)
  - Ongoing dialogue with a range of departments about **future research/exhibition projects**
- 8.4 The Museum also supports the University's 'employability' programme, hosting a number of students in work experience situations, and furthermore provides the conduit to many other placements in smaller museums around the County. These are in addition to the subject student placements also offered by RAMM.
- 8.5 Additionally RAMM has links to the University of Plymouth through the **RAMMbassadors** programme and a number of European Universities through extended work placements in our Conservation Laboratories. Laboratory practice in 'real time' supervised by an experienced and qualified conservator forms part of the students' courses and assessment and in return objects from the Museum's collections receive treatment gratis.

### **National Partnerships**

- 8.6 Securing, growing and developing its national partnerships is essential if RAMM is to fulfil its potential as a cultural flagship for the city. Bringing major touring exhibitions to Exeter highlights its role as a regional capital, brings national profile and reinforces the economic development messages around the quality of life to be enjoyed in the city. RAMM has a longstanding partnership with the British Museum, with which it has collaborated to produce 'Warriors of the Plains', 22 September to 13 January. Other collaborations include The National Portrait Gallery BP Portrait Award (9 February 2013 to 19 May 2013) and Natural History Museum, Wildlife Photographer of the Year (Spring 2013). RAMM's national recognition as Museum of the Year 2012 offers an important opportunity to open up discussions with new partners in the coming months. This task will be supported by the Freelance Creative Programmer appointed through MPM funding.

### **Local Partnerships**

- 8.7 More locally RAMM's work with hard to reach audiences are grounded in partnerships, where staff work with other agencies such as AGE UK, Children's Carers, Aftermath PTSD (soldiers support group) or Magic Carpet. The Museum brings to these partnerships, content handling sessions, reminiscence activities or workshops and a 'safe' neutral social space. Though numbers of participants are usually small and require targeted resources, this area of work contributes to

community cohesion, the aspiration that its services are available to all, and are potentially life changing for individuals. In the future there is the opportunity to draw in commissioning funding from the NHS, adult/social care provision to fund and support this area of work with very specific audiences. Applications to deliver commissioned services by RAMM are likely to be made in partnership with other groups.

## **9 COMMUNITY ENGAGEMENT**

### **Creative Apprentices**

- 9.1 RAMM will be hosting two Creative Apprentices as part of the Council's employment and training initiative.

### **Community Linkages**

- 9.2 Throughout RAMM's redevelopment staff and volunteers visited many community groups to give presentations. This is a popular aspect of RAMM's community engagement that has continued since reopening. Now the building is open RAMM also offers tours of the Museum for booked parties. The groups and societies who have taken up RAMM's offer include Probus clubs, local history groups, parish councils and Rotary clubs throughout Devon.

### **RAMM Development Appeal Trust**

- 9.3 More direct community support is provided by the Royal Albert Memorial Museum Development Appeal Trust. A registered charity set up in 1994, it exists to assist the Museum's development and has raised significant funds £170,000 to support the capital development project through its own fundraising and through approaches to grant giving trusts and foundations. Its Trustees are drawn from the local business community and include ECC Member representation.
- 9.4 The RAMM Development Appeal Trust led the initiative to set up a membership Business Club to support the Museum. Its launch coincided with RAMM's reopening. There are nine inaugural members who receive a package of benefits depending on their choice of gold, silver or bronze membership. Additionally there are also four 'sponsors in kind' who have provided free of charge goods or services to the Museum. The Business Club is still in its earliest stages of development but has already proved very effective in promoting RAMM's integration and use by local businesses for meetings, corporate hospitality and networking events.

Events held at RAMM have included:

- Exeter Chamber of Commerce Lunch
- Michelmores Breakfast Club
- Royal Institute of British Architects South West AGM
- as well as many of the Business Club's own events.

### **The Friends of Exeter Museums & Art Gallery**

- 9.5 The Friends of Exeter Museums & Art Gallery (FEMAG) have continued in their active support of RAMM. For obvious reasons there was a slight fall in membership during the Museum's closure but this has been more than replaced by an extremely successful recruitment campaign that coincided with RAMM's re-opening. This has seen membership rise to an all time high of 891 (was 574 in March 2011).

- 9.6 FEMAG continues its important role in helping to develop the Museum collections. It has commissioned architectural sculptor Geoffrey Preston ('A Symphony of Curves' Exhibition, 18 August to 14 October 2012) to produce a large scale piece of decorative plasterwork which will ultimately be shown in the Making History Galleries. FEMAG is also supporting the acquisition of a 19th-century watercolour by Samuel Palmer, its funding once again acting as critical local leverage for national grant aid.

### **Volunteers**

- 9.7 A large number of volunteers support RAMM's work and service delivery. RAMM currently has 145 enthusiastic volunteers who add value to all aspects of Museum life, encouraging involvement and enriching the overall experience of many of RAMM's audiences. Volunteers support RAMM in many ways allowing the Museum to widen its reach and achieve more. Some of RAMM's volunteers go on to secure jobs in the museum sector; some stay with RAMM for many years.

## **10 ISSUES**

- 10.1 Re-opening after a four year major capital development cannot be rehearsed. The reality of the public response, its impact and implications are difficult to predict and regardless of pre-planning the Museum has very often found itself responding to a new situation.

### **Visitor Numbers**

- 10.2 Fantastic visitor numbers mean large volumes of people and this has created a lot of pressure on staff and the building. The latter has required much higher levels of cleaning and maintenance than predicted. Cleanliness and presentation are critically important to the visitor experience, public perceptions of the Council's investment in the facility and for its reputation. Accordingly officers will be reviewing current arrangements and considering how they need adapting to meet the additional need.
- 10.3 The Museum's new public opening hours are Tuesday to Sunday with other staff retaining the Monday to Friday working pattern. This means the building is effectively a seven day week operation with Monday still requiring a security presence and staffing to allow cleaning, maintenance, display changes and contractors' work, and rest days. Sunday openings were introduced at the public's request, now averaging 878 visitors.
- 10.4 More evening events (in RAMM's programme and through corporate hire) have also placed greater demands on the Visitor Services (front of house) team.
- 10.5 Overall, the Museum building is open to the public for considerably more hours per week than previously. Supervisory capacity in the form of the roles that have overall responsibilities for day-to-day site security/front of house operations has already been increased and managers are now reviewing staffing levels with the benefit of several months experience of the new building behind them.

### **External Deadlines**

- 10.6 A rolling series of application deadlines in the last seven months - Art Fund Prize, Major Partner Museum Programme, Visitor Attraction Quality Assurance Scheme Accreditation, Museum Accreditation, Designation Challenge Funding - have also created a series of pressure points for senior Museum staff. Each application

requires a considerable amount of preparation, planning, writing and producing supporting documents. Whilst RAMM's success rate has been exceptional, it is important to note that each award or funding allocation has to be earned, in the case of the latter, in a competitive environment. Successful bids lever in significant funds to the city but with them the Council accepts responsibilities for delivery, transparency, accounting, evidencing and reporting outputs. The work which delivers so many important and valued public outputs is therefore ongoing. In forward planning future years the Council should consider how it can best position itself to secure similar inward investment via these and other routes.

### **Budget Setting**

- 10.7 Budget planning for the re-opened Museum took place during its period of closure. A zero based budget exercise was undertaken to build up operational budget lines that reflected anticipated need and expenditure with little flexibility for unexpected items/needs that have arisen in the new building. Necessary adjustments will need to be made in the next budget cycle to better reflect the practical experience gained from occupancy of the new building.

### **System Management**

- 10.8 Maintenance and management of the new Museum fabric, technical, mechanical and electrical installations has required that a member of Museum staff learn about systems procedures, basic troubleshooting, record keeping and dealing with the onsite visits of specialist contractors. The complexity and demands of this work were underestimated and the role is currently being redesigned to better reflect its skill requirements and responsibilities. RAMM's Building Services Officer is supported by staff from the Contracts Unit but many of the Museum's technical issues occur on a 24/7 basis which is not covered by Civic Centre teams which have their own workloads. Many of the new systems have had 'bedding-in' problems which have demanded regular attention from contractors, maintenance engineers and Museum staff.

### **Defects Period**

- 10.9 A 'defects rectification' phase is a normal part of a contract and runs once the project has been handed over to the client. In RAMM's case this has overlapped with the opening months, necessitating visits from contractors and other suppliers. Fitting their work into the schedule and requirements of an operating museum has often been difficult. The majority of defects have now been dealt with but some significant items remain outstanding and will generate more work and disruption.

### **Garden Entrance Landscaping**

- 10.10 Landscaping at the Garden Entrance was always scheduled for completion after the Museum's reopening. This work has been funded in part through the Heritage Lottery Fund, in part by a grant from Viridor and managed outside the main contract by the City Council. Original delivery timescales have for various reasons slipped and Viridor have been updated. The completion date is anticipated to be Autumn 2012.

## **11 INCOME GENERATION**

- 11.1 Identifying and exploring opportunities for income generation is a developing area for RAMM and supported through the Major Partner Museums' Programme of Activity.

By increasing and diversifying income streams it is hoped to diminish the burden on public funding. Key considerations are that:

- opening up commercial potential needs to be achieved without compromising the principal purpose of the Museum
- staff will need to develop new skills and abilities
- investment will be needed to start up some income generating initiatives (some limited funds through MPM) and then reinvestment of 'profits' to continue their growth

- 11.2 The income target for corporate hospitality hire is £12,000 for this financial year. Between January and June £5825 gross was generated (exclusive of overhead costs).
- 11.3 Museum shops are an area of high risk for local authorities as they are very difficult to make profitable. Selecting, purchasing and managing stock flows is one area of work and the larger successful museum operations tend to employ experienced personnel with commercial backgrounds to undertake this work. Staffing overheads also cut into profitability. The option of establishing a shop will be re-examined in the next few months in the context of financial productivity of space in comparison to corporate hire.
- 11.4 To date in order to meet visitor expectations of 'taking a souvenir home' limited retail sales via the Garden Entrance has been pursued and is gradually being expanded. This has created staffing issues as the receptionist has to split her attention between enquiries/telephone/bookings and retail sales.
- 11.5 Income projections for the café are £24,000 (under Rent). For the moment (December-May period) £8826.68 has been raised.
- 11.6 A local company is currently operating a temporary 'pop-up' café, intended to cover the period while tendering is carried out for a permanent café operator. The first tender process did not result in a satisfactory appointment. The benefit of several months experience and data since opening should now enable the Museum to attract a wider field of interested parties.

## **12 FINANCIAL IMPLICATIONS**

- 12.1 In its opening months RAMM's launch programme and some aspects of service delivery were supported by the Heritage Lottery Fund's grant associated with the capital development project. This for instance funded the specially curated 'Into the Light' show which opened RAMM's temporary exhibitions programme.
- 12.2 Other projects, larger exhibitions and development work undertaken by the Museum are, in the main, funded through external sources, using smaller amounts of ECC revenue funding. Together these enable the Council to deliver an exciting and aspirational cultural offer which matches the ambition and investment made in the Museum building. Since funders generally wish to see 'real' contributions to projects, these are drawn from the overall revenue budget of the RAMM. A sum of about £195,710 has therefore been for these projects and will include expenditure for materials, display expenses, exhibitions, stationery, equipment, and marketing.
- 12.3 The remainder of the City Council's £2.07m expenditure on RAMM is spent on rates, utilities, maintenance, City Council recharges and salaries. In accounting terms this represents the true cost of RAMM and brings the Museum a size and significance

that justifies its inclusion as an ACE Major Partner Museum. The evidence of the local authority's commitment to RAMM was an important factor in the assessment for the ACE funding, which will bring in an average of £582,764 additional revenue spend per year for the next three years.

Exeter City Council Budget (2012-13)			Arts Council of England Budget (annual average over period 2012-15)		
Exeter City Council Financial Commitment (Museum)	£1,877,240	E.g. Rates, Utilities, Recharges, Salaries.			
F044 Operational Budget (Museum)	£195,710	E.g. Materials, Display, Exhibitions, Uniforms, Equipment.	ACE Operational Budget	£582,764	Based on agreed Programme of Activities.
<b>ECC Gross Total*</b>	<b>£2,072,950</b>		<b>ACE Gross Total</b>	<b>£582,764</b>	

\* Excluding £62,600 income targets to be met by RAMM.

### 13 CONCLUSIONS

These are summarised as follows:

- The Council's capital investment in the Museum has been well received by the visiting public and achieved national profile and recognition.
- As a member of a national cohort of Major Partner Museums, RAMM and the City Council have been recognised for their exemplary track record, development potential and leadership role.
- Funding received as part of the programme represents an excellent return on the City Council's revenue investment.
- The alignment of the MPM Programme of Activities makes a substantial contribution to delivery of Corporate objectives.
- Partnerships at all levels optimise the impact of RAMM's work and use of resources.
- Engagement with many different segments of the local community ensures a high level of local integration and grass roots support both for the Museum and its parent body.
- In a world of increasing competition for scarce resources the City Council needs to take account in its forward planning of its need to position itself to ensure that it is able to access through RAMM, similar sources of external funding in 2015.

## **14 RECOMMENDATIONS**

That the Committee note and comment upon the contents of this Report.

### **Richard Ball – Assistant Director Economy**

S:PA/LP/ Committee/912SCC9  
21.8.12

**Local Government (Access to Information) Act 1985 (as amended)  
Background papers used in compiling this report:**

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## EXETER CITY COUNCIL

### SCRUTINY COMMITTEE - COMMUNITY 4 SEPTEMBER 2012

#### EXECUTIVE 18 SEPTEMBER 2012

### KITCHEN AND BATHROOM REPLACEMENT PROGRAMME

#### 1. PURPOSE OF THE REPORT

- 1.1 To seek approval for increasing the housing capital programme for the next three years to accelerate the programme of kitchen and bathroom replacement in the Council's housing stock.

#### 2. BACKGROUND

- 2.1 The Council aims to replace kitchens and bathrooms in its stock every 20 years. With 5000 properties, this should equate to 250 a year. As much of the stock was built in the 1930s and 1950s, there is a natural "spike" of demand every so often. The current kitchen refurbishment programme started in 2005/06 and around 200 kitchens a year were installed up to 2010/11. The bathroom refurbishment programme started in 2006/07 and around 82 bathrooms a year were installed up to 2010/11. The latest HRA 30 year business plan approved in March 2012 sought to eliminate the demand spikes as far as possible, flattening the replacement profile to a constant level over the plan period. However, failures in the delivery of the kitchen and bathroom replacement contracts has led to an under-spend on the capital budget since 2010/11 and a backlog in the programme. This report seeks to reverse the impact of this and kick-start the replacement programme so that it can get back on track as per the HRA business plan.
- 2.2 Members will remember that, when the kitchen and bathroom replacement contract was re-tendered in 2010/11, the successful contractor went into administration after six weeks having completed 20 kitchens and no bathrooms. The contract was taken over by another contractor but after six months they handed back the contract because it was not economically viable. They had completed 97 kitchens and 50 bathrooms. In October 2011, the Kitchen and Bathroom contract was re-tendered once again and the lowest tendered rates came back even lower than the previous tendering process. Concerns were raised over the risks involved in awarding the new contract at these very low rates because previous contractors were unable to deliver the higher rates and this had resulted in the programmes falling behind. As a result, officers proposed a new way of delivering the Kitchen and Bathroom programmes using multiple contractors at the same rate called the Total Project Delivery (TPD). After a successful trial period, the scheme was approved by Committee in July 2012.
- 2.3 The current capital programme for 2012/13 is £1.794M and will deliver 291 kitchens (£1.3m) and 214 bathrooms (£494k) using three contractors – Spectrum, D R Jones and MD Building.
- 2.4 However, the impact of the failure of the contracted programme in 2010 and 2011 on the Council's housing stock has been highlighted by the Housing Stock Condition Database and a significant proportion of the stock is likely not to meet the Decent Homes standard if no action is taken:

<b>Year</b>	<b>Kitchens</b>	<b>Bathrooms</b>
2012/13	1002	650
2013/14	190	155
2014/15	116	67
<b>Total</b>	<b>1308</b>	<b>872</b>

2.5 The figures in 2012/13 include the backlog properties attributed to having two years where the programmes have not been achieved due to contractor performance as mentioned above.

### 3. PROPOSAL

3.1 It is proposed to bring the kitchen and bathroom programmes back on track and to prevent further spikes in the programme with increased investment over the next 3 years. This would be achieved as follows:

#### 2012/13

3.2 To increase the capital programme by £1.775M, funded from the revenue contribution to capital, to deliver an extra 276 kitchens and 136 bathrooms by the end of March 2013. This will be achieved by increasing the installation rates of the three existing contractors and bringing a fourth contractor, Mi-Space (Midas), into the TPD scheme.

3.3 The additional funding required to carry out these works is £1.25m for kitchens and £370K for bathrooms, £105K for associated asbestos surveys and licensed asbestos removal and £50K for additional staff to manage the increased programme.

<b>2012/13</b>	<b>Current</b>		<b>Proposed</b>	
	Programme	Budget £000s	Programme	Budget £000s
Kitchens	291	1,600	567	2,850
Bathrooms	214	360	350	730
Asbestos surveys	300	150**	500	180
Asbestos removals	151	250**	275	325
Staff	2.5 FTE	67*	4.5 FTE	117*
<b>Total</b>		<b>2,360</b>		<b>4,135</b>

\*£67K staff budget funded from revenue

\*\* This is the budget for all housing asbestos surveys and removals

#### 2013/14

3.4 To increase the capital budget from £1.8m to £4m to provide 516 kitchens and 368 bathrooms using the four contractors on the TPD scheme.

3.5 The additional funding required to carry out these works is £1.5m for kitchens and £430K for bathrooms, £219K for associated asbestos surveys and licensed asbestos removal and £50K for additional staff to manage the increased programme. This is an additional £2.2m on what is currently set out in the Housing Revenue Account Business Plan.

2013/14	Current		Proposed	
	Programme	Budget £000s	Programme	Budget £000s
Kitchens	194	900	516	2,400
Bathrooms	215	600	368	1,030
Asbestos surveys	245	100**	530	160
Asbestos removals	122	200**	265	359
Staff	2.5 FTE	67*	4.5 FTE	117*
<b>Total</b>		<b>1,800</b>		<b>3,999</b>

\*£67K staff budget funded from revenue

\*\* This is the budget for all housing asbestos surveys and removals

### 2014/15

- 3.6 To increase the capital budget from £1.8m to £4.1m to provide 516 kitchens and 368 bathrooms using the four contractors on the TPD scheme.
- 3.7 The additional funding required to carry out these works is £1.57m for kitchens and £460K for bathrooms, £219K for associated asbestos surveys and licensed asbestos removal and £50K for additional staff to manage the increased programme. This is an additional £2.3m on what is currently set out in the Housing Revenue Account Business Plan.

2014/15	Current		Proposed	
	Programme	Budget £000s	Programme	Budget £000s
Kitchens	188	900	516	2,470
Bathrooms	209	600	368	1,060
Asbestos surveys	238	100**	530	160
Asbestos removals	119	200**	235	359
Staff	2.5 FTE	67*	4.5 FTE	117*
<b>Total</b>		<b>1,800</b>		<b>4,099</b>

\*£67K staff budget funded from revenue

\*\* This is the budget for all housing asbestos surveys and removals

- 3.8 The impact on the decent homes position is summarised in the following table and shows that, after three years of increased investment, the programme will be back on track and can be reduced to the levels originally planned:

	Kitchens			Bathrooms		
	2012/13	2013/14	2014/15	2012/13	2013/14	2014/15
Brought forward	1002	435	109	650	300	87
Additional in year	-	190	116	-	155	67
Removed in year	567	516	516	350	368	368
<b>Remaining non-decent</b>	<b>435</b>	<b>109</b>	<b>(291)</b>	<b>300</b>	<b>87</b>	<b>(214)</b>

- 3.11 There are a number of risks that will need to be considered that may impact on this enhanced programme delivering the required number of kitchens and bathrooms in the housing stock. These are:
- The contractors failing to perform as required. Officers will need to monitor this closely and report back to Members on the progress on a regular basis.
  - Tenants not responding to or providing access for asbestos surveys and refusals. This will require the Neighbourhood Management Team and Contracts unit working closely with tenants to reduce this risk.
  - The asbestos surveying company being able to carry out the required asbestos reports in line with the proposed installation rate. We will need to monitor this closely and ensure that associated works to the kitchen and bathroom programme are able to deliver in line with the increased programme.
- 3.12 The current kitchen and bathroom programme is resourced by two full time surveyors carrying out design approvals, materials ordering (kitchen units, worktops, bathroom suites etc), contractor/tenant queries and site visits, and contract handover visits. They are supported with a 0.5 FTE administrator carrying out ordering, processing asbestos surveys and booking in initial survey visit for contractors. These costs are met by the Housing Revenue Account (HRA).
- 3.13 The proposal will double the existing programme for three years and will require additional resources to facilitate the increased workload. Every effort has been made to keep the additional resources to a minimum and drive capacity within the existing team. The additional resources required are one surveyor and one administrator at a cost of £50K. These posts would be on a fixed term contract until March 2015.
- 3.14 The Council's recruitment policy gives priority to any staff at risk of redundancy and internal staff. The vacancies would only be advertised externally if suitable internal candidates cannot be found.

#### **4. CAPITAL FINANCING IMPLICATIONS**

- 4.1 The cost of proposed increases to the Kitchen and Bathroom Replacement Programmes and associated asbestos works and internal staff costs will be met from a revenue contribution to capital (RCCO). This will significantly reduce the surplus the HRA was projected to achieve in the three financial years; 2012-13, 2013-14 and 2014-15.
- 4.2 It was projected that surpluses of £2.3m, £2.6m and £2.9m would be achieved during the three financial years respectively by the HRA and the additional RCCO required to support the increases to the Kitchen and Bathroom Replacement Programmes will take this down to £370k, £390k and £650k.
- 4.3 Broadly, it will leave the HRA with approximately £6m of available capital resources at the end of the current financial year rising to £9m by the end of 2014-15, which will be available for service improvements/priorities, investment in the stock and other strategic capital requirements. Projected available capital resources comprise; HRA revenue surpluses, the HRA working balance, the Major Repairs Reserve and useable capital receipts.

4.4 In addition to this, a prudent HRA Working Balance of £2.5m will continue to be maintained.

## **5. CHOICE OF CONTRACTOR ON THIS PROGRAMME**

5.1 The requirements for quality of service delivery, increased service delivery, minimising resource usage, minimising tenant impact, health and safety implications and council policy all preclude the use of small contractors on these works delivered by Total Project Delivery (TPD).

5.2 All TPD contractors are required to be members of the Council's select lists. The current requirements for health and safety and accounts checks ensure that contractors do not place tenants at risk, nor do they become solely dependant on the Council for turnover given the high values associated with each contractor on this programme. All contractors must be NICEIC approved for electrical works and Gas Safe approved for gas works.

5.3 Appointing trade specific contractors or those that cannot carry out the majority of works themselves:

- increases resource requirements through extra management, checking and programming of the works and tenant liaison
- increases the risk of health and safety issues
- risks quality reduction through lack of cohesion between different trades
- increases tenant impact and uncertainty through number of different contractors involved
- increases duration of works in each property through lack of continuity of works, this has potential impact on tenant requirements to be at the property for an extended period

5.4 To mitigate this situation for construction works in general, the Council is proposing to update the Contract Regulations to better reflect current working practices and needs of the local economy. This should enable smaller contractors to be included on the select lists. Use of small contractors on TPD would then be possible for works that are individual in nature, for example non-programmed works such as boiler replacements and bathroom adaptations.

## **6. RECOMMENDED**

6.1 That, subject to satisfactory half-yearly progress reports on the contractors' performance, Scrutiny Committee supports and Executive approves:

- (i) an additional £1.775M allocated to the capital programme in 2012/13 for replacement kitchens, bathrooms, associated works and staff costs;
- (ii) an increase in the Housing Capital Programme to £3.7m in 2013/14 and £3.8m in 2014/15 for replacement kitchens, bathrooms, associated works and staff costs;

**SARAH WARD**  
**ASSISTANT DIRECTOR HOUSING & CONTRACTS**

S:PA/LP/ Committee/912SCC4  
21.8.12

**Local Government (Access to Information) Act 1985 (as amended)**  
**Background papers used in compiling this report:**

HRA Business Plan 2012-2042

## EXETER CITY COUNCIL

### SCRUTINY COMMITTEE – COMMUNITY 4 SEPTEMBER 2012

EXECUTIVE  
18 SEPTEMBER 2012

#### REVIEW OF ANTI-SOCIAL BEHAVIOUR POLICY AND PROCEDURES FOR HOUSING LANDLORD SERVICES

##### 1. PURPOSE OF REPORT

- 1.1 To seek approval for the Council's amended Anti-Social Behaviour (ASB) Policy and Procedures for tackling anti-social behaviour on the Council's housing estates.

##### 2. BACKGROUND

- 2.1 The current anti-social behaviour policy and associated procedures have been in place since 2009. The Anti-Social Behaviour Act 2003 requires us to review these policies and procedures regularly and we have committed to carry out a comprehensive review every three years.

- 2.2 The latest review has taken the following into account:

- Changes in legislation. The Government White Paper "Putting Victims First: more effective responses to ASB."
- Ensuring the policy statement complies with the requirements of the Anti-Social Behaviour Act 2003.
- The Chartered Institute of Housings, Respect ASB charter for housing.
- Consultation outcomes with tenants through our Status Survey 2012 and focus groups with tenants looking specifically at how we dealt with reports of Anti-Social Behaviour (ASB).
- The views of the Editorial Board with regards to the wording of the suite of ASB letters.
- Staff feedback via a working group of those staff involved in tackling ASB as part of their day to day responsibility.
- Existing procedures for investigating reports including timescales and action taken.
- The experience of the Housing Solicitor and the ASB Case Manager.
- Use of partnership working to address anti-social behaviour, including our relationship with the police and the Crime & Disorder Reduction Partnership.

- 2.3 As a result of the review, the policies and procedures have been revised. A copy of the revised document *Anti-Social Behaviour - Statement of Policy and Procedure* is available on the website and is linked to the agenda. It is also available in the Members' Room and by request from Member Services. This document will replace the Council's previously published policy and procedures for dealing with reports of Anti-Social Behaviour on the Council's housing estates.

- 2.4 The document sets out how the Council will deal with anti-social behaviour and harassment on its estates and includes sections on dealing with racist incidents, domestic abuse and providing support and protection for witnesses.

- 2.5 Investigating reports and tackling anti-social behaviour is one of a number of activities carried out by the Neighbourhood Housing Officers. They are supported by the ASB

Case Manager and Housing Solicitor who provide advice and support and take over responsibility for cases where require legal action is required.

- 2.6 Between April 2011 and March 2012, 740 new cases of anti-social behaviour were reported to the Neighbourhood Housing Team, with an average of 146 cases open at any one time. For the same period, the following legal actions were taken, demonstrating the Council's robust and pro-active approach to tackling anti-social behaviour:

Injunction Orders	20
Possession Orders	6
Demotion Orders	1
Evictions	7
Acceptable Behaviour Contract's	34
Extension of an Introductory Tenancy	9
Mediation	4

### 3. TENANT CONSULTATION

- 3.1 The Housing Service Customer Satisfaction Survey 2012 stated that 70% of our tenants were satisfied with the way that anti-social behaviour was being addressed by the Council, with just 11% dissatisfied. However, overall satisfaction with the anti-social behaviour service was down on the figures from 2008. This is disappointing, particularly given that satisfaction in all other areas of landlord services has improved.
- 3.2 A focus group of tenants who have received the anti-social behaviour service met with an independent facilitator to review the Policy, specifically at what worked well and what needed improving. The Tenants' Editorial Board were also asked to comment on the suit of standard letters that are used to respond to various stages of the anti-social behaviour escalation process.
- 3.3 An Equality and Diversity Impact Assessment was carried out and will be published on the Council's website.

### 4. REVISIONS FOLLOWING CONSULTATION

- 4.1 The table below sets out the focus group's two main areas of concern. They were keen to point out that they felt these issues were particularly a problem during the early stages of the complaint and expressed far more satisfaction at the way the complaint was dealt with when the complaint escalated towards any formal legal action. It is important for Members to note there were many positives that came from the focus group but that as part of our commitment to improve the service we have concentrated on the areas where improvement is required.

Focus Groups Areas of Improvement	Outcomes within the ASB Policy and Procedure
There was an issue raised about Neighbourhood Housing Officers in relation to what action we can take and how we deal with reports of ASB.	Regular in-house training has commenced to ensure that staff remain fully briefed regarding this policy and procedure.  There will also be further external training for staff around customer care and managing expectations.



The focus group stated that communication particularly at the early stages of the complaint or for low level non-serious ASB were poor. The issues raised related to the way we communicated what we did, rather than what we actually did.	Again this is a training issue the procedure clearly states that a plan of action should be agreed with the complainant and regular contact maintained whilst the complaint is open and being investigated and action taken.
<b>Editorial Board</b>	<b>Outcomes within the ASB Policy and Procedure</b>
The Editorial Board reviewed the standard letters that staff use to address issues of ASB.	Various changes have been made to the letters to ensure that plain English is used enabling clients to have a far better understanding of the ASB process.

4.2 Apart from the revisions raised in 4.1 the review of the ASB policy and procedure has not led to any major changes in policy as it was considered fit for purpose. However, it has been an opportunity to update the contact details of agencies and groups the Housing staff work with to tackle ASB and as a reminder to staff of the commitment the Council has to deal effectively with reports of ASB and what is expected of them as part of this commitment.

## 5 STAFF CONSULTATION

5.1 Following the completion of the previous governments highly regarded 'Respect' Initiative, the Chartered Institute of Housing, in conjunction with Housemark and the Social landlords Crime and Nuisance Group, have devised a Respect ASB Charter of their own. Using the good practice guidelines detailed within the charter, the strengths and weaknesses of our current procedures have been analysed. The results were largely very positive and the analysis concluded that the existing policy and procedures contain the necessary tools for us to address the many varied incidents of ASB that we experience in our neighbourhoods. It was also evident that the Respect Charter contains challenges that we need to aspire too. We have since become a signatory to this new Respect ASB Charter for Housing.

## 6. PUTTING VICTIMS FIRST: MORE EFFECTIVE RESPONSES TO ASB – HOME OFFICE WHITE PAPER

6.1 After a much anticipated consultation response, the Home Office has published details of the reform to the antisocial behaviour (ASB) toolkit. Social housing providers play a vital role in tackling ASB and have been successful in resolving the majority of cases through early intervention with disruptive residents. However, in the minority of cases there is a need for tough action and making sure that housing providers have the right tools to do that job is essential. The toolkit aims to replace 19 complex existing powers with six simple ones, providing more clarity for the judiciary and for officers on the ground. As part of the consultation, victims were asked what they wanted to see happen. Victims had three requests; first, they want their problem to be taken seriously. Second, they want an efficient service and a quick response. And third, they want the problem to stop and for it not to happen again.

6.2 Tenant feedback would suggest that our responses to issues that require legal proceedings are sufficient and working efficiently. We have developed an excellent working relationship with the courts and believe that approach is fully understood and appreciated. The suggested changes to legislation will not have a significant effect on the way that we currently deal with cases requiring court intervention.

**7. RECOMMENDED:**

- 7.1 That the revised Anti-Social Behaviour – Statement of Policy and Procedure is adopted.

**SARAH WARD**  
**ASSISTANT DIRECTOR HOUSING AND CONTRACTS**

S:LP/PA/Cttee/912SCC1  
21.8.12

**Local Government (Access to Information) Act 1985 (as amended)**  
**Background papers used in compiling the report:**

None

## EXETER CITY COUNCIL

### SCRUTINY COMMITTEE - COMMUNITY 4 SEPTEMBER 2012

#### EXECUTIVE 18 SEPTEMBER 2012

### SUCCESSION & ASSIGNMENT POLICY

#### 1. PURPOSE OF THE REPORT

- 1.1 To consider changes to the Council's policy on the succession and assignment of tenancies.

#### 2. SUMMARY

- 2.1 The succession and assignment of tenancies is a difficult area of tenancy management. Generally, it happens as a result of a bereavement of a spouse, partner or parent and officers will often be working with tenants and their families who are in a highly distressed and vulnerable state. Recently, the council has received representations from some tenants and their representatives, including local members, about the decisions the council has made about where the surviving family member should live when a tenant has died. In particular, the surviving family members have found it difficult when, in line with the current Succession and Assignment Policy, officers have advised them that they will be required to move to different accommodation. This report sets out the current policy and its objectives so that Members can decide whether a review of the policy is required.

#### 3. POLICY BACKGROUND

- 3.1 The existing policy seeks to balance the rights of existing tenants with the needs of applicants on the housing register, making best use of our stock in terms of household size and disabled adaptations.
- 3.2 The demand for social housing in Exeter, particularly for family sized accommodation of two bedrooms and above and adapted properties, has meant that the Council has traditionally adopted a fairly rigorous approach to under occupation and the suitability of accommodation when considering whether to allow surviving tenants to remain in the family home.
- 3.3 This is supported by national policy with the Government's Housing Strategy being stating that "housing is an important asset" and "social housing is not providing the right support to people who need it most". They assert that "Demand for social housing has increased significantly, and the stock that is available is not being well used: there is widespread overcrowding and under occupation, and tens of thousands of properties are occupied by people who ought not to be there." The strategy also states that the Government "do not expect social homes to be allocated to people who do not need them...while at the same time those in genuine need should be prioritised".

#### 4. THE COUNCIL'S CURRENT POLICY ON SUCCESSION AND ASSIGNMENT

4.1 The Succession & Assignment Policy and Procedure is available on the intranet and is linked to the agenda. It is also available in the Members' room and on request from Member Services. The key elements of the policy are summarised below:

##### **Succession**

4.2 Succession is when someone takes on a tenancy after the original tenant's death. It does not require the creation of a new tenancy. For secure tenancies, the legal basis of the right of succession is contained in section 87 of the Housing Act 1985. By law, only one succession is allowed for each tenancy.

4.3 A secure tenant is a successor if they become the tenant by statutory succession or if the tenant was formerly a joint tenant and became a sole tenant under the same tenancy.

##### **Tenancy**

4.4 A tenant can hold either a joint tenancy or a sole tenancy.

4.5 **Joint Tenancies:** On the death of a joint tenant, the tenancy will pass to the surviving tenant (technically by the 'right of survivorship'). This will count as one succession. When the sole surviving tenant subsequently dies, there is no further right of succession. A surviving joint tenant is a successor under section 88 of the Housing Act 1985.

4.6 **Sole Tenancy:** When the sole tenant dies, the tenancy may be succeeded to by a "qualified successor". The law defines a qualified successor as "someone who occupied the dwelling house as his or her only or principle home at the time of the tenant's death and was the tenant's:

- Spouse
- Civil partner
- Immediate family (if they had been living with the tenant continuously for the 12 months prior to the tenants death). 'Immediate family' means partner, parent, child, grandparent, grandchild, brother, sister, uncle, aunt, nephew or niece."

Surviving family members outside these criteria would normally not be granted succession. Where it is deemed appropriate to take possession action, officers have regard to the matters that the court would take into account in determining reasonableness, which include:

- Their age
- The period of time in which they lived in the property as their only or principal home.
- Any financial or other support they gave to the deceased tenant

##### **Discretion**

4.8 The Policy allows officers exercise sympathetic discretion to grant succession where the surviving persons have no rights of succession but have been in residence for a

long time, or where there are special housing needs. This is done on a case by case basis and should always be dealt with sensitively and sympathetically.

### **Refusal to Grant a Succession**

4.7 The law allows councils to refuse to grant a succession to a tenancy where the accommodation afforded by the dwelling is deemed to be more extensive than is reasonably required - e.g. if a single person succeeds to a two-bed property or larger the council can seek to move the new tenant to another suitable property. As a result, despite the fact that the surviving family member may have lived in the property for many years, local authorities will generally seek to recover repossession of under-occupied properties in order to ensure the best use of their stock. This is particularly the case in areas of high housing demand.

4.8 The Housing Act 1985 sets out the grounds on which a council can seek to evict a secure tenant, which are under-occupation and disabled adaptations. We are required to serve a notice of seeking possession no earlier than six months and no later than twelve months after the previous tenant's death. The court may only order possession if suitable alternative accommodation is available and it is reasonable to require the resident to give up the property. The council's current policy, based on the legal provision, is as follows:

#### **1) Under Occupation**

If the property is larger than is reasonably required by the successor (and the successor is not the deceased tenant's spouse or civil partner – who will be allowed to remain whatever size the accommodation) we will arrange for them to move to more suitable alternative property in consultation with Devon Home Choice. The downsizing policy will apply. Should we regard a property to be under occupied as a result of a succession and the tenant refuses to move then we can seek possession of the property under schedule 2, part 111, ground 16 of the Housing Act 1985.

Ground 16 states that “the accommodation afforded by the dwelling house is more extensive than is reasonably required by the tenant.” More extensive is currently defined in our policy as having one extra bedroom in excess of requirements.

#### **2) Disabled Adaptations**

Ground 13 of the Housing Act 1985 states that succession of a tenancy can be refused if the dwelling-house has features which are substantially different from those of ordinary dwelling-houses which are designed to make it suitable for occupation by a physically disabled person who requires accommodation of a kind provided by the dwelling house and:

- a) There is no longer such a person living in the dwelling house and
- b) The landlord requires it for occupation (whether alone or with members of his family) by such a person.

### **Assignment**

4.9 Assignment is where a tenant passes on their tenancy to some one else. This does not create a new tenancy; it passes the existing tenancy to the assignee.

Our current policy is to only grant permission to assign those people who would have succeeded to the tenancy had the tenant died immediately before the proposed assignment, this means

- A spouse
- A partner, or civil partner
- Immediate family (if they had been living with the tenant continually for the 12 months prior to the tenants death)

We would, however, treat any partner (other than a married partner or civil partner) in the same way as an immediate family member, and expect them to have lived with the tenant continuously for twelve months before agreeing to the assignment.

### **Under Occupation after Assignment**

- 4.10 An assignment in these circumstances is a statutory right; it **can not** be restricted by the terms of the tenancy agreement. There are no grounds for possession and our only option is to offer alternative accommodation. The downsizing policy will apply in these cases.

In the case of an assignment made to a person who would have been a successor it may be that the property will be under occupied.

## **5. POLICY MATTERS FOR CONSIDERATION**

### **5.1 Under-Occupation**

The Council currently defines “more extensive” as having one bedroom in excess of requirements. The justification for this stance has been the high demand for social housing property in Exeter.

Although the demand for Housing in Exeter is extremely high, Members may wish to reconsider this element of the policy. Elderly residents often appreciate an extra bedroom as a safeguard should they become ill and require over night assistance or to accommodate visiting family members.

### **5.2 Disabled Adaptations**

Due to the demand and cost of disabled adaptations we have consistently administered the policy robustly with regards the housing needs of the surviving tenant who has no need for adaptations; although at the same time we have always tried to find them acceptable alternative accommodation. We have not as yet been subject to legal challenge.

The Housing Act 1985 Ground 13 states that we can seek possession of a property in succession or assignment circumstances if “the dwelling-house has features substantially different from those of ordinary dwelling-houses and which are designed to make it suitable for occupation by a physically disabled person”

There is no definition or case law to help us interpret the term ‘substantially different’. This can lead to inconsistencies in the application of the policy and is currently being applied to disabled adaptations of any sort, however minor. Members may feel that a more specific definition is required, such as an assessment of the equivalent monetary value of the existing adaptations. For example, a minimum equivalent

value of £1000 might be a more sensitive interpretation of the law. Alternatively, Members may feel that the involvement of the court in the possession provides sufficient protection for the tenant.

### 5.3 Appeals Procedure

The policies and procedures of many social landlords contain the same clauses and references to government legislation as our own. Many also refer to the high demand for property in their areas and make reference to an appeals procedure.

We currently have in place an appeals procedure for issues concerning mutual exchanges (assignments) but no formal appeals procedure for issues relating to successions. An appeals procedure for successions may be something that we would like to consider as part of any policy review.

5.4 Members may find the case studies set out in Appendix 1 and data in Appendix 2 helpful in reaching a view.

## 6. RECOMMENDATIONS

6.1 That the current Succession and Assignment Policy is revised to:

6.1.1 Define properties as “more extensive” when there is more than one bedroom in excess of requirements;

6.1.2 Define properties which have had disabled adaptations as “substantially different” where the value of the adaption exceeds £1000;

6.1.3 Introduce an appeals procedure.

**SARAH WARD**  
**ASSISTANT DIRECTOR HOUSING AND CONTRACTS**

S:PA/LP/ Committee/912SCC3  
21.8.12

**Local Government (Access to Information) Act 1985 (as amended)**  
**Background papers used in compiling this report:**

None

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### Case study 1

Mr & Mrs A were the joint tenants of a two bedroom bungalow which had received adaptations due to Mr A's disability.

Mr A died leaving Mrs A as the sole occupant of the property. Due the right of survivorship Mrs A would become the sole tenant as our policy states that the spouse in these circumstances can remain in the property regardless of size.

However, due to the adaptations that have been carried out to the property the Council would advise Mrs A that under our current policy she would have to move to accommodation more suitable to her needs i.e. a one bedroom property. We would do all we could to ensure that Mrs A was made a suitable offer of alternative accommodation.

If Mrs A chose not to engage with the neighbourhood team as she wanted to remain in the two bed bungalow and an agreement could not be reached on alternative accommodation. We would rely on legislation to remove her from the property. The legislation states that between 6 and 12 months after the death of Mr A the landlord must serve Mrs A with a Notice of Intention to Seek Possession .

If challenged in Court by Mrs A the Council would have to prove that it had someone who needed the property and its adaptations.

### Case study 2

Mr B lived with his mother who in a two bedroom bungalow which has extensively adapted to accommodate Mrs B. Mrs B died and Mr B succeeded the tenancy. Mr B would now be under occupying a two bedroom adapted bungalow. Under our current policy that due to the under occupation and the extensive adaptations that had been carried out to the property the Council would advise Mr B that he would have to move to a one bedroom property. We would ensure that he was made an offer of suitable alternative accommodation.

Under our current policy if Mr B does not want to move from the property (possibly stating that he wants to remain in the family home and that he would like to stay close to friends and support network) we would again look to serve a notice between 6 to 12 months of the death of Mrs B. .

**Comment** Although the Council is confident that in both cases it would be successful in court and that the property would be used by someone requiring the adaptations and therefore be granted possession we are looking for the committee consider if the policy remains appropriate.

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## APPENDIX 2

### Relevant information in relation to discussions on assignments and successions to tenancies

Table 1: Numbers on the Devon Home Choice register July 2012

Bedroom Need	Band A (Emergency)	Band B (High)	Band C (Medium)	Band D (Low)	Band E (No Housing Need)	Total
1	3	203	284	2796	1819	4090
2	3	151	534	295	1061	1702
3	1	74	254	96	327	602
4	1	31	70	32	35	144
5	0	12	6	4	6	33
6	0	2	1	5	1	5
8	0	0	0	1	0	1
<b>Total</b>	<b>8</b>	<b>473</b>	<b>1149</b>	<b>3229</b>	<b>3249</b>	<b>6577</b>

Table 2: Number of tenants on Devon Home Choice requiring wheel chair adapted properties

Bedroom Need	Devon Home Choice Banding	Number of tenants
1 bed	A	2
	B	17
	C	2
		<b>Total 21</b>
2 bed	A	14
	B	3
		<b>Total 17</b>
3 bed	B	3
		<b>Total 3</b>
4 bed	B	2
		<b>Total 2</b>
5 bed	B	1
		<b>Total 1</b>

Table 3: Costs of a General Adaptation

Level Access Shower	£4,200
Ramp	£2000 to £4000
Hardstanding including drop curb	£5,300
Ceiling track hoist	£1,600
Wheel Chair Accessible Kitchen	£2,500 to £6,000

Amount spent on adaptations	
Year	Amount
2010/11	£456,230
2011/12	£514,170

Numbers of adaptations over £2000	
Year	Number
2010/11	88
2011/12	99

Table 4: Department of Health Projecting Older People Population Information System.

Projected Population growth in Exeter

Age Group	2009	2015	2020	2025	2030
65-69	4600	5700	5000	5300	6100
70-74	4100	4300	5200	4700	5000
75-79	3600	3700	3900	4800	4300
80-84	2900	3000	3200	3500	4300
85 and over	3000	3600	4000	4700	5500
Total	18200	20300	21300	23000	25200

Table 5: Current age range of Exeter City Council's tenants

<b>Total Current Tenancies</b>	<b>4992</b>			
16 - 25	268	6%	16 - 35	19.7%
26 - 35	606	13.7%	36 - 55	34.2%
36 - 45	717	16.2%	56 - 75	28.6%
46 - 55	796	18%	76 - 95	17.1%
56 - 65	702	15.8%	96+	0.4%
66 - 75	566	12.8%		100.0%
76 - 85	513	11.6%		
86 - 95	245	5.5%		
96+	19	0.4%		
<b>TOTAL</b>	<b>4432</b>	100%		

Table 6: Exeter City Council's tenants where a the property is occupied by at least one resident that has a disability.

Mobility impairment	1039	59.0%
Wheelchair user	206	11.7%
Hearing impairment	485	27.6%
Visual impairment	421	23.9%
Speech impairment	78	4.4%
Learning difficulties	150	8.5%
Mental illness	317	18.0%
Physical coordination difficulties and reduced physical capacity	423	24.0%
Severe disfigurement	2	0.1%
Other	753	42.8%
<b>Total Sole/Joint Tenant 1 with Disabilities</b>	<b>1760</b>	<b>35.3%</b>
<b>Total Current Tenancies</b>	<b>4992</b>	

Number of properties registered with disability = 35% (1760 tenancies)

Table 7: Number & type of lettings made in Exeter from June 2011 – June 2012

	A	B	C	D	E	Total
<b>1 Bed</b>	3	117	43	27	15	<b>205</b>
<b>2 Bed</b>	6	147	30	14	14	<b>211</b>
<b>3 Bed</b>	1	61	9	0	0	<b>71</b>
<b>4 Bed</b>	1	22	2	0	0	<b>25</b>
<b>5 Bed</b>	1	0	0	0	0	<b>1</b>
<b>Total</b>	<b>12</b>	<b>347</b>	<b>84</b>	<b>41</b>	<b>29</b>	<b>513</b>

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## EXETER CITY COUNCIL

### SCRUTINY COMMITTEE – COMMUNITY 4 SEPTEMBER 2012

#### UPDATE ON THE OLDER PERSONS HOUSING STRATEGY 2010-2015 ACTION PLAN

#### 1. PURPOSE OF THE REPORT

- 1.1 To update Members on the progress in delivering the Older Persons Housing Strategy 2010-2015 Action Plan. A copy of the Strategy is available in the Members' Room, on request from Member Services or on the Council's website at <http://www.exeter.gov.uk/index.aspx?articleid=12521>

#### 2. BACKGROUND

- 2.1 The older population will increase in Exeter by 39% over the next 20 years. This growing population needs consideration in terms of housing options, support and services. Exeter City Council recognises the implications of the increasing older population and wants to ensure that the older residents of the City age well and have good quality housing. The Council wants to be able to help people meet their housing and support needs as they grow older.
- 2.2 The aims of the strategy are to:-
- Anticipate, plan and satisfy the housing needs of the ageing population
  - Provide prevention and support services required for older people to remain living independently at home
  - Provide a range of good quality affordable housing options by making the best use of existing stock and suitable new build developments.
- 2.3 The updated Action Plan is attached at Appendix I. Over the past two years we have completed most of the actions outlined in the Action Plan and started others which are on-going. Some examples of the actions achieved are:
- Technical officers are now authorised to agree minor adaptations to prevent falls of older tenants.
  - The Lifetime Homes standard has been incorporated into the Residential Design Guide Supplementary Planning Document and Core Strategy.
  - We have publicised the availability of grants for home owners to areas known to have the poorest housing conditions.
  - An equity release product is now available through Wessex Home Loans
  - We have recently reviewed the Councils housing adaptation policy to allow the maximum use of the aids and adaptations budget and we follow the Disabled Facilities Grant model. Currently £450,000 is allocated each year to carry out aids and adaptations to our Council properties.
- 2.4 Due to changes in Devon County Council's funding for Targeted Support, Homes and Communities Agency grant and changes in Housing Revenue Account funding, some actions have not yet been completed (14a, 14g, 14h, 16a and 26e). Due to a drop in demand for some services, a few of the actions have been deleted (13a, 13b, 25a and 27d).

3. **RECOMMENDED** that Scrutiny Committee notes the progress made on the Action Plan for the Older Persons Housing Strategy 2010-2015.

**SARAH WARD**  
**ASSISTANT DIRECTOR HOUSING AND CONTRACTS**

**Local Government (Access to Information) Act 1985 (as amended)**  
**Background papers used in compiling this report:**

Older Persons Housing Strategy 2010-2015



**Action Plan**

<b>1</b>	<b>Aims for the Strategy's 5-year plan</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
1a	The creation of an Older Persons' Partnership Board for the City consisting of relevant organisations including health, social care, housing and planning strategists, the voluntary sector plus customers. The Partnership to discuss the issues related to the ageing society, address them through the aims of this strategy and deliver solutions.	Creation of partnership	October 2011	Assistant Director of Housing and Contracts and SHIP	Action deleted. SHIP and Health and Well Being Board now fulfilling this role.
<b>2</b>	<b>Aids and Adaptations</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
2a	Establish whether Council Estate or Technical Officers would be able to carry out basic screenings for falls for older tenants as part of their routine visits. Work with Devon County Council to see how this could join up with the health and social care community falls pathway.	Process established	December 2010	Occupational Therapist and Housing Operations Manager	Technical officers now authorised to agree minor adaptations to prevent falls of older tenants.
<b>3</b>	<b>Disabled Facilities Grant</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
3a	Use the evidence from the research project to develop a common operating protocol with registered social landlords	Protocol developed	June 2011	Environmental Health Manager	Protocol in use by some Registered Providers, others to sign up during year
<b>4</b>	<b>Exeter City Council Housing Adaptations</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
4a	To improve waiting times, establish	Reduced waiting	April 2011	Housing	Complete

	whether the council could have a dedicated occupational therapist to carry out all assessments for adaptations to it's own stock.	times. Completion of Resident Auditors Team review		Operations Manager	
<b>5</b>	<b>Occupational Therapist</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
5a	Secure funding for the occupational therapist post for 2010 / 11 / 12	Joint funding agreement in place	November 2010	Assistant Director of Housing and Contracts	Ongoing funding agreed. Reviewed annually
5b	Establish methods for identifying council stock with major adaptations prior to 1997, i.e. properties which have had extensions which were not recorded	Methods established	April 2011	Occupational Therapist	Technical Officers carrying out stock condition surveys and neighbourhood officers carrying out pre-void inspections also complete accessibility assessments and alert the Occupational Therapist to any major adaptations.
<b>6</b>	<b>Wheelchair Accessible Housing in Exeter</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
6a	Produce a wheelchair accessible homes design standards booklet	Publication date	June 2011	Occupational Therapist	Completed Jan 2011 and reviewed and amended in November 2011
6b	Amalgamate data on accessible homes to Devon home Choice property data.	Number of properties which have had their accessibility category entered onto Devon Homechoice.	Ongoing	Occupational Therapist	Accessibility categories and adaptations are recorded on capita property data base so this information can be accessed when properties are advertised through Devon Homechoice.
<b>7</b>	<b>Home Call</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
7a	Home Call to explore funding options for Telecare to enable the wider public take up of remote monitoring devices	All funding options explored	July 2011	Control Centre Manager	Complete. Funding is available and administered through Devon County Council

<b>8</b>	<b>Lifetime Homes Standard</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
8a	Ensure that the Council's Residential Design Guide requires all new dwellings to meet the Lifetime Homes Standard	All 16 criteria required by the adopted Residential Design Guide	Autumn 2010	Design Manager	Lifetime Homes incorporated into Residential Design Guide Supplementary Planning Document and Core Strategy.
<b>9</b>	<b>Exeter City Council Planning Service</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
9a	Ensure access to local amenities and public transport is embedded in emerging Local Development Framework policy and the Residential Design Guide	Assess whether guidance/policy achieves the actions	Ongoing	Design Manager and Development Manager	Complete
9b	Ensure requirements for refuse storage is included in Residential Design Guide	Requirements included in adopted residential design guide	Autumn 2010	Design Manager	Complete
<b>10</b>	<b>Personalisation</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
10a	Establish how housing services can be more tailored to the needs of older people	Tailoring of services	Ongoing	All housing managers	Housing Needs – see 18a Landlord Services - When a tenant moves into older persons accommodation a single assessment is carried out that assists to tailor services. Devon County Council is working towards this becoming standard across Devon. Housing Development – We continue to enable the development of accommodation for this age group.

<b>11</b>	<b>Area Based Grant</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
11a	Obtain more information from Devon County Council on where community based support grant is allocated and ensure Exeter receives its fair share of funding	Detailed budget for both Supporting People programme and administration grant	April 2011	Assistant Director of Housing and Contracts	Ongoing
<b>12</b>	<b>Home Ownership</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
12a	Encourage homeowners to claim pension and council tax benefits	Marketing carried out	June 2012	Housing Needs Manager	General Marketing Campaign conducted by the Housing Benefit department to encourage the take up of benefits.
12b	Research the need for shared ownership for older people and provide such units through various initiatives	Whether the need established is met	Method for establishing need – May 2011 Using this method and meeting need – On-going	Housing Enabling Officer	On-going
<b>13</b>	<b>Private Renting</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
13a	Create guidance on letting to older tenants to encourage landlords to specialise in renting to this age group	Guidance created	July 2011	Housing Enabling Officer	Action deleted – due to our relatively low demand for social sheltered housing stock, private rented accommodation is very rarely required
13b	Create a landlord accreditation scheme for landlords who provide settled, sustainable tenancies for older people claiming LHA and achieve a decent standard of letting which meets or exceeds all legal	Scheme developed and operating	June 2012	Empty Homes Manager	Action deleted – due to our relatively low demand for social sheltered housing stock, private rented accommodation is very rarely required.

	requirement relating to various aspects of renting. Provide the registered landlords with information on good practice in renting to older people, LHA and grants and aids for adaptations.				
13c	Hold a register of properties, which are suitable for older people with limited mobility. Register to be jointly maintained by the Housing Advice team, the Empty Homes team and Adult Community Services	Register produced	July 2012	Empty Homes Manager and Housing Needs Manager	Register of properties established through ExtraLet and private sector leasing schemes has been set up. Further work required with Adult Community Services.
13d	Promote LHA take-up and deposit guarantee scheme	Marketing carried out	On-going	Housing Needs Manager	General Marketing Campaign conducted by Housing Benefit department to encourage benefits take up.
<b>14</b>	<b>Exeter City Council's Older Person Accommodation</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
14a	Produce a plan for improving and remodelling the Council's older person housing schemes	Plan produced via review of older person housing schemes	August 2011	Housing Operations Manager	Due to changes in Housing Revenue Account funding this is now part of a larger review of finances. Also continuing discussions with Devon County Council over older persons funding.
14b	Review buggy power points and storage in ECC older person housing schemes	Review completed	August 2011	Tenant Service Manager	On-going
14c	Explanation of scooter re-charge facilities in Chatterbox and as part of accompanied let checks.	Article in Chatterbox	November 2010	Tenant Service Manager	On-going

14d	Re-assess the use of the communal lounges. Establish whether a hub and spoke model could be used which would allow other members of the public to make use of the communal rooms.	Review completed and greater use of communal areas where appropriate	Re-assessment - April 2012. Encouraging participation – Ongoing	Tenant Service Manager	Review of older persons services is due to commence and will take approximately six months.
14e	Arrange more joint activities with the PCT	More activities recorded. Better working relationship with PCT.	Ongoing	Tenant Service Manager	Subject to current review
14f	Action - Tenant profiles are established via a census form completed at the sign up. The Council needs to use this information gathered to improve its housing management service.	Census returns increased to above 80%	Ongoing	Tenant Service Manager	Tenant census work still ongoing
14g	Service standards to be measured and method of measurement to be established	Standards measured as outlined in service improvement plan	April 2011	Tenant Service Manager	If we agree to sign a new contract with Devon County Council then a review of what standards to report on will be undertaken
14h	Complete Housing Services Older Persons Strategy	Strategy complete	May 2011	Tenant Service Manager	Strategy will depend on outcome of current negotiations with Devon County Council
<b>15</b>	<b>Accommodation for Older People</b>				
15a	Action – In partnership with Devon County Council, the planning service and the housing service, produce a process for collecting evidence of need for various specialised housing of all tenures. Such evidence will	Process determined	July 2012	Housing Enabling Officer and Forward Planning Manager	On-going

	then be fed into planning policy and used as a basis for the production of specialised housing schemes. Various delivery methods need to be explored including Section 106 agreements.				
<b>16</b>	<b>Extra Care Housing</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
16a	Work in partnership with Devon County Council, housing associations, charitable trusts and private developers to produce Extra Care schemes in Exeter.	Target of 50 units per year	Ongoing	Housing Enabling Manager	On-going. First scheme will hopefully be completed in 2013. Delivery rate has been affected by the removal of Homes and Communities Agency grant.
<b>17</b>	<b>Downsizing</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
17a	Promote the Downsizing Scheme to encourage more tenants who are not disabled or elderly to move out of adapted properties. <a href="#">Linked to target 6a.</a>	Article in Insight. Record the number of adapted properties released through the scheme	December 2010	Housing Operations Manager	Ongoing. Downsizing policy to be reviewed to make it a more attractive option.
<b>18</b>	<b>Devon Homechoice</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
18a	Ensure older people with higher support needs are case managed and supported through allocations process	All applicants over 55 contacted and offered case management service	January 2012	Housing Needs Manager	Not necessary to offer service to all over 55s. Currently 30 applicants are receiving this support and it is offered where required.
18b	Scan applications to reduce processing time	Scanning in place	December 2010	Housing Needs Manager	Not financially viable
18c	Promote the use of phone / advocate bidding		Ongoing	Housing Needs Manager	See 18a
18d	Establish a method for identifying people who need help using the system		October 2010	Housing Needs Manager	Devon Home Choice Procedures Version 1.2 Section 41, has been implemented setting out how we respond to vulnerable applicants.

<b>19</b>	<b>Cognitive Disability</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
19a	Establish the level of need for clustered accommodation and provide through various initiatives.	Procedure established and accommodation provided	On-going	Occupational Therapist and Housing Enabling Officer	Reviewing key ring scheme and exploring alternatives.
<b>20</b>	<b>Devon Care and Repair</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
20a	Feed the comments made by the focus group into the re-tendering process of the service next year.	Tender process acknowledges inspection feedback	October 2010	Assistant Director of Housing and Contracts	Action deleted as ECC have withdrawn their funding
20b	Inform Devon Care and Repair and Devon County Council of the need for a specific moving service for older people living in Exeter on a low income. A service is required to provide help and advice on options and the transition of selling a property and physical help moving.		May 2010	Strategic Housing Manager	Not complete. Owner recently taken voluntary redundancy. Action to be passed to Head of Housing
<b>21</b>	<b>Decoration and Garden Assistance Schemes</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
21a	Research services available for low income home owners and people renting privately and promote. If necessary, recommend that DCR provide a similar service for homeowners and private renters.		October 2011	Environmental Health Manager and Assistant Director of Housing and Contracts	Devon Care and Repair contract with Devon County Council changed to the point that nothing but their core activities will be undertaken. Exeter Community Service Volunteers services promoted.
<b>22</b>	<b>Private Sector Renewal Scheme</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
22a	Publicise the availability of grants, linked to loans, targeting publicity in areas known to have the poorest housing conditions		Ongoing	Environmental Health Manager	Leafleting campaign undertaken in key areas of deprivation



<b>23</b>	<b>Home Improvement Loans</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
23a	Publicise the availability of loans, targeting publicity in areas known to have the poorest housing conditions		Ongoing	Environmental Health Manager	Leafleting campaign undertaken in key areas of deprivation
23b	Use Joseph Rowntree Foundation results from the equity release pilot schemes in local authorities (due to be published in Autumn 2011) to establish whether Exeter City Council can improve its equity release loan service.	Research use and a course of action determined	June 2012	Environmental Health Manager	Complete. Equity release product available through Wessex Home Loans
<b>24</b>	<b>Fuel Poverty</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
24a	Leaflets on schemes for homeowners to be made widely available	Availability of leaflets	July 2010	Environmental Health Manager	Leaflets distributed widely
<b>25</b>	<b>Crime, Security and Safety</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
25a	As requested by the focus group, arrange more sheltered housing forum meetings with estate managers and the police.	Review carried out	Review by April 2011	Tenant Service Manager	Action deleted - Due to poor attendance meetings have been cancelled.
25b	As requested by the focus group, door entry timings to be adjusted so that doors are locked from 6pm to 8am.	Consultation on a site by site basis and timings changed where appropriate	October 2010	Tenant Service Manager	Door entry systems are adjusted to cater for the needs of individual schemes
<b>26</b>	<b>Advice and information</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
26a	Work alongside Devon County Council and Age Concern to avoid duplication of housing advice services for older people and create a joined up service which offers advice on all aspects of housing.	Customer feedback showing that consistent advice /referral process available across city	Ongoing	Housing Needs Manager	Progress limited as allocation of older person's housing related support has not been centralised by Devon County Council so there is not just one point of contact for Older Persons Housing Advice.

26b	Promote housing advice service to older people as the focus group identified a lack of awareness. Pilot use of Housing Care's housing options self assessment for older people.	Promotion and pilot carried out	Promotion – ongoing Pilot – March 2013	Housing Needs Manager	Pilot not adopted across Devon and therefore not taken forward. Need to assess benefit of revisiting this for Exeter.
26c	Strengthen the housing advice link with Devon County Council (over 50s website and leaflet) and monitor		October 2011	Housing Needs Manager	See 26a
26d	Council resident involvement service and strategy to be reviewed	Review completed	December 2010	Housing Resident Involvement Manager	Complete. New strategy in place in April 2012
26e	Update tenant's handbook	New tenants handbook published	Review by October 2011	Tenant Service Manager	Hand book will be reviewed when negotiations with Devon County Council are complete
26f	Formal links to be developed between service user involvement and community development as part of the Council's Partners and Communities Together (PACT) initiative	Links developed	June 2011	Tenant Service Manager	PACT is not appropriate on these comparatively small sites. A residents meeting with possible police attendance is a better approach.
26g	Review the Council's tenant consultation process and produce a strategy	Strategy produced	March 2011	Housing Operations Manager	Complete
<b>27</b>	<b>Access to Council services</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
27a	Central control team to undertake Telecare Service Association accreditation, which is a nationally recognised quality audit.		July 2010	Control Centre Manager	Complete
27b	All managers to keep customer services updated on any staff changes and their roles.	Updates carried out	On-going	All managers	On-going

27c	Promotion of the main customer services telephone number	Phone number published.	On-going	Customer Service Manager	On-going
27d	As requested by the focus group, increase the number of estate officer site meetings	Record the number of site meetings	Review by September 2010	Tenant Service Manager	Action deleted - Lack of attendance by residents has lead to the meetings being cancelled.
27e	Establish how we will support Older People with a range of disabilities or failing mental faculties	Procedure drawn up, agreed and in place	January 2011	Housing Needs Manager and Housing Operations Manager	We have recently reviewed the councils housing adaptation policy to allow the maximum use of the aids and adaptations budget and follow the Disabled Facilities Grant model. Currently £450,000 is allocated each year to carry out aids and adaptations to our council properties.
<b>28</b>	<b>Equality and Diversity</b>	<b>How Measured?</b>	<b>Target Date</b>	<b>Owner</b>	<b>Progress</b>
28a	Promote resident involvement groups in order to make them more representative.	More resident groups created and outcomes of resident involvement reviewed	Ongoing	Housing Resident Involvement Manager	Approaches for this are outlined in the Resident Involvement Strategy
28b	Engagement with faith groups in the production of this strategy has been unsuccessful. This has highlighted the need for our services to try different methods of engagement.	Methods established and monitored	Ongoing	All housing managers	Housing Needs - Social Media channels established and use of corporate, web-based consultation opportunities. Housing Development – We monitor the ethnicity of landlords on the Private Sector Leasing, EXtraLet & empty homes schemes. We also advertise these schemes to BME voluntary and

					<p>community sector organisations and projects. Landlord services – We are now using a number of new and various methods of engaging its tenants through the new Resident Involvement Strategy agreed in January 2012. This includes how we engage with different faith groups.</p>
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## EXETER CITY COUNCIL

### SCRUTINY COMMITTEE - COMMUNITY 4 SEPTEMBER 2012

#### COMMUNITY TOILET WORKING GROUP - FINAL REPORT

#### 1. SUMMARY

- 1.1 This report advises Members of the outcome of the Community Toilet Working Group, and highlights some of the key conclusions regarding public toilet provision.

#### 2. INTRODUCTION

- 2.1 On 8 March 2011, Scrutiny Committee - Community decided to establish a Member Working Group to examine the merits of a community toilet scheme in the overall context of public toilet provision (Minute 23 refers).
- 2.2 At the first meeting in June 2011, the Working Group agreed that it should adopt a broad remit with a comprehensive examination of issues, and not limit its deliberations solely to community toilet schemes.
- 2.3 It adopted the following terms of reference:

*“To suggest the most appropriate and cost effective toilet provision for the City, including determining whether a community toilet scheme should be considered for any future provision.”*

- 2.4 It was also determined that there was insufficient time to carry out a proper examination of all issues and feed any meaningful recommendations back into the Autumn 2011 budget setting process; an interim report on progress was made to this Committee in March 2012.

#### 3. REVIEW METHODOLOGY

- 3.1 The group examined a number of highly relevant documents on public toilet provision, and from that review, determined that there was great merit in inviting views from a variety of people who either had particular expertise in the area of public toilet provision, or could represent the diverse views of various parts of the community (Appendix I).
- 3.2 The group sat as an inquisitorial-style panel and invitees were asked to express their views and answer questions in a non-adversarial environment (Appendix II).
- 3.3 Lastly it was agreed to examine a comparator local authority where a community toilet scheme had been implemented, and for that purpose the group visited Oxford City Council on 30 March 2012, meeting key officers and the Portfolio Holder for Environment Services (Appendix III).

#### 4. KEY FINDINGS

The Working Group covered a wide number of issues in meeting their terms of reference. The findings of the group are contained in Appendices II and III, with the overarching findings as follows:

- Public toilets are an important and valuable public resource and the Council is right to make appropriate provision, but needs to address the public expectation about improvements in cleanliness, maintenance and opening times.

- Generally, people would be happy to pay a small admission fee so long as standards of cleanliness, etc., were high and maintained that way – charging was strongly associated with improved standards. However, there are concerns about the potential degradation in access caused by charging mechanisms, both in terms of a physical barrier (e.g. paddle-gates) and in practical terms of not having the right change of coin.
- High quality public toilets are an important part of the visitor experience to a location, and conversely, poor provision can have a negative impact; the strategic importance of public toilets in the context of how it links with and influences visitor dynamics and experience of a place, or how it encourages beneficial use of parks and open spaces, should be recognised.
- A community toilet scheme should not be seen as a replacement to existing public toilet provision, but has merit in complementing this provision; the model operated by Oxford City Council offers a pragmatic and low-risk method of extending public toilet provision in Exeter.

## 5. TAKING THIS WORK FORWARD

- 5.1 The Council is about to embark on two key pieces of work. One is the development of a City Centre Strategy, in which public toilet provision has been identified as an important element of this in terms of how the quantity and quality of provision can help the visitor experience and in turn assist business. The second piece of work is a systems review of the purpose of 'keep my city safe and looking good', and the part that public toilet provision plays in this will be an important element to examine.
- 5.2 Both these pieces of work are planned for Autumn 2012, and it is anticipated that action plans listing identified improvements for implementation will be at the conclusion of this work.

## 6. RECOMMENDATION

That Scrutiny Committee Community:

- 1) support the findings of the Working Group; and
- 2) agree that the forthcoming systems review of the purpose of 'keep my city feeling safe and looking good' should strive to achieve improvements in public toilet provision as one of its key outcomes; and
- 3) agree that the work of the forthcoming City Centre Strategy should encompass public toilet provision as an integral part of the review, and should explore the potential to develop a community toilet scheme along the same model as Oxford City Council; and
- 4) subject to the successful development of a community toilet scheme in the city centre, to build upon this experience and seek to extend the scheme to other parts of the City in order to supplement existing provision in other wards.

ASSISTANT DIRECTOR ENVIRONMENT

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20.8.12

## **DOCUMENT REVIEW**

The following documents were reviewed:

- Extract from report to Scrutiny Committee - Community setting out the financial cost of Running Toilets in Exeter;
- A Code of Practice for Public Toilets in Britain - Professor Clara Greed MBE;
- Improving Public Access to Better Quality Toilets - Communities and Local Government;
- Guidance on Community Toilet Schemes and SatLav - Communities and Local Government
- The Provision of Public Toilets - House of Commons debate

The documents covered a wide range of issues and view-points, but a common theme was that public toilets provide an important service to residents, workers and visitors, and lack of appropriate provision can have a negative impact on the health and well-being of individuals, particularly target equality groups, as well as a negative impact on business and the local economy.

In relation to community toilet schemes, overall these were seen as a useful complement to existing provision, but because different models of such schemes were in operation, each should be developed to suit local circumstances.

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## **INTERVIEW PANELS**

The group held two panel sessions in 2011; the first panel interviewed professional people and an acknowledged expert in the field of public toilet provision, whilst the second panel interviewed representatives of certain equality contact groups.

At the first meeting of 14 July 2011, three invitees with a professional perspective attended to give the Working Group their views on the relative need of public toilets and the considerations warranted should the current Council public toilet provision be altered in conjunction with the introduction of a Community Toilet Scheme. The invitees were:

- John Harvey – City Centre Manager
- Andrew McNeilly – Manager, Guildhall Shopping Centre
- Professor Clara Greed – University of the West of England

Minutes of the meeting are attached, but in summary the following key points emerged:

- a) public toilet provision within Exeter is fairly good when compared with other local authorities, although we are not in the 'top league';
- b) when taking into account both Council provision and public provision within retail areas such as large department stores or shopping centres, the city centre has good provision during the retail day, but lacks sufficient provision in the evening for non-patrons of restaurants and public houses;
- c) quality of provision is extremely important in terms of customer expectation and the quality of the Council provision within the city centre is sometimes not maintained to a good enough standard;
- d) businesses would benefit from good provision of high quality toilets, as the visitor experience to the city centre would be enhanced if first class toilets were provided;
- e) public toilets are very important for visitors to an area, particularly at transport termini (bus stations, train stations and car-parks), and within destination centres (retail and tourist), and lack of provision can strongly deter many groups of the population from visiting, whereas poor quality can mar the experience of a visit, deter any return and undermine the reputation of a destination;
- f) good provision of accessible public toilets is extremely important to certain groups of the community such as the elderly, mothers with young children, children, those with a mobility disability, and those suffering from incontinence and conditions such as colitis and Crohn's disease;
- g) the need for a community toilet scheme within the city centre when considered against current provision from the Council and private provision open to the public, is not demonstrated, but in terms of supplementing provision in outlying district shopping areas, it could be particularly beneficial;

- h) within city centre restaurants it was unlikely that there would be enthusiasm for joining a community toilet scheme as this would most likely detract from the dining experience of customers;
- i) introducing a community toilet scheme should not be a reason for reducing local authority provision, as fluctuations and withdrawals from a community toilet scheme could easily undermine future public toilet provision, with all the consequential impacts;
- j) there were many unanswered questions about the viability of community toilet schemes, (eg liability, insurance, sign-posting, 'exclusion' to certain parts of the community), and these had to be addressed or understood before embarking on such a scheme;
- k) public toilet provision does not have the important profile it should have in terms of strategic planning and how it links with and influences visitor dynamics and experience of a place, or how it encourages beneficial use of parks and open spaces;
- l) many local authorities view public toilet provision as an expensive problem they would like to get rid of, but fail to realise the benefits to the community and to businesses that good quality public toilet provision can make – Britain is now seen as poor provider in international terms, and falls behind much higher standards found in many European countries and the far East.

At the second meeting of 2 December 2011, five invitees attended to give a user's view from but from the perspective of specific parts of the community; those attending were:

- Yvonne Pope - Living Options
- Laura Robinson and Pauline Haggarty – Sure Start
- Martyn Rogers – Age UK
- Linda Regan – Fawcett Devon

Minutes of the meeting are attached, but in summary the following key points emerged:

- a) public toilet provision was seen as important and any reduction in toilet provision would not be supported;
- b) a community toilet scheme would be perceived as beneficial if it supplemented the current provision, but not if it was introduced as a replacement for such;
- c) the more that good quality toilets became widely available the more the confidence of the disabled and elderly in visiting the city centre grew;
- d) many businesses already offered use of their toilets for the public, some still lacked disabled adaptations;
- e) some disabled toilets had simple deficiencies that deterred use (e.g. placing of the flush handle on the wrong side of the cistern, making it difficult to flush);
- f) signage was important, as was sufficient space in the toilet for those with physical constraints – a comprehensive plan of private and Council toilet provision was not available, and would be extremely helpful;

- g) there was concern that and businesses entering a community toilet scheme may later withdraw their support, and reduce the overall provision to users, therefore there was a risk which could be difficult to manage;
- h) there were concerns about the location of toilets within premises that may join a scheme – often these were at the back of premises and sometimes on other floors, and consequently were not easily accessible to people, particularly the disabled, those with mobility problems and those with push-chairs and young children;
- i) it was important that any public toilet was easily identifiable and easily accessible to the users - users would be embarrassed if having to ask for assistance within a premises and draw attention to themselves;
- j) few private premises made provision for nappy-changing facilities, a community toilet scheme would therefore struggle to cater for this need;
- k) in general terms the provision of public toilets in Exeter was good, but cleanliness could improve, and there were problems with undesirable individuals misusing the toilets in some (e.g. drug use), which deterred general users;
- l) many would be happy to pay a small admission fee so long as standards of cleanliness, etc., were high and maintained that way – charging was strongly associated with improved standards;
- m) toilets with turnstiles were an impediment, particularly to those with mobility problems or pushchairs;
- n) there was an imbalance in public toilet provision in Exeter (as with most local authorities), and the ideal ratio of 2 to 1 in favour of women was not met;
- o) even a fully operational community toilet scheme only functioned during trading hours and accessing pub toilets was not popular with women, many feeling uncomfortable in entering alone solely to use the toilets.

The then Head of Environmental Health Service was invited by the Rev. Iain McDonald, the representative of the Interfaith Group, to a meeting of the Group on Tuesday 6 December 2011 in the Fore Street Church. Many of the above views were echoed by this group, which included many representatives from a wide range of faiths, but with the following additions:

- a) a number of people of certain faiths would not enter premises selling alcohol in order to use a toilet;
- b) some women of certain faiths would be deterred from entering any male-dominated premises in order to access a toilet, or a unisex toilet.

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## **COMMUNITY TOILETS WORKING GROUP**

Thursday 14 July 2011

### **Present:-**

Councillors Mitchell (Chair), Branston, Hobden and Thompson

### **Also Present**

Head of Environmental Health Services, Cleansing Operations Manager and Member Services Officer (HB)

### **In attendance**

Professor Clara Greed – University of the West of England  
John Harvey – City Centre Manager  
Andrew McNeilly – Manager, Guildhall Shopping Centre

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### **APOLOGY FOR ABSENCE**

This was received from Mike Trim.

8

### **MINUTES OF THE MEETING HELD ON 17 JUNE 2011**

The minutes of the meeting held on 17 June 2011 were agreed as a correct record.

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### **CITY CENTRE BUSINESSES**

The Chair welcomed Andrew McNeilly, Asset Manager, Aviva Guildhall Centre and Vice Chair of the Chamber of Commerce and John Harvey, City Centre Manager.

#### **John Harvey**

John Harvey spoke on toilet provision in the City Centre and the position of the business community. He reported that the St Catherine's Street toilets, built as part of the Princesshay development and therefore the most modern, were the most popular reflecting the fact that the public preferred to use toilets of the highest standards and cleanliness. He referred to the existing larger stores such as M&S, Dingles and Debenhams where toilets were well used by the public effectively providing an unofficial "community" use and suggested that, with the forthcoming addition of John Lewis at Home, the City Centre was well catered for in terms of private premises. He listed the new restaurants in the City Centre - Coal, Strada, La Tosca, Carlucci's and Giraffe - all of which provided toilets for their clients but who would be unlikely to join any scheme on the basis that their customers would feel that allowing the public to use the toilets would detract from the dining experience. The other obvious alternative of using pub toilets was often only an option for single males.

Given existing use of store toilets by the public, there could be scope for further retail outlets, cafes, restaurants etc. to also open their facilities but he suggested that, based on his links with City Centre store etc. managers, whilst a partnership approach to community toilet provision could be of real benefit to individual businesses in other areas of the City, it was generally felt that little added value

could be achieved by incorporating City Centre stores in any scheme. Further, it was not felt that the schemes introduced in other Cities could be replicated in respect of the City Centre.

A Member, referring to the Pinhoe area, advised that some businesses in this area would be amenable to providing toilets which could be used by the public with City Council backing. Another Member urged caution with regard to local authority assistance to private enterprises.

Responding to a Member, the City Centre Manager stated that businesses did not feel that the City Centre was lacking in public toilet provision generally but that consideration could be given to late opening of existing facilities, especially if trading hours were extended further into the evening. The Business Improvement District Bid included a proposal for further extending Christmas opening hours and, in the event of this occurring, an integral feature would be partnership working with the City Council which could include a review of toilet opening hours.

The Chair, supporting the view that outlying districts could benefit from a Community Toilet Scheme, asked why, given that outlets such as Macdonalds, Burger King and KFC were used by the general public, the City Centre's other restaurants could not do the same. He also asked how, given the doubts expressed by the business community, both the Richmond and Oxford schemes were apparently successful.

The City Centre Manger stated that City Centre restaurants offered a different dining experience with customers usually staying on the premises for 45-60 minutes plus, whereas Macdonalds etc. were fast food outlets/takeaways and were patronised in greater numbers by a younger demographic. Andrew McNeilly remarked that prices were far greater in the former and that these businesses would suffer if their customers felt that they did not receive value for money as a result of the general public's use of in-house toilets.

Although believing that local, smaller businesses in the suburbs could benefit from a Community Toilet Scheme, a Member felt that introducing a scheme for the City Centre could place unnecessary budgetary demands on the City Council and that difficulties could result should private businesses withdraw from any scheme. Another Member asked for further information on the operation of the scheme in Oxford, a City similar in nature to Exeter, and remarked that Richmond, which he knew well, differed to Exeter, in that its one unattractive under-ground toilet had acted as one of the catalysts for introducing a Community Toilet scheme but that the retail area there was largely confined to a single High Street and therefore differed from Exeter.

Another Member, with reference to the Group's remit, felt that greater regard be given to the bigger picture and that it was inappropriate therefore to rule any scheme out at this early stage. As the first step in a more positive approach, research on the level of demand was required and she also suggested involving groups/support networks for those with health related issues such as Crohn's and Colitis. The Head of Environmental Health Services advised that any research would be resource intensive although usage levels could also be obtained from assessing utilities and consumables consumption.

The Cleansing Services Manager confirmed that the presence of an attendant, as at the Paris Street Bus Station toilet, where problems could be severe, were of value in deterring misuse. These and the King William Street, Musgrave Row and Blackboy Road toilets were well used, Guinea Street toilet, less well so, the Manager referring to a recent incident experienced there. She referred to the need

for double locking of radar operated doors as some individuals possessed radar keys. She acknowledged that public misuse including drug-taking, anti social behaviour and rough sleeping would not be tolerated in private stores and that fear of such activity could be a major sticking point. She referred to the need for attention to be given to the fabric of some public toilets but stressed that the standard of cleanliness was generally high.

It was confirmed that there were now a greater number of private toilets available in the Princesshay area following the re-development.

#### Andrew McNeilly

Mr McNeilly felt that, in principle, a suitable Community Toilet Scheme could be good for businesses but expressed certain caveats.

Referring to the City Council review of toilets in 2010, he urged caution that any introduction of a Community Toilet Scheme should not be for the reason of reducing local authority responsibility in this matter. Introducing such a scheme could lead to an initial increase in toilet numbers but then losses below the original provision could result if businesses withdrew. He felt that if there had been a business case for such a scheme it would already have been pursued by the private sector. Although there was an issue with evening time provision he felt that the overall provision in the City Centre was very good but suggested that the introduction of a scheme to outlying suburban areas, including existing shopping centres, could be of benefit.

Ultimately, it would be for individual businesses to decide if they wished to participate. The different size and demographic of customers would have an impact and regard would need to be had to building capacity, for example, provision for the disabled. Insurance, health and safety, marketing, staffing and maintenance were all factors although funding through a partnership approach and/or sponsorship could be investigated. He also suggested funding could be obtained if the Business Improvement District bid succeeded. Charging should also be considered.

He recognised that the overall retail/entertainment experience of a City Centre would be enhanced if first class toilet facilities were available and would also be of advantage to those with medical problems. Visitors, shoppers and tourists would all benefit. Car parks and toilets were often the first port of call and good facilities would be noted and approved of, lead to further visits and boost the economy. Businesses would benefit from the overall improvement in personal services. Quality, as well as quantity, were important as was the provision of as wide a choice as possible for the public.

A Member referred to the importance of meeting the needs of the disabled. It was noted that Exeter did not suffer from severe problems of vandalism, as experienced in some areas, but that regard should be had to its role as a tourist venue with large numbers of people alighting from coaches.

The Head of Environmental Health Services, in response to a Member, advised that consultation had not been undertaken with the private sector in 2010 because of the resource implications. Consultation would be an inherent part of any future plans and the Chamber would play a significant role in this respect.

**PROFESSOR CLARA GREED OF THE UNIVERSITY OF THE WEST OF ENGLAND**

The Chair welcomed Professor Greed who spoke on her circulated paper on public toilet provision and to her power-point presentation – Lack of Public Toilet Provision - An Inconvenient Truth.

The following points were made during the course of the presentation:-

- Toilet provision was not mandatory under the Public Health Act 1936 Act. Victorian engineers had more regard to linkage with public sewers than public accessibility;
- Some local authorities had undertake wholesale public toilet closures with little regard to a sustainable provision strategy - the last 10 years had witnessed the closure of 40% of toilets;
- Local authorities might operate more as facilitators than providers in the future - could offer rate relief, local authority cleaners, help with insurance where businesses sought to provide toilet facilities;
- Wider spatial strategy required for planning toilet provision - covers a wide area - transport, leisure centres etc.
- Regard to be had to women, mothers with children, elderly, disabled, wheelchairs users;
- Community toilet schemes often not open at the time people want toilets, for example in the morning rush hour period;
- Often, attendants and CCTV saved money in the long term;
- Unisex toilets often not a great success but introduced with view to removing queues for female toilets;
- Need in suburbs due to postmen, mobile libraries, meals on wheels, school children, “white van man”, people in parks, local shopping centres;
- Toilet facilities at bus and train stations also need to be considered;
- Public use of pub toilets – not attractive to women, children;
- World Toilet Organisation – great provision in Far East such as Japan and China with street maps of toilets on bins, New York – Bathrooms mean Business and Potty Parity to ensue equal parity of provision for women. Belgium and Holland - right to use any pub/café toilets but not in France any longer;
- World Toilet Association – view that toilets not a priority in the UK and any public perception of facilities being dirty and run down could be a disincentive to visit
- Association of Town Centre Managers state that retail turnover is higher where high quality toilets are available;
- BS6465 is under review by the Sanitary Installations Committee covering public toilets, offices, schools, factories etc.;
- Charging - Westminster City Council and Cambridge City Council charge to fund provision and other mechanisms such as business rates and Section 106 agreements could be examined;
- Public Sector Equality Duty - e.g. equal charges for men and women;
- Key approach - Survey - Analysis - Plan; and

She responding as follows to Members queries:-

- Some local authorities include specially worded sections in Supplementary Planning Guidance to facilitate support for toilet provision;
- Localism Bill - seeks to empower local communities to run own facilities and may impact on toilet provision;
- Cambridgeshire, Ceredigion and Evesham seen as exemplars in provision;
- Long term liability - Richmond experienced much good will at first but experiencing some fall out in support;



- Internal conversions may be necessary where scheme introduced - new set of customers so need to increase size, regard to fire regulations; etc.
- Bristol had a short lived scheme involving the Museums, University, transport stations and the Borders bookshops but insufficiently robust – information pamphlets not made available;
- Although not in the “premier league” Exeter, with 26 public toilets, compared favourably with many areas. Suggest investigation of Lincoln City Toilet Strategy because of the City’s similarity to Exeter; and
- Outsourcing to private companies is another option e.g. City Toilets in London. However, they have focussed on hotspots rather than the suburbs.

The following publications were recommended-:

- User and Provider Perceptions of Public Toilet Provision UWE
- Inclusive Urban Design - Public Toilets - Professor Clara Greed - published by Architectural press;
- Universal Design and Design for the Disabled - Selwyn Goldsmith - published by Architectural press;
- Public Toilets in London - London Assembly - Health and Public Services Committee
- Toilet: Public Restrooms and the Politics of Sharing - New York University Press

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#### **DATE OF NEXT MEETING**

**AGREED** that the next meeting be held at 10am on Wednesday 14 September 2011.

(The meeting commenced at 10.00 am and closed at 12.35 pm)

Chair

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## **COMMUNITY TOILETS WORKING GROUP**

Friday 2 December 2011

### **Present:-**

Councillors Mitchell, Branston, Hobden and Thompson

### **Also Present**

Head of Environmental Health Services and Member Service Officer (HB)

### **Also Present**

Yvonne Pope : Living Options  
Laura Robinson and Pauline Haggarty – Sure Start  
Martyn Rogers – Age UK  
Linda Regan – Fawcett Devon

### 18 **MINUTES OF THE MEETING HELD ON 14 SEPTEMBER 2011**

The minutes of the meeting held on 14 September 2011 were agreed as a correct record.

### 19 **MATTERS ARISING FROM THE MINUTES - REPRESENTATION FROM INTERESTED PARTIES**

The Head of Environmental Health Services reported that the Rev Iain McDonald, the representative of the Interfaith Group, had submitted apologies but invited him to a meeting of the Group on Tuesday 6 December 2011 in the Fore Street Church.

Councillor Hobden suggested that if there was a branch of the National Association for Cholitis and Chronn's, representatives should be invited to attend to give evidence and that, if there was no local group, written representation should be sought. In her view, representation from the group was preferable to GP evidence. Councillor Mrs Thompson referred to water retention problems experienced by those on blood pressure medication and it was felt that the various group representatives attending on the day would be able to give a fair range of user views.

Oxford City Council operated a Community Toilet Scheme and had agreed to host a visit from this group including a meeting with the relevant officer, (who was the co-ordinator of the scheme), and the Portfolio Holder. Oxford retained a number of public toilets although the community toilet scheme total had been reduced. The relevant reports on the background and costs of the scheme would be made available. Members agreed that it would be helpful to speak to the businesses involved on the day as well as the public using the premises.

The Head of Environmental Health Services agreed to provide detailed figures on the operation of the scheme in Oxford including costs and a visit to Oxford for the group was agreed to be arranged for late January/early February 2012, 20 or 27 January being provisionally suggested (subject to Oxford City Council agreeing).

## **EVIDENCE FROM INTERESTED PARTIES**

The Chair welcomed each of the following witnesses, explaining that the group had been established to examine toilet provision in the City and to look at a Community Toilet Scheme (CTS) including financial implications.

### Yvonne Pope - Living Options

Yvonne was the disabled access champion for Living Options, a user led Devon charity covering physical and/or sensory disabilities and deaf people.

Previous plans to reduce the number of Council toilets had not been supported by members of the organisation, notwithstanding the recognition that budget cuts were necessary. Both the disabled and the elderly had greater confidence in visiting the City Centre if good quality toilets were widely available. King William Street was popular because of easy access into the City Centre via a ramp/bridge.

It was recognised that a community toilet scheme could be an acceptable addition if the toilets provided were of a sufficiently high standard. Although many businesses already offered use of their toilets for the public, some still lacked disabled adaptations. It was noted that issues relevant to the potential CTC operators were likely to include lack of space, liability and extra disruption to customers. For the disabled, access was a key issue and many toilets were located at the back of a restaurant/café and, although clearly visible, access was hindered by obstacles. Many disabled people were unwilling to use the toilets because of the embarrassment in drawing attention to themselves. Different levels also caused problems if a toilet was not on the same floor as the main entrance. Signage was important, as was sufficient space in the toilet for those with physical constraints. She referred to a good quality toilet at St. Stephen House which was not widely known about by the public.

She sought an assurance that any community toilet scheme would be constantly monitored and the needs of the disabled addressed. She queried the impact of any business subsequently withdrawing from a scheme.

The Head of Environmental Health Services explained the powers of local authorities in ensuring that local businesses provided facilities for the public. Depending on size, businesses were required to provide facilities for the disabled. Where shortcomings were found, recommendations were made and enforcement powers could be used. For small businesses, a single, small, unisex toilet was often provided.

In response to Yvonne Pope acknowledging that there were severe constraints on the budget, the Chair advised that no decision had been made to close toilets and that examining the feasibility of a community toilet scheme was part of the overall assessment of toilet provision in the City.

Yvonne Pope stated that there was room for improvement in toilet provision and cited the toilets in Debenhams, Boots and M&S as templates for good provision. A Guildhall restaurant also provided a toilet for public use but when previously visited she had found it to be somewhat cluttered with mops and buckets. It was important also to keep the route to the toilet clear not only for wheelchair users but visually impaired owners with their guide-dogs. A Member referred to his use of the toilet in Dingles which he admitted was not on the ground floor. Yvonne Pope advised that she was not aware of this facility and stated that if she had more time she would have undertaken a wider survey of toilets in City Centre cafes etc. and suggested

that the availability of toilets for public use could be listed in promotional brochures, web-sites etc.

Responding to the Head of Environmental Health Services in respect of Council owned toilets, she stated that access generally was acceptable but comments had been made that cleanliness could be improved. A further problem was that, in many instances, the toilets had not been flushed. She explained that this was sometimes the result of inaccessible handles or buttons which a disabled person simply could not reach or, if with a disability such as arthritis, could not operate. It was noted that planning applications were considered by Environmental Health Officers to check provision and design of toilets in new buildings but not necessarily the fine design of the toilet cistern handle location. In respect of overall satisfaction amongst her members, she stated that this could only be assessed properly if a comprehensive survey was undertaken across the full membership.

#### Laura Robinson and Pauline Haggarty - Sure Start

Laura and Pauline reported the views of parents and Surestart managers in relation to any CTS. Concerns expressed included pushchair access, especially where toilets were located on the first or second floors of restaurants and the requirement to pay when the toilets were required quickly. The use of turnstiles at public toilets to facilitate charging was therefore off-putting to mothers with pushchairs. It was noted that increased standards were expected with charging. Generally, people were aware of the availability of toilets in Macdonald's, Marks and Spencer's and BHS etc. A reference was made to a small cafe which allowed use of their toilet by members of the public for a charge. There was a strong view that any community toilet scheme should not discriminate against any member of the public and that the toilets should be open to all.

The Chair explained that community toilets schemes operated elsewhere at no charge, as the businesses received funding from the respective Councils and that they were open to all members of the public to use.

Concerns had been expressed in respect of the King William Street Car Park because of the smell which some thought emanated from the stairwells and it had been noted that the toilets at the Guildhall were small and the sinks awkward

The provision of changing facilities was a key issue. Where available, model separate units were clean, warm and comfortable allowing mothers to sit with children. Mothercare provided such a facility. Department stores such as M&S and BHS toilets could also offer toilets of a high standard.

Commenting on the City's toilet provision in general, reference was made to the Guildhall and Musgrave Row toilets which were less attractive, the former being somewhat constrained and the latter attracting less desirable individuals. Outside the City Centre, Beacon Heath benefitted from toilets that remained open until 7.00pm at present. Parks, such as Heavitree, were made more attractive to families with the presence of toilets. Belmont Park lacked facilities and use was sometimes made of Clifton Hill Sports Centre. Convenience was therefore a key issue.

Generally, those who had been spoken to had not found that Exeter was lacking in toilets and it was noted that Exeter, in fact, was better provided with public toilets than some other areas.

### Martyn Rogers - Age UK

Martyn reported that he had undertaken a straw poll of users of the Age UK café. In relation to the Council's public toilets, issues raised had included cleanliness with special reference to the dangers caused from discarded needles and the importance of not reducing toilet numbers. Commenting on City Centre toilets, M&S toilets were very well known to the public and the disabled facility in the Guildhall toilets was praised because of its size. It had been remarked that the Catherine Street toilets were complicated to use and it was recognised that where there was a requirement to pay, toilets were cleaner and standards higher. Pay toilets also reduced the likelihood of misuse especially drug usage. Turnstiles clearly disadvantaged the disabled.

As people already took advantage of toilets in department stores there was support for a community toilet scheme although it was felt that in-house access could be a disincentive to the operator. Access to toilets on first or second floors using a lift or chairs presented difficulties for the elderly and disabled. Many were embarrassed when attention was drawn to themselves including when they sought assistance. Some toilets were occupied as storage facilities and this was a further problem. It had been remarked that a community toilet scheme could only function effectively if adequately promoted including discreet advertisements in shop/restaurant windows. Good signage to the toilets inside the establishment and high cleanliness standards were also important. Again, comments had been made concerning the odour around the King William Street Car Park and it had been remarked that the Cowick Street toilet, where needles had been evident, could benefit from extra cleaning and vigilance. Some older people would plan convenience stops as part of their visit to the City Centre. He concluded that it would be real challenge to maintain existing stock at a high standard given local authority cut backs.

Responding to a Member, he emphasised that the opinions he had gathered were in response to a straw poll only as he lacked the resources to undertake a comprehensive survey of his membership. Nevertheless, an informal view was helpful. Age UK also ran an "Out and About" service collecting the elderly and disabled from their homes and lack of sufficient toilets had never been an issue – many of the clients availed themselves of their home toilets before travelling. However, proposals to cut toilet numbers had aroused considerable opposition.

He admitted that he would be reluctant to allow the use of Age UK toilets by the general public as problems of drug abuse and opportunist theft could arise.

With regard to cost, he believed that many were happy to pay a small admission charge to public toilets to ensure high standards of cleanliness etc. and even a Council Tax increase might be looked upon favourably if an improved City-wide service resulted.

He referred to Exeter Senior Voice, chaired by Councillor Shiel, as a valuable sounding board for the views of the elderly.

### Linda Regan - Fawcett Devon

She explained that the Fawcett Society was the oldest gender equality organisation in the country and had been consulted by the County Council for a number of years on gender issues. She had been able to consult some members in spite of the short notice. There had been a long term imbalance in toilet provision and Exeter, as with the rest of the country, did not meet the ideal ratio of 2 to 1 in favour of women. Notwithstanding issues such as pregnancy, menstruation and continence, women took physically longer to use a toilet than men - 80-90 seconds for urination

compared with 32-40 seconds for men. Up to 50% of women experienced some form of loss of bladder control.

Even a fully operational community toilet scheme only functioned during trading hours and accessing pub toilets was not popular with women many feeling uncomfortable in entering alone solely to use the toilets.

She referred to toilets at Budleigh Salterton sea front and the rear of the car park near the Town Hall as effective toilets. Both offered free, stainless steel, unisex toilets. They were therefore easy to use and good examples of toilet provision. She remarked that charging for toilet use was generally considered to be acceptable.

A Member referred to the Richmond Upon Thames website that stated that 90 toilets were available although the Head of Environmental Health Services stated that he understood that these were now reduced in number.

Ms Regan stated that the majority of women were aware of toilet availability in the major department stores. She suggested that some businesses might be reluctant to participate because a community toilet scheme might result in groups of young people proving disruptive to customers.

The Chair thanked all who had attended and asked if they would be prepared to attend a further meeting of the Group if asked to provide any further evidence. All were willing to do so.

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#### **DATE OF NEXT MEETING**

Next meeting to be the fact-finding visit to Oxford, provisionally arranged for 20 or 27 January 2012.

(The meeting commenced at 9.30 am and closed at 12.00 pm)

Chair

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## FINDINGS FROM OXFORD CITY COUNCIL VISIT

A fact-finding visit to Oxford City Council was made to meet with the co-ordinator of Oxford's community toilet scheme, the Street Scene Manager and Portfolio Holder. The purpose of this visit was to learn about the mechanics of setting up and operating a scheme and to examine the real benefits and issues that such a scheme may generate. The group visited a number of premises participating in the scheme, allowing the opportunity to question participating businesses for their views. In addition several of the city centre public toilets were viewed to compare Oxford City Council's public toilet provision with Exeter.

The fact-finding group was made up of the following people:

- Cllr. K. Mitchell (Chair of Working Group);
- Cllr. S. Hobden;
- Cllr. C. Thompson;
- Cllr. R. Branston;
- R. Norley, Assistant Director Environment;
- L. Harvey, Cleansing Operations Manager;
- C. Daish, Cleansing Supervisor.

Prior to the visit, each group member received Oxford City Council documentation on public toilet provision, which included a report on recent and proposed investment for upgrading provision, and details of public toilet provision in Oxford (both public toilets provided by the Council and those provided by the community toilet scheme).

This visit proved to be a valuable exercise, with much being learnt from the opportunity to hold face-to-face discussions with officers, the Portfolio Holder and managers of participating businesses.

Oxford City Council is a second tier authority, predominantly urban in character with a large university and historical buildings at its centre. It has 24 public toilets throughout its area, which matches Exeter's provision of 26 public toilets. It is complemented by 9 community toilets provided by participating businesses. The community toilets are all within the city centre, and include individual businesses (e.g. 'The Jam Factory' which is one of 3 cafés participating, and 'The Kings Arms' which is one of 4 public houses/clubs participating), and the national chains of Pizza Hut and Marks & Spencer.

It was apparent that Oxford operated a model that was distinctly different from other models across the country in that there was no contractual relationship between the City Council and participating businesses; instead there was a mutually beneficial relationship where both parties saw merit in working together in extending toilet provision to the wider public and not just confining provision to patrons of a particular establishment.

### Key advantages of scheme

Oxford City Council developed an unique model that consciously moved away from other models that provided annual funding from the local authority to the business; instead it looked at persuading businesses to join a scheme by offering positive publicity and profile as the main 'selling point' (e.g. in the Council's own newspaper to residents, press releases and listing of the business in Council produced street maps). This positive publicity is particularly attractive to smaller local businesses as it can serve to attract new customers, but it also beneficial to larger companies that wish to demonstrate a commitment to their local communities.

This approach holds three highly attractive elements in respect of operating this type of community toilet scheme:

- there is no ongoing revenue commitment to participants in a scheme (typically a minimum of £600 per annum, per business);
- because there is no public money exchanged, there is no need for a formal contract specifying standards that are required to be adhered to, removing the need to provide resources for contract specification monitoring and complaint handling; and
- as the relationship is a loose one, rather than a formal contract, the Council has little if no liability in respect of the business premises other than that which it would normally have as a regulator (i.e. it is in no part the provider of the toilet service).

The scheme has carried over all but one premises in to the second year of operation, (the one premises dropping out after a change of management), demonstrating a good degree of sustainability in the scheme compared to other schemes.

Oxford City Council advised that there have been very few complaints from the public about standards within participating businesses. In part this may be explained by an understanding that complaints are handled by the businesses themselves, and customers are not encouraged to complain to the Council in the first instance. It is also highly relevant that a large amount of businesses were initially contacted and only a relatively small number were willing to participate; in effect the most appropriate premises self-selected themselves. However, in interviewing businesses it was also clear that management and staff supported the scheme, and understood that good standards led to good business.

The operation of the scheme costs relatively little to administer and support. The revenue costs of the scheme stem from:

- premises signage – this consists of ‘soft signage’, basically a distinctively branded badge in the form of a window sticker. No ‘hard signage’ is used (i.e. street signs) because this is costly and impractical should a business withdraw from the scheme;
- limited officer support – liaison is maintained with participants by an officer, but this is a small and peripheral part of her main function;
- publicity and publications – this is low cost, with a reliance on the Council’s own newsletter publication and press releases, and inclusion in existing documentation/publications (street maps, web-site, etc.).

### **Conclusion**

Although the Oxford scheme has much to commend it once partners have been engaged, there was significant development work undertaken to engage those partners. Officers estimated that in trying to persuade businesses to engage, the absence of a financial incentive was a key deterrent, leading to many non-productive contacts with businesses (with a success rate of around 3%). This preliminary contact work was resource intensive, with a dedicated officer spending approximately 6 months developing the scheme and engaging partners.

It is likely that the task of engaging partner businesses in Exeter could be eased by learning from the experience of Oxford, and targeting the types of businesses that were more willing to partner. Oxford City Council has advised that it would be willing to offer further advice to the Council, should a similar scheme be introduced in Exeter.

**EXETER CITY COUNCIL**  
**SCRUTINY COMMITTEE - COMMUNITY**  
**4 SEPTEMBER 2012**  
**HOUSING REVENUE ACCOUNT**  
**BUDGET MONITORING TO 30 JUNE 2012**

**1. PURPOSE OF REPORT**

- 1.1 To advise Members of any major differences, by management unit, between the original budget and the outturn forecast for the three months of the financial year up to 30 June 2012 in respect of the Housing Revenue Account and the Council's new build schemes.

**2. BUDGET MONITORING TO JUNE 2012**

**2.1 HOUSING SELF-FINANCING**

The Government made significant reforms to council housing finance within the Localism Act 2011, which resulted in the commencement of self-financing and the abolition of the Housing Revenue Account subsidy system from 1 April 2012.

Under the HRA subsidy system rents were pooled and redistributed by central government. Exeter City Council was a net contributor to the central pot, whereby it paid more into the central pot than it received back in subsidy. Over the last few years we have paid around £4m per year to the Government and had an annual budgeted deficit on the HRA.

Self-financing enables each stock owning local authority to retain their own income collected from rents, service charges and other sources at a local level to deliver housing services to tenants and to maintain their housing stock. Under self-financing it is anticipated that local authorities will achieve a surplus each financial year, which will help facilitate service improvements, repay debt and to provide investment in the stock.

**2.2 PROJECTED SURPLUS**

During this period the total budget variances indicate that there will be a net surplus of £2,357,550 in 2012-13 which will be transferred to the HRA working balance. This represents an increase of £37,280 compared to the budgeted transfer to the working balance of £2,320,270. It is estimated that the working balance will stand at £8,121,973 at 31 March 2013.

**2.3 VARIANCES FROM BUDGET AS AT JUNE 2012**

The main variations by management unit are detailed below. Please also refer to Appendix 1.

	£
<b>2012-2013 ESTIMATED TRANSFER TO THE WORKING BALANCE</b>	<b>(2,320,270)</b>
<b>85A1 MANAGEMENT</b>	<b>(33,480)</b>

Savings are projected in respect of employee costs due to a lower than budgeted pay award for 2012-13 and from the outcomes of the Senior Management Review.

These savings will be partially offset by additional staff resources required to backfill a Technical Officer post, so that the post holder can devote time to undertaking housing stock condition surveys. Unbudgeted redundancy costs will also be incurred this financial year in respect of four posts.

Additional income is also forecast in respect of solar panels installed on council dwelling. This income will be set aside to help finance future investment in energy efficient measures for other council dwellings.

### **85A3 SUNDRY LANDS MAINTENANCE**

0

There are no overall variances from budget to report in respect of this management unit.

A minor overspend is expected in the cost of the Garden Assistance Scheme, as the scheme has taken on the regular maintenance of more gardens. Garden assistance is provided to help the vulnerable, elderly and disabled maintain their gardens.

A compensating saving is expected to be made in the cost of initial cultivations, as fewer gardens will need an initial tidy up prior to joining the Garden Assistance Scheme following a reduction to the waiting list.

### **85A4 REPAIRS FUND CONTRIBUTION**

0

There is a separate report being presented to this committee which seeks additional funding of £1.775m for the 2012-13 HRA Capital Programme, as follows:

£1.250m for the Kitchen Replacement Programme  
£0.370m for the Bathroom Replacement Programme  
£0.030m for Asbestos Surveys  
£0.075m for Asbestos Removal Works  
£0.050m for additional staff appointed within the Contracts Unit to help facilitate the works

In addition to this, additional funding has been sought for the acquisition of social housing from Section 106 development sites of £212,550.

Both these proposals would be met by significantly increasing the revenue contribution to capital from £2,169,550 to £4,157,100, which will in turn reduce the surplus transferable to the working balance at the end of the financial year.

However, as these increases are both subject to Executive approval, they have not yet been reflected in the June budget monitoring figures.

In addition to the budgeted revenue contribution to capital, this management unit also provides for the cost of annual repairs and maintenance to council dwellings. The annual programme has been amended to include a budget of £61,000, which was agreed via delegated powers to enable repairs and painting of flats in Parr Close to be undertaken. There are no forecast variances from budget in respect of the revised annual repair and maintenance programme.

**85A6 CAPITAL CHARGES** 0

There are no variances from budget to report in respect of this management unit, which comprises the depreciation of HRA dwellings, garages, IT software, vehicles, plant and equipment.

**85A8 RENTS** (3,800)

Minor additional income is forecast from lease agreements relating to other council assets, such as parking spaces and access rights.

**85B2 INTEREST** 0

There are no variances from budget to report in respect of this management unit, which comprises the interest receivable on HRA balances and interest payable on HRA debt.

**2012-2013 1<sup>st</sup> QUARTER FORECAST TRANSFER TO THE WORKING BALANCE** (2,357,550)

**3. COUNCIL OWN BUILD (COB) BUDGET MONITORING TO JUNE 2012**

The Council's new 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.

**3.1 COB WORKING BALANCE**

During this period the total budget variances indicate that there will be a net surplus of £42,850 achieved in 2012-2013, which will be transferred to the COB working balance. This represents an increase of £25,280 compared to the budgeted transfer to the working balance of £17,570. It is estimated that the working balance will stand at £71,056 at 31 March 2013.

3.2 The main variations are detailed below, please also refer to Appendix 1:

£

**2012-2013 ESTIMATED TRANSFER TO THE WORKING BALANCE** (17,570)

**85B5 COB INCOME AND EXPENDITURE** (25,280)

Savings are expected to be made in respect of repair and maintenance costs at Knights Place, as recent works have been undertaken by the building contractor as part of resolving snagging issues.

Additional income is also forecast in respect of service charges, such as communal cleaning, lighting, door entry systems and

ground maintenance.

**2012-2013 1<sup>st</sup> QUARTER FORECAST TRANSFER TO THE WORKING BALANCE (42,850)**

**4. RECOMMENDATION**

4.1 That the Scrutiny Committee – Community note the content of this report

ASSISTANT DIRECTOR FINANCE

S:PA/LP/Cttee/912SCC8  
21.8.12

**Local Government (Access to Information) Act 1985 (as amended)  
Background papers used in compiling this report:**

None

## APRIL 2012 TO JUNE 2012

Code	Approved Annual Budget	Current Outturn Forecast	Variance To Budget
	£	£	£
85A1 Management	2,992,070	2,958,590	(33,480)
85A3 Sundry Lands Maintenance	262,170	262,170	0
85A4 Repairs Fund Contribution	9,924,020	9,924,020	0
85A6 Capital Charges	1,915,320	1,915,320	0
85A8 Rents	(17,387,550)	(17,391,350)	(3,800)
85B2 Interest	(26,300)	(26,300)	0
85B4 Variance in Working Balance	2,320,270	2,357,550	37,280
<b>Net Expenditure</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Working Balance</b>	<b><u>1 April 2012</u></b>	<b><u>31 March 2013</u></b>	<b><u>£ 8,121,973</u></b>
	<b>£ 5,764,423</b>		

## COUNCIL OWN BUILD SITES

Code	Approved Annual Budget	Current Outturn Forecast	Variance To Budget
	£	£	£
H006 Rowan House	(6,450)	(6,450)	0
H007 Knights Place	(36,400)	(51,400)	(15,000)
H008 Capital Financing	15,000	15,000	0
H009 Capital Charges	10,280	0	(10,280)
<b>Variance in Working Balance</b>	<b>17,570</b>	<b>42,850</b>	<b>25,280</b>
	<b>0</b>	<b>0</b>	<b>0</b>
<b>Working Balance</b>	<b><u>1 April 2012</u></b>	<b><u>31 March 2013</u></b>	<b><u>£ 71,056</u></b>
	<b>£ 28,206</b>		

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## EXETER CITY COUNCIL

### SCRUTINY COMMITTEE - COMMUNITY 4 SEPTEMBER 2012

#### BUDGET MONITORING REPORT TO 30 JUNE 2012

#### 1. PURPOSE OF REPORT

1.1 This report advises Members of any material differences by management unit to the revised budget.

#### 2. BUDGET MONITORING TO 30 JUNE 2012

2.1 The current forecast suggests that net expenditure for this committee will increase from the revised budget by a total of £91,000 after transfers to and from reserves, which represents a variation of 0.78% from the revised budget.

2.2 Provision for a pay increase of 2.5% has been included in the 2012/13 budgets. The Council proposed a payment of £250 to staff earning a full time equivalent salary of under £21,000 per annum; the proposal was approved at the Executive on 19 June 2012. This has resulted in a saving on salary budgets; these savings have been included in the variance for each individual management unit.

2.32 The main variations by management unit are detailed below:

<b>2012-13 REVISED ESTIMATE</b>	£ 11,720,930
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#### 81A1 ENVIRONMENTAL PROTECTION

The reduced pay award has resulted in savings in this unit (see 2.2 above). There will be a further saving on staff costs as a result of a secondment and a vacancy. This is partially offset by a reduction in income from the treatment of wasp nests as a result of the weather conditions.

(22,000)

#### 81A2 CLEANSING SERVICES

55,000

The reduced pay award has resulted in savings in this unit (see 2.2 above).

Increased waste disposal costs have arisen in the trade refuse service, partially offset by additional income.

The delayed implementation of the planned revised garden waste collection procedures has reduced the savings in the current year.

Water saving measures have resulted in a reduction in utility costs in public conveniences.

Additional costs for printing and stationery are offset by a reduction in those costs in Recycling (81B6 below)

- **Action Point** The changes in the garden waste collection service will have been fully implemented by the end of the financial year and the savings will therefore be achieved in 2013/14 and future years.

<b>81A3</b>	<b>LICENSING, FOOD, HEALTH &amp; SAFETY</b>	<b>(14,000)</b>
	<p>The reduced pay award and staff vacancies have resulted in savings in this unit (see 2.2 above).</p> <p>The anticipated saving on the net cost of taxi licensing will be transferred to the earmarked reserve.</p>	
<b>81A4</b>	<b>PUBLIC SAFETY</b>	<b>4,500</b>
	<p>The reduced pay award has resulted in savings in this unit (see 2.2 above).</p> <p>Maintenance costs for the new control system were not included in the estimate and this will result in an overspend.</p> <p>A partial refund of service charges paid for the Control Room in 2011/12 is expected to result in a saving.</p>	
<b>81A6</b>	<b>GROUNDS MAINTENANCE</b>	<b>(22,500)</b>
	<p>The reduced pay award has resulted in savings in this unit (see 2.2 above). In addition, rental income is expected to exceed the estimate.</p>	
<b>81A7</b>	<b>MUSEUMS SERVICE</b>	<b>118,500</b>
	<p>The reduced pay award and vacant posts have resulted in savings in this unit (see 2.2 above). Savings have also been identified on the superannuation budget due to some staff members not being in the scheme. These savings have been partially offset by additional costs being incurred in respect of agency staff.</p> <p>As the Museum was closed for redevelopment at the time the estimates for 2012/13 were prepared, the expenditure and income budgets were difficult to project. The first quarter results have enabled identification of budgets which are either under or over funded; the budgets identified and the projected under or overspend are detailed in the remaining narrative.</p> <p>The high number of visitors to the Museum has resulted in income being above the profiled budget for the April to June period; it is therefore anticipated that the income received will be higher than the budget at year end.</p> <p>The cost of utilities and cleaning is expected to exceed the estimates. It is apparent that the estimates for these items in the Royal Albert Memorial Museum (RAMM) were too low, and revisions will be made to the 2013/14 budgets.</p> <p>The National Non Domestic Rates (NNDR) for the RAMM had not been determined when the estimates were prepared and the rateable value set by the Valuation Office has led to costs 50% more than was estimated. The council is appealing against the valuation, which may result in a refund, but it may take some time for this to be agreed. The 2013/14 estimates will be based on the best information available at the time.</p>	

The legal costs in respect of the RAMM redevelopment have been included and will result in an overspend.

**81B2 BEREAVEMENT SERVICES** 5,000

The estimated income receivable as at 31 March 2012 proved to be too high, resulting in reduced income being recognised in the current year. This is partially offset by reduced pay costs as a result of the reduced pay award (see 2.2 above).

**81B6 RECYCLING** (26,500)

The reduced pay award has resulted in savings in this unit (see 2.2 above).

The cost of processing co-mingled materials and haulage are expected to be less than estimated. While the prices at which materials are currently being sold are approximately in line with those assumed for the estimates, the volatility of these prices makes it difficult to predict the outturn. This will be reviewed for the half year budget monitoring report.

Expenditure on printing and stationery will be less than estimated to offset additional costs in Cleansing (81A2)

**81B9 ADMINISTRATION SERVICE** 0

The Administration team was transferred to the new Corporate Support Unit with effect from 1st April 2012. The cost of this service and any variance will be reported through the Scrutiny Resources budget monitoring report.

**81C2 ADVISORY SERVICES** (13,000)

The reduced pay award has resulted in savings in this unit (see 2.2 above). A further saving will be made on salary costs due to a member of staff taking voluntary redundancy.

The salary budget for the member of staff is allocated to 81C2 and 81C3; the saving on the salary and the associated redundancy payment has been allocated to the appropriate management units.

The budget in respect of Bed and Breakfast accommodation will be exceeded. This additional expenditure will be covered by the additional Housing Benefit received which also means the respective income budgets will be exceeded.

**81C3 STRATEGIC HOUSING & ENABLING** (9,000)

The reduced pay award has resulted in savings in this unit (see 2.2 above). A further saving will be made on salary costs due to a member of staff taking voluntary redundancy (see 81C2 above). This saving has been partially offset by the redundancy payment.

**81C4 PRIVATE SECTOR HOUSING** 14,000

The reduced pay award and the secondment of an employee have resulted in savings in this unit (see 2.2 above).

An additional £35,000 for a condition survey was approved at the June 2012 meeting of the Executive, which will result in an approved overspend in this unit.

**81C6 CONTRACTS AND DIRECT SERVICES 0**

The reduced pay award has resulted in savings in this unit (see 2.2 above).

The costs of this unit are fully recharged to its clients, and there is therefore no direct impact on this committee.

**81C7 DIRECTOR COMMUNITY & ENVIRONMENT 0**

This management unit and the associated costs have been transferred to Chief Executive's Unit as part of the senior management restructure; any variances to the budget will be reported through the Scrutiny Resources budget monitoring report.

**2012-13 EXPECTED FINAL OUTTURN 11,810,930**

**EXPECTED TRANSFERS TO / (FROM) RESERVES 1,000**

**EXPECTED TOTAL NET EXPENDITURE 11,811,930**

**3. RECOMMENDED**

That Scrutiny Committee – Community note this report.

STRATEGIC DIRECTOR

ASSISTANT DIRECTOR FINANCE

Local Government (Access to Information) Act 1985 (as amended)  
Background papers used in compiling this report

None

BUDGET PER BUDGET BOOK	SUPPLEMENTARY BUDGETS AND VIREMENTS	CAPITAL CHARGES	PLANNED MOVEMENTS ON RESERVES	REVISED BUDGET EXCLUDING CAPITAL CHARGES	MU CODE	MANAGEMENT UNIT (MU) DESCRIPTION	OUTTURN	OUTTURN VARIANCE
£	£	£		£			£	£
541,870				541,870	81A1	ENVIRONMENTAL PROTECTION	519,870	(22,000)
3,922,760		463,830		3,458,930	81A2	CLEANSING SERVICES	3,513,930	55,000
345,770			15,900	361,670	81A3	LICENSING, FOOD, HEALTH & SAFETY	347,670	(14,000)
840,530				840,530	81A4	PUBLIC SAFETY	845,030	4,500
2,028,910	2,000	187,340		1,843,570	81A6	GROUND MAINTENANCE	1,821,070	(22,500)
2,268,920	38,200	233,860		2,073,260	81A7	MUSEUMS SERVICE	2,191,760	118,500
909,840		694,400		215,440	81A8	LEISURE FACILITIES	215,440	0
283,050		11,540		271,510	81B2	BEREAVEMENT SERVICES	276,510	5,000
24,740		6,850		17,890	81B3	PROPERTIES	17,890	0
263,560	15,000	152,650		125,910	81B6	RECYCLING	99,410	(26,500)
1,453,490		9,340		1,444,150	81C2	ADVISORY SERVICES	1,431,150	(13,000)
270,740				270,740	81C3	STRATEGIC HOUSING & ENABLING	261,740	(9,000)
317,610		134,930		182,680	81C4	PRIVATE SECTOR HOUSING	196,680	14,000
80,300				80,300	81C5	SUNDRY LANDS MAINTENANCE	80,300	
0		7,520		(7,520)	81C6	CONTRACT & BUILDING SERVICES	(7,520)	
<b>13,552,090</b>	<b>55,200</b>	<b>1,902,260</b>	<b>15,900</b>	<b>11,720,930</b>		<b>NET EXPENDITURE</b>	<b>11,810,930</b>	<b>90,000</b>

VARIANCES ON TRANSFERS TO / (FROM) EARMARKED RESERVES	
- 81A3	1,000
OUTTURN AFTER ADJUSTING FOR MOVEMENTS ON RESERVES ETC	<b>11,811,930</b>
REVISED BUDGETS	<b>11,720,930</b>
<b>ADJUSTED OUTTURN VARIANCE</b>	<b>91,000</b>

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