

## **STRATEGIC SCRUTINY COMMITTEE**

Date: Thursday 16 January 2020  
Time: 5.30 pm  
Venue: Rennes Room - Civic Centre

Members are invited to attend the above meeting.

If you have an enquiry regarding any items on this agenda, please contact Sharon Sissons, Democratic Services Officer (Committees) on 01392 265115.

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

### *Membership -*

Sills (Chair), Newby (Deputy Chair), Atkinson, Branston, Buswell, Hannaford, Henson, D, Lamb, Lyons, Moore, D, Moore, J, Owen, Packham and Pattison

## **Agenda**

### **1 Apologies**

### **2 Minutes**

(Pages 5 -  
8)

To approve and sign the minutes of the Strategic Scrutiny Committee held on 21 November 2019.

### **3 Declarations of Interest**

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

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

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

**"RESOLVED** that, under Section 100A (4) of the Local Government Act 1972, the press and public be excluded from the meeting for the particular items of business on the grounds that they involve the likely disclosure of exempt information as defined in the relevant paragraph(s) of Part 1 of Schedule 12A of the Act."

**5 Questions from Members of the Public Under Standing Order 19**

Details of questions should be notified to the Corporate Manager Democratic and Civic Support by 10.00am at least three working days prior to the meeting. Further information is available from Democratic Services on 01392 265115 and also on the Council web site - <https://exeter.gov.uk/council-and-democracy/councillors-and-meetings/speaking-at-a-committee/>

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

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

**7 2020/21 Budget Strategy and Medium Term Financial Plan**

(Pages 9 - 22)

To note the report of the Chief Finance Officer presented to the Executive on 14 January 2020.

**Towards Carbon Neutral Exeter**

**8 Towards Carbon Neutral Exeter - Update January 2020**

(Pages 23 - 38)

To consider the report of the Exeter City Futures Programme Director.

**9 Presentation - Energiesprong**

Adrian Pengelly - Service Lead Housing Assets will present information and explain the work that is being done on an Energiesprong housing retrofit as part of the update on the carbon agenda.

This is part of an example of a retrofit scheme that demonstrates what can be achieved and points to solution for retrofit schemes for existing Council housing stock. The City Council is also pioneering the Energiesprong standard for retrofit and Passivhaus standard for new build.

Ian Hutchcroft (Innovation Director Regen) will also be in attendance to share his experience of best practice and the challenge of making this main stream as part of the carbon neutral Exeter road map.

**10 Presentation - Consultation on the Future Building Homes Standard 2025**

Howard Smith - Principal Project Manager (Development) is coordinating the response from the City Council to the consultation for *The Future Homes*

*Standard: which includes options to vary Building Regs Parts L and F of the Building Regulations for new dwellings in 2020 as well as 2025.*

The consultation documents can be found [HERE](#). Members are invited to offer comments towards the coordinated response which will be made by the closing deadline date of 7 February 2020.

### **Date of Next Meeting**

The next scheduled meeting of the Scrutiny Committee - Community will be held on **Thursday 12 March 2020** at 5.30 pm in the Civic Centre.

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## STRATEGIC SCRUTINY COMMITTEE

Thursday 21 November 2019

### Present:

Councillor Sills (Chair)

Councillors Newby, Buswell, Lamb, Lyons, Moore, D, Moore, J, Owen and Pattison

### Apologies:

Councillors Atkinson and Hannaford

### Also present:

Director (BA), Director (DB), City Solicitor & Head of HR, Corporate Manager Democratic and Civic Support and Democratic Services Officer (SLS)

### In Attendance:

Councillor Bob Foale - Portfolio Holder for City Development & Planning

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### MINUTES

The minutes of the meeting of the former Place Scrutiny Committee held on 12 September 2019 were taken as read, approved and signed by the Chair as correct, subject to the following amendment:-

In Minute 47 (Public Questions) and the correction of the name of a member of the public asking a question to read Tere Wells and not Williams.

The minutes of the meeting of the former Corporate Services Scrutiny Committee held on 26 September 2019 were taken as read, approved and signed by the Chair as correct.

Councillor D Moore sought some further information relating to the following which officers would respond to: -

- Minute 32 - budgets relating to the public conveniences, and the income changes derived from the offer of free car parking on Thursday nights;
- Minute 34 - update on Zebcat and
- Minute 35 - update on health and safety information.

2

### DECLARATIONS OF INTEREST

No declarations of interest were made.

3

### QUESTIONS FROM THE PUBLIC UNDER STANDING ORDER 19

In accordance with Standing Order 19, a member of the public, Mr J Burns submitted the following question on the potential roll out of 5G in the city:-

5G represents untested, uninsurable, exponential escalation of wireless communications technology already considered a fundamental threat to the health of all living organisms.

Will Exeter City Council please interrogate the independent research with impartiality and integrity, resisting the introduction of 5G and proliferation of other frequencies for the sake of citizens and eco-systems?

Councillor Foale, Portfolio Holder City Development & Planning, made the following points:-

- no requirement for planning permission for multi-national companies who may erect the necessary poles,
- the varying medical opinion on the safety of 5G,
- Planning Member Working Group on behalf of the Council had responded to a Government consultation,
- he was aware of the strength of feeling by a large group of local residents and suggested that Members convene a task and finish working group.

Mr Burns on putting a supplementary question hoped that Councillor Foale would continue to be involved in this regard. Councillor Foale confirmed that he would be available as appropriate.

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#### **NEW SCRUTINY PROGRESS**

The Corporate Manager Democratic and Civic Support referred to the recent review of the Governance arrangements resulting in the establishment of two new Scrutiny Committees. The Strategic Scrutiny Committee cuts across the corporate priorities of the Council. He identified the changes in the scope, and although there was no longer the role of pre-scrutiny, there were other enhancements such as a greater opportunity to hold Executive to task, and for Members to initiate a call-in of decisions. Members would also be asked to suggest a study of specific areas of interest through the setting up of task and finish working groups. The Scrutiny Programme Board would provide a sounding board for the business of Scrutiny Committee, as well as promote an understanding of how scrutiny would continue to operate. A further meeting of the Scrutiny Programme Board would be held on the 16 December to pick up on the discussions and business identified at this meeting. A Member's comment on the inclusion of a proposed draft framework in relation to consultation and engagement was noted and would be progressed.

Members noted the presentation.

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#### **PRESENTATION OF HALT 5G PETITION**

The Chair welcomed the public to the meeting and referred to the receipt of a petition referred from Devon County Council from the Exeter Halt 5G Group, as the City Council had responsibility for planning permission in the city. The petition contained 107 signatures, with 47 signatories identified with an Exeter address. It was noted that there was an ongoing petition on Change.Org from the Halt 5G in Exeter with over 1,000 signatures. The petition had been initiated to show the Group's concerns regarding the installation of 5G transmitters in Exeter, with an appeal to postpone the rollout of 5G in Exeter pending the outcome of an independent investigation. A briefing note circulated to Members set out the main issues.

Members were supportive of the formation of a Task and Finish Group to discuss this matter further and during discussion raised the following points:-

- experts in the field with a good level of scientific and technical knowledge should be invited, including those with a medical and planning background.
- technical corporations should also be invited to be held account.

- whether Exeter could follow Brighton and Hove City Council who had recently banned the installation of 5G masts, due to perceived public health concerns. The Director (BA) referred to the briefing note which set out some of the context in terms of health grounds and the limited role as a planning authority.
- whether lampposts owned by Devon County Council were 5G enabled. The Director (DB) advised that Devon County Council had discussed the enablement of lampposts. Many local authorities had street lighting systems that were low powered, wireless and remotely controlled, but he could obtain further information from the County Council if required.

Following the debate, Councillor Lyons formally proposed the formation of a Task and Finish Group to discuss 5G, which was seconded by Councillor Pattison. The nomination was unanimously agreed by Members.

The Chair welcomed the establishment of a Task and Finish Group, and advised that any such requests would be taken to the Scrutiny Programme Board to be assessed against Council priorities, and any resource implications. It would be necessary to identify a scoping document, the number of meetings, membership, and invitations to experts in the field. A group of five members, with Councillor Newby from the Conservative Group and Councillor J Moore from the Progressive Group, together with Councillors Buswell, Owen and Pattison from the Labour Group were identified. It was noted that other Members with an interest in this subject could be invited to contribute.

The Corporate Manager Democratic and Civic Support responded to a Member's enquiry about the opportunity for recommendations to be made to Executive. He also reminded Members of the timeline of the forthcoming Programme Board, meaning that the first meeting of the task and finish group would not be convened until at least the New Year. Three or four meetings were likely to be held over a period of two or three months before coming back to a future meeting of this Scrutiny Committee. The Director (BA) responded to a Member's concerns about any future rollout of 5G before the discussions were completed, and reiterated that there was currently no roll out of 5G planned, but any such requests would be dealt with through the normal planning process.

Strategic Scrutiny Committee noted the petition and supported the formation of a Task and Finish Group, with the above membership, which would be discussed at the forthcoming Scrutiny Programme Board on the 16 December with the results of that meeting being reported to the next Strategic Scrutiny Committee.

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### **ITEMS FOR CONSIDERATION FOR FUTURE MEETINGS**

The Chair referred to a number of items for future consideration by the Scrutiny Committee which included:-

- Exeter City Futures an update on Progress and
- Climate Change Neutral agenda

A Member also requested an update on Implementation of the Air Quality Improvement Plan.

Strategic Scrutiny Committee noted the items.

(The meeting commenced at 5.40 pm and closed at 6.15 pm)

Chair

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## **REPORT TO EXECUTIVE**

**Date of Meeting: 14 January 2020**

## **REPORT TO COUNCIL**

**Date of Meeting: 21 January 2020**

**Report of: Chief Finance Officer**

**Title: 2020/21 BUDGET STRATEGY AND MEDIUM TERM FINANCIAL PLAN**

### **Is this a Key Decision?**

No

\* One that affects finances over £1m or significantly affects two or more wards. If this is a key decision then the item must be on the appropriate forward plan of key decisions.

### **Is this an Executive or Council Function?**

Council

#### **1. What is the report about?**

- 1.1 To provide a strategic overview of the budgetary position for the 2020/21 financial year and beyond including an indication of the likely level of available resources and the known demand for resources and the proposals to ensure that a balanced budget is achieved.

#### **2. Recommendations:**

- 2.1 It is recommended that the contents of the report are noted and that the proposals to establish a balanced revenue budget and capital programme are approved by the Executive.

#### **3. Reasons for the recommendation:**

- 3.1 The Council is required to set a balanced budget and Council Tax prior to the start of the financial year.

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

- 4.1 The Council has a Medium Term Financial Plan that contains proposals to ensure it is balanced next year. However the impact of the proposed Business Rates reset and the ending of the New Homes Bonus could have a significant and damaging effect on the Council's finances. The report notes the potential resources available to the Council over the medium term and the demand for those resources based on the worst case scenario of a full reset of business Rates in 2021/22 and the withdrawal of New Homes Bonus beginning the same year.

#### **5. Section 151 Officer comments:**

- 5.1 Subject to the outcome of the settlement from Government, the Council is in a position to propose a balanced and funded budget for 2020/21. The assumptions are set out below and include an assumed £5 increase in Council Tax. Very significant and difficult decisions will be required in order to reduce the gap between likely resources and current expenditure in the following three years where reductions of around £3.7 million seem likely based on the latest consultations and the Spending review 2019. Councillors will have to make some very difficult decisions over the next year to identify areas which they are willing to consider for reduction.

## **6. What are the legal aspects?**

6.1 As part of the budget and the Council Tax fixing process, the Council is required by the Local Government Finance Act 1992 to make various specific calculations and decisions:-

- (a) it must calculate its budget requirement in accordance with Section 32 of the Act;
- (b) it must calculate the City Council element of the Council Tax - first for Band D and then for all bands - in accordance with Sections 33 to 36;
- (c) it must set the overall Council Tax for each band in accordance with Section 30.

## **7. Monitoring Officer's comments:**

7.1 Any issues of concern will be raised at the meeting.

## **8. Report details:**

### **8.1 Local Government Provisional Finance Settlement 2020-21**

#### *8.1.1 1 year Settlement*

The Government confirmed in the Spending Review that the changes proposed to the Business Rates Retention scheme were being delayed for a year and that a 1 year settlement would follow.

The provisional settlement for 2020/21 was announced in December and the figures in the Medium Term Financial Plan have been updated.

#### *8.1.2 New Homes Bonus*

The Government have indicated that whilst New Homes Bonus will be payable again this year, the 2020-21 element of the allocation will be for one year only. This indicates that New Homes Bonus is coming to an end. Whilst this is expected to lead to an award of approximately £2.417 million for 2020/21, this will roughly halve in 2021/22 and then reduce by a further 50% in 2022/23 before ending the following year. As the Council requires £1.9 million to meet its current obligations, this will require significant reductions over the next three years.

### **8.2 Business Rates**

8.2.1 The Government have delayed the implementation of the Business Rates retention reform and the review of the formula that underpins it. This has meant that the reset, expected in 2020/21 has been put back a year. This is positive news for Exeter as we benefit from being significantly above our baseline needs. The review is expected to be implemented in 2021/22, which will have a significant, negative impact on our resources, as set out in section 8.5

### **8.3 Council Tax**

8.3.1 The medium term financial plan is based upon an assumption that under the council tax referendum threshold, Shire District councils will be allowed increases of less than 2% or up to and including £5, whichever is higher. The Government have consulted on maintaining the £5 option. Exeter's budget strategy for next year assumes that council tax will increase by £5, which, along with the estimated surplus on the collection fund of £109,657 and increase in the taxbase will raise an extra £255,863.

## 8.4 Other Budgetary Assumptions

8.4.1 An overall allowance of £470,490 has been set aside for inflation. The inflationary increases allowed in the budget are:

Pay Award	2.0%
Pay – Increments	0.5%
Electricity	0%
Gas	0%
Oil	2.5%
Water	0.0%
Insurance	0%
Rates	2.5%
Fuel	3.0%
General Inflation	0.0%
Income (excluding Car Parks)	3.0%

8.4.2 General inflation has again been held at zero; however where there are contracts in place, inflation at around RPI has been added. The pay award for 2020/21 has not yet been agreed. An estimate of 2% has been included within budgets.

8.4.3 The medium term financial plan includes the impact on interest earned from the Council borrowing, long term, £49.5 million. This has had a positive impact on the Council and should provide sufficient cash to deliver projects currently in the capital programme.

## 8.5 Likely Revenue Resources 2019/20 To 2023/24

8.5.1 Resources remain broadly similar to the medium term financial plan as the Government has agreed the four year settlement, however at the end of the four year settlement a significant reduction is anticipated when the Government implement the business rates reset.

	2019/20 £'000	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
RSG	365	387	642	0	0
Council Tax	5,831	6,087	6,226	6,479	6,736
Business Rates	6,239	6,411	4,221	4,304	4,387
<b>Resources</b>	<b>12,435</b>	<b>12,885</b>	<b>11,089</b>	<b>11,456</b>	<b>11,829</b>
Increase/(decrease)		450	(1,796)	367	373
Annual % change		3.6%	(13.9%)	3.3%	3.3%

## 8.6 Additional Spending Pressures

8.6.1 Additional Spending Pressures over the period are set out in Appendix 1 and total:

	2019/20 £'000	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
Additional Pressures	1,083	1,481	70	271	174

## 8.7 Revenue Savings And Other Budgetary Reductions

8.7.1 The updated Medium Term Financial Plan (MTFP) is set out in Appendix 2. The MTFP has identified a gap in resources from 2021/22. The reduction required by 2023-24 totals £3.7 million or 29% of the net budget of the Council. This reduction is in addition to the savings already identified and set out below:-

	2019/20 £'000	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000
Savings identified	(1,963)	(2,270)	(424)	0	0

## 8.8 General Fund Capital Programme

8.8.1 Attached at Appendix 3 is the proposed general fund capital programme for the next three years.

	2020/21 £'000	2021/22 £'000	2022/23 £'000
New Bids	0	0	0
Pre-approved	27,025	5,227	1,374
<b>Total</b>	<b>27,025</b>	<b>5,227</b>	<b>1,374</b>

## 8.9 Risk Assessment

8.9.1 It has already been mentioned above in this report that our financial forecasts are based on a number of assumptions including the level of inflation, interest rates, income levels, support from the government and general prevailing economic conditions. The main risk to the Council's financial position is as follows:

- The Governments review of the future funding formula for Local Government, including a business rates rest, coupled with the potential loss of New Homes Bonus, leaves a significant gap in funding over the Medium Term Financial Plan. The overall impact of both streams of funding stopping in the next four years would require reductions of around £3.7 million.

Although the Council faces risks from the assumptions and uncertainties outlined above these have been mitigated by the following:

- Adopting a prudent approach to financial forecasting which involves obtaining information from external professional sources
- Continuous monitoring and review of the key factors together with regular reports to Members on any key issues
- Regular budget monitoring meetings with budget managers to ensure that budget pressures are identified at the earliest opportunity
- The adoption of robust financial management arrangements including option appraisal, risk assessment and financial monitoring
- Retaining a prudent level of reserves and balances

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

9.1 This is the strategic overview of the financial position of the Council

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

10.1 The risks relate to failing to set a balanced Council budget and are mitigated by regular reporting to the Strategic Management Board and Members.

**11. Equality Act 2010 (The Act)**

11.1 Under the Act's Public Sector Equalities Duty, decision makers are required to consider the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

11.2 In order to comply with the general duty authorities must assess the impact on equality of decisions, policies and practices. These duties do not prevent the authority from reducing services where necessary, but they offer a way of developing proposals that consider the impacts on all members of the community.

11.3 In making decisions the authority must take into account the potential impact of that decision in relation to age, disability, race/ethnicity (includes Gypsies and Travellers), sex and gender, gender identity, religion and belief, sexual orientation, pregnant women and new and breastfeeding mothers, marriage and civil partnership status in coming to a decision.

11.4 In recommending this proposal no potential impact has been identified on people with protected characteristics as determined by the Act because: because

11.4.1 The report determines the taxbase for the whole City.

**12. Are there any other options?**

12.1 Not applicable

**Dave Hodgson**  
**Chief Finance Officer**

Author: Dave Hodgson

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

None

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

	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's
<b><u>Unavoidable or Already Committed from Previous Years</u></b>				
Living Wage	25	25	25	25
Housing Benefit Admin grant reduction	60	60	60	60
Pension revaluation	293			
Pension Backfunding	37	51	53	
Members expenses	34			
Loss of income from TDC - shared service	38			
Apprenticeship Levy	7			
	<b>494</b>	<b>136</b>	<b>138</b>	<b>85</b>
<b><u>New Revenue Bids - Recurring</u></b>				
Leisure Project - revenue costs		(178)		
New fleet contract	550	142	83	39
Tourism additional Staff budget (budget error)	54			
Harbour patrol team	53			
JE results - public realm	25			
Procurement budget rebalance	120			
Additional costs of new grading Structure	55			
	<b>857</b>	<b>(36)</b>	<b>83</b>	<b>39</b>
<b><u>New Revenue Bids - Non Recurring</u></b>				
Tour of Britain	30	(30)		
Climate budget	50	(50)		
	<b>80</b>	<b>(80)</b>	<b>0</b>	<b>0</b>
<b><u>Revenue Costs Arising from New Capital Bids</u></b>				
Unsupported Borrowing Costs of Capital - Repayment of Loan	50	50	50	50
	<b>50</b>	<b>50</b>	<b>50</b>	<b>50</b>
<b>TOTAL</b>	<b>1,481</b>	<b>70</b>	<b>271</b>	<b>174</b>

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MEDIUM TERM REVENUE PLAN (2015/16 - 2020/21)

	2018/19 £'000	2019/20 £'000	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000	
<b>Resources</b>							
Revenue Support Grant	62	365	387	642	673	706	
Business Rates Income (assumed by Government)	4,842	4,064	4,124	4,221	4,304	4,387	
Business Rates growth	2,619	2,025	2,137	0	0	0	
Business Rates pooling / pilot benefit	954	150	150	0	0	0	
NNDR Deficit to Cover	(1,090)	(560)	0	0	0	0	
CIL income	474	325	95	95	95	95	
New Homes Bonus	2,591	2,518	2,417	1,127	678	0	
Council Tax	5,623	5,831	6,087	6,226	6,479	6,736	
<b>Likely resources</b>	<b>16,075</b>	<b>14,718</b>	<b>15,397</b>	<b>12,311</b>	<b>12,229</b>	<b>11,924</b>	
<b>Expenditure</b>							
<b>Service expenditure</b>							
Committee expenditure base budget	12,852	12,975	12,697	12,408	11,254	10,825	
Inflation	500	602	500	500	500	500	
Potential increase in service costs	568	1,083	1,481	70	271	174	
Budgeted reductions	(945)	(1,963)					
	12,975	12,697	14,678	12,978	12,025	11,499	
Supplementary Budgets	2,313	2,476					
Net Interest	(215)	77	527	484	468	461	
Forecast Committee movements	(2,150)	33					
RCCO	701	1,665	0	0	0	0	
Repayment of debt	608	582	635	1,205	1,227	1,249	
Additional repayment of debt	423	0	291	0	0	0	
	14,655	17,530	16,131	14,667	13,720	13,209	
<b>Other funding</b>							
Contribution to/ (from) earmarked reserves	1,717	(2,485)	37	(243)	(170)	(101)	
Contribution to/ (from) balances - Other	(297)	(327)	1,499	(389)	(121)	16	
	1,420	(2,812)	1,536	(632)	(291)	(85)	
<b>Further reductions required</b>				<b>(1,300)</b>	<b>(1,200)</b>	<b>(1,200)</b>	<b>(3,700)</b>
<b>Potential reductions identified</b>			<b>(2,270)</b>	<b>(424)</b>	<b>0</b>	<b>0</b>	
<b>Total Net Budget</b>	<b>16,075</b>	<b>14,718</b>	<b>15,397</b>	<b>12,311</b>	<b>12,229</b>	<b>11,924</b>	

(3,700)

Opening General Fund Balance	4,692	4,395	4,068	5,567	5,178	5,057
Closing General Fund Balance	4,395	4,068	5,567	5,178	5,057	5,073
Balance as a percentage of budget	27.3%	27.6%	36.2%	42.1%	41.4%	42.5%

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GENERAL FUND - CAPITAL PROGRAMME 2020/21 AND FUTURE YEARS						
SCHEMES	NEW BID	2020/21	2021/22	2022/23	Future Years	What the scheme is trying to achieve
		£	£	£	£	
<b>Chief Executive &amp; Growth Director</b>						
Annual Contribution to Strata		53,900	53,900	53,900	53,900	Contribution to Strata led projects
Idox System for Planning		90,010				
Land Charges		5,390				
Cemeteries		6,150				
<b>TOTAL</b>		<b>155,450</b>	<b>53,900</b>	<b>53,900</b>	<b>53,900</b>	
<b>Communities, Health, Well Being, Sport &amp; Leisure</b>						
Leisure Centre Essential Enhancements		1,041,600	-			To provide essential enhancements to existing leisure facilities.
Leisure Complex - Build Project		18,366,210	14,000			To develop a new leisure complex and swimming pool on part of the bus station site to replace Pyramids.
Bus Station Construction		3,119,030	25,000			To redevelop Exeter's Bus and Coach Station.
Disabled Facility Grants		720,000	720,000	720,000	720,000	To meet the legal duty to pay grants to enable disabled people to remain in their homes.
<b>TOTAL</b>		<b>23,246,840</b>	<b>759,000</b>	<b>720,000</b>	<b>720,000</b>	
<b>Environment and City Management</b>						
Vehicle Replacement Programme		550,000	550,000	550,000	550,000	To ensure that the Council's vehicles are replaced so that a safe and reliable fleet is maintained.
Parks Infrastructure		100,000				To ensure public safety in parks and open spaces. Works include resurfacing parking areas and repairs to steps, railings and gates.
Cemeteries & Churchyards Infrastructure Improvements		20,000	20,000			To provide adequate and safe access to graves. Works include improvements to path and road layout and surfacing improvements and provision of suitable parking.
Energy Saving Projects		1,945,380				The core aim for all projects is to reduce risk to the Council from the rapidly changing energy markets. The projects will address security of supply, mitigate the impact of inevitable increased energy costs, and bring income to the council.
Outdoor Leisure Facilities		115,350				To provide facilities at Omaha Drive.

**GENERAL FUND - CAPITAL PROGRAMME 2020/21 AND FUTURE YEARS**

SCHEMES	NEW BID	2020/21	2021/22	2022/23	Future Years	What the scheme is trying to achieve
		£	£	£	£	
Repair Canal Bank at M5		26,890				To re-strengthen and raise canal banks at this known vulnerable location.
Replacement of Mallison Bridge (Exeter Quay)		317,600				The current bridge has been identified as requiring replacement by DCC engineers. Opportunity to replace with a flatter, wider, 'fit for use' bridge to cater for heavy use.
Purchase of Harbour Patrol Vessel for Exe Estuary		20,000				Purchase of RHIB type vessel for Harbour Patrol purposes in order to comply with Port Marine Safety Code requirements to deter speeding and monitor the use of the Estuary as part of ECC's Safety Management System.
Repairs to Turf Lock Pier Head		73,500				Stabilisation work to Turf Lock Pier Head by providing rock protection on the seaward side and making good displaced masonry slabs in other areas.
Repairs to Salmonpool Bridge		25,000				To refurbish and re-deck Salmonpool Bridge to prevent the bridge deteriorating to a dangerous standard and to maintain access over the canal and ensure the cycle network is not compromised.
Repair to Walls at Farm Hill		60,000				To ensure stability and integrity of structures.
Bank Repairs & Stabilisation to Watercourses		20,000				To ensure stability and integrity of watercourses at Pinhoe, Monkerton and Northbrook to prevent bank slips/blockages that could result in localised flooding in populated areas.
Waste Infrastructure		259,200	144,000			To reduce on-street presentation of domestic and commercial rubbish. Infrastructure to consist of communal domestic waste collection points in selected streets, 'Recycle on the Go' bins in the city centre and communal trade waste facilities.
Improved recycling containers			2,150,000			To provide recycling containers to implement kerbside-sort recycling collection, incorporating glass and food waste collection.
Enhance the Materials Reclamations Facility			1,500,000			To provide necessary improvements to the Materials Reclamation Facility and ensure adapted for the planned improvements to rubbish collection.

**GENERAL FUND - CAPITAL PROGRAMME 2020/21 AND FUTURE YEARS**

<b>SCHEMES</b>	<b>NEW BID</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>Future Years</b>	<b>What the scheme is trying to achieve</b>
		<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	
Capitalised Staff Costs		50,000	50,000	50,000	50,000	To provide for the cost of certain Council employees, which will be directly involved in the construction or acquisition of assets and qualify as capital expenditure, including engineers and surveyors.
<b>TOTAL</b>		<b>3,582,920</b>	<b>4,414,000</b>	<b>600,000</b>	<b>600,000</b>	

<b>Communications, Tourism &amp; Culture</b>						
Council Signage Improvement		40,000				A phased replacement of council signage across the city.
<b>TOTAL</b>		<b>40,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	

<b>TOTAL CAPITAL PROGRAMME</b>		<b>27,025,210</b>	<b>5,226,900</b>	<b>1,373,900</b>	<b>1,373,900</b>	
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## REPORT TO Strategic Scrutiny Committee

Date of Meeting: 16 January 2020

Report of: Liz O'Driscoll

Title: Towards Carbon Neutral Exeter - Update January 2020

### Is this a Key Decision\*?

*\* One that affects finances over £1m or significantly affects two or more wards. If this is a key decision then the item must be on the appropriate forward plan of key decisions.*

No

### Is this an Executive or Council Function?

Executive to Council

#### 1. What is the report about?

- 1.1. On 23 July 2019, Full Council agreed that Exeter City Futures would be asked to take the lead on delivering against the recommendations within the "Towards Carbon Neutral Exeter". This report outlines progress against those recommendations and provide key updates on the activities that will support Exeter to become carbon neutral by 2030.

#### 2. Recommendations:

- 2.1. For Members to note progress that is being made on bringing forward the Carbon Neutral Exeter 2030 Roadmap.

#### 3. Reasons for the recommendation:

- 3.1. Full Council recognises that the commitment to make a whole City carbon neutral is beyond the authority of a single Council and that urgent action needs to be taken in collaboration with organisations across the City to ensure that we can deliver on our commitment. There will be a significant level of change required and it is critical that Members are aware and fully engaged at every stage of the process.

#### 4. What are the equality and diversity impacts of this decision?

- 4.1. A completed EqIA is attached as an Appendix.

#### 5. What are the resource implications including non-financial resources:

- 5.1. There are no additional resource implications as a result of this report. Full Council have previously agreed to provide £30,000 to bring additional support for planning and delivery of Exeter City Futures' activities related to the roadmap. ECC will support the activities using existing resources.

#### 6. Section 151 Officer comments:

- 6.1 The £30,000 has been allocated from the business rates pilot funds and therefore are built into the budget. Longer term, Council will need to address how the commitment to deliver a carbon neutral Council will be delivered financially.

#### 7. What are the legal aspects?

7.1 None identified.

## **8. Monitoring Officer Comments:**

8.1 This report raises no issues for the Monitoring Officer.

## **9. Report details:**

9.1. The attached paper “Towards A Carbon Neutral Exeter - Update Dec’19” provides an overview of progress against each of the activities that Exeter City Futures was asked to undertake to develop a roadmap for a carbon neutral Exeter.

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

10.1. The reduction of congestion within Exeter is a priority objective of the City Council's Corporate Plan which proposes that ECC will work towards our ambition of a city where transport is not a barrier to accessing education, jobs, services or social activities, and where sustainable means of travel are cheaper, quicker and more convenient than private car ownership.

10.2. Decreasing carbon-intensive transportation will play an important role in limiting future emissions. Policies that encourage compact, pedestrianised zones, zero emission vehicles and modal shifts toward walking, cycling, public transport, as well as shorter commute distances, will be key to delivering the carbon neutral target. Delivering these policies will also offer additional benefits including reduced air pollution, congestion and road fatalities, and improved health outcomes from more active travel and cleaner air.

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

11.1. There is the risk that the business community and residents of Exeter do not support the work of Exeter City Futures to develop the roadmap or the 12 Goal approach to delivering a carbon neutral Exeter and therefore Exeter City Futures are unable to collate and deliver a shared roadmap for the City. This will be mitigated through: comprehensive engagement of stakeholders to identify challenges and barriers from their specific perspectives; an open summit event that enables all sectors of the City to come together and review the barriers and identify practical action that will be taken; the establishment of a Mandate Group comprised of representatives from all stakeholder Groups to validate the roadmap.

11.2. Exeter City Council recognises that many other groups across the City are also working on developing responses to the climate emergency, including the recently formed Devon Zero Carbon Task Force. There is a risk that Exeter City Council is perceived as not supporting or aligning with activities at the regional level. This will be mitigated by ensuring robust linkage to the wider regional activities and by working in partnership with neighbouring authorities and with Devon County Council to ensure that the outcomes of the Exeter focussed work are an integral part of regional plans.

## **12. What is the impact of the decision on health and wellbeing; safeguarding children, young people and adults with care and support needs, economy, safety and the environment?**

12.1. In delivering the commitment for a carbon neutral Exeter there will be a positive impact on the health and wellbeing of the residents of Exeter, community safety, the environment and the economy. Achieving the target will offer benefits including reduced air pollution,

congestion and road fatalities, and improved health outcomes from more active travel and cleaner air.

12.2. Additional assessment is included in the EqIA.

**13. What other options are there, and why have they been dismissed?**

13.1. The roadmap could be produced without stakeholder consultation and engagement but would likely not succeed.

**Liz O'Driscoll**  
**Exeter City Futures Programme Director**

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

**Background papers used in compiling this report:**

None

Contact for enquiries:  
Democratic Services (Committees)  
Room 2.3  
01392 265115

**Equality Impact Assessment** - To be completed using the checklist of questions at the end of the table



**Title of work being assessed: Carbon 2030 Roadmap**

**Introduction**

This report seeks to update Members on the progress of the carbon neutral roadmap for Exeter.

**Lead officer: Liz O’Driscoll**

**Service Manager:**

**Stakeholders:**

For each of the areas below, an assessment has been made on whether the policy has a **positive, negative or neutral impact**, and brief details of why this decision was made and notes of any mitigation are included. Where the impact is negative, a **high, medium or low assessment** is given. The assessment rates the impact of the policy based on the current situation (i.e. disregarding any actions planned to be carried out in future).

**High impact** – a significant potential impact, risk of exposure, history of complaints, no mitigating measures in place etc.

**Medium impact** –some potential impact exists, some mitigating measures are in place, poor evidence

**Low impact** – almost no relevancy to the process, e.g. an area that is very much legislation led and where the Council has very little discretion

	Neutral	Positive	Negative
<b>Protected characteristic/ area of interest</b> <b>Race and ethnicity</b> (including Gypsies and Travellers; migrant workers asylum seekers etc.)		The effects of climate change have a higher impact on those with protected characteristics. The roadmap will help mitigate this impact	
<b>Disability</b> (as defined by the Equality Act - a person has a disability if they have a physical or mental impairment that has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities)	No impact		
<b>Sex/Gender</b>	No impact		
<b>Gender reassignment</b>	No impact		
<b>Religion and belief</b>	No impact		
<b>Sexual orientation</b> (including heterosexual, lesbian, gay, bisexual)	No impact		

<p><b>Age</b> (children and young people aged 0 – 24, adults aged 25 – 50, younger older people aged 51 – 75/80; older people 81+. The age categories are for illustration only as overriding consideration should be given to needs).</p>		<p>The decision will have a positive impact on young people by enabling them to be part of discussing and developing the plans.</p>	
<p><b>Community relations</b></p>		<p>The decision will enable communities to be at the heart of developing the roadmap to carbon neutral and to ensure that their concerns and opinions are taken into account.</p>	
<p><b>Human Rights</b></p>		<p>The decision will ensure that all Members of the City community (businesses and residents) are able to be involved in discussion the development of the roadmap to carbon neutral.</p>	

<b>Actions identified as a result of the impact assessment</b>			

<b>Equality Impact Assessment Report Questions checklist</b>	
1.	Describe the piece of work you are assessing and the reason it is being carried out. Are you: <ul style="list-style-type: none"> <li>○ Making a strategic budget proposal</li> <li>○ Developing a new policy, strategy or project</li> <li>○ Reviewing and revising a policy, strategy or project</li> <li>○ Reviewing a function or a service</li> <li>○ Restructuring a service.</li> </ul> Include any options appraisal and if you have a preferred option explain why.
2.	What are the timescales for completing the work? What committee deadlines do you have to meet?
3.	What are the aims and objectives of the work? How do these link to wider council or strategic objectives.
4.	Who will be the main beneficiaries of the piece of work and in what way? All people in Exeter? Council staff? A specific stakeholder group? A combination of these?
5.	What data do you have on how different groups would be affected by the work?
6.	What research studies or reports have been carried out in other areas of the country or nationally that provide information about the likely impact of your work on equality groups?
7.	What consultation has taken place or is planned with customers (individuals and groups) from equality groups?
8.	What does the consultation indicate about any differential positive or negative impact(s) of this piece of work?
9.	If there are gaps in your previous or planned consultation and research are there any experts/relevant groups that can be contacted to get further views or evidence on the issues? If so please explain who they are and how you will obtain their views.
10.	If you have indicated there is a negative impact on any group, is that impact Legal; Intended; of high or low impact?
11.	If you identified any negative impact that is of low significance, can you minimise or remove it? If so how?
12.	Could you improve the strategy/policy/project's positive impact and if so how?

13.	How do you intend to continue monitoring the impact of this strategy/policy/project?
14.	If there are gaps in your evidence base, do you need to carry out any further research about the likely impact of your work on equality groups?
	<b>There might be a time delay here as you will need to get the results of your consultation before you can continue working your way through the questions.</b>
15.	As a result of this assessment and available evidence collected, including consultation, what if any changes do you need to make to the strategy/policy/project?
16.	Will the changes planned ensure that the negative impact is: Legal; Intended; of low impact?
17.	What monitoring/evaluation/review process have you set up to check the successful implementation of the strategy/policy/project?
18.	How will this monitoring/evaluation further assess the impact on the equality groups/ensure the strategy/policy/project is non-discriminatory?
19.	Please provide an action plan showing any recommendations that have arisen from the assessment and how you plan to take them forward. Are your actions SMART (specific, measurable, achievable, relevant and time-based).
20.	When will you next review this work and the impact assessment?

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## Towards a Carbon Neutral Exeter

### Progress Update: December 2019

On 23 July 2019, Full Council agreed that Exeter would declare a climate emergency and commit to making Exeter a carbon neutral City by 2030. In a paper authored by Exeter City Futures titled “Towards a Carbon Neutral Exeter”, a range of recommendations were made which were unanimously accepted by the Council. Exeter City Futures was asked to take the lead on delivering against these recommendations, a role which the organisation was honored to take on.

This report outlines progress against those recommendations and provide key updates on the activities that will support Exeter to become carbon neutral by 2030.

**Recommendation 1:** *The Exeter target is framed in a way that links to wider regional targets. This shows Exeter’s intention to decrease its emissions without increasing emissions in the wider region.*

Since making the commitment for a carbon neutral Exeter, Devon County Council have also declared a climate emergency and have mobilised the Devon Climate Emergency Response Group which brings together a range of regional authorities and key industry. The group have commissioned some analysis from The Centre for Energy and the Environment (University of Exeter) to provide baseline greenhouse gas inventories for the region.

The latest figures state that Exeter’s emissions were **545,620 t CO<sub>2</sub>e** in 2017. The breakdown of these emissions per sector, as well as how they compare to other regional authorities is in Figure 1 below.

In the analysis, emissions have generally been considered from sources within the geographic boundary. Sources have been categorised into the sectors and emissions have been reported within these sectors as far as possible given data availability. Aviation and marine emissions have been excluded from the analysis because the assumptions used in the data require further investigation.

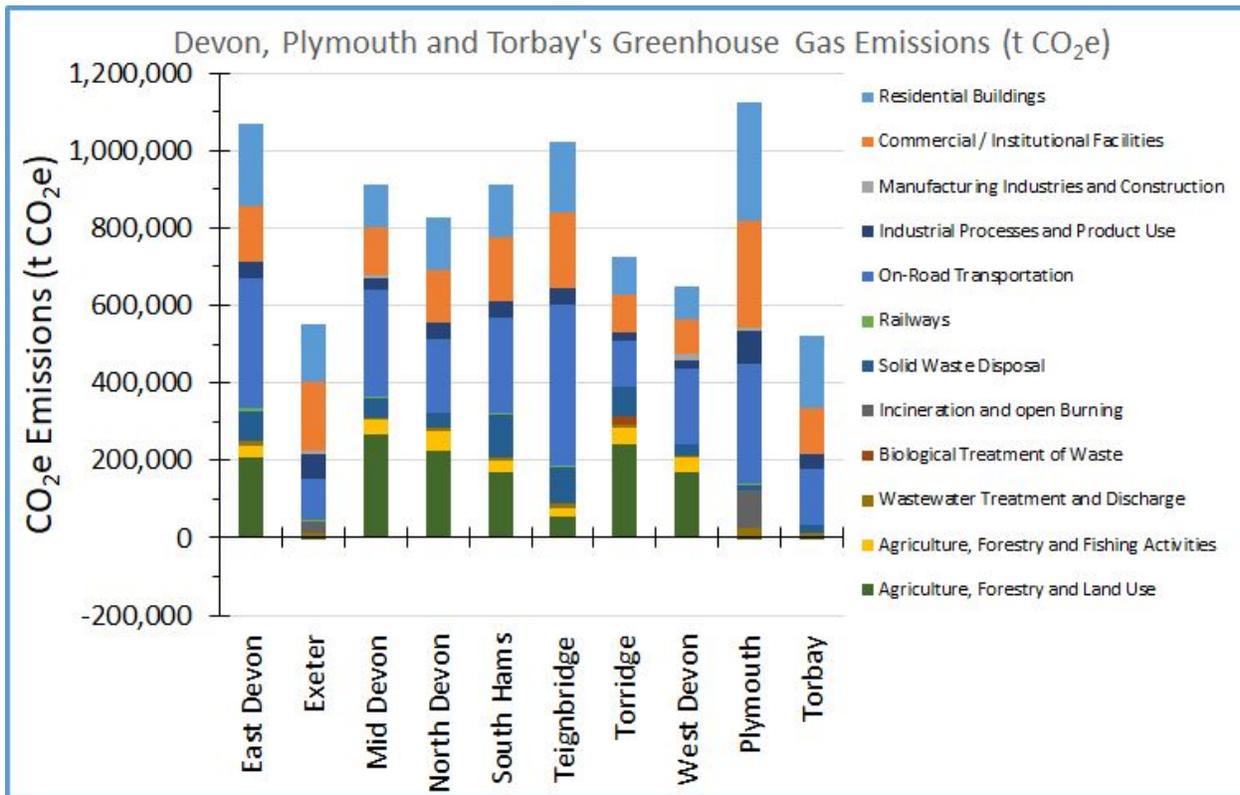


Figure 1: CO<sub>2</sub>e emissions across Devon in 2017

**Recommendation 2:** All ECF CIC Member organisations commit to their operations becoming carbon neutral ahead of the 2030 date and mobilise resource to develop internal plans to deliver the target.

Exeter City Council, Devon County Council and the University of Exeter have all declared a climate emergency and have made commitments to make their own operations carbon neutral.

Exeter City Council has commissioned work to determine its own carbon footprint and is currently collecting data.

The University of Exeter has released its [climate emergency plan](#) that states ambition to be carbon neutral for direct emissions by 2040, and to reduce indirect emissions by 50% by 2030, with a plan to reach net zero by 2050 (while aiming for 2040).

The Royal Devon and Exeter NHS Foundation Trust has released its [Sustainable Development Management Plan](#) which sets out how the Trust will approach its role as a sustainable healthcare provider, making sure that in everything it does the environment and wider society

are considered, along with direct patient impact and financial costs. Part of the plan includes how they will work with local partners for broader changes that promote sustainability and improve the wellbeing of the communities they serve, including the commitment to making Exeter a carbon-neutral city by 2030.

Devon County Council has declared a climate emergency and have committed to facilitating the reduction of Devon's carbon emissions to net-zero by 2050 at the latest. Devon County Council have collaborated with other organisations in Devon to established the [Devon Climate Emergency Response Group](#) to implement a response to the Devon Climate Emergency. The Council has a target to reduce its own carbon emissions by 50% by 2030.

Exeter College and Oxygen House (represented on the ECF CIC Board by via Global City Futures) are developing strategies to be released in the new year.

**Recommendation 3:** *A “Carbon-Neutral Working Group” is convened by ECF CIC to establish a city plan for delivery that builds on the [Energy Independence Roadmap](#) produced by ECF CIC and uses the 12 Goals as the basis of the approach.*

The concept of the carbon neutral delivery team at this stage has not been released. The announcement of this recommendation led to a flurry of companies asking if and how they could join because the name gave the perception that only this team would have the opportunities for commercial contracts. This was not the rationale for the recommendation and in hindsight the naming was misjudged.

The commitment for the City to be carbon neutral will require significant change to be made at every level of the City, therefore the roadmap needs to be generated through open engagement rather than by a closed group. Furthermore, analysis of evidence collected to date and a detailed review of other leading Cities highlights that the outline objective we have already set within the Exeter City Futures Goals outline what we need to do to become carbon neutral. We don't need to spend more time discussing what needs to be done. Focus needs to be given instead to understanding what are the barriers that are preventing our City from mobilising these activities.

There is, however, significant benefit to be offered to Member organisations and key partners from the formation of a co-located agile group of members and key partners; this “Carbon Neutral Delivery Team” denotes a group of people who are all committed to delivering the City's carbon neutral commitment rather than a specifically selected team who own the task. This informal “Team” will allow for peer alignment and early identification and sharing of challenges and risks.

ECF provides a convening force for these interactions. Already DCC, ECC and UoE are seeking to co-locate those tasked with sustainability within their own organisations at the ECF offices for the benefit of sharing ideas and challenges and identifying areas for collaboration.

This recommendation also had a number of sub-recommendations and progress is reported under each below:

*3a: Draw together existing evidence and data to establish baseline state of the City presented under each of the 12 Goals*

As we begin the journey towards carbon neutral it is important that we understand the current state (or 'status quo') of our City. Whilst we are not starting from nothing, we need to understand where we are now so that we can fully assess the scale of ambition, innovation and investment required to deliver the 12 Goals and achieve a carbon-neutral status.

The 12 Goals for the City can be grouped into four themes: Energy, Mobility, Sustainability and Capability. These themes align strongly with the themes of many other leading Cities, thus enabling a degree of comparison with our peers as well as monitoring of our own progress.

A report titled "Towards Carbon Neutral Exeter: Key Facts 2019" has been drafted which collates data around the four themes identified above, as well as including an additional section that relates to general life in Exeter. The report is currently being reviewed by key stakeholders and is scheduled for release mid-December.

*3b: Conduct a full audit of the City to highlight gaps between current plans and what is required to achieve a carbon-neutral City*

The audit of the City is an area where progress has been below expectations. Exeter City Futures does not currently have resource capacity to undertake a review to formally capture all projects and capabilities that are already working towards the agenda.

A range of showcase projects have been submitted by Member organisations and these are displayed on the exeter City Futures website under our Explore Showcase page. This, however, is not an analytical review.

*3c: Define a clear city plan showing outcomes that will need to be met to deliver a carbon neutral city, how existing activities support and where there are gaps.*

Carbon neutral by 2030 is an ambitious target. Success will depend, in our view, on the degree to which we manage to position, and evolve the development of a city plan (roadmap) as an entirely shared enterprise and successfully leverage the will of the people from right across the city.

Our engagement and analysis work to date - including the Energy Independence Report - has identified many of the things we need to do; the key now is to identify the factors that are in the way, preventing practical actions from being taken. Barriers that are tangible, as well as those to do with attitudes and behaviour.

With the financial support of Exeter City Council we have engaged a limited amount of external specialist support for overall event management and for a designated programme of community engagement. We are now planning the public launch of this city-wide initiative, working with an event brand “Net-Zero Exeter” that fits within the brand hierarchy of the City (logo being designed).

Arts organisation Encounters are leading on the public engagement to understand concerns and barriers relating to the carbon neutral commitment. Encounters will deliver engagement in up to 10 locations across the City. We are currently engaging with Members and the Community Builders to determine these locations.

The launch event will be described as a Mobilisation Summit and is scheduled for 26 March 2020, in a city centre location (discussions about logistics are already underway). The event is not about working out what to do, instead it will be focussed on working out what is standing in our way and will be a combination of formal presentations and panel discussions. There will also be exhibition spaces, showcasing great projects in the City, potential new technologies and output from community engagement activities. We are hoping that there will be “fringe” events too, run by our partners (which could range from schools to clubs to businesses...)

We are already planning a media package to inform people of the event and aiming for a microsite to be launched with the outline programme (core and fringe) on January 7th, with some key events and activities defined by the 20th December.

In the lead up to the event we will be conducting workshops and community focus group sessions. These will help inform our overall strategy, and the precise make-up of the event programme.

### *3d: Identify immediate opportunities and crucial first steps*

Identification of activities will come from the mobilisation event.

**Recommendation 4:** *A “Carbon Neutral Mandate Group” is convened by ECF CIC through a series of summits to validate, challenge and endorse the Roadmap produced by the Carbon-Neutral Working Group.*

A draft of the terms of reference for the Mandate Group has been completed and reviewed by Exeter City Council's democratic services lead. It is proposed that a core membership is formed

by invitation and then a wider membership selected by this core from nominations/expressions of interest.

Devon County Council have released proposals for a Citizens Assembly and it will be necessary to ensure that the scope of the Exeter Mandate Group is defined and alignment is articulated appropriately. Further review is required before calling for members.

**Recommendation 5:** ECF CIC request assistance from the University of Exeter to establish an academic team that can: a) Agree a robust definition of what is included in the measurement of Exeter's carbon emissions and how this accounts for the carbon emissions created in the wider region by commuters; b) Define the measurement framework for the carbon neutral journey (real-time or periodic); c) Define the optimal way for Exeter to consider its carbon-reduction strategies and the impact on wider regional emissions; d) Analyse potential solutions to consider carbon savings, cost and social impact.

To date no progress has been made on this recommendation by Exeter City Futures. However, several organisations and local authorities are currently working with University of Exeter to obtain detailed carbon footprints / emissions baselines.