EXECUTIVE

Date: Tuesday 8 July 2025
Time: 5.30 pm
Venue: Rennes Room, Civic Centre, Paris Street, Exeter

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

If you have an enquiry regarding any items on this agenda, please contact Liz Smith, Democratic Services Officer on 01392 265425.

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

Membership -
Councillors Bialyk (Chair), Wright (Deputy Chair), Asvachin, Foale, Patrick, Vizard, Williams, R and Wood

Agenda

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

1 **Apologies**

To receive apologies for absence from Committee members.

2 **Minutes**

To approve and sign the minutes of the meeting held on 20 May 2025, 19 June 2025 and 24 June 2025. (Pages 5 - 20)

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 Act 1972 - Exclusion of Press and Public**

It is considered that the Committee would be unlikely to exclude the press and public during consideration of any of the items on the 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 for the consideration 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 1, Schedule 12A of the Act

5 **Questions from the Public Under Standing order No. 19**

To receive questions relating to items on the Agenda from members of the public and responses thereto.

Details of questions should be notified to the Democratic Services Manager by 10.00am at least three working days prior to the meeting. Further information about speaking at a committee can be found here: Speaking at a Committee

6 **Matters referred by Scrutiny Committees**

To consider recommendations made to the Executive from Scrutiny Committees.

7 **Corporate Plan Report**

To consider the report of the Strategic Director for People and Communities. (Pages 21 - 68)

8 **Newtown Community Project – Triangle Car Park amends**

To consider the report of the Strategic Director for Place. (Pages 69 - 86)

9 **Costed Organisational Carbon Footprint Projections to 2030**

To consider the report of the Strategic Director for Place. (Pages 87 - 184)

10 **Joint Habitats Sites Mitigation Strategy**

To consider the report of the Strategic Director for Place. (Pages 185 - 196)

11 **Local Development Scheme: Summer 2025**

To consider the report of the Strategic Director for Place. (Pages 197 - 218)

Date of Next Meeting

The next scheduled meeting of the Executive will be held on **Tuesday 12 August 2025** at 5.30 pm in the Civic Centre.

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

Find out more about Exeter City Council services by looking at our web site *http://www.exeter.gov.uk.* This will give you the dates of all future Committee meetings and tell you how you can ask a question at a Scrutiny Committee meeting. Alternatively, contact Democratic Services at committee.services@exeter.gov.uk

Individual reports on this agenda can be produced in other formats on request to Democratic Services committee.services@exeter.gov.uk

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EXECUTIVE

Tuesday 20 May 2025

Present:
Councillor Bialyk (Chair)
Councillors Wright, Asvachin, Foale, Patrick, Vizard, Williams, R and Wood

Also present:
Councillor Darling
Councillor Miller-Boam
Councillor Haigh (as an opposition group Leader);
Councillor Hughes (as an opposition group Leader);
Councillor Holland (as an opposition group Leader);
Councillor M. Mitchell (as an opposition group Leader); and
Councillor Moore (as an opposition group Leader);

Also present:
Chief Executive, Strategic Director for Corporate Resources, Strategic Director of Operations, Strategic Director for People and Communities, Head of Service - Environment and Waste, Head of Service - HR, Workforce Planning and Organisational Development and Democratic Services Manager

37 CHAIRS ANNOUNCEMENTS

The Leader welcomed Councillor Patrick to the Executive as the Portfolio Holder for City Development.

The Leader also welcomed Councillor Darling as the new Member Champion for Culture and City Centre and Councillor Miller-Boam as the Member Champion for Community Safety & Engagement.

38 MINUTES

The minutes of the meeting held on 1 April 2025, were taken as read, approved and signed by the Chair as a correct record.

39 DECLARATIONS OF INTEREST

No declarations of disclosable pecuniary interests were made.

40 QUESTIONS FROM THE PUBLIC UNDER STANDING ORDER NO. 19

No questions from members of the public were received.

41 REQUEST FOR A VARIATION OF HACKNEY CARRIAGE FARES

The Executive received the report on a request from the Chair of Exeter St Davids Hackney Carriage Association, to increase the Hackney Carriage Fare Tariff and determine whether to proceed to public consultation based on the proposed tariff table included with the report.

Particular reference was made to:-

- the variation of Hackney carriage charges was the only licensing matter requiring Executive approval, under primary legislation and required periodic review;
- the proposed public consultation was double the minimum requirement of the Local Government Miscellaneous Provisions Act to allow full public input;
- the fare-setting formula used was a nationally recognised system, originally devised by Guildford Borough Council. Local figures had been input into the formula; and
- detailed information and a comparison of current and proposed fares was outlined in Appendix B of the report.

During the discussion, Executive Members raised the following points and questions:-

- there had been a seven-year period where there had been no Hackney fare increases until more recently;
- the current proposal was considered to be a fair and necessary adjustment, especially for the area;
- Appendix B was praised for its clarity, and highlighted that although certain tariffs appeared large, they were offset by increased distance units, meaning passengers travelled further for the same cost;
- issues for Hackney drivers included longer waiting times and short fares, which had impacted on drivers' earnings;
- the inclusion of a luggage cost was supported as being fair, given the additional service provided by drivers;
- the legal basis for the four-week consultation period was questioned, and whether it should be extended to six weeks to align with the Council's consultation charter;
- there was an emphasis on including disability and age-related groups in the consultation due to medium negative risk identified in Equality Impact Assessment;
- the service provided by Hackney Carriage drivers was considered to be excellent and the proposed increase was welcomed;
- the proposed fare figures were based on actual local costs;
- Exeter's Hackney fleet was approximately 50% wheelchair accessible, reflecting strong local control and commitment to accessibility; and
- the quality and presentation of Exeter taxis were praised, notably their reliability and being compliant with Euro 6 or better environmental standards.

An opposition group leader supported the supported the recommendation and noted that the proposed fares would place Exeter in the top quartile nationally. He also highlighted that the proposals had been benchmarked against other authorities and noted the reduction in fuel costs which had also supported making savings.

In response to questions raised, the Head of Service - Environment and Waste advised that:-

- after the first mile, a flat rate was applied. The calculation in combined the first mile and running mile, with an example being the two-mile fare being £7.60;
- the consultation period was set by Section 65 of the Local Government (Miscellaneous Provisions) Act 1976; and
- extending the consultation period to six weeks would be difficult to meet the Executive meeting deadlines for August, however, it was within the gift of the Executive to amend the recommendation.

The Leader moved and Councillor Wright seconded an amendment to the recommendations to read as follows:-

(1) the proposals be put out to public consultation to run from 27 May 2025 until 8 July 2025 (6 weeks); and
(3) where there are representations made, that the matter be brought back to Executive on 23 September 2025 for determination.

The Leader moved the recommendations, which were seconded by Councillor Wright, voted upon, and CARRIED unanimously, as amended.

RESOLVED that the Executive approves that:

(1) the proposals be put out to public consultation to run from 27 May 2025 until 8 July 2025 (6 weeks);
(2) a public notice containing the proposed variation table be published in one local newspaper during the consultation period; and
(3) where there are representations made, that the matter be brought back to Executive on 23 September 2025 for determination.

42 **REVIEW OF EQUALITY, DIVERSITY AND INCLUSION POLICY**

The Executive received the report which sought approval for the adoption of the revised Equality, Diversity and Inclusion (EDI) Policy, which had been updated to reflect organisational changes and feedback following the EDI Mini Peer Review undertaken in 2024.

The Leader highlighted a recently circulated email regarding the recent Supreme Court judgment, clarifying its implications for the policy.

During the discussion, Executive Members raised the following points and questions:-

- the report highlighted that each Councillor had a personal responsibility to comply with the policy under the Equality Act 2010 and the Public Sector Equality Duty;
- the EQIA showed the Council workforce data showed a 50:50 make female gender spilt across the Council.
- was there variation between different departments of the council?
- it was noted that the People Management system ‘iTrent’ was not currently set up to allow for non-binary input from users, and it was asked whether there been any staff feedback on this issue?
- thanks were made to the Chief Executive and officers for report and the work that had been undertaken;
- the review and update of the EDI policy was welcomed and was progressing positively to be accessible for all; and
- whether there was any work being undertaken to support women in the workplace with pre-menopausal or menopausal symptoms?

The Leader highlighted the positive speeches of both the outgoing Lord Mayor and Deputy Lord Mayor at the Annual Council meeting, which reflected the city's positive attitude towards EDI.

Opposition group leaders raised the following points and questions:

- what arrangements would be made for Councillor EDI training, and would that training be compulsory?
- the public support expressed by Members at the Annual Council was welcomed and was appreciated by the non-binary community; and
- with the EQIA was it possible to reconsider the specific impact assessment for gender reassignment in the light of the Supreme Court judgment.

In response to questions raised, the Strategic Director for People and Communities advised that:-

- further details on the 50:50 split could be provided at a departmental level and the main variations in the male female ratio could be seen in front line services where more manual workforces operated;
- as part of the EDI review work, a new EDI training programme had been agreed for implementation this year and within the HR Improvement Plan recruitment strategy was being reviewed and this work would be informed by the information provided by staff on their protected characterises to help the Council to become more reflective of the community;
- through the HR Improvement Plan the Council was engaging with the 'iTrent' system provider to explore options for more inclusive data collection on protected characteristics;
- no specific feedback had been received from staff regarding the inability to select non-binary options, partly because the system currently did not ask;
- the Council was always open to alternative methods for staff to indicate non-binary identity if system changes were not possible;
- HR had run two successful staff campaigns to encourage sharing of personal information regarding sharing information on protected characteristics, and this was reinforced by the Chief Executive, in the new video introducing the EDI training and had been welcomed by staff;
- EDI training includes learning modules for Members who will be strongly encouraged to undertake, advice from Democratic Services would be sought to identify the most accessible delivery methods;
- the request to update the impact assessment on the EQIA for those undergoing gender reassignment could be revised if agreed by the Chair and be re-issued to Members (Revised EQIA appended to minutes); and
- there was a Menopause Policy and a staff support group.

The Leader moved the recommendations, which were seconded by Councillor Wright, voted upon, and CARRIED unanimously.

RECOMMENDED that Council approve the adoption of the revised Equality, Diversity and Inclusion Policy.

43 **DISPOSAL REPORT SEEKING AUTHORITY TO DISPOSE OF THE FORMER CLIFTON HILL LEISURE CENTRE.**

The Executive received the report which sought approval for the disposal of the Former Clifton Hill Leisure Centre site to the highest bidder for the delivery of a 100% Affordable Rent Extra Care housing scheme for older people, following receipt of tenders.

Particular reference was made to:-

- Exeter City Council had originally sold the site to Exeter City Living (ECL) for £2.4 million which was considered at that time, to be a significant undervalue compared to the independent market value for best consideration purposes;
- Secretary of State approval had been granted for the sale, enabling the Council to buy back the site back from ECL for approximately £3.03 million;
- the site had since been gone out to tender, and had received a number of bids, in which the highest bid recommended for approval was £3.375 million. Another higher bid submitted was received, but was withdrawn;
- the bid would deliver a 72-unit affordable rent extra care scheme on the site and an independent valuation had been undertaken for best consideration purposes;
- the current sale was deemed to be an undervalue of £425,000;
- due to changes in procurement rules and new subsidy controls, the subsidy control report included in the agenda would be sent to the Government for formal registration as an undervalued sale; and
- a letter of support had been received from Devon County Council for the development of an additional extra care facility in the city.

During the discussion, Executive Members raised the following points and questions:-

- although the report refers to an undervalue, the Council had foregone £425,000 in potential receipts by not permitting student accommodation, demonstrating the Councils commitment to delivering 100% affordable rent, extra care housing and prioritising community needs and a balanced use of the site;
- the letter of support from Devon County Council highlighting the need for extra care schemes was welcomed;
- the preferred buyer was acknowledged for their sustainable building practices, including the use of air source heat pumps and solar PV;
- the approach maintained a balance of maintaining both green spaces and delivering homes;
- there was interest in further community engagement, particularly with residents around Portland Street, regarding the development and planning application process;
- the development would help free up NHS beds, as evidenced by the success of the similar Edwards Court facility;
- the location was in a scenic area adjacent to Belmont Park, and would be a highly desirable living area for future residents; and
- the development would reduce pressure on other facilities and support independent living for residents.

The Leader advised that following an enquiry received that day, that recommendation 2.2 of the report sought delegated authority to the Head of Commercial Assets in consultation with the Strategic Director of Corporate Resources and himself, and that the final terms would be considered appropriately, notably the safety aspects. He further advised that he would notify ward Councillors and the Executive of the outcome of any further discussions with the developer.

Opposition group leaders raised the following points and questions:

- the Leader was thanked for his time in responding to the enquiry and confirming how they would proceed, notably in addressing active travel and bike storage;
- was the sale and receipts money going to be used to address the debt or be used to move projects forward?

- could it be confirmed that recommendation 2.3 of the report is a Council decision?
- the recommendation and the site future use was welcomed; and
- clarification was sought on figures outlined in the report and sequence of events with the selling and buying of the land.

In response to questions raised, the Strategic Director for Corporate Resources advised that:-

- the Council would include opportunities for community engagement in negotiations with the developer, and would be working to develop a programme for ongoing engagement;
- there was an outstanding debt associated with the site of £3.037 million and would be paid off from the capital receipt and monies from the sale of Mary Arches and the majority of the Mary Arches capital receipt, once received, would be available for future capital projects;
- the Council could not leave any outstanding debt once an asset is disposed of;
- the capital receipts from this sale and the Mary Arches sale together would more than cover the outstanding debt related to Exeter City Living (ECL); and
- the outstanding debt was not limited to just Clifton Hill but to other projects and when the Council previously sold the site to ECL, the best consideration value was over £7 million, necessitating that Secretary of State approval was needed due to significant undervalue.

The Leader advised that previous safety concerns, particularly from the police, would be revisited in discussions with the developer and highlighted that the Council could achieve a higher sale price by breaking the Council's promise not to build student accommodation. He confirmed this was not an option being pursued and that the Council was committed to maintaining community trust and honouring prior commitments.

The Leader moved the recommendations, which were seconded by Councillor Wright, voted upon, and CARRIED unanimously

RESOLVED that the Executive agree:

(1) the sale of the Former Clifton Hill Leisure Centre site to Preferred Homes Limited for £3.375 million at an undervalue of £425,000, conditional upon planning approval being granted for the delivery of 100% Affordable Rent Extra Care housing scheme for older people; and

(2) that the Head of Commercial Assets, in consultation with the Strategic Director of Corporate Resources (s.151 officer) and the Leader, be granted delegated authority to approve the final terms of the sale.

RECOMMENDED that Council approve a budget for £50,000, funded by anticipated capital receipts to cover disposal costs (including external agency and legal fees) associated with this sale.

(The meeting commenced at 5.30 pm and closed at 6.25 pm)

Chair

The decisions indicated will normally come into force 5 working days after publication of the Statement of Decisions unless called in by a Scrutiny Committee. Where the matter in question is urgent, the decision will come into force immediately. Decisions regarding the policy framework or corporate objectives or otherwise outside the remit of the Executive will be considered by Council on 10 June 2025

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Exeter City Council

Equality Impact Assessment: *Equality, Diversity and Inclusion Policy review February 2025*

Updated May 2025

The Equality Act 2010 includes a general duty which requires public authorities, in the exercise of their functions, to have due regard to the need to:

- **Eliminate discrimination**, harassment and victimisation and any other conduct that is prohibited by or under the Act.
- **Advance equality of opportunity** between people who share a relevant protected characteristic and people who do not share it.
- **Foster good relations** between people who share a relevant protected characteristic and those who do not

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.

Authorities which fail to carry out equality impact assessments risk making poor and unfair decisions which may discriminate against particular groups and worsen inequality.

Committee name and date:	**Report Title**	**Decisions being recommended:**	**People with protected characteristics potentially impacted by the decisions to be made:**
SMB 15 April	Equality, Diversity and Inclusion Policy review February 2025	Adoption and implementation of the revised policy	All protected characteristics are impacted.

Factors to consider in the assessment: For each of the groups below, an assessment has been made on whether the proposed decision will have a **positive, negative or neutral impact.** This is must be noted in the table below alongside brief details of why this conclusion has been reached and notes of any mitigation proposed. 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

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
Race and ethnicity (including Gypsies and Travellers; migrant workers; asylum seekers).	**Positive**	**High**	The policy sets out the Council's commitment in promoting equality and tackling social exclusion as a service provider, community leader and employer. Current iTrent HR data shows that of those staff who have provided information 25% are from a Black, Asian or minority ethnic background. The 2021 census, 9.7% of Exeter residents are from Black, Asian and minority ethnic communities. The council is in the process of developing minimum standards for collecting data on our customers and staff to understand how many people within protected characteristics would be impacted by our policies and functions.
	Positive	**High**	Following the death of George Floyd and the Black Lives Matter protests in 2020, and in response to a recommendation from the Council's review of the General Buller Statue, the Senior Management Board and Executive Members have developed an Anti-Racism Statement which is included in the policy at (see Appendix A). This sets out specific commitments in relation to this protected characteristic. There is no hierarchy of rights in the Equality Act 2010 or this policy, however occasionally actions to support one protected characteristic may inadvertently discriminate against people sharing another protected

	Negative **Negative**	**Low** **Low**	characteristic. Where this occurs each case will be looked at with reference to case law and best practice to ensure that the action is proportionate and necessary to achieve a legitimate aim e.g. protection against discrimination. Staff for whom English is an additional language may need additional support to access the policy and be made aware of the protections it affords. The Translation and Interpretation Policy and guidance will address this.
Disability: 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 impact on their ability to carry out normal day-to-day activities. This can include mental health issues, learning disabilities, sensory impairments and neurodiversity.	**Positive** **Negative**	**High** **Low**	The policy sets out the Council's commitment in promoting equality and tackling social exclusion as a service provider, community leader and employer. The council is in the process of developing minimum standards for collecting data on our customers and staff to understand how many people within protected characteristics would be impacted by our policies and functions. Current ITrent HR data shows only 3.8% of staff declared a disability. This is likely to be an element of under reporting within this figure as 2021 census shows 18.2% of people in Exeter declared a disability. There is no hierarchy of rights in the Equality Act 2010 or this policy, however occasionally actions to support one protected characteristic may inadvertently discriminate against people sharing another protected characteristic. Where this occurs each case will be looked at with reference to case law and best practice to ensure that the action is proportionate and necessary to achieve a legitimate aim e.g. protection against discrimination.

	Negative **Negative**	**Low** **Low**	However the Equality Act gives employers and organisations a responsibility to make 'reasonable adjustments' for people with disabilities. People on long term sick leave may be unaware of the policy. Line Managers have the responsibility to ensure all returning employees from long term leave are properly informed about the council's policy changes and updates upon their return to work. This is outlined in the Sickness Management policy. Some staff may need additional support to access the policy due to a disability such as sensory impairment or dyslexia. The Translation and Interpretation Policy and guidance will address this.
Sex/Gender	**Positive**	**High**	The policy sets out the Council's commitment in promoting equality and tackling social exclusion as a service provider, community leader and employer. Current iTrent HR Metrics show that the sex of staff is evenly split 50:50 male and female though this changes when looking at service level. It should be noted that ITrent does not allow for non-binary answers. The 2021 census shows Exeter residents are 51% female and 49% male.
Gender reassignment	**Positive** **Negative**	**High** **High**	The policy sets out the Council's commitment in promoting equality and tackling social exclusion as a service provider, community leader and employer. In the 2021 census 0.6% of people identified as having a different gender to the sex on their birth certificate, trans or non-binary. Following the Supreme Court Ruling in April that the definition of sex in the Equality Act 2010 refers to biological sex only, the Equality and Human Rights Commission is consulting on a revised statutory Code of Practice. This is likely to have an impact on how the Council provides

			some services and facilities, in particular toilets and changing facilities, for trans people. The Council will explore the impact of the Code once it has been agreed and respond accordingly.
	Negative	**Low**	Anyone under treatment which keeps them away from work for a long period may be unaware of the policy. Line Managers have the responsibility to ensure all returning employees from long term leave are properly informed about the council's policy changes and updates upon their return to work. This is outlined in the Sickness Management policy.
Religion and belief (includes no belief, some philosophical beliefs such as Buddhism and sects within religions).	**Positive**	**High**	The policy sets out the Council's commitment in promoting equality and tackling social exclusion as a service provider, community leader and employer. The 2021 census shows the following information on how Exeter residents identify their religious beliefs: • 48.5% No religion • 40% Christian • 0.5% Buddhist • 0.5% Hindu • 0.2% Jewish • 2.2% Muslim • 0.1% Sikh • 0.7% other religion • 7.4% not answered
	Positive	**High**	The policy also includes a statement setting out the Council's support for the International Holocaust Remembrance Alliance working definition of Antisemitism which will have positive impact on Jewish customers and staff.

<table>
<tr><td></td><td>Negative</td><td>Low</td><td>The policy does not include any other such statements for other religions or ethnicities however this does not preclude them from being added in the future as the policy can be reviewed and updated at any time.</td></tr>
<tr><td>Sexual orientation (including heterosexual, lesbian, gay, bisexual).</td><td>Positive</td><td>High</td><td>The policy sets out the Council’s commitment in promoting equality and tackling social exclusion as a service provider, community leader and employer.

In the 2021 census 86.2% of Exeter residents identified as straight/heterosexual and 5.3% as LGBTQ+. 8.5% did not answer.</td></tr>
<tr><td>Age (children and young people aged 0-24; adults aged 25-50; younger older people aged 51-75/80; older people 81+; frail older people; people living with age related conditions. The age categories are for illustration only as overriding consideration should be given to needs).</td><td>Positive</td><td>High</td><td>The policy sets out the Council’s commitment in promoting equality and tackling social exclusion as a service provider, community leader and employer.

2021 census data for Exeter residents:

<table>
<tr><th>geography</th><th colspan="2">Exeter</th></tr>
<tr><th>measures</th><th>value</th><th>percent</th></tr>
<tr><td>Age</td><td></td><td></td></tr>
<tr><td>Total</td><td>130,709</td><td>100.0</td></tr>
<tr><td>Aged 4 years and under</td><td>5,884</td><td>4.5</td></tr>
<tr><td>Aged 5 to 9 years</td><td>6,201</td><td>4.7</td></tr>
<tr><td>Aged 10 to 15 years</td><td>7,293</td><td>5.6</td></tr>
<tr><td>Aged 16 to 19 years</td><td>10,591</td><td>8.1</td></tr>
<tr><td>Aged 20 to 24 years</td><td>16,349</td><td>12.5</td></tr>
<tr><td>Aged 25 to 34 years</td><td>17,990</td><td>13.8</td></tr>
<tr><td>Aged 35 to 49 years</td><td>23,168</td><td>17.7</td></tr>
<tr><td>Aged 50 to 64 years</td><td>21,507</td><td>16.5</td></tr>
<tr><td>Aged 65 to 74 years</td><td>11,178</td><td>8.6</td></tr>
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<table>
<tr><td>Aged 75 to 84 years</td><td>7,329</td><td>5.6</td></tr>
<tr><td>Aged 85 years and over</td><td>3,219</td><td>2.5</td></tr>
</table>

Current iTrent data shows the number of staff in age categories:
<table>
<tr><th>Age</th><th>Number of employees</th></tr>
<tr><td><21</td><td>168</td></tr>
<tr><td>21-30</td><td>207</td></tr>
<tr><td>31-40</td><td>166</td></tr>
<tr><td>41-50</td><td>274</td></tr>
<tr><td>51-60</td><td>284</td></tr>
<tr><td>>60</td><td>155</td></tr>
<tr><td></td><td></td></tr>
</table>
</td>
</tr>
<tr>
<td>Pregnancy and maternity including new and breast feeding mothers</td>
<td>Positive

Negative</td>
<td>High

Low</td>
<td>The policy sets out the Council’s commitment in promoting equality and tackling social exclusion as a service provider, community leader and employer.

Anyone who is away from work for a long period may be unaware of the policy. Line Managers have the responsibility to ensure all returning employees from long term leave are properly informed about the council’s policy changes and updates upon their return to work. This is outlined in the Pregnancy and Maternity Leave Policy.</td>
</tr>
<tr>
<td>Marriage and civil partnership status</td>
<td>Positive</td>
<td>High</td>
<td>The policy sets out the Council’s commitment in promoting equality and tackling social exclusion as a service provider, community leader and employer.</td>
</tr>
<tr>
<td colspan="4"><u>Actions identified that will mitigate any negative impacts and/or promote inclusion</u></td>
</tr>
</table>

- Ensure the policy can be made available in additional languages and formats and that managers ensure anyone with additional language needs is made aware of the policy and the protections it affords.
- Review the implications of the revised Equality and Human Rights Commission Code of Practice for how trans people, as well as men and women, access the Council services and facilities.

Officer: Melinda Pogue-Jackson
Date: 17 February 2025
Updated 21 May 2025

REPORT TO EXECUTIVE

Date of Meeting: 8th July 2025

REPORT TO COUNCIL

Date of Meeting: 22nd July 2025

Report of: Chief Executive

Title: Draft Corporate Plan 2025-2028

Is this a Key Decision?

No

Is this an Executive or Council Function?

Executive to recommend to Council

1. What is the report about?

1.1 This report seeks members' agreement to the draft Exeter City Council Corporate Plan ('The draft Plan') 2025-2028. The Plan outlines the key priorities and strategic outcomes for the next three years, focusing on the 4 priorities of Local Economy, Homes, People, and Sustainable Environment, underpinned by a Well-Run Council.

The report also presents the outcome of the corporate plan consultations, which includes feedback from residents and stakeholders.

2. Recommendations:

2.1 That Executive recommends that Council approves the Exeter City Council Corporate Plan 2025-2028 and endorses the strategic priorities and intended outcomes identified in the plan;

2.2 That Executive and Council note the findings from the consultation report and previous surveys; and

2.3 That any necessary drafting amendments before publication be delegated to the Chief Executive, in consultation with the Leader of the Council.

3. Reasons for the recommendation:

3.1 The draft Plan represents the council's business plan, confirms the strategic priorities of the council and sets out the priorities for delivering those strategic priorities within available resources. The draft Plan aligns with the aspirations of the Exeter Vision 2040.

3.2 The priorities within the draft Plan have been subject to extensive consultation to ensure as much as possible that residents, members and other stakeholders were given the opportunity to understand and comment on the draft priorities.

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

4.1The implementation of the new Corporate Plan 2025-2028 will require collaboration across the Council and through on-going engagement with residents and partners. Financial resources will be allocated to support the delivery of strategic priorities outlined in the plan, and these will be identified within the annual budget setting process and delivery of key outputs and outcomes will be monitored through a new corporate priorities performance management system.

5. Section 151 Officer comments:

5.1 The Corporate Plan, if approved, will be linked to the Council's medium term financial plan to assist members in understanding where they are prioritising their spend. The adoption of the plan itself does not commit Council to any additional funding.

6. What are the legal aspects?

6.1 There is no specific legal obligation for local authorities to publish a corporate plan. However, they are considered to be good practice and demonstrate effective governance. They are widely used by local authorities as a strategic management tool to set out a council's vision, priorities and objectives.

6.2 The main statutory duty that relates to corporate plans is the Best Value Duty which was introduced by the Local Government Act 1999. This requires local authorities to secure continuous improvement in how they carry out their functions '...having regard to a combination of economy, efficiency and effectiveness'.

7. Monitoring Officer's comments:

7.1 Members will note the legal aspects above. The Monitoring Officer has no additional comments.

8. Report details:

8.1 The draft Plan has been developed through consultation with residents, stakeholders, and Executive Member officer workshops. The plan outlines the key priorities for the next three years, focusing on Local Economy, Homes, People, and Sustainable Environment, supported by a well-run Council. The Executive has used feedback from surveys and consultations, including the Exeter Resident Survey 2024, the Exeter Budget and Corporate Priorities Consultation 2025 and the Corporate Plan Consultation 2025, to shape the plan.

Following initial consultation, the Executive Committee undertook a series of steps to produce the new Corporate Plan. This included reviewing consultation feedback to identify common themes and priorities, holding strategic planning sessions to align these priorities with the Council's long-term vision and objectives, and drafting the Corporate Plan based on this feedback. The draft plan was then subject to further consultation with the public and partner organisations.

8.2 Key priorities and intended outcomes outlined in the Corporate Plan 2025-2028 (Annex A):

Local Economy:

- A thriving, diverse, and resilient city which can adapt to changing conditions
- An increase in independent shops and a low level of empty shops
- Businesses will be reporting increase in footfall and business success
- A vibrant cultural and tourism offer
- A safe and thriving night-time economy

People:

- Health inequalities will reduce.
- Communities will be more resilient.
- More residents, including those from our priority neighbourhoods and communities, will be participating in leisure and cultural events and activities.
- A safe and thriving city with great things to see and do for everyone.

Homes:

- Better quality, energy efficient and more affordable homes to buy or rent.
- New housing developments that are well integrated into existing communities.
- Fewer people will be homeless or in temporary housing.
- The number of people on the social housing waiting list will reduce

Sustainable Environment:

- A city taking action to mitigate and adapt to the impacts of climate change.
- A carbon-neutral city.
- Well-maintained parks, open spaces and biodiversity across the city

8.3 Well-Run Council

These priorities are supported by operating a well-run council, with the following intended outcomes:

Well-Run Council

- A balanced budget achieved by focusing on priorities, efficient delivery of services and sustainable income-generation.
- Effective investment and maintenance programmes for the assets that underpin our business
- Delivery of cost effective and accessible customer focused services enabling more people to self-serve when and how they want, with a face-to-face offering for those who need it.
- Open and transparent decision making

8.4 Consultation Findings:

The consultation report, (Annex B), highlights both positive and negative feedback from residents. While there is broad support for the Corporate Plan, some concerns were raised about the feasibility of certain initiatives and the impact on local services. The Exeter Resident Survey 2024 Resident survey results - Exeter City Council and Budget consultation results - Exeter City also provided valuable insights into residents' priorities and perceptions, informing the new Corporate Plan 2025-2028.

8.5 Consultation Feedback Supporting the Corporate Plan:

Local Economy

Residents expressed positive perceptions about better retail and leisure options, which would incentivise visits to the City Centre more often, reducing the need to travel to other towns/cities. They also appreciated the idea of a vibrant and thriving high street/city centre, which would contribute to economic growth and make Exeter a more attractive city

Homes

Feedback indicated strong support for more/better housing, which can enable people working in Exeter but living outside to reside within the city. Residents also highlighted the perception that more housing would reduce homelessness. The idea of reducing housing waiting lists and providing more secure housing was also well-received.

People

The vibrant cultural offer was seen positively, making Exeter a better, healthier, and more interesting place to live. Residents believed that this would create jobs, attract businesses, and lead to better prosperity. The idea of making Exeter a city people are proud of and a better place to live and shop was also supported

Sustainable Environment

Becoming carbon neutral was perceived positively, with residents highlighting benefits such as better air quality and a greener, healthier, and safer environment. Maintaining green spaces and allotments was also seen as enhancing this priority.

8.6 Negative perceptions raised through Corporate Plan Consultation:

Some respondents highlighted negative perception of the corporate plan, including:

- Concerns about the economic viability of achieving a varied and diverse City Centre
- Concerns about safety at night, particularly for women
- Concerns about the location of new housing developments, the pressure on infrastructure and the loss of green spaces
- concerns about the effectiveness and feasibility of the sustainability initiatives proposed in the plan.

8.7 The Corporate Plan 2025-2028 addresses these concerns in the following ways

- The introduction of a city centre strategy that aims to create a thriving, diverse, and resilient city that can adapt to changing conditions. It emphasizes increasing independent shops and maintaining low levels of empty shops.
- Addressing anti-social behaviour through the Exeter Community Safety Partnership, to create a safer environment for all residents.
- Involving and engaging communities and key partners in delivering the Exeter Local Plan for future housing developments, ensuring that new housing projects are well-planned and considerate of green spaces
- Working in partnership to reduce carbon emissions and enhancing and maintaining green spaces and allotments. Outputs will be measured through a Corporate Performance Framework.

8.8 Feedback from InExeter

Extensive feedback was also received from InExeter, the business improvement district (BID) for Exeter city centre, (Annex C). Exeter's response to this can be summarised as follows:

- **City Centre's Role in Economic Success**: The Council fully agrees with recognition of the city centre as a pivotal driver of economic success for Exeter and the wider region. Council initiatives will continue to focus on enhancing the vibrancy and economic vitality of the city centre, as outlined in the Local Economy priority of the Corporate Plan 2025
- **Coordination with Exeter Partnership**: The Council acknowledges the importance of aligning our Corporate Strategy and the Exeter Partnership's objectives. We are committed to a coordinated approach to delivery, leveraging synergies to achieve our shared goals, as emphasized in the Delivering our Strategic Priorities section
- **Collaboration with InExeter**: The Council are enthusiastic about working collaboratively with InExeter to develop a comprehensive set of success measures. These measures may well extend beyond traditional metrics such as footfall and service delivery, incorporating broader indicators of success.
- **Addressing Anti-Social Behaviour**: The Council is committed to implementing a clear and effective plan to address the concerns of businesses and visitors around anti-social behaviour. This will include addressing anti-social behaviour through the Exeter Community Safety Partnership as outlined in the People section of the Corporate Plan.
- **City Centre Strategy**: This City Centre Strategy will be instrumental in shaping the future of Exeter's city centre, as highlighted in the Local Economy priority,

and The Council will be conducting further consultation on the emerging City Centre Strategy during 2025/

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

9.1 The decision to approve the Corporate Plan will ensure that the Council's strategic priorities align with the aspirations of the Exeter Vision 2040. It will focus the Council's efforts to enhance the quality of life for residents, support sustainable growth, and improve services provided by Exeter City Council, whilst also delivering a balanced budget.

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

10.1 Potential risks include:

- **Resource Allocation:** Ensuring adequate resources are allocated to implement the strategic priorities. As outlined, robust performance reporting is being developed alongside this plan which will align with budget setting processes
- **Resistance to change:** Maintaining ongoing engagement with stakeholders to ensure continued support and feedback is essential to delivery of the Plan. The recent Senior Leader restructure created a dedicated consultation and engagement function and a new consultation and engagement strategy is being developed.
- **Monitoring and Evaluation:** A corporate priorities performance framework is being developed to enable robust monitoring and evaluation of outcomes arising from the Corporate Plan 2025 - 2028

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 potential impact has been identified on people with protected characteristics as determined by the Act and an Equalities Impact Assessment has been included in the background papers for Member's attention.

12. Carbon Footprint (Environmental) Implications:

12.1 In light of the Council declaring a Climate Emergency, the new Corporate Plan 2025 - 2028 includes several initiatives aimed at reducing the carbon footprint and promoting sustainability, by working in partnership to reduce carbon emissions, by supporting the delivery of District Heat Networks, securing affordable clean and secure energy for the city and bringing forward an Electric Vehicle Strategy for the city.

13. Are there any other options?

13.1 There are no other options as the Council needs to plan its future direction based on the best strategic fit between the resources available to meet stakeholder needs and prevailing expectations and environmental conditions. Agreeing the Corporate Plan will provide a clear and structured plan, so that work is aligned with long-term goals and the Council is prepared to navigate any future.

Chief Executive: Bindu Arjoon

Author: Stephen Clayton

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

Background papers used in compiling this report:-

Annex A
Corporate Plan 2025 - 2028

Annex B
Corporate Plan 2025 – 2028 Consultation Stage 2 Findings

Annex C
Feedback from In Exeter

Contact for enquires:
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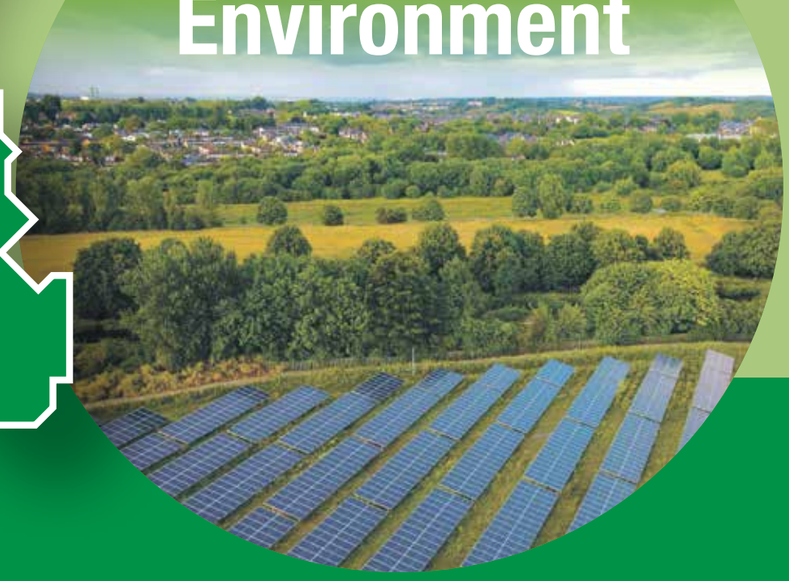
Corporate Plan 2025-2028

Local Economy

People

Homes

Sustainable Environment



Exeter City Council

Contents

Introduction

We are very proud to introduce our Corporate Plan for 2025 to 2028 which sets out the key priorities that we will focus on over the next four years.

The government published its White Paper on Devolution and Local Government Reorganisation in December 2024 and whilst we believe devolution and local government reorganisation offers an exciting, once in a generation opportunity for the city, we also need to keep focused on the day job of delivering the best public services for residents, business and visitors.

Exeter City Council and its partners have an important role to play in improving the lives and wellbeing of people who live in, visit and work in Exeter.

This plan has been developed in partnership with our residents and partners in the city and sets out the key priorities that we will focus on over the next four years.

Each key area has a delivery plan outlining specific, measurable and achievable metrics that will track progress against priorities and our intended outcomes.

Extensive consultation has taken place with our residents to ensure that our identified priorities match those of our residents and communities as well as those who visit or work in Exeter.

After carefully considering the feedback we received, our new Corporate Plan will prioritise delivery in four key areas - Local Economy, Homes, People and Sustainable Environment.

Delivering these key priorities - in collaboration with our partners and stakeholders in the city - will contribute to the future success of both Exeter and the wider area and will contribute to meet the ambitious aspirations set out in the Exeter Vision 2040.

Delivery of the plan will be carefully monitored against the key metrics we have set out to ensure it is successful in meeting the needs of our residents, communities, and businesses.

Despite the continued tough economic climate that all councils must operate in, there's a huge opportunity for Exeter to expand and grow sustainably in the years ahead. Our new Local Plan - the Exeter Plan - sets out how we plan to do this.

Exeter continues to be a fantastic place to live with a great quality of life with a thriving city centre, we are fast-growing destination city, a city of culture and heritage, with a high-performing economy that makes us the economic powerhouse of Devon.

Our new Corporate Plan will help to ensure that the city continues to fulfil its potential and to boost quality of life for all.

Cllr Phil Bialyk,
Leader

Bindu Arjoon,
Chief Executive

Exeter Vision 2040

We play a leading and significant role in delivering the aspirations of the Exeter Vision, and our four key priorities - Local Economy, Homes, People and Sustainable Environment - align with the aspirations of the Exeter Vision.

The Exeter Vision 2040 was adopted in December 2019. It highlights transformational change and sustainable growth to be delivered in collaboration with our stakeholders and partners.

It spells out the social, economic and environmental outcomes that the city, its stakeholders and communities aspire to.

The Vision's mission statement is:

"By the time they are an adult, a child born in Exeter today will live in a city that is inclusive, healthy and sustainable - a city where the opportunities and benefits of prosperity are shared and all citizens are able to participate fully in the city's economic, social, cultural and civic life."

The 7 areas of focus of the Exeter Vision 2040 are:

- Innovative and analytical city
- Healthy and inclusive
- The most active city in the UK
- Accessible world-class education
- Liveable and connected
- A leading sustainable city
- City of culture

The services provided to Exeter's residents and communities make an important contribution to the Vision. But it can only be delivered by working collaboratively with our partners.

Key to this is the Exeter Partnership, made up of representatives from leading public and private sector organisations from within the City of Exeter and the wider region.

The Partnership focuses on key areas including culture, climate, housing, the city centre, and health, with an emphasis on collaboration and innovation to achieve meaningful outcomes for Exeter. It actively supports other key stakeholders in achieving their goals, whenever those priorities align with Exeter's Vision, fostering collaboration for the benefit of the entire city and the greater region.

The Exeter Partnership:

- Royal Devon University Healthcare NHS Foundation Trust
- Exeter College
- University of Exeter
- Network Rail
- GWR
- Exeter City Council
- Devon County Council
- Met Office
- Exeter City Community Trust
- Exeter Chiefs
- Exeter Cathedral
- Exeter Chamber of Commerce
- Colab
- Sport England
- InExeter
- Devon and Cornwall Police
- Police and Crime Commissioner
- Homes England
- Devon Community Foundation
- Oxygen House
- Jobcentre Plus
- Focus Training
- Live West
- Arts Council England
- Earl of Devon
- Steve Race MP
- David Reed MP

Exeter City Council

Delivering our four Strategic Priorities

Identifying four strategic priorities - Local Economy, Homes, People and Sustainable Environment - enables us to focus on and invest in issues that are most important to our residents and communities and reflect our political priorities. The priorities were identified by councillors following extensive feedback from their work with residents, business and partners in the city as well as formal consultation with residents.

For each priority we have set out the intended outcomes. In the appendix, we have included how we will measure performance (strategic outcome measures) and how we will measure success (service delivery measures).

Exeter City Council

Local Economy

We will build on Exeter's thriving economy by attracting new businesses and continued investment in our city by collaborating with national, regional and local businesses and partners.

We will work together on regeneration and growth activities designed to attract new businesses and continued investment in our public spaces, culture, heritage and tourism industries.

Intended Outcomes:

- A thriving, diverse and resilient city which can adapt to changing conditions.
- An increase in independent shops and a low level of empty shops.
- Businesses will be reporting increases in footfall and business success.
- A vibrant cultural and tourism offer.
- A safe and thriving night-time economy.

To achieve this our strategic efforts will focus on partnership work to deliver a City Centre Strategy and support regeneration and investment across the city.

We will focus on building capacity and capability to work at national and regional levels to encourage growth, regeneration and inward investment.

Exeter City Council

Exeter City Council

People

We will encourage residents and community groups, to be healthier and more active, promote inclusion and community cohesion and efforts to ensure people feel safe and welcome.

Intended Outcomes

- Health inequalities will reduce.
- Communities will be more resilient.
- More residents, including those from our priority neighbourhoods and communities, will be participating in leisure and cultural events and activities.
- A safe and thriving city with great things to see and do for everyone.

To achieve this our strategic efforts will focus on partnership work alongside our priority neighbourhoods and communities. We will work to ensure the provision of sustainable cultural, leisure and enrichment opportunities. We will secure and expand the work of the Sport England Place Partnership and Wellbeing Exeter, and we will address anti-social behaviour through the Exeter Community Safety Partnership.

Exeter City Council

Homes

We will expand our own council housing. We will do all we can to tackle homelessness, and we will engage communities, the city's key partners and developers in delivering the homes which Exeter needs, whilst protecting our valuable green spaces.

Intended Outcomes

- Better quality, energy efficient and more affordable homes to buy or rent.
- New housing developments that are well integrated into existing communities.
- Fewer people will be homeless or in temporary housing.
- The number of people on the social housing waiting list will reduce.

To achieve this our strategic efforts will focus on working in partnership to deliver the Exeter Plan and Liveable Exeter sites. We will secure investment for building more social housing and reduce rough sleeping and the number of people in temporary accommodation, enabling more people to find sustainable housing.

Exeter City Council

Sustainable Environment

We will reduce our own carbon emissions and work with the city's key partners, businesses, communities and residents to take action to mitigate and adapt to the impacts of climate change.

Intended Outcomes

- A city taking action to mitigate and adapt to the impacts of climate change.
- A carbon-neutral city.
- Well-maintained parks, open spaces and biodiversity across the city.

To achieve this our strategic efforts will focus on working in partnership to reduce carbon emissions, by supporting the delivery of District Heat Networks, securing affordable clean and secure energy for the city and bringing forward an Electric Vehicle Strategy for the city.

Exeter City Council

A Well-Run Council

We will operate a well-run council, delivering efficient and effective, value for money public services that meet the needs of residents, business, visitors and other stakeholders.

Intended Outcomes

- A balanced budget achieved by focusing on priorities, efficient delivery of services and sustainable income generation.
- Effective investment and maintenance programmes for the assets that underpin our business.
- Delivery of cost effective and accessible customer focused services enabling more people to self-serve when and how they want with a face-to-face offering for those residents who need it.
- Staff and members who feel valued, supported and equipped to achieve the best they can for residents and stakeholders.
- Open and transparent decision-making.

To achieve this, we will work within our Code of Corporate Governance, to ensure good practice in financial services, governance and staff and Members health and wellbeing.

We will actively communicate and engage with residents and communities and seek their views on projects and initiatives in line with our Consultation Charter.

Equality and diversity will be a priority to ensure we meet our legal duties and promote inclusion in all that we do.

Appendix:

Strategic Outcome & Service Delivery Measures

Exeter City Council

Strategic Outcome Measures

We will measure performance by monitoring:

- City Growth Data.
- Total spend on Culture and Heritage.
- Vacant Shops rate.
- Publication of City Centre Strategy.
- Progress milestones for Liveable Exeter sites.

Priority:

Local Economy

Service Delivery Measures

We will define success by:

- Improvements in street cleansing, reducing litter and removing graffiti.
- Excellent food hygiene and safety ratings for food, beverage and hospitality outlets publishing results and promoting good practice.
- Effective licencing of night-time and hospitality economy to maximum safety and enjoyment for all.
- Well-regulated and successful street trading and markets.
- Ensuring events and celebrations in the city are well-run and safe through our work on the Safety Advisory Group.
- Safe, accessible and sustainable licenced taxi services across the city.

Strategic Outcome Measures

We will measure performance by monitoring:

- Health inequalities data from Public Health Devon.
- Activity levels amongst adults in priority neighbourhoods as reported in the Local Active Live Survey
- Exeter as a safe place to live, evidenced in the annual LGA Residents Survey.
- Exeter as a welcoming, inclusive city, evidenced in the annual LGA Residents Survey.
- Annual report on outputs from the Sport England Place Partnership.
- Quarterly performance reports from Wellbeing Exeter.
- Annual report on the delivery of the Community Safety Partnership Action Plan.

Priority:

People

Service Delivery Measures

We will define success by:

- More people reporting that they are feeling safe in the city during the day and at night, particularly those from priority neighbourhoods and communities.
- More inactive people in our priority neighbourhoods becoming active.
- Year on year increase in residents taking up Exeter Leisure membership and use of leisure centres.
- Greater understanding about the impacts of ward grants on inclusion and community cohesion.
- More people using the Green Circle for leisure and active travel with increases in use by people in priority neighbourhoods and communities.

Strategic Outcome Measures

We will measure performance by monitoring:

- Milestones towards the Exeter Plan target of delivering 5,500 additional new homes by 2041.
- Milestones towards delivering the affordable housing targets on brownfield sites.
- Agreements with Homes England and the County Combined authority on the Devon and Torbay Strategic Housing Pipeline.

Priority:

Homes

Service Delivery Measures

We will define success by:

- The successful delivery of Liveable Exeter sites.
- Reductions in the number of people in temporary accommodation Increases in the number of social housing units.
- Improvements in tenant satisfaction rates.
- Retrofitting our council houses to reduce carbon emissions and energy bills.
- Effective monitoring of Houses in Multiple Occupation aimed at improving the quality of homes.
- Improving access to disabled facilities and warm home grants for those in greatest need.
- Improvements in the planning application system and process.
- Improvements in the building regulations system and process.
- Increases in the number of affordable homes given planning permission.
- Reductions in the number of people living in fuel poverty.

Strategic Outcome Measures

We will measure performance by monitoring:

- Increase in renewable energy sources available for the city.
- Year on year reductions on greenhouse gas emissions for the city.
- Milestones towards the delivery of a new District Heat Network in the city.
- Adoption of an electric vehicle strategy for the city.

Priority: Sustainable Environment

Service Delivery Measures

We will define success by:

- Reduced carbon emissions from council buildings and services.
- More Energy efficient council homes.
- Increased use of renewal energy.
- Decarbonisation of Leisure facilities.
- New Materials Reclamation Facility with reduced emissions.
- Increases in recycling rates.
- Rolling out of food waste collection city-wide.

Strategic Outcome Measures

We will measure performance by monitoring:

- Key Performance Indicators set out in Directorate and service business plans.
- Income and expenditure plans and taking early action to understand and mitigate variances.
- The partnership register to ensure partnerships achieve shared ambitions, use innovative delivery models and unlock investment.
- Asset maintenance programme to improve value for money income potential and to maximise their longevity.
- Staff wellbeing through regular staff surveys to ensure our health and wellbeing offer is meeting their needs.

Priority:

A Well-Run Council

Service Delivery Measures

We will define success by:

- Successful management and mitigation of risks set out in the Corporate Risk Register.
- Financial Statements and Value for Money reports published with an unqualified opinion from External Auditors.
- Collection of the money owed to the council and payments to creditors undertaken in line with good practise including ensuring invoices are paid within 30 days.
- Recovery of overpaid Housing Benefits; sundry debt collection; council tax and business rates collection achieving best quartile performance against comparator councils.

Strategic Outcome Measures

We will measure performance by monitoring:

- Staff and Member training and development plans to develop the capability of our Members and staff to ensure they are highly motivated, value driven, well trained, supported with agile working practices and technologies.
- Incidents and policy and procedure on health and safety at work to ensure all staff are aware of its significance for their roles and responsibilities.
- Implementation of our Data Strategy to manage and secure data and information and ensure that we are open and transparent and diligent in how we care for resident data.
- The delivery of the Strata Services Solutions Ltd* Business Plan to ensure effective and efficient management and modernisation of our information, communications and technology assets.

*Strata Services Solutions Ltd is a council-owned company providing information technology and digital transformation services

Priority:

A Well-Run Council

Service Delivery Measures

We will define success by:

- Elections delivered in accordance with legislation and without legal challenge.
- Council and committee papers published five clear days before meetings.
- Positive staff recruitment and retention rates and best quartile sickness absence performance.
- Reports on emergencies and disruptive incidents demonstrating our capability and resilience in our responses.

Reviewing and updating this plan

We will review this plan and report on progress on an annual basis. We will also publish regular reports setting out progress delivering the priorities and action, including the supporting actions in our strategies and service plans.

Corporate Plan 2025-2028

Local Economy

People

Homes

Sustainable Environment

The Corporate Plan 2025 - 2028
is published by Exeter City Council,
Civic Centre, Paris Street, Exeter, EX1 1JN.

Exeter City Council

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Corporate Plan 25-28 consultation: Second Stage Findings

Context

Information gathered from a Residents Survey and Budget Consultation exercises carried out in 2024 Both these exercises used market research techniques and the data from them can be found here on the Council's website, (Budget consultation results - Exeter City Council), helped Executive Members of the Council to develop the new Corporate Plan for 2025 to 2028. The draft plan was subject to further consultation with the public and partner organisations during March and April 2025. This was done to capture the views of the target audiences to understand how the four priority areas of the proposed Corporate Plan would positively impact them. This report presents the findings of the survey.

Quantitative Information

The below points summarise the quantitative aspects captured from the council run survey. The survey was available on the council website and promoted through social media and emails to networks and partner databases. A total of 53 respondents completed the survey. The key demographic information related to those respondents is displayed below:

Respondent demographics	Percentages
Connection to Exeter	• 52% live in Exeter • 33% both live and work in Exeter • 12% live outside of Exeter but work in the city • 4% lives and work outside of Exeter, but regularly visit the city
Age	• 65-74 (13) 26% • 55-64 (11) 22% • 35-44 (8) 16% • 45-54 (8) 16% • 75+ (6) 12% • 25-34 (1) 2% • Prefer not to say (3) 6%
Gender	• 52% female • 44% male • 4% preferred not to say
Ethnicity	• 92% of respondents were from white backgrounds • 2 % were of a mixed ethnic background • 6% preferred not to say

Respondent demographics	Percentages
Long-Term Health Condition/Disability	• 61% did **not** had a long-term health condition • 35% had a long-term health condition • 4% preferred not to say
ECC Housing Services Tenant	• 96% were not a tenant of ECC housing services • 4% preferred not to say

Summary of Respondent Demographics

Demographically, the survey data largely captured the views of older citizens and those from a White ethnic background. Very few young people participated and involvement from those identifying themselves as being from a non-White ethnic background was limited. Additionally, the views of people who are a tenant of ECC housing services were not represented in the 53 participants. Therefore, the data captured – whilst valid – has limitations in that representative views of the entirety of Exeter's population are not fully represented.

Summary of Qualitative Information

Below is a summary of the qualitative information gathered from the survey, which was specifically linked to the four priorities of the proposed Corporate Plan 2025 to 2028.

1. Focus Area: Local Economy

Both positive and negative perceptions were expressed in the survey in relation to the local economy. Positives are outlined below:

- Better retail and leisure options will have an incentive to visit the City Centre more often, reducing the need to travel to other towns/cities.
- Better and wider choice of independent shops and shopping options; increased footfall; better shopping experience; vibrant and thriving high street/city centre; economic growth.
- Live in a city people are proud of; better place to live and shop; make Exeter a more attractive city if achieved.

Negative perceptions, as captured by the survey, are outlined below:

- Independent shops are often niche, expensive and may not increase footfall.
- Some have stated that outcomes and proposed evidence of success are too vague and not measurable.
- Some people do not / no longer visit the City Centre and prefer online shopping; adding that rent, rates, taxes, and NI are high and unaffordable for businesses.

- Some respondents expressed negative views towards the proposals, indicating they are unrealistic and not achievable.
- Car parking costs is a significant barrier to people shopping in the City Centre.

2. Focus Area: People

Both positive and negative perceptions were given in the survey in relation to people. Positives are outlined below:

- Vibrant culture offer makes Exeter a better, healthier, and interesting place to live; more things to do; creates jobs; attracts businesses; better prosperity.
- Live in a city people are proud of; better place to live and shop; make Exeter a more attractive city if achieved.
- Better city can lead to skilled people and their families moving into the area.
- Make Exeter City Centre thriving, diverse and resilient.

Negative perceptions, as captured by the survey, are outlined below:

- Some have stated that outcomes and proposed evidence of success are too vague and not measurable.
- A common theme within the survey responses was people had safety concerns especially at night. This was quite prominent especially with women.
- Spending is the only way to monitor impact on 'vibrant culture and tourism offer,' no measure on impact to people's lives or local economy.

3. Focus Area: Homes

Both positive and negative perceptions were expressed in the survey in relation to homes. Positives are outlined below:

- More/better housing can enable people working in Exeter, but living outside of Exeter, to live within the city.
- More housing will reduce street sleepers; fewer homeless people; leading to nicer environment to be in.
- Better city can lead to skilled people and their families moving into the area.
- Reduce housing waiting lists.
- More secure population.

Negative perceptions, as captured by the survey, are outlined below:

- Some respondents were critical expressing they are unhappy about the level of new-build housing development feeling this is excessive due to reduction in greenspace, for example parts of Grace Road Playing Fields being sold off for development and overdevelopment/congestion.

- This is supported with the perception that facilities people need – like hospitals, dentists, police, recycling, GP services, schools, parking – cannot keep up with the increased demand due to higher population levels.
- Some respondents indicated that more housing does not necessarily mean lower rents and there needs to be better focus on building homes that are fit for purpose, rather than just small co-living pods.
- Some respondents were unhappy about purpose-built student accommodation.

4. Focus Area: Sustainable Environment

Both positive and negative perceptions were expressed in the survey in relation to a sustainable environment. Positives are outlined below:

- Becoming carbon neutral, if achieved, has positive perceptions like better air quality; a greener, healthier, and safer environment to reside in and enjoy.
- There were additional comments that green spaces and allotments being maintained would enhance this.

In terms of negative aspects, some respondents indicated that the idea of carbon neutral / Net Zero is not realistic to implement, citing the following aspects:

- Public transport and cycling routes were criticised by respondents.
- Car parking costs are perceived as a significant barrier to people shopping in the City Centre.
- UK global emissions at 1% will have negligible effect on the rest of the world.
- Increased pressure and cost to decarbonise.
- Some thought proposals were unrealistic and not achievable.
- Carbon neutral too ambitious by 2030 with some citing historical ambitions not being achieved, so questioning if it will be achieved this time.
- Some believe the council does not have the finances to maintain green spaces to help become carbon neutral.
- Excessive costs to implement.

Conclusion

Respondents did not suggest changes to the Corporate Plan priorities, but nevertheless both supported and criticised aspects. As is often expected with open surveys of this nature, the findings were quite mixed and varied in relation to the City Council's Corporate Plan. Both enthusiasm and criticism were received throughout the survey.

Some key themes are outlined below:

- In relation to the **local economy,** respondents perceived a varied and diverse City Centre as a positive thing. However, the viability of achieving this, especially from an economic perspective, was questioned.

- The **people** aspect, in relation to a vibrant cultural offer, was mainly seen as a positive thing in terms of people being healthier and having more interesting things to do. However, safety concerns, especially for women at night, is a serious factor.

- In terms of **housing,** a higher volume of homes is seen as a positive thing in terms of reducing housing waiting lists and homelessness. However, respondents largely had a negative view about exactly *where* new housing was being built and concerned that green spaces would be lost. Respondents also highlighted infrastructure constraints as more housing means a larger population needing existing services (GP's, schools etc.) that are not necessarily increasing capacity.

- Outcomes relating to **sustainable environment** received the most critical feedback in terms of public transport and cycle routes not being what people want; people needing their vehicles yet car parking a financial challenge; pressure and cost to decarbonise; Exeter's efforts alone having minimal global impact; viability to achieve etc. However, there were positive perceptions like better air quality and greener/healthier space, but some people felt it is more about *if* this can be achieved rather than *when.*

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Business Voice

InExeter will actively listen, lobby and campaign to make Exeter's business voice heard.

ISSUE: APRIL 2025

Response to Exeter City Council's Corporate Strategy Consultation

RESPONSE:

Dear Exeter City Council,

Thank you for the opportunity to respond through the consultation on the new Corporate Strategy.

We welcome the setting of a a clear direction and objectives at this crucial time, given the expected challenges and opportunities which will result during this period of local government reorganisation and devolution.

As the Business Improvement District, for the city, we are providing a written response on behalf our business members with a specific focus on the Local Economy priority.

Feedback on the Strategic Priorities:

We welcome the four strategic priorities—local economy, homes, people, and sustainable environment—as key elements of a successful city.

It is encouraging to see the renewed Exeter Partnership referenced in the Vision 2040 introduction, reflecting the importance of collaborative working. However, we are keen to understand how the implementation of the Corporate Strategy will align with the recently renewed objectives of the Exeter Partnership.

While the strategy's priority objectives are congruent with the themes emerging from the Partnership (e.g., city centre, housing, climate, and culture), it is unclear whether the delivery plan which will emerge from this strategy and the action plans being worked on by the Partnership's working groups are intended to be aligned or treated as separate?

Whilst it would make sense for those workstreams to be strategically aligned, there would be concern about the Place Partnership being used primarily as a vehicle for delivering the council's Corporate Strategy. The proposed indicators of success appear to be local authority-led rather than collectively agreed, which could limit the broader ambition of the Place Partnership.

General feedback on the 'Local Economy' priority

As the Business Improvement District, InExeter strongly supports a renewed focus on the local economy, particularly given that budgetary constraints have significantly reduced the council's activity around economic development in recent years.

We are pleased to see the local economy recognised as a strategic priority. Attracting new businesses and investing in public spaces, culture, heritage, and tourism are essential to Exeter's continued success. However, the city centre and InExeter's role should be explicitly referenced in the strategy. The success of the city centre is critical not only to Exeter's economy but also to Greater Exeter and the wider region, delivering employment, investment, connectivity, and vibrancy.

Continued...

There is, however, a disconnect between the intended outcomes for the local economy and the service delivery and outcome measures listed in the appendix. While the outcomes are well-intentioned, the measures seem to focus on maintaining existing service delivery rather than introducing innovative improvements. At this critical juncture, the strategy could do more to raise aspirations, address underlying challenges, and position Exeter strongly for the future—particularly in light of potential devolution.

Additionally, safety is noticeably absent from the Local Economy section (aside from references to the night-time economy). Anti-social behaviour (ASB), particularly in the daytime, remains the single biggest threat to the city centre's appeal and is the most pressing concern for our business community. The strategy must acknowledge and address ASB more explicitly as part of the local economy agenda, ensuring that safety and business confidence go hand in hand.

We also note the reference to the City Centre Strategy within this section of the Corporate Plan. This work began over a year ago with the commission of LDA Design and stakeholder workshops at Positive Light Projects in June 2024. However, progress has been slow, and the prolonged delay risks losing stakeholder support and momentum. Given its significance, the finalisation of this document should be prioritised and accelerated to ensure it delivers meaningful outcomes for the city.

Specific feedback on the Local Economy section

Proposed Outcomes:

1. **A thriving, diverse, and resilient city:**

InExeter fully supports this outcome.

City centre businesses have faced prolonged economic uncertainty due to multiple factors, including the Covid pandemic, the ongoing effects of inflation, and global instability such as Russia's invasion of Ukraine. The upcoming changes to business rates relief, alongside rising payroll costs—including employer National Insurance and the National Minimum Wage—add further financial pressure. While the full impact of these challenges remains to be seen, businesses are increasingly concerned about their ability to adapt and remain viable.

InExeter maintains a close dialogue with businesses through a daily physical presence in the city and ongoing engagement with our members. However, we lack the resources to provide the tailored, dedicated support that businesses often indicate would be beneficial. Through the delivery of this strategy, we encourage the council to consider how it can actively support small and medium enterprises (SMEs)—whether through funding, training, access to grants, or business advisory services—to foster resilience and sustainable growth.

Placemaking, wayfinding and public realm improvements should also be a strategic priority to enhance the city's attractiveness. The city centre notably lacks high-quality green and destination play spaces that could foster social interaction, provide play opportunities for children, and support events and markets. Through initiatives such as the Fore Street Flea and Parklets project, InExeter has identified areas that would benefit from targeted investment in improved lighting, seating, biodiverse green spaces, and pedestrian-friendly streets. Specific locations such as Musgrave Row, Fore Street, and the old bus station site present opportunities for transformation into more welcoming and vibrant spaces.

Continued...

InExeter supports the council's ambition to introduce more residential opportunities within the city centre. However, could the strategy go further by actively promoting the development of mixed-use properties that integrate residential, retail, and leisure spaces? Recent redevelopments such as Paternoster House and Concord House demonstrate the potential for well-designed city centre living to contribute positively to the local economy. Encouraging similar developments could help diversify the city centre offer, increase footfall, and enhance long-term resilience.

2. An increase in independent shops and low vacancy rates:

InExeter partially support this outcome.

Reducing vacancy should be a strategic priority. The current vacancy rate stands at 12%, which is slightly below the national average, but Exeter cannot afford to be complacent.

Exeter benefits from a diverse and thriving mix of independent businesses, with 40% of InExeter's business members being independents. These family-run, owner-managed businesses bring entrepreneurial spirit and a deep passion for the city, contributing significantly to Exeter's unique character. InExeter actively promotes these businesses through initiatives such as the Exeter Independent Gift Card, our Indie Shopping and Food & Drink maps, and dedicated social media campaigns.

However, a strategy focused exclusively on independent shops may not be the most effective way to reduce vacancy rates. A balanced approach is needed, which includes attracting suitable national brands that are willing to invest in the city centre, complementing the independent offer.

In partnership with Exeter Chamber, we facilitated a session in June 2024 with property owners, commercial agents, and Exeter City Council to explore solutions for addressing city centre vacancy. Following this, an action plan was developed and submitted to the council. To build on this work, the strategy should clearly outline how the council intends to adopt a strategic and proactive approach to diversifying the city centre economy. This should extend beyond retail to incorporate more leisure, hospitality, and experience-based activities, ensuring a vibrant and resilient city centre.

Furthermore, High Street Rental Auctions present an opportunity to transform underused buildings into dynamic and engaging spaces. The strategy should specify how the council plans to lead and implement this process to revitalise vacant premises effectively.

3. Increased footfall and business success:

InExeter partially supports this outcome.

Accurately measuring business success and the city's overall performance is crucial. However, footfall alone is a blunt metric—it does not account for conversion to sales, dwell time, or visitor spending patterns.

Continued...

For nearly a decade, InExeter has funded footfall monitoring, but we are now exploring alternative data collection methods that provide richer insights. Instead of relying on static footfall cameras, we plan to invest in methodologies such as geo-located mobile phone data and anonymised debit card transaction analysis. These approaches will offer a more detailed understanding of visitor demographics, spending habits, and overall economic performance.

It would be helpful if the council clarified which specific measures it intends to use to assess business success beyond footfall. Defining these indicators will ensure that any performance evaluation meaningfully reflects the economic health of the city centre.

A collaborative approach to city performance monitoring would be beneficial. If data collection is a strategic priority for the council, we would welcome discussions on jointly funding a more comprehensive and effective approach to measuring business success.

4. A vibrant cultural and tourism offer:

InExeter fully supports this outcome.

Exeter has significant potential to further develop its cultural and tourism offer, contributing to the city's economic prosperity. However, Visit Exeter has been under-resourced for several years, limiting the ability to fully capitalise on this opportunity.

Despite this, collaborative working has demonstrated how strategic partnerships can drive impactful campaigns. InExeter and Visit Exeter have successfully delivered ambitious, city-wide initiatives, such as Experience the Magic of Christmas in Exeter (December 2024) and Exeter's June Boom (June 2025), a festival celebrating arts, culture, and creativity. By aligning shared objectives and pooling resources, we have been able to partner effectively with cultural institutions and stakeholders to enhance Exeter's appeal.

To develop and sustain a vibrant cultural and tourism offer, it would be beneficial for the council to explicitly recognise the value of initiatives like June Boom 2025 and other collaborative marketing campaigns within the strategy. These efforts play a crucial role in strengthening Exeter's identity as a cultural destination and ensuring long-term success.

5. A safe and thriving night-time economy.

InExeter fully supports this outcome.

CACI Research commissioned in Summer 2024 by InExeter ahead of our ballot, identified the evening and night-time economy (ENTE) as having the greatest potential for driving economic growth in the city. Recognising this, we have been actively working to enhance Exeter's night-time offer.

In September 2024, InExeter established a strategic ENTE working group, a sub-group of the Community Safety Partnership, to focus on strengthening the city's night-time economy. This builds on previous research conducted in 2022, which informed the development of a city-wide strategy and action plan.

Continued...

InExeter is also leading Exeter's bid for Purple Flag Status, demonstrating our commitment to safety, vibrancy, and best practice in the night-time economy. To achieve this, we have formed a strategic partnership involving key stakeholders, including Exeter City Council, Devon & Cornwall Police, the University, the Royal Marines, Exeter College, GWR, and Stagecoach.

As part of this process, InExeter has:

- Commissioned research to inform a strategic approach.
- Developed and agreed a 12-month action plan to enhance the city's night-time economy.
- Funded the Purple Flag entry fee and taken responsibility for compiling and submitting the required documentation.

We welcome the council's support in achieving Purple Flag accreditation and ensuring that Exeter continues to develop a safe, diverse, and thriving night-time economy.

Feedback on Outcome Measures

1. City Growth Data

- Clarity is needed on what specific data sets are currently being used and which will be adopted in the future.
- As of 1st April 2025, InExeter will no longer collect footfall data. We are actively exploring alternative methods for assessing city performance.
- We would welcome discussions on potential collaboration in gathering insights, ensuring robust and meaningful data collection.

2. Total Spend on Culture and Heritage

- We assume this metric pertains solely to council expenditure. However, it is important to acknowledge that spend in this area has significantly decreased in recent years.
- A reduced budget does not necessarily equate to a culturally vibrant offer. Consideration should be given to the impact of partnerships, such as the collaboration between InExeter and other stakeholders in initiatives like June Boom 2025.
- Is there scope to incorporate the broader value of cultural activity delivered by the city's various cultural producers into this metric?

3. Vacant Shops Rate

- The current approach involves a foot patrol conducted by ECC and periodic vacancy assessments within the BID area.
- We recommend formalising and standardising this metric for consistent and regular tracking.

4. Publication of City Centre Strategy

- Over a three-year period, it is reasonable to expect more than just the publication of the strategy; delivery of specific actions linked to the strategy should be a measurable outcome.

Continued...

- Are there any existing surveys that assess public satisfaction or perceptions of vibrancy in the city centre? If not, could such surveys be introduced to provide qualitative insights?

Feedback on proposed Service Delivery Measures

1. Improvements in street cleansing, reducing litter and removing graffiti

- In the earlier consultation, there was a suggestion that city centre cleansing services would be reduced. Is there a commitment to maintaining a baseline standard of service while also enhancing street cleansing efforts?
- It is unclear which outcome this measure relates to.

2. Excellent food hygiene and safety ratings

- The publication of hygiene ratings and promotion of good practice is valuable, but it is unclear which outcome this measure aligns with.
- While important, it is questionable whether higher hygiene ratings directly influence visitors and spend in the city centre.

3. Effective licensing of night-time and hospitality economy

- This is an important factor in ensuring a safe and enjoyable night-time economy. However, the Purple Flag criteria encompass broader aspects that should be considered, such as:
  - A late-night offer that is more diverse than youth-oriented and alcohol-based activities.
  - A mix of functional and aesthetically pleasing spaces that create an attractive and convenient night-time destination.
- Additionally, should there be a commitment to Purple Flag accreditation?

4. Well-regulated and successful street trading and markets

- Currently, aside from the Thursday Farmers Market the council does not directly operate markets in the city centre.
- It is unclear what outcome this measure is intended to support.

5. Ensuring events and celebrations are well-run and safe

- The role of the Safety Advisory Group is noted, but what about the council's leadership in bringing forward events and celebrations in the city centre?

6. Safe, accessible, and sustainable licensed taxi services

- Ensuring a well-regulated taxi service is essential for accessibility and public safety.

Continued...

Business Voice

InExeter will actively listen, lobby and campaign to make Exeter's business voice heard.

Summary Recommendation

InExeter appreciates the opportunity to contribute to this consultation and welcomes the council's focus on the local economy within its Corporate Strategy. However, for the strategy to deliver meaningful impact, it must go beyond maintaining existing service levels and take a bold, proactive approach to city centre revitalisation, business support, and placemaking.

We strongly recommend that:

- The strategy explicitly acknowledges the critical role of the city centre in driving economic success for Exeter and the wider region.
- There is greater consideration of the interplay between the Corporate Strategy and the Exeter Partnership's objectives to ensure coordinated delivery.
- The council works collaboratively with InExeter to develop a shared set of success measures that go beyond footfall and service delivery metrics.
- Anti-social behaviour is recognised as a key issue within the Local Economy priority, with a clear plan to address business and visitor concerns.
- The long-awaited City Centre Strategy is finalised and prioritised for delivery, with a commitment to investment in public realm improvements, vacancy reduction, and a diverse city centre offer.

Yours Sincerely,

Nicola Wheeler
CEO, InExeter

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Exeter City Council

Equality Impact Assessment: *Title of report*

The Equality Act 2010 includes a general duty which requires public authorities, in the exercise of their functions, to have due regard to the need to:

- **Eliminate discrimination**, harassment and victimisation and any other conduct that is prohibited by or under the Act.
- **Advance equality of opportunity** between people who share a relevant protected characteristic and people who do not share it.
- **Foster good relations** between people who share a relevant protected characteristic and those who do not

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.

Authorities which fail to carry out equality impact assessments risk making poor and unfair decisions which may discriminate against particular groups and worsen inequality.

Committee name and date:	**Report Title**	**Decisions being recommended:**	**People with protected characteristics potentially impacted by the decisions to be made:**
Executive 8th July 2025 Council 22nd July 2025	Corporate Plan 2025 to 2028	• To recommend for approval, by Council, the ECC Corporate Plan 2025-2028 and endorse the strategic priorities and intended outcomes outlined in it. • To note the findings from the related consultation report and previous related surveys	As the Corporate Plan 2025 2028 covers all activities that the Council are responsible for within Exeter, it is likely to impact all groups with protected characteristics in some way. Separate, detailed EQIAs will be completed for initiatives that deliver the plan

Factors to consider in the assessment: For each of the groups below, an assessment has been made on whether the proposed decision will have a **positive, negative or neutral impact.** This is must be noted in the table below alongside brief details of why this conclusion has been reached and notes of any mitigation proposed. 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

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
Race and ethnicity (including Gypsies and Travellers; migrant workers; asylum seekers).	Positive	Medium	• The Corporate Plan aims to create a thriving, diverse, and resilient city, which includes increasing independent shops and maintaining low levels of empty shops This can benefit people from different ethnic backgrounds by providing more opportunities for minority-owned businesses. • The Exeter Resident Survey 2024 indicates a high level of agreement that people from different ethnic backgrounds get on well together in the local area (72% of all respondents). The plan highlights community building work through partnerships, which have specific initiatives aimed at engaging groups with protected characteristics. It also highlights the community safety partnership, with its focus on anti-social behaviour and hate crime.
Disability: as defined by the Equality Act – a person has a disability if they have a physical or mental impairment	Positive	Medium	• Research commissioned by the Council notes that digital exclusion figures are better than the national average, with up to

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
that has a substantial and long-term adverse impact on their ability to carry out normal day-to-day activities.	Negative	Low	90% of the local population likely to experience no barriers. However, it also highlights that where disability intersects with characteristics such as age and /or income these barriers to digital inclusion may increase. The Digital Customer Strategy and outcomes of the grants programme aim to address these barriers. In addition, the Corporate Plan highlights a commitment to face to face services for those who need them • Consultation highlighted concerns about the accessibility of public transport and cycling routes. Additionally, the pressure on existing facilities like hospitals and GP services due to increased housing development may negatively impact people with disabilities
Sex/Gender	Positive	Medium	• Through the Residents Survey and Corporate Priorities consultation, safety concerns, particularly at night, were highlighted, especially for women. The plan highlights work to address this through the Community Safety Partnership.
Gender reassignment	Positive	Low	• The Corporate Plan's emphasis on inclusivity and community resilience can positively impact individuals undergoing gender reassignment by fostering a more accepting and supportive environment
Religion and belief (include no belief, some philosophical beliefs such as Buddhism and sects within religions).	Positive	Low	• The plan's focus on creating a vibrant cultural and tourism offer can benefit people of different religions and beliefs by providing more opportunities for cultural expression and engagement
Sexual orientation (including heterosexual, lesbian, gay, bisexual).	Positive	Low	• The Corporate Plan's emphasis on inclusivity and community resilience can positively impact individuals of different sexual orientations by fostering a more accepting and supportive environment

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
Age (children and young people aged 0-24; adults aged 25-50; younger older people aged 51-75/80; older people 81+; frail older people; people living with age related conditions. The age categories are for illustration only as overriding consideration should be given to needs).	Positive	Medium	• The plan aims to provide better quality, energy-efficient, and more affordable homes, which can benefit older adults and children by providing suitable housing. • The Digital Customer Strategy addresses digital exclusion, which is particularly relevant for older adults who may be at greater risk of exclusion, according to research commissioned by the Council. There is also a commitment to face to face services for those who need them, although perceptions may be that the Council is moving towards a Digital only approach.
	Negative	High	• Safety concerns, particularly at night, were highlighted through consultation, especially for older adults. Additionally, there were also concerns about pressure on existing facilities like hospitals and GP services due to increased housing development may negatively impact older adults
Pregnancy and maternity including new and breast-feeding mothers	Positive	Low	• The plan's focus on providing better quality, energy-efficient, and more affordable homes may benefit pregnant women and new mothers by providing more suitable housing. • The emphasis on reducing health inequalities may also impact maternal health
Marriage and civil partnership status	Neutral		• The Corporate Plan does not specifically address issues related to marriage and civil partnership, but the overall focus on inclusivity and community resilience can indirectly benefit individuals in these categories

Actions identified that will mitigate any negative impacts and/or promote inclusion

The Corporate Plan 2025 to 2028 will be delivered through various projects, initiative and policy decisions. Each of these will have its own individual EQIA to assess the specific impacts. However, in general, the following actions will help to mitigate any potential negative impacts related to the plan.

1. **Develop and implement an EDI Action Plan**: Create a comprehensive Equality, Diversity, and Inclusion (EDI) action plan to address and monitor equality impacts across all activities
2. **Partnership Working**: Collaborate effectively with groups such as the Exeter Partnership to ensure a shared understanding and implementation of best practices in equality. This includes activities related to developing infrastructure, promoting and delivering services, and supporting communities through specific programmes like Wellbeing Exeter.
3. **Digital Inclusion**: Implement strategies to address digital exclusion, providing training and support to access digital services, including as an intended outcome of the Community Grants Program
4. **Safety Measures**: Address gender related impacts relating to safety to inform work with partners across the community safety partnership
5. **Training and Awareness**: Provide training for staff on equality and diversity to ensure they are aware of the needs of different groups and can implement the plan effectively
6. **Continuous Monitoring**: Regularly review the implementation of the plan to ensure it effectively addresses the needs of all groups
7. **Stakeholder Engagement**: Engage with representatives to gather feedback and inform the delivery of the plan

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Officer: Stephen Clayton
Date: 19/05/2025

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REPORT TO EXECUTIVE

Date of Meeting: 8th July 2025

REPORT TO COUNCIL

Date of Meeting: 22nd July 2025

Report of: Strategic Director for Place

Title: Newtown Walking & Cycling Infrastructure Programme

Is this a Key Decision?

No

Is this an Executive or Council Function?

Executive

1. What is the report about?

This report proposes delivery of the programme of works in Newtown to improve walking and cycling infrastructure in the neighbourhood. The report seeks approval for changes to the Triangle Car Park, owned and managed by the Council, and seeks endorsement for the whole scheme which include works to the Highway, and to be considered by Devon County Council Highways and Traffic Orders Committee (HATOC).

2. Recommendations:

- To approve a new layout, including walking & cycling infrastructure to the Triangle Car Park, resulting in a loss of 28 useable spaces; and

- That the Devon County Council Highways and Traffic Orders Committee (HATOC) be requested to consider these proposals concerning the Newtown Walking & Infrastructure Project at its meeting on 15th July 2025 with a view to implementation of the scheme.

3. Reasons for the recommendation:

The Newtown Programme seeks to increase the amount of walking and cycling through the neighbourhood. The designs and proposals have been informed by significant community and stakeholder consultation since 2021. There are proposed improvements to the public realm, highways and the Triangle Car Park to improve walking and cycling routes through Newtown.

The Triangle Car Park element of the scheme seeks to improve walking and cycling through the car park through a dedicated route. The Car Park will be split into two with improved access and parking layouts for motorists. It will also include new disabled (5) and parent/child friendly (3) parking spaces.

The whole scheme will be proposed by Devon County Council at the HATOC meeting on 15th July 2025.

4. What are the resource implications including non financial resources

The scheme is fully budgeted through the Sport England Live and Move Programme, with capacity provided by ECC and DCC Officers working in partnership to deliver the scheme.

Total Budget: £379,880

Total Scheme Cost: £352,765

Contingency: £27,115

The proposed changes to the Triangle Car Park, would result in a loss of 28 spaces. In revenue terms the average occupancy income from 28 spaces would result in a loss of £69,042 per year. The car park currently has 270 spaces stated as available, however only 251 are useable due to tree roots and uneven ground.

The final scheme proposes a total of 231 spaces; this includes 5 disabled bays and 3 parent/child spaces (which are not currently provided on site). The loss of standard spaces generating revenue can be considered as 251 down to 226 (25).

However, this car park is only at full capacity at very occasional times of the year, namely Christmas shopping periods and on Saturdays when Exeter City FC are playing home fixtures.

5. Section 151 Officer comments:

The loss of 25 chargeable spaces is considered manageable within the overall car park provision. Given the significant improvements that will arise to the layout of the car park, it may actually make the car park more attractive to customers.

6. What are the legal aspects?

6.1 The Triangle Car Park is owned and manged by the Council. Reducing the number of parking spaces must be considered in accordance with the City of Exeter (Civil Enforcement Off-Street Parking Places) Order 2014 ('the Order').

6.2 Article 12 of the Order states;

Nothing in this Order shall prevent the Council by notice, sign or barrier displayed in a Parking Place:

a) from closing a Parking Place or any part thereof for any period and/or ....

6.3 The Council will have to amend the Order to reflect changes in the layout of the Triangle Car Park.

6.4 The Council has no legal powers in respect of the public highway. The Council must liaise with Devon County Council the Highways Authority to authorise any changes to the public highway.

7. Monitoring Officer's comments:

This matter raises no issues for the Monitoring Officer.

8. Report details:

The scheme is being proposed for approval at the Devon County Council Highways and Traffic Orders Committee on 15th July 2025. Proposed changes to the Triangle Car Park in Newtown have been developed in detail with Exeter City Council Planning colleagues. A planning application is not required as the proposed changes are within permitted development.

Consultation and Engagement has been conducted in accordance with the Exeter City Council Consultation Charter and the Devon County Council Traffic Regulation Orders policy.

8.1 Background and Context

The project is led by Exeter City Council, as part of the Live and Move programme, funded by Sport England and delivered in partnership with Devon County Council. It aims to improve everyday life and journeys in Newtown by making it easier and safer to get around and improve access to green spaces for everyone.

Engagement in Newtown regarding the scheme began in 2021 with public surveys and local community and stakeholder conversations. Formal public consultation was delayed allowing for Devon County Council`s proposed Local Traffic Neighbourhood (LTN) scheme in Heavitree and Whipton, designed to reduce through traffic.

Further detailed designs of the public highway elements were subsequently drawn up. A briefing for Exeter City Council and Devon County Council members was held on 15th October 2024 to seek approval to move to formal consultation of the Newtown scheme. There were 6 schemes proposed based on comprehensive design and engagement with the local community, local stakeholders, technical specialists and statutory authorities. The scheme is detailed here: Newtown Plans - Live and Move

The scheme consultation was approved, and officers developed the plan in line with the Exeter City Council Consultation Charter.

The scheme is an Exeter City Council led programme, funded by Sport England, delivered in partnership with Devon County Council.

The scheme is based on Sport England active design principles and is seeking to improve walking, wheeling and cycling infrastructure in Newtown.

The proposed outcomes for the scheme, since inception in 2021 are:

1. **Increase physical activity** - The project aims to increase physical activity among residents by making infrastructure changes that positively prioritise active travel modes such as walking, cycling, and wheeling

2. **Enhance community connectivity -** Improve the connection between community spaces and activities, making it easier for residents to move around their community and to destinations beyond

3. **Improve health and wellbeing -** Support the health and wellbeing of Newtown residents by creating more usable green spaces and safer, more accessible routes for active travel

4. **Tackle Climate Emergency -** Contribute to tackling the climate emergency by encouraging behaviour change towards active modes of transport, thereby reducing reliance on vehicular movements

5. **Showcase Active Design Principles -** Demonstrate how embedding active design principles throughout policy and practice can have a lasting positive effect on the community

6. **Community Participation -** Ensure the project is a co-design initiative where the community is actively involved throughout the process, from initial consultation to final implementation

7. **Strategic alignment -** Align with the Exeter Transport Strategy's aspirations for 50% of all local trips in Exeter to be undertaken by foot or by cycle by 2030

8.2 Community Consultation and Engagement

The 2021 consultation for Newtown was conducted in April 2021 and aimed to gather feedback from the community on various aspects of life in Newtown. The consultation covered topics such as community and people, play and recreation, public transport, streets and green spaces, traffic and parking, walking and cycling, and the desires and aspirations of the residents, with the output from the consultation aimed at informing the development of the Newtown plans.

The phase one community engagement took place during April and May 2021 with a total of 84 responses received. Of these, 54 were from within the study area and 33 from outside the study area. 79 (91%) of respondents filled out the Walking and Cycling section of the consultation. The responses and baseline report led to a five-point vision being developed to help guide the design ideas:

1. To place pedestrian and cyclists needs first
2. To feel safe and be easy to navigate
3. To offer opportunities for play and recreation
4. To be inclusive for all
5. To enhance the sense of community

There has been a constant innovative approach to design and engagement through the 2022 – 2024 period to further develop the scheme designs. This includes:

- Initial Architects vision based on **Sport England Active Design Principles.** These Principles have been used to guide the design and engagement with residents, communities and stakeholders throughout
- An **Equality Impact Assessment** was conducted in 2023 for the Newtown project that highlighted several key developments and implications for the design. Critically, the proposed schemes in Newtown were not expected to breach the Human Rights Act (1998). The scheme aims were to improve facilities and safety for sustainable travel, supporting access for people without private cars. These changes included interventions to:
    - reduce rat running traffic to create a comfortable environment for cycling,
    - reduce conflict between users to lower collision rates and promoting health benefits through increased walking and cycling.
    - to conserve and enhance wildlife, create green spaces, and minimise greenhouse gas emissions.
- **A Safety Inclusion Assessment (SIA)** was conducted in 2024 that identified several key developments and implications for the project. The assessment was conducted to evaluate the real and perceived safety risks for vulnerable users, particularly women and girls, and to provide design solutions to address these issues. The main developments identified by the SIA are**:**
    - **Assessment of Sites**: The SIA was conducted on five sites within the Newtown Community, including Denmark Road and Russell Street, Triangle Car Park, Clifton Road and Clifton Street Junction, Clifton Road and Belmont Road Junction, and St Sidwells Point
    - **Methodology**: The assessment used a combination of desktop reviews and the SIA tool to evaluate the sites based on five core criteria: surveillance, space activation, legibility, women's safety, and inclusiveness
    - **Findings**: The assessment identified several issues across the sites, including limited active surveillance, lack of street furniture, inadequate lighting, and poor accessibility
    - **Proposed Design Reviews**: The proposed designs for each site were reviewed, and recommendations were made to improve safety and inclusiveness. These included adding lighting, improving wayfinding, enhancing street furniture, and addressing specific safety concerns

The formal consultation period in 2024/25, a collaborative approach between Exeter City Council and Devon County Council, consisted of two key elements:

- An ECC led 10-week public engagement exercise delivered between 2 December 2024 and 7 February 2025, running for a total of 10 weeks. Across the consultation period, four in person information sessions were hosted at St Matts Hall, Newtown
- A DCC led advertisement of draft Traffic Regulation Orders (TROs) in April 2025.

TROs are legal agreements which allow DCC to enforce regulations including speed limits, on-street parking and one-way streets. TROs are created in consultation with local communities and the police, to address specific traffic congestion or quality of life issues.

Phase 1

Engagement events were attended by residents, and they allowed for discussions to be held in person, with clarification being given around aspects of the proposals. Overall, the mood of attendees was welcoming towards the presented scheme.

The consultation was promoted via a mixture of a letter drop, social media, fliers and word of mouth (through Council members, Community Builders and Community Physical Activity Organisers). Letters to residents were delivered to 1809 addresses identified within Newtown area and bordering streets.

Information regarding the consultation and a link to the survey was also provided via the website:

Newtown - Live and Move

Phase 2

The formal draft traffic regulation orders (TROs) consultation went live on 3rd April and will run to 28th April. The orders being advertised are:

Proposed Restrictions in Newtown, Exeter

Following on from the informal consultation that ran between December 2024 and February 2025, which showed public support for the scheme to progress. The formal Traffic Regulation Order consultation was undertaken between 3rd April and 28th April. The three advertised orders were:

- *Ref 6105 – Devon County Council (Russell Street, Newtown, Exeter) (Prohibition of Motor Vehicles) Order*
- *Ref 6106 – Devon County Council (Clifton Hill, Newtown, Exeter) (One-Way with Contraflow Cycling) Order*
- *Ref 6107 – Devon County Council (Newtown, Exeter) (Waiting Restrictions) Amendment Order*

In total 212 responses were received across the three advertised orders and the response distribution was:

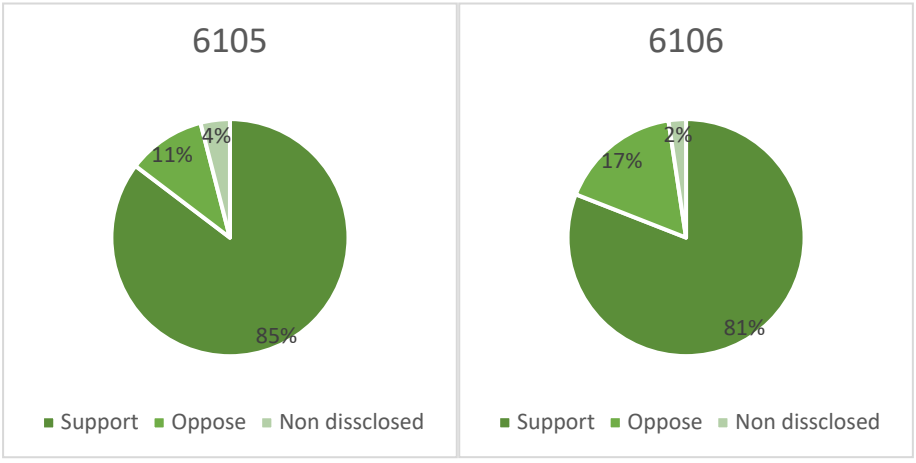
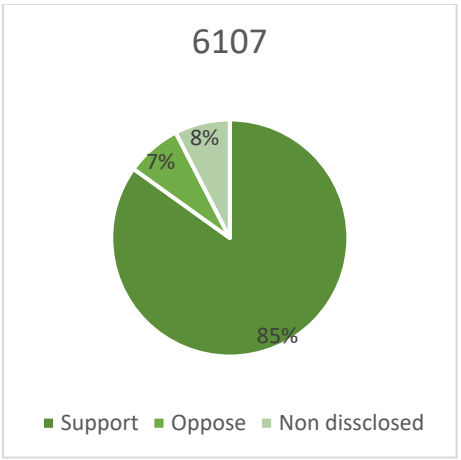


FIGURE 1 - CHARTS OF OVERALL RESPONSES PER TRAFFIC REGULATION ORDER – SHOWING DISTRIBUTION OF SUPPORT / OPPOSITION



The consultation responses show overall support for all advertised orders. Looking more closely at the detail of the submissions there are elements of clarity, on topics such as access routes and availability of parking, requested by respondents. Further to this, discussions with local key stakeholders has identified that further work could be undertaken to investigate the provision of a loading bay within the centre of Clifton Road, this provision is being considered.

Following the conclusion of the engagement processes an informal member briefing has been held with the Exeter City Council Leader, Portfolio Holder and Ward Members, this briefing took place at the Civic Centre on 7th May 2025. There was positive and constructive feedback on all elements of the scheme which will be taken forward in final design. Members gave their endorsement for the scheme to be taken through the formal ECC Executive and DCC HATOC approval processes.

8.3 Proposed Designs

In line with the overall positive theme of the responses to the engagement processes, each of scheme elements were supported. With the following specific points being revised:

Denmark Road and Russell Street – Section 1

There is general support for this element and for the closure of this section of Russell Street.

The scheme design has been reviewed in line with the suggestions and comments received through the engagement processes.

Changes are being made to the transitions from Heavitree Road to the new facility and where the route crosses Russell Street.

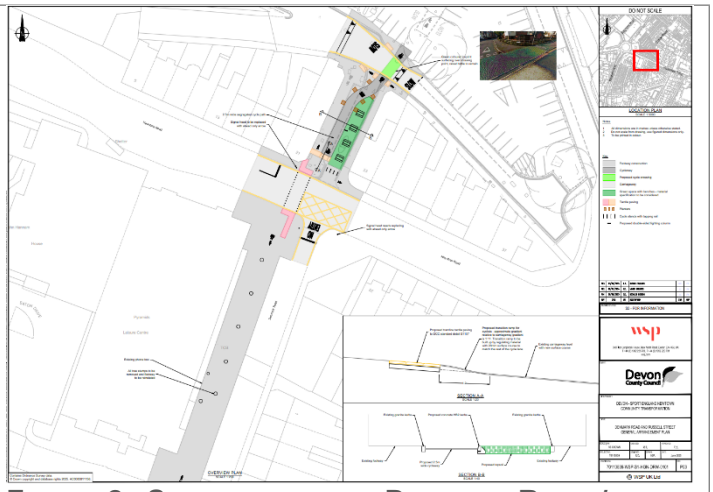


FIGURE 2 - SCHEME IMAGE OF DENMARK ROAD / RUSSELL STREET ELEMENT

Sept 24 Cost Estimate - £75,788.90

The Triangle Car Park – Section 2

The car park currently has 270 spaces stated as available, however only 251 are useable due to tree roots and uneven ground.

The final scheme proposes a total of 231 spaces, this includes 5 disabled bays and 3 parent/child spaces (which are not currently provided on site).

The loss of standard spaces generating revenue can be considered as 251 down to 226 (25), (i.e. 231 spaces less the 5 disabled bays which would not generate revenue).

In revenue terms the average income from 25 spaces would result in a loss of £69,042 per year. However, this car park is only at full capacity on very occasional times of the year, namely Christmas shopping periods and on Saturday's when Exeter City FC are playing home fixtures.

The scheme also proposes to improve the general access and quality of the car park, that it is assumed will improve overall patronage. This includes:

- *Tree-pit re-alignment - each of the perimeter spaces have been redistributed to provide a suitable area around each tree base. This ensures that each full parking space on the perimeter is fully useable and also helps to improve the health and longevity of each tree.*
- *Footway and cycleway widening - the reallocation of space to improved footway and cycleway facilities will provide greater connectivity through this route making it more attractive for community users.*

- *Introduction of green space along the footway/cycleway facility - this improvement will complement the widened facilities and aims to create more community ownership by improving the environment and people's proximity to green space.*
- *Designated walkway through the car park - north to south - this facility will help to aide the movement of walkers and wheelers through the car park, not only accessing vehicles but also moving across this space and reducing conflict with vehicles.*
- *Introduction of 5 No. Disabled parking spaces - this will provide a designated facility for users with the greatest need. The positioning of these towards the top of the car park has been deliberately chosen to provide the easiest route through to SSP and the wider City Centre.*
- *Introduction of 3 No. Parent and child spaces - these will assist drivers by providing easier places to park for parents accessing the City Centre with their children.*
- *Relocation of the exit/entry to the main car park - this will provide greater stacking capacity away from the Russell Street junction thus easing movements around and through the car park.*
- *Full separation of the two car park elements - this will reduce conflict with pedestrians but will also provide more clarity around land usage, potentially leading to greater utilisation of the spaces through the future changes in parking behaviours.*

There is general support for the design of the car park and the proposed walking routes within.

The scheme design has been reviewed in line with the concerns raised.

Due to the constraints of the scheme environment and the requirement to deliver provision for all stakeholders the provision of the new facility will be slightly below national cycling standards guidance. Acceptance of this allows for greater continuity of the route as a whole.

Sept 24 Cost Estimate - £125,765.20

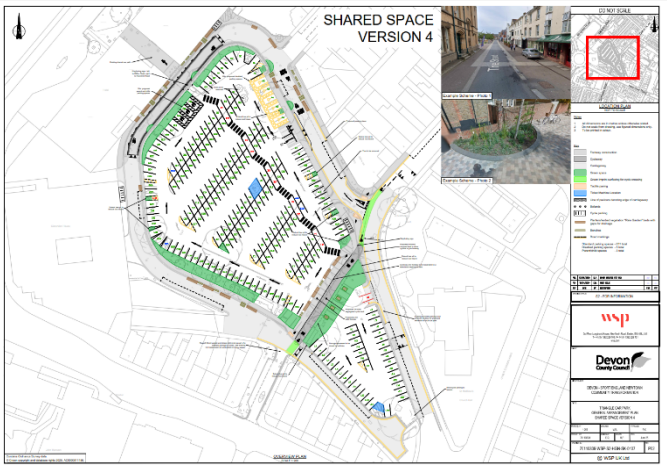


FIGURE 3 - SCHEME IMAGE OF TRIANGLE CAR PARK ELEMENT

Clifton Road and Clifton Street Junction – Section 3

There is general support for the Clifton Road – Clifton Street element of the scheme with option 2 (parallel layout) being the preferred option of respondents.

This section has been revised slightly to inset the first parking space on the east side beyond the junction with Clifton Street.

Further discussions are ongoing with local stakeholders regarding the provision of a loading bay within the scheme design.

Sept 24 Cost Estimate - £63,351.20

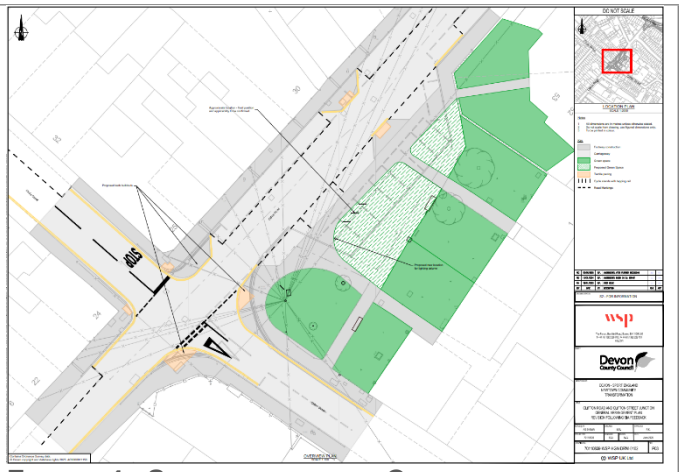


FIGURE 4 - SCHEME IMAGE OF CLIFTON ROAD/CLIFTON STREET JUNCTION – OPTION 2 - ELEMENT

Clifton Road and Belmont Road Junction – Section 4

There is general support for this element of the scheme with respondents raising concerns regarding the ability of people to cross at the junction and efficacy of the raised table in slowing vehicle speeds.

The scheme design has been reviewed in line with the suggestions and comments received.

The alignment of the designated crossing points has been adjusted, and the efficacy of the raised table has been reviewed.

Sept 24 Cost Estimate - £75,189.40

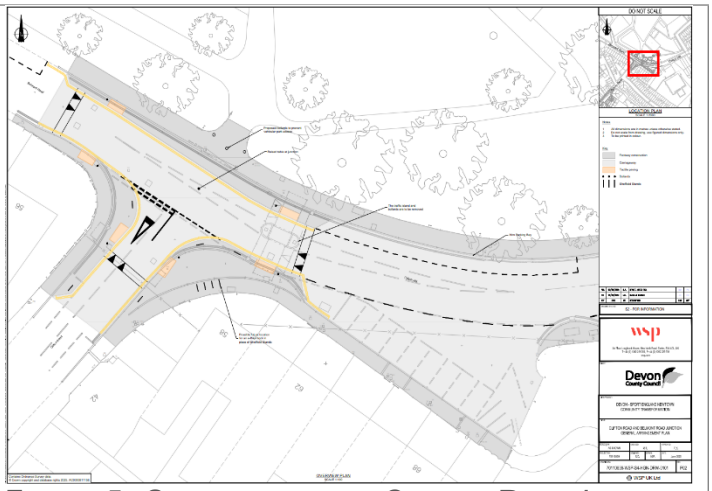


FIGURE 5 - SCHEME IMAGE OF CLIFTON ROAD / BELMONT ROAD

Clifton Hill – Section 5

There is support for this element of the scheme within the received responses. However, this element received a proportion of comments regarding cyclists' safety within the proposed scheme.

The scheme design and Road Safety Audit have been reviewed in line with the concerns raised.

Additional road markings and signage will be put in place to emphasize the behaviour and activities that will be enabled by the scheme.

Sept 24 Cost Estimate - £5,170.00

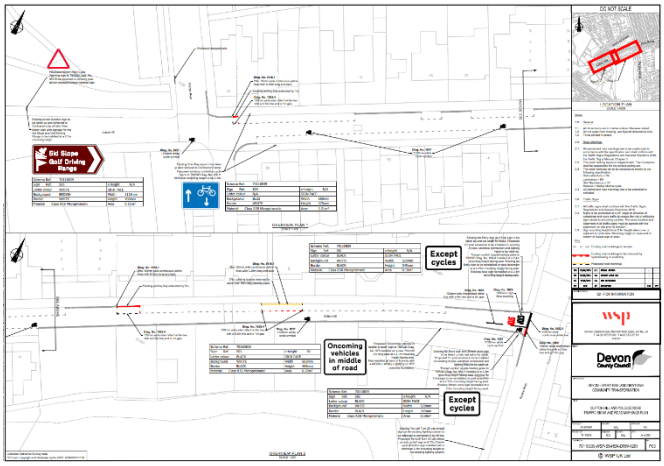


FIGURE 6 - SCHEME IMAGE OF CLIFTON HILL ELEMENT

Western Way – Section 6

The Western Way element of the scheme received general support overall. However, this element received the largest number of suggestions for alterations. It is therefore being recommended that this element of the scheme is reduced in scope. This will allow the suggestions/considerations to be fully reviewed and provide time for possible inclusion with other highway changes, resulting from other developments, within this area.

Therefore, this section has been reviewed and scaled back to ensure that it remains included but does not undertake work that will be abortive. The section will be progressed with vegetation clearance and signing / lining works only.

June 25 Cost Estimate - £7,500.00

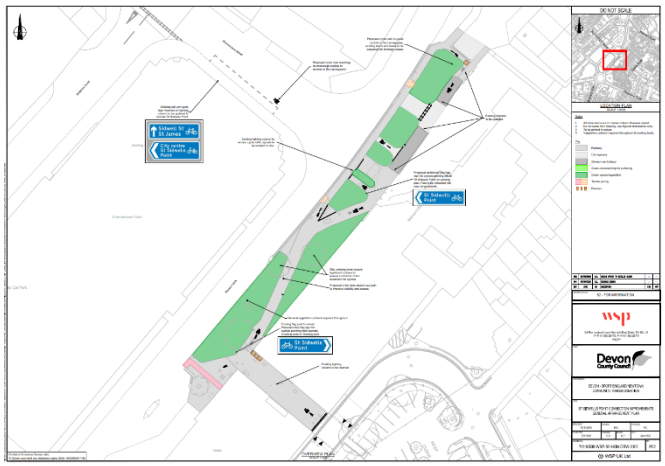


FIGURE 7 - SCHEME IMAGE OF REDUCED WESTERN WAY ELEMENT

Therefore, this section has been reviewed and scaled back to ensure that it remains included but does not undertake work that will be abortive. The section will be progressed with vegetation clearance and signing / lining works only.

8.4 Proposed procurement and works

The current schedule of approvals and scheme programme are as follows:

- Report to ECC Executive – 8th July 2025
- Report for decision to deliver the scheme to DCC HATOC – 15th July
- Proceed to Procurement following HATOC decision – e/o July 2025
- Appointment of contractor – e/o September 2025

- Construction Programme – November 25 – May 2026

The programme of construction will be procured and managed by Devon County Council

There are conversations with officers of the Commercial Assets and Car Parks Operations Team to propose the construction programme as to limit the impact of inconvenience of the Triangle Car Park works during the busy Christmas shopping period

8.5 Programme Management and Budget

The Programme has been developed within the Live and Move programme team in the Council. The Project Manager is seconded in from Devon County Council through their consultant framework.

The Project Manager reports into the Live and Move team through Place Partnership Manager, with regular briefings and updates to Senior responsible officer, Strategic Director for Place.

The Programme is fully funded by Sport England and the Council has commissioned Devon County Council to deliver this active travel infrastructure scheme as part of the work.

The budget is as below, and there is currently a £27,115 contingency underspend for the construction programme

Scheme 1	£75,788.90
Scheme 2	£125,765.20
Scheme 3	0
Scheme 4	£63,351.20
Scheme 5	£75,189.40
Scheme 6	£5,170.00
	£7,500.00
TOTAL	**£352,764.70**
BUDGET	**£379,880.00**
CONTINGENCY	**£27,115.30**

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

This scheme contributes towards the People priority of the Corporate Plan by:

- Increasing the number of residents walking and cycling
- Improving wellbeing through more walking and cycling

- Connecting communities by improved access to walking and cycling infrastructure in Newtown

This scheme contributes towards the Place priority of the Corporate Plan by:

- Creating a safer place and neighbourhood through improved walking and cycling infrastructure
- Learning from the Active Design and Safety Inclusion Assessment approach to improve future walking and cycling schemes in the city

This scheme also contributes towards sustainability, by contributing towards the Net Zero 2030 ambition. By improving walking and cycling infrastructure the number of car trips and lengths of journeys will be reduced.

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

Key Risks

- Increased costs because of final programme design amends following consultation / member engagement – MITIGATION: Contingency in place
- Approvals process delays implementation – MITIGATION: clear decision-making process through SMB, members, Executive and DCC HATOC
- Programme implementation – MITIGATION: DCC led procurement process within highways framework; clear communication with Car Parks Operations team to avoid clashes with busy Christmas period; regular and consistent community and stakeholder engagement and communication

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 potential impact has been identified on people with protected characteristics as determined by the Act and an Equalities Impact Assessment has been included in the background papers for Member's attention.

12. Carbon Footprint (Environmental) Implications:

12.1 The recommendations in this report will help achieve impact on delivering our carbon reduction target:

- By reducing car usage
- By increasing walking and cycling
- By providing more convenient access for disabled and parent car users, thus reducing length of trips
- By increasing access to green space in the neighbourhood

13. Are there any other options?

13.1 The council could:

- Not approve the scheme and the status quo would remain
- Determine which elements of the scheme should progress rather than the scheme as a whole
- Explore additional resources to enhance the scheme on a larger scale

Director: Ian Collinson, Strategic Director, Place

Author: James Bogue, Place Partnership Manager

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

Background papers used in compiling this report:-

None

Contact for enquiries:
Democratic Services (Committees)
Room 4.36
01392 265275

Equality Impact Assessment: Newtown Walking & Cycling Infrastructure Programme

The Equality Act 2010 includes a general duty which requires public authorities, in the exercise of their functions, to have due regard to the need to:

- **Eliminate discrimination**, harassment and victimisation and any other conduct that is prohibited by or under the Act.
- **Advance equality of opportunity** between people who share a relevant protected characteristic and people who do not share it.
- **Foster good relations** between people who share a relevant protected characteristic and those who do not

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.

Authorities which fail to carry out equality impact assessments risk making poor and unfair decisions which may discriminate against particular groups and worsen inequality.

Committee name and date:	**Report Title**	**Decisions being recommended:**	**People with protected characteristics potentially impacted by the decisions to be made:**
Executive 08.07.2025	Newtown Walking & Cycling Infrastructure Programme	*That Executive approves a new layout, including walking & cycling infrastructure to the Triangle Car Park, resulting in a loss of 28 useable spaces	All: **A Safety Inclusion Assessment (SIA)** was conducted in 2024 that identified several key developments and implications for the project. The assessment was conducted to evaluate the real and perceived

Committee name and date:	Report Title	Decisions being recommended:	People with protected characteristics potentially impacted by the decisions to be made:
		*That Executive recommends that the Devon County Council Highways and Traffic Orders Committee approves the Newtown Walking & Infrastructure Project for implementation	safety risks for vulnerable users, particularly women and girls, and to provide design solutions to address these issues. All elements of the scheme have improved scores through the SIA as a result of implementing the scheme. Disability: New designated spaces for disabled people parking their car in Triangle Car Park will be made available through the scheme. There are a range of interventions that improve access to walking and cycling for disabled people across the scheme.

Factors to consider in the assessment: For each of the groups below, an assessment has been made on whether the proposed decision will have a **positive, negative or neutral impact.** This is must be noted in the table below alongside brief details of why this conclusion has been reached and notes of any mitigation proposed. 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

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
Race and ethnicity (including Gypsies and Travellers; migrant workers; asylum seekers).	**Positive**	**Low**	Residents from this protected characteristic will have access to safer walking and cycling routes in Newtown
Disability: 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 impact on their ability to carry out normal day-to-day activities.	**Positive**	**Medium**	The changes proposed will increase the number of disabled parking spaces in the Triangle Car Park. Walking and cycling is made safer through this scheme as evidenced by the Safety Inclusion Assessment. Detailed views from the Guide Dogs Association and IN-CLUSIVE have been included and incorporated into the designs of the scheme.
Sex/Gender	**Positive**	**Low**	**The Safety Inclusion Assessment** is conducted to evaluate the real and perceived safety risks for vulnerable users, particularly women and girls, and to provide design solutions to address these issues
Gender reassignment	**Positive**	**Low**	Residents from this protected characteristic will have access to safer walking and cycling routes in Newtown
Religion and belief (includes no belief, some philosophical beliefs such as Buddhism and sects within religions).	**Positive**	**Low**	Residents from this protected characteristic will have access to safer walking and cycling routes in Newtown
Sexual orientation (including heterosexual, lesbian, gay, bisexual).	**Positive**	**Low**	Residents from this protected characteristic will have access to safer walking and cycling routes in Newtown
Age (children and young people aged 0-24; adults aged 25-50; younger older people aged 51-75/80; older people 81+; frail older people; people living with age related conditions. The age categories are for illustration only as overriding consideration should be given to needs).	**Positive**	**Medium**	The changes proposed will increase the number of parent & child friendly spaces in the Triangle Car Park. Walking and cycling is made safer through this scheme as evidenced by the Safety Inclusion Assessment
Pregnancy and maternity including new and breast feeding mothers	**Positive**	**Low**	**The Safety Inclusion Assessment** is conducted to evaluate the real and perceived safety risks for vulnerable users, particularly women and girls, and to provide design solutions to address these issues

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
Marriage and civil partnership status	**Positive**	**Low**	Residents from this protected characteristic will have access to safer walking and cycling routes in Newtown

Actions identified that will mitigate any negative impacts and/or promote inclusion

The scheme demonstrates greater access to walking and cycling and safety for all residents

Officer: James Bogue, Place Partnership Manager
Date: 10.06.2025

REPORT TO EXECUTIVE

Date of Meeting: 8 July 2025

Report of: Strategic Director of Place

Title: Exeter City Council's Costed Organisational Carbon Footprint Projections Study to 2030

Is this a Key Decision?

No

1. What is the report about?

1.1. The report presents a summary of the "Costed Organisational Carbon Footprint Projections to 2030" study, produced for the City Council by the Centre for Energy and Environment (CEE) at the University of Exeter. For the first time, it includes estimates of the capital and operational costs associated with decarbonisation over the period 2023/24 to 2030/31.

1.2. The assessment of potential measures uses a theoretical model based on three different scenarios, (Business as Usual, Mid-Term and Max Net Zero) across five sectors of the City Council's operation, to reduce our corporate Greenhouse Gas (GHG) emissions.

1.3. The study includes GHG emissions from Scope 1 (direct use of fossil fuels) and Scope 2 activities (indirect emissions from purchased electricity), plus the additional Scope 3 emissions associated with these activities.

1.4. The report provides scenarios that allow the City Council to prioritise measures which services can undertake for GHG emission reduction but does not commit the City Council to achieving them. The scenarios outlined in the study are both ambitious and challenging. The focus on costs will enable the City Council to prepare investment bids and to plan budgets accordingly. Further details of emissions included in each scope is included in section 6.3. The ability of the City Council to successfully deliver measures under the different scenarios is largely dependent on securing external funding.

1.5. Further work is required to explore how additional BAU measures can be incorporated into Service Plans, beyond those measures which have already been fully costed and committed. This will be in the form of a revised Carbon Reduction Plan, which Members can consider.

2. Recommendations:

2.1. The Carbon Footprint Projections, study including associated challenges and cost to the City Council, are noted and this information will be reported to Strategic Scrutiny Committee in September 2025.

2.2. Members note progress to date and further carbon reduction potential under the assessment of Scope 1 and 2 carbon reduction scenarios available to achieve net zero.

2.3. A further report is considered by Executive, which identifies options for how Business as Usual (BAU) carbon reduction measures can be incorporated into annual Service Plans, to enable prioritisation of service led GHG emission reduction measures.

2.4. The Net Zero team works in collaboration with relevant Services to plan future funding bids to secure additional resources, prioritising social housing, buildings and transport services to support emission reductions.

3. Reasons for the recommendation:

3.1. To understand measures as set out in the Costed Organisational Carbon Footprint Projections 2030 Study which includes three costed scenarios to achieve net zero (Study included as Appendix A).

3.2. The Mid and Max scenarios provide reduction of carbon emissions of 73% and 99% by 2030/31. To enable wider discussion, the study is given due consideration and scrutiny by Strategic Scrutiny Committee.

3.3. Highlight positive outcomes already in fruition, classified as the Business as Usual (BAU) scenario in the study, that will decrease scope 1 and 2 GHG emissions by 29% by 2030/31.

3.4. Continue engagement from all City Council services, especially in housing, buildings (property owned by the City Council) and transport (fleet), so that measures can be integrated into Service Plans and enable the Council to be better prepared to access grant funding to implement measures.

3.5. The carbon reduction measures provide associated social value and wider benefits. The study allows the City Council to assess its priorities for Net Zero activity, in line with the strategic priorities set out in the draft Corporate Plan.

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

4.1. Exeter City Council declared a Climate Emergency in 2019 and as part of this commitment, aims to achieve net zero GHG emissions for its own activities by 2030. The definition of ‘net zero’ in this context includes all GHG emissions arising from the City Council’s direct activities (termed Scope 1 and 2) and from other indirect activities (Scope 3).

4.2. The study includes three costed scenarios to achieve net zero, both operational and capital costs and across all services. The estimated capital and operational costs will allow for better financial planning of resources and inform annual service plans across the organisation. These costs and the evidence which supports them can also be used in any subsequent bids for government funding.

5. Section 151 Officer comments:

5.1 The report sets out the significant financial challenge associated with continuing the path to net zero. It will be essential to attract additional funding, but even then, where there are match funding obligations, this may cause significant challenges to both the General Fund and HRA.

6. What are the legal aspects?

6.1 Section 1 of the Climate Change Act 2008 states that it is the duty of the Secretary of State to ensure that the net UK carbon account for the year 2050 is at least 100% lower than the 1990 baseline. The target was originally 80% and was increased to 100% by the Climate Change Act 2008 (2050 Target Amendment) Order 2019.

7. Monitoring Officer's comments:

7.1 Members will note the statutory obligations set out in the legal aspects above. The Monitoring Officer has no additional comments.

8. Costed Organisational Carbon Footprint Projection to 2030 Study

8.1 The Centre for Energy and the Environment (CEE) at the University of Exeter has produced the City Council's GHG inventory for the previous 6 years. The inventory was updated for the 2023/24 and included in the Costed Organisational Carbon Footprint Projections Study.

8.2 In 2022, CEE assessed the potential to achieve net zero by reducing emissions across five sectors: council-owned housing, non-domestic buildings, transport, renewable energy and land use change/afforestation. The Study updates and extends that analysis to include, for the first time cost estimates and considers three scenarios:

- **Business as Usual (BAU):** The level of activity that is already planned for and/or committed to by the City Council. Activity will require additional funding from government, or other external sources.
- **Mid Case (Mid):** An escalation of activity beyond the BAU scenario i.e., a 'stretch target' which would also require additional government grant funding and operational costs.
- **Net Zero (Max):** A theoretical maximum level of uptake of measures, which would have considerable impact on cost, skills, supply chain and capacity.

8.3. The focus of the study is on Scope 1 and 2 activities only. It does not include the costs of decarbonising the City Council's supply chain (Scope 3). Assessment of Scope 3 emissions is currently data poor and there is no published methodology or data to extend this study to costed Scope 3 GHG emissions reduction projections.

Scope 1 (direct emissions from owned sources), including combustion of fuel in boilers in council owned buildings for heating and hot water, refrigerant leaks from council equipment and fuel in council vehicles.

Scope 2 (indirect emissions from generation of purchased electricity) which covers all electricity use across the council's services

Scope 3 (other indirect) including GHG emissions embodied in all material and services bought by the council, business travel, grey fleet use and commuting, waste disposal, and Well to Tank (WTT).

8.4 The assessment of Scope 1 and 2 GHG emissions includes the appraisal of central government policy, input and consultation with City Council Heads of Service and officers in relevant departments, a review of relevant City Council documents, as well as internal and external data sources. Source based estimates of capital (CAPEX) and operational (OPEX) costs associated with measures are estimated for the period 2023/24 to 2030/31. OPEX was calculated differently for each section. For Council Social housing, non-domestic buildings and renewables, this was using energy consumption data. Transport OPEX was calculated through lease and maintenance costs, and Land Use Change calculated based on maintenance costs.

8.5 Each sector assessment provides several potential measures to reduce GHG emissions ranging from straightforward energy efficiency to far more challenging solutions. There are no pre-determined trajectories, but a range of scenarios for reducing emissions for demonstration purposes.

8.6 The study also includes the City Council's most up to date organisational GHG emissions inventory for 2023/24 (highlighted below). Trends in GHG emissions have not changed significantly since 2018/19, but it is recognised emission reductions modelled in the BAU scenario will see a decline in the trajectory.

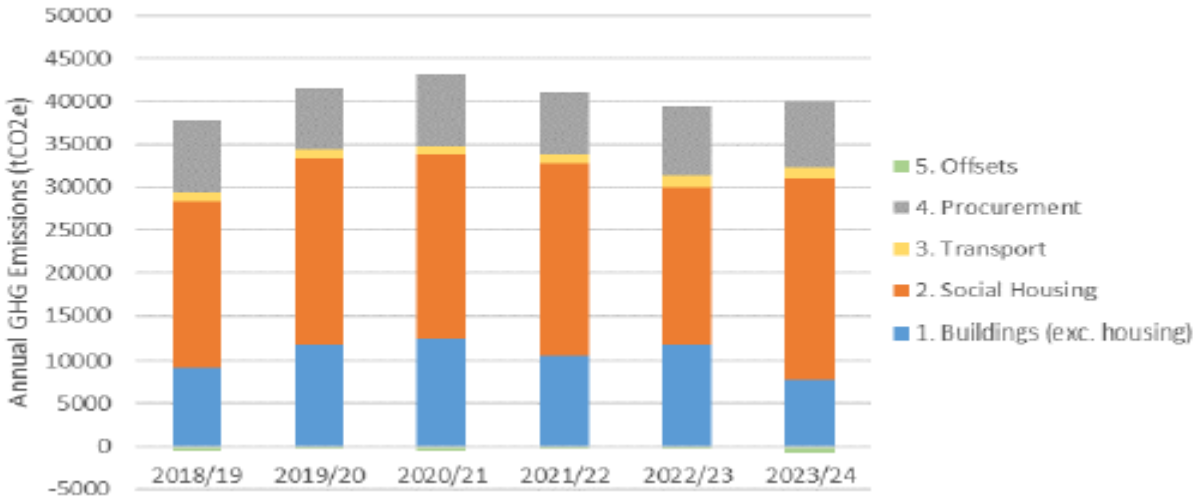
GHG Inventory 2023/24

8.7 The table below is a breakdown of the most up to date GHG inventory results at 39,340 tCO2e which is for the period of 2023/24, and is split into each sector. As in previous GHG inventories, Scope 1 and 2 and Scope 3 emissions are included. Categories shown in red, are ones that fall outside the projections in the study.

8.8 Emissions have not changed significantly over the period. The reduction of over 7,000 tCO2e reduction from last year's published inventory is due to more accurate data on leased assets provided by the City Council which have been applied across the restated timeseries in the figures below.

Category	Scope 1	Scope 2	Scope 3	Offset	Total
1. Buildings (exc. housing)	1,049	1,146	5,551		7,746
1.1 Corporate Estate	366	307	159		832
1.2 Leisure Centres	684	405	244		1,333
1.3 Other Non-Domestic		434	142		576
1.4 Waste from Buildings			*3*		*3*
1.5 Homeworking Energy			*173*		*173*
1.6 Construction and Maintenance			*897*		*897*
1.7 Leased Out			*3,933*		*3,933*
2. Social Housing	11,467	2,946	8,816		23,229
2.1 Operational emissions	11,467	2,946	2,858		17,270
2.2 Construction and Maintenance			*5,958*		*5,958*
3. Transport	688		612		1,300
3.1 Own Vehicles	688		168		856
3.2 Grey Fleet			*16*		*16*
3.3 Business Travel			*10*		*10*
3.4 Commuting			*417*		*417*
4. Procurement			7,839		7,839
4.1 Goods			*3,444*		*3,444*
4.2 Services			*4,394*		*4,394*
5. Offsets	-155			-619	-774
5.1 Exported Renewable Energy				-619	-619
5.2 Land Use Change	-155				-155
Total (entire footprint)	13,050	4,092	22,817	-619	39,340

Graph 1 below illustrates Exeter City Council's GHG emissions footprint each sector from 2018/19 to 2023/24.



Social Housing

8.9 The Social Housing sector accounts for the largest amount of the City Council's GHG emission footprint. Under the BAU scenario, social housing emissions will decrease by 26% by 2030/31 which is modelled on stock disposal, construction of new homes and continuation of the existing retrofit programme. The Mid scenario sees accelerated insulation and solar PV rollout and an increase in heat replacement, electrification and the removal of gas from homes. The Max scenario is a full expansion of the heat replacement (electrification) and increased solar PV installation, with GHG emissions reducing by 87% in total.

8.10 The greatest challenge associated with implementing measures under the three scenarios for Social Housing is the significant capital investment required and is dependent on significant government grants. However, there is a clear pathway to achieving a significant reduction in GHG emissions presented by an extensive decarbonisation of heat. This requires the current retrofit programme and fabric first

approach to ensure homes are sufficiently insulated and energy efficient, so that electric heating can operate effectively without leading to high electricity bills for tenants. Officer capacity within the City Council and grant funding will be an enabling factor.

8.11 The delivery of the City Council's social housing retrofit programme continues at pace, with available funding and measuring factors other than just carbon, particularly in measuring regulated energy, has delivered the following to date:

- 3,135 tonnes of CO2 saved per annum
- 776 properties retrofitted to the fabric first approach
- 378 (49%) of completed upgrades achieved the maximum EPC Band 'A'
- 321 (41%) of completed upgrades achieved EPC status 'B'
- Average fuel consumption for tenants reduced by 40-50%
- £11.5m invested with £3.1m of Government grant funding obtained

To continue the delivery of the retrofit programme, a bid for £4.34m of Warm Homes Social Housing Fund Wave 3 has been submitted, supported by £5.6m of co-funding. If successful, will deliver 140 property retrofit completions per year for the next 3 years, including 184 solid wall (non-traditional) properties.

8.12 For social homes that are retrofitted, there are wider benefits including: improved insulation makes for warmer homes therefore reduced energy consumption, reduced carbon emissions, reduced energy bills for tenants, as well as improved physical and mental wellbeing for tenants. Retrofit works support the development of green skills and the development of local jobs within the city.

Buildings (excluding housing)

8.13 The City Council's non-domestic building stock includes leased assets (such as The Senate and the Guildhall Shopping Centre), Leisure Centres, and corporate buildings including MRF, RAMM, Exeter Corn Exchange, The Matford Centre, The Custom House, Civic Centre and our Car Park estate.

8.14 The City Councils Non-Domestic Building Stock is the second highest emitter of GHG emissions. The BAU scenario will reduce emissions by 57% by 2030/31. The Mid scenario, which includes insulation works, installation of air source heat pumps at three of the City Council's leisure centres, PV installed at the ISCA centre and RAMM, would result in a total emissions decrease of 68%. Installing air source heat pumps throughout the City Council's corporate estate and leisure centres would result in a Max case reductions in emissions estimated at 78% in 2030/31.

8.15 All three scenarios are faced with the challenge of a financial capital commitment each year, alongside operational energy costs. A breakdown of GHG emission reduction and measures for each scenario are detailed in the study. The large spending shown in the 2029 Max scenario is due to the installation of a £5.3 million Air Source Heat Pump at RAMM, however this cost would be greatly reduced if RAMM connects to the proposed City Centre District Heat Network.

8.16 Meeting the requirements of each scenario for the City Council's non-domestic stock will face challenges like those for Social Housing. Energy efficiency improvements, such as the installation of solar PV, decarbonisation of heat and installation of

insulation is technically feasible but would need to be supported by a business case, as well as successful government grant funding applications.

8.17 The City Council does not purchase the energy for leased buildings and due to current lease structures, are unable to control energy use and how each leased out building is heated.

8.18 The development and the rollout of the proposed District Heat Network across the city centre would enable some buildings owned and leased out by the City Council to decarbonise. Connection and retrofit costs could be funded by a successful application to the Public Sector Decarbonisation Scheme (PSDS) fund. During 2025, the Net Zero team will be assessing which buildings to connect along the route of the proposed District Heat Network, considering both energy and GHG emission savings.

8.19 Delivery of schemes to reduce carbon emissions include the recent successful bid for £3.548million PSDS funding to decarbonise the Riverside Leisure Centre by 2028. In addition, to a new Multi Reclamation Facility at Marsh Barton.

8.20 Wider benefits of the above include supporting services by reducing energy consumption and repair costs, as well as reducing operational costs. In addition, the schemes demonstrate best practice and sharing the benefits of successful decarbonisation projects serves to influence and lead businesses in the city.

8.21 Energy consumption associated with Data Centres at Oakwood House and The Civic Centre is captured in Scope 2 emissions. The move to cloud-based data storage by the Council's IT provider, will reflect a decrease in energy consumption at both sites.

8.22 In the Council’s recent Budget Consultation (January 2025), high levels of agreement were reported in relation to the City Council investing in securing affordable, clean and secure energy, with 81% of residents agreeing.

Transport

8.23 The majority of the City Council’s transport emissions stem from the City Council’s own vehicles, with diesel Refuse Collection Vehicles (RVCs) accounting for 61% of overall emissions. Enabling the decarbonisation of these vehicles will strongly influence the trajectory of reduction pathways.

8.24 Under the BAU scenario, Scope 1 & 2 transport emissions fall slightly, but the Mid scenario, with the introduction of biofuel (HVO) and/or the electrification of fleet, GHG emissions fall steadily. Under the Max scenario, GHG emissions quickly fall due to the full electrification of the refuse and our general vehicle fleet. The predominance of vehicle leasing means that most costs are classified as OPEX.

8.25 As mentioned above, the largest proportion of the City Council’s transport emissions stem from RCVs and are therefore the highest priority for reducing transport emissions. Whilst the study assumes that the electricity to charge these vehicles comes at no extra cost (renewable energy supply), refuse collection vehicles come with the highest lease cost uplift, with electric alternatives costing an additional £4,500 per month to lease. The study includes a range of emissions reduction pathways; including an affordable but effective route to decarbonise the City Council’s transport fleet. Additional funding is required for the procurement of leasing alternatives for

diesel replacement, to accelerate decarbonisation and efforts can result in in a 92% reduction in transport emissions by 2030/31.

8.26 There may be additional challenges in securing suitable electric vehicles for more specialist activities in Parks & Open Spaces, as well as the transition from diesel hand-held machinery to electric.

8.27 The full range of assumptions made for each combination of measures and scenarios, including the use of alternative fuels, are detailed in the study. The City Council has its own dedicated renewable charging supply for electric refuse vehicles (eRCVs), and it is therefore a priority to investigate ways in which vehicle lease costs can be made affordable when supported by reduced fuel costs, so allowing the electrification of the refuse fleet to be accelerated.

8.28 There are considerable added wider benefits realised by replacing diesel fuel, reducing the environmental impact of air pollution in the city, and cleaner environment for refuse crews working behind the vehicles. Operating considerably quieter vehicles also provides for safer working conditions as crews can hear each other more easily. The Water Lane Solar Farm and the renewable supply to the EV charging infrastructure at the City Council's Depot is a flagship project which has received national interest and many visits from neighbouring organisations.

Offsets using Renewable Electricity Generation

8.29 The installation of solar photovoltaic (PV) arrays delivers carbon savings as their output replaces alternative fossil fuel energy sources, and exporting renewable energy (electricity that is not directly used on site by services) simultaneously offsets the City Council's gross GHG emissions footprint, it also generates a financial revenue. In 2023/24, the City Council's solar PV portfolio exported 2,989 MWh of the total 4,576 MWh generated, with the balance being self-consumed, offsetting -619 tCO_2e.

8.30 Additional solar PV deployment on our social homes, non-domestic buildings and utilising ground mounted arrays increase PV exports in 2030/31 to 4,298 MWh, 4,965 MWh and 10,475 MWh in the BAU, Mid and Max scenarios, respectively. The increases in offset emissions illustrated in the study reflect the development of new renewable energy projects, particularly in 2026/27 when 3.2MWp of additional PV could be installed. However, uncertainties apply, such as land use, building structure, condition of roof spaces and electricity grid connection agreements required for solar PV installations will be very challenging.

8.31 The council's non-domestic estate of over 3.4 MW, represents a sizable portfolio regionally, with wider benefits including long term income streams and financial savings on reduced energy imports for the City Council. The rollout of renewable electricity generation continues to be financially attractive. A strong business case, supporting local energy resilience and hedges against rising energy prices, and in some cases can overcome national grid constraints.

8.32 Falling national grid electricity GHG emissions mean that despite increasing renewable generation by 2030, its role in offsetting carbon emissions in other sectors will reduce over time. The decarbonisation of the electricity grid reduces the grid electricity factor, diminishing the potential of offsets from exporting renewable energy.

Offsets using Land Use Change

8.33 Afforestation of unforested land delivers valuable carbon sequestration, as trees capture carbon from the atmosphere and transform it into biomass, a process that has the potential to offset carbon emissions on the pathway to net zero. The City Council owns 409 ha of parks and greenspaces, including the 162 ha of the city's Valley Parks, which are managed by the Devon Wildlife Trust.

8.34 The report assumes the City Council's own Parks & Green Spaces have a 24% canopy cover in line with the city, this entails ~98 ha of canopy cover, sequestering -155 tCO_2e annually. Additional tree planting scenarios to further offset the City Council's GHG emissions were modelled using data from the Sixth Carbon Budget, which provides GHG emission savings from planting different types of biomasses of different yield classes.

8.35 Under the BAU scenario, annual offsets in 2030/31 will increase to -161 tCO2e, costing a total of £1m in OPEX to 2030/31. Increasing canopy cover to 30% in a Mid scenario increases annual offsets in 2030/31 to -309 tCO2e, with £0.3m of additional costs of which £0.2m is CAPEX. Increasing canopy cover to 100% in a Max scenario would offset -2,032 tCO2e in 2030/31, costing a further £4m on top of the Mid scenario of which £2.3m is CAPEX.

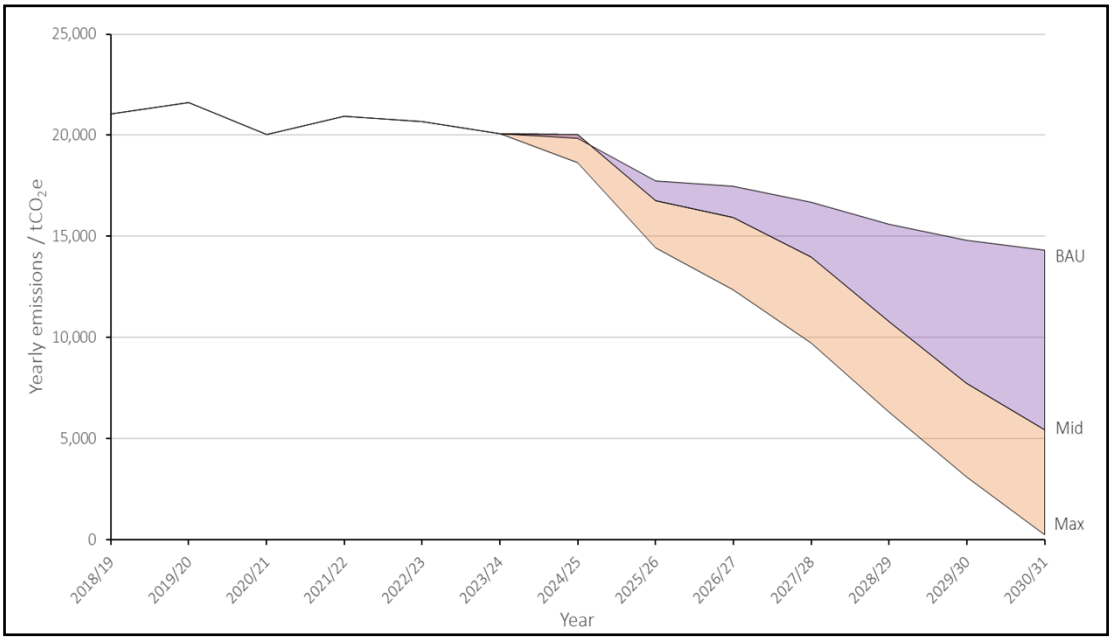
8.36 While the Mid scenario represents valuable progress towards net zero, the Max scenario of 100% canopy cover and potential to increase potential offset emissions eight-fold. 100% canopy cover is not advisable, as land owned by the City Council has various uses, such as biodiversity and recreation, which supports a healthy resident population. Opportunities to expand current planned efforts and increase canopy cover to 30% on a whole City basis is a strategy being targeted for 30 years from 2024/25 by Parks and Green Spaces Team.

8.37 Successful tree planting efforts by the City Council have increased the tree stock by 748 trees (107 standard trees, 50 heritage variety fruit trees, and 591 broadleaf whips). Assuming a planting density of 1,600 trees ha^{-1} and a broadleaf yield class, these will account for 0.35 tCO_2e emissions in 2023/24. Additionally, the challenges associated with this scenario include the availability of suitable land, the additional capital and revenue costs, capacity internally to maintain the additional tree canopy cover, are considerations outlined in the assumptions made for each combination of measure and scenario in the study.

8.38 Additional benefits of tree planting include reduced surface water runoff, improved air quality, improved biodiversity and habitat, and cooling to address warmer summers.

Overall Results

8.39 The overall reduction of the City Council's projected Scope 1 and 2 organisational GHG emissions footprint to 2030/31 is illustrated below. The graph models the cumulative emissions over the seven modelled years and highlights rigorous decarbonisation efforts in all three scenarios (BAU, Mid and Max). Individual sector projections are detailed in the study, of which the Social Housing operational GHG emission projection exhibits a similar shape graph because the sector accounts for a considerable proportion of the organisational GHG footprint (86% in 2023/24).



Graph 2. Projected ECC Scope 1 and 2 organisational emissions under the BAU, Mid and Max decarbonisation scenarios.

8.40 The estimated overall costs associated with delivering each scenario is summarised in the table below. Over the period 2023/24 to 2030/31, meeting the BAU Scenario costs £55.5m. The Mid scenario is estimated to cost an additional £19.2m (£74.7m in total), whilst reducing emissions by 73%. The Max Scenario is an estimated additional £73.5m (£129m in total) and represents a theoretical maximum level with far more challenging and potentially contentious solutions.

Scenario	2023/24	2030/31	Change % or from BAU
BAU			
Emissions tCO2e	20,094	14,322	-29%
Total CAPEX £m		£25.1m	
Total OPEX £m		£30.4m	
Total cost £m		£55.5m	
Mid			
Emissions tCO2e	20,094	5,424	-73%
Total CAPEX £m		£42.9m	£17.8m
Total OPEX £m		£31.8m	£1.4m
Total cost £m		£74.7m	£19.2m
Max			
Emissions tCO2e	20,094	266	-99%
Total CAPEX £m		£93.7m	£68.6m
Total OPEX £m		£35.5m	£5.1m
Total cost £m		£129m	£73.5m

Table 2: Comparison of emissions and costs across BAU, Mid and Max scenarios in 2023/24 and 2030/31

Conclusion

8.41 The study allows the City Council to assess its priorities for Net Zero activity, in line with the strategic priorities set out in the draft Corporate Plan. The carbon reduction

measures set out in the scenarios will provide services (sectors) with the knowledge needed to prepare for investment bids and to plan annual Service Plans and budgets.

8.42 It is important to note that these are not pre-determined trajectories, but a range of different scenarios for reducing GHG emissions for demonstration purposes. The assessment of forecasted measures, projects, and policy applicable at the time of the study. The challenges to reduce corporate GHG emissions are extensive, and measures set out in this study are desk based, as there was no scope for detailed site visits or audits. Therefore, potential measures to reduce emissions range from straightforward energy efficiency to far more challenging and, in some cases unfeasible solutions. The range of different scenarios for reducing GHG emissions are dependent on funding streams, capacity of both staff but also the capacity of businesses, skills and new technologies. Financial forecasts will become outdated and be subject to inflation and shifts in market supply and demand. In addition, changes in government and local based GHG emission reduction targets could extend or shorten the requirement for net zero.

8.43 The BAU scenario enables the City Council to assess opportunities to reduce GHG emissions, with some of the work already underway or planned for. The continuation of decarbonisation work, whilst dependent on securing external funding to deliver projects, will enable each service to consider BAU measures in Service Plans.

8.44 The Mid Case scenario sees much more progress towards net zero for the City Council. It illustrates the potential to achieve a significant reduction in GHG emissions at a practical pace, the electrification of heat in our social housing is a significant contributor to reducing GHG emissions in this scenario. The Net Zero team will work in collaboration with Heads of Service to plan future funding bids to secure additional resources needed to deliver the BAU and Mid Case Scenarios.

8.45 The impact of offsets is highlighted in the Max scenario, but reducing the City Council`s own GHG emissions is prioritised over offsetting, as direct mitigation addresses the root generation of GHG and ensures long term sustainability for the City Council’s services and assets.

8.46 Delivering the measures set out in the study will require the engagement of each service throughout the City Council, particularly those involved with social housing, buildings and transport. To embrace the measures set out in the Costed Organisational Carbon Footprint Projection Study, further work in collaboration with services will be taken forward using annual Service Plans and cross department working, accelerating projects that can be financially supported.

8.47 This study is also being presented to Strategic Scrutiny Committee in September, for further consideration.

8.48 Extensive additional benefits are detailed under each sector in this report. The advantages listed below are not expanded on in the study, its focus being an analysis of costs borne by the City Council in decarbonising its direct Scope 1 and 2 activities. Benefits of GHG emission reduction include:

- reduced use of fossil fuel lowers pollution levels
- healthier more comfortable homes and buildings

- energy efficient, cheaper to run social homes and buildings
- biodiversity enhancement
- improved health for our workers and residents
- reduced operational costs supporting sustainable City Council services
- improved budget security from a self-supply of renewable energy generation
- local leadership and dissemination for replication of decarbonisation measures
- Decarbonisation works provide for 'green' jobs and skills training
- Collaboration and innovation benefit the city and region

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

9.1 This report and the work of the Net Zero team links directly to the draft Corporate Plan 2025-28. Once the new plan is adopted, all activity to reduce our GHG emissions will link to key priorities set out in the new Corporate Plan in collaboration with City Council services, including using specific and measurable metrics to track progress against priorities and intended outcomes.

Exeter Vision	Innovative & Analytical City	The team has developed a range of data sets to monitor City Council carbon emissions
	Heathy & Inclusive	Ensure City Council owned homes and buildings are energy efficient and healthier. Use of EV and renewable energy sources to provided services and reduce pollution.
	The Most active city in the UK	Projects to be developed to support active travel for employees.
	Accessible world-class education	Studies and projects undertaken in collaboration with experts.
	Liveable & connected	Commercial and residential properties are energy efficient and built to the best possible standard.
	A leading sustainable city	The City Council is a role model for other organisations in Exeter.
	City of Culture	Decarbonisation of City Council owned cultural and heritage facilities to support sustainable services.
Corporate Plan	Local Economy	Working with Building Greater Exeter to support green skills and training and local employment opportunity, as part of new development.
	Sustainable Environment	Net Zero team focuses on reducing City Council carbon emissions to deliver Net Zero. Decarbonisation reduces energy consumption and energy bills, reducing service delivery costs and supporting sustainable council services.
	Homes	The housing retrofit programme delivers warmer homes reduced energy consumption, reduced carbon emissions, energy bills and improved physical and mental wellbeing for tenants. Through Liveable Exeter, working collaboratively with developers in developing sustainable and accessible neighbourhoods and new homes, using sustainable construction methods.
	People	Working in partnership with Live & Move in developing sustainable travel options and sustainable travel options.

		Supporting leisure services through better energy management and procurement, to maintain affordable facilities. Tree planting provides for reduced surface water runoff, improved air quality, improved biodiversity and habitat, and cooling to address warmer summers.

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

10.1 The City Council's GHG inventory and the Net Zero Risk Register has informed the work programme of the Net Zero team and that of other services and is presented to Strategic Scrutiny every six months.

10.2 The City Council's Service Plan template has been amended and now includes a section for each Head of Service to complete on net zero, which will link back to the Study. It also includes measurements and metrics to highlight progress for each service in reducing GHG.

10.3 Ownership and understanding of the measures needed to reduce GHG emissions is constantly reviewed by the Net Zero Team. The team aim to increase understanding within the organisation of change required, with initiatives undertaken such as Net Zero Ambassadors and Carbon Literacy Training.

10.4 The financial cost to deliver net zero is significant, this report is the first costed Carbon Footprint Projection for corporate GHG emissions. If the City Council is not successful in obtaining significant funding, the measures required to reduce GHG emissions will not be delivered.

11. Equality Act 2010 (The Act):

11.1 In delivering Net Zero, the team will take into account the potential impact of actions 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. A separate EQIA is developed for each project.

12. Carbon Footprint (Environmental) Implications:

12.1 The City Council declared a Climate Emergency in 2019 and as part of this commitment, it aims to achieve net zero emissions for its corporate activities by 2030. The Costed Organisational Carbon Footprint Projections Study provides a clear roadmap to reduce City Council GHG emissions.

12.2 Strategic decisions made, either have a positive or negative effect on City Council GHG emissions. Additional work needs to be undertaken prior to decisions being made to determine the impact on City Council GHG emissions.

12.3 The Net Zero Risk Register considers the GHG reduction measures required to achieve net zero, and measures needed to address the impact of extreme weather events to reduce financial risk and to protect City Council services. This is reported to Audit & Governance every six months.

13. Are there any other options?

13.1 There is the option of not continuing existing or committing additional financial and non-financial resources in working towards net zero within the City Council. This would result in a lack of co-ordination, strategic direction and delivery in reducing our GHG emissions.

13.2 A further report will be brought to Executive alongside a revised Carbon Reduction Plan for further consideration to draw out options from all scenarios.

13.3 On a regular basis, the Net Zero team are sourcing and applying for external funding to support the delivery of the City Council's Corporate Carbon Reduction Plan, working with services to identify capacity and match funding within the City Council. However, without aligning the report to Service Plans and accelerating measures where possible, the reduction in emissions forecast in the report will not be achieved.

Strategic Director Place

Author: Net Zero Project Manager

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

Background papers used in compiling this report:-

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University of Exeter | Centre for Energy and the Environment

Exeter City Council's Costed Organisational Carbon Footprint Projections to 2030

Centre for Energy and the Environment

Internal Document 1068

April 2025

University of Exeter | Centre for Energy and the Environment

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Version number	Initials	Date	Description
1.3	DL, IB, EF, RR	27/11/24	Draft including ECC comments
2.0	ADSN	28/11/24	Management summary added for ECC review
3.0	DL	19/12/24	Intermediate version
4.0	DL	7/1/25	Final version
5.0	DL	22/1/25	Minor edits and updates to numbers (social housing costings and Riverside PV exports)
6.0	DL	29/5/25	Very minor changes to Table 1

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Cover image: Decarbonising Riverside leisure centre will considerably reduce ECC's organisational footprint (Photo courtesy of Exeter Leisure)

Management Summary

Exeter City Council (ECC) declared a Climate Emergency in 2019 and as part of this commitment aims to achieve 'net zero' greenhouse gas (GHG) emissions for its own activities by 2030. The definition of 'net zero' in this context includes all greenhouse gas (GHG) emissions arising from ECC's direct activities (termed Scope 1 and 2) and from other indirect activities including its supply chains (termed Scope 3), which together result in the Council's total GHG emissions. The Centre for Energy and the Environment (CEE) at the University of Exeter has produced ECC's GHG inventory for each of the past 6 years. The inventory is updated here for the 2023/24 financial year.

Additionally, in 2022, the CEE assessed the potential to achieve net zero by reducing emissions across five sectors: council-owned housing, non-domestic buildings, transport, renewable energy and land use change/afforestation. This work also updates and extends that analysis to include costs and considers three scenarios:

- Business as Usual (BAU): The level of activity that is already planned for and/or committed to by ECC.
- Mid Case (Mid): An agreed escalation of ambition beyond the BAU scenario i.e., a 'stretch target' that could be contingent for example, on securing additional government grant funding.
- Net Zero (Max): A theoretical maximum level of uptake for measures with less consideration of potential constraints (e.g., cost, skills, supply chain capacity etc.).

The focus of this analysis is on the costs to be borne by ECC in decarbonising its direct Scope 1 and 2 activities. It does not include the costs of decarbonising ECC's supply chains (Scope 3). Assessment of Scope 3 emissions themselves is currently data poor and there is no published methodology or data to extend this to costed Scope 3 emissions reduction projections.

The assessment of Scope 1 and 2 carbon reduction potential within each sector includes the appraisal of central government policy, input from discussions with ECC service leads and other officers in relevant departments, and consultation with key ECC documents and data sources. Source based estimates of capital (CAPEX) and operational (OPEX) costs associated with measures are estimated over the period 2024/25 to 2030/31. Where applicable, OPEX costs have been calculated from projected energy consumption and prices, with additional expenditure included for transport leases or tree planting maintenance.

The sector assessments are desk based, as there was no scope for detailed site visits or audits. Each sector assessment provides a number of potential measures to reduce emissions ranging from straightforward energy efficiency to far more challenging and potentially contentious solutions. It is important to note that these are not pre-determined trajectories, but a range of different scenarios for reducing GHG emissions for demonstration purposes.

ECC's organisational GHG emission in 2023/24 for all scopes are 39,340 tCO_2e, a 0.7% increase over the 39,072 tCO_2e in 2022/23. Emissions for the reduced costed emissions Scope 1 & 2 total 20,094 tCO_2e. In both cases emissions have not changed significantly since 2018/19 and do not exhibit a downward trend consistent with achieving net zero by 2030.

2023/24 Scope 1 & 2 emissions from social housing are 17,270 tCO_2e. Under the BAU scenario, social housing emissions will decrease by 26% (to 12,818 tCO_2e) by 2030/31 and cost a total of £19.9m in CAPEX. The Mid scenario sees accelerated insulation and PV rollout and the electrification of heat. These measures will cost an extra £14.1m compared to BAU and reduce emissions by 71% (to 5,094 tCO_2e). The Max scenario costs an additional £37.9m on top of the Mid CAPEX, or £52m on top of BAU but will see a reduction of 86% (to 2,337 tCO_2e).

The ECC's non-domestic stock emitted an estimated 2,740 tCO_2e of Scope 1 & 2 emissions in 2023/24. BAU measures such as insulation works at the Corn Exchange and heat pump installation at Riverside will reduce these emissions by 57% (to 1,170 tCO_2e) by 2030/31. These measures are estimated to cost a total of £5.2m in CAPEX on top of £14.1m in OPEX (the total energy costs from 2024/25 to 2030/31). Under the Mid scenario, three of ECC's leisure centres: Riverside, Northbrook and Wonford receive thorough insulation works and air source heat pumps. PV is installed at the ISCA centre and RAMM, electric heating is also installed in the latter. These upgrades will cost a further £3.5 million in CAPEX, with minimal operational cost changes and see total emissions decrease by 68% (to 884 tCO_2e). Installing air source heat pumps throughout ECC's corporate estate and leisure centres results in the Max scenario costing a further £8.1m in CAPEX. Total OPEX reduces by £0.7m from BAU. Max case reductions in emissions are estimated at 78% (to 590 tCO_2e) in 2030/31.

The majority of ECC's 2023/24 transport emissions stem from the council's own vehicles (Scope 1 & 2) of 856 tCO_2e. Refuse vehicles contribute 524 tCO_2e (61%) meaning that the overall emissions reduction pathways are strongly influenced by the decarbonisation trajectory for these vehicles. Under BAU, Scope 1 & 2 transport emissions fall slightly from 856 tCO_2e in 2024/25 to 766 tCO_2e in 2030/31. BAU is unable to accelerate electrification despite ECC's own dedicated renewable charging supply for electric refuse vehicles (eRCVs) due to the high vehicle lease costs. Under the Mid scenario, the introduction of biofuel (HVO) combined with gradual electrification leads emissions to fall steadily to 79 tCO_2e in 2030/31. Under the Max scenario emissions quickly fall to 79 tCO_2e in 2025/26 due to the full early electrification of the vehicle fleet then slowly decreases to 77 tCO_2e in 2030/31 as electricity decarbonises further. The predominance of vehicle leasing means that most costs are classified as OPEX. BAU total OPEX to 2030/31 of £16.3m increases by £1.5m in the Mid scenario and by a further £3.5m in the Max scenario.

Exporting renewable energy simultaneously offsets ECC's gross footprint and generates financial revenue. In 2023/24, ECC's solar photovoltaic (PV) portfolio exported 2,989 MWh of the total 4,576 MWh generated, with the balance being self-consumed, offsetting -619 tCO_2e. Additional deployment on homes, non-domestic buildings and, in the Max scenario, on ground mounted arrays increase PV exports in 2030/31 to 4,298 MWh, 4,965 MWh and 10,475 MWh in the BAU, Mid and Max scenarios, respectively. However, by 2030 decarbonisation of the electricity grid reduces the grid electricity emission factor, diminishing potential offsets from exporting renewable energy. As a result, despite increasing generation, offset emissions from additional domestic and non-domestic PV installation in 2030/31 will be -268 tCO_2e in the BAU scenario, -309 tCO_2e in the Mid scenario, and -652 tCO_2e in the Max scenario. Selling

renewable energy exports from non-domestic buildings from 2024/25 to 2030/31 generates revenue of £1.1m in the BAU scenario, £1.1m in the Mid scenario, and £1.9m in the Max scenario. The Max scenario also includes ground mounted array CAPEX of £2.3m.

The Council owns 409 ha of greenspaces which currently has 24% (98 ha) canopy cover and offsets its footprint by sequestering -155 tCO_2e annually. Under the BAU scenario, annual offsets in 2030/31 will increase to -161 tCO_2e, costing a total of £1m in OPEX to 2030/31. Increasing canopy cover to 30% in a Mid scenario increases annual offsets in 2030/31 to -309 tCO_2e, with £0.3m of additional costs of which £0.2m is CAPEX. Increasing the canopy cover to 100% in a Max scenario would offset -2,032 tCO_2e in 2030/31, costing a further £4m on top of the Mid scenario of which £2.3m is CAPEX.

Overall, Scope 1 and 2 emissions reductions for the three scenarios and the estimated costs associated with delivering each are summarised in the table below.

Scenario	2023/24	2030/31	Change % or from BAU
BAU			
Emissions tCO2e	20,094	14,322	-29%
Total CAPEX £m		£25.1m	
Total OPEX £m		£30.4m	
Total cost £m		£55.5m	
Mid			
Emissions tCO2e	20,094	5,424	-73%
Total CAPEX £m		£42.9m	£17.8m
Total OPEX £m		£31.8m	£1.4m
Total cost £m		£74.7m	£19.2m
Max			
Emissions tCO2e	20,094	266	-99%
Total CAPEX £m		£93.7m	£68.6m
Total OPEX £m		£35.5m	£5.1m
Total cost £m		£129m	£73.5m

The Max scenario, although theoretically, possible is beset with challenges. Costs aside, there are likely to be significant practical constraints on the skills and supply chains needed to provide the measures required particularly, for example, in the retrofit of social housing. The Mid scenario illustrates that a more moderate level of additional spending may have the potential to achieve significant emissions reduction at a more practical pace. This said, aspects of the Mid scenario remain ambitious for example the extensive decarbonisation of heat in the City Council's housing. Business as usual sees more modest reductions in emissions. However, it should be recognised that the BAU emission reductions modelled still considerably exceed the trajectory of emission reduction seen over recent years.

Delivering the scenarios will require the engagement of each service in the Council and particularly those involved with housing, building and transport. Investment, at least in part, needs to be driven by service led emission reduction objectives and appropriate prioritisation metrics which look for effective GHG emissions reduction per £ spent and maximise co-benefits.

Contents

1 Introduction

Exeter City Council (ECC) declared a Climate Emergency in 2019 and as part of this commitment aims to achieve 'net zero' greenhouse gas (GHG) emissions for its own activities by 2030. The definition of 'net zero' in this context includes all greenhouse gas (GHG) emissions arising from ECC's direct activities (termed Scope 1 and 2) and from other indirect activities including its supply chains (termed Scope 3), which together result in the Council's total GHG emissions. The aim is to achieve GHG emissions as close to zero as practicable by 2030. Netting the remaining emissions would require the purchase of carbon offsets but there is a desire to achieve net zero with as little reliance on offsets as possible.

Following an initial decarbonisation pathway projection by the Centre for Energy and the Environment (CEE) at the University of Exeter in 2022 [1], the CEE was commissioned by ECC to reassess the potential to achieve the 2030 commitment with the addition of information on the costs involved. The focus of the analysis is on the costs to be borne by ECC in decarbonising its direct Scope 1 and 2 activities (plus the additional Scope 3 emissions associated with these activities, for example Well to Tank (WTT) emissions associated with gas use in a boiler). The analysis does not include the costs of decarbonising ECC's supply chains (other Scope 3 emissions). Assessment of Scope 3 emissions themselves is currently data poor and there is no published methodology or data to extend this to a costed emissions reduction trajectory.

The CEE has produced ECC's carbon footprint annually since 2018/19. This work updates the footprint for the 2023/24 financial year and assesses the potential to reduce emissions across five sectors: council-owned housing, non-domestic buildings, transport, renewable energy and land use change/afforestation. The 2022 report included separate sections for f-gases, waste and procurement. Here, f-gases are included in buildings, the de minimis emissions from waste are not included and procurement is excluded as it is purely Scope 3.

The assessment of carbon reduction potential within each sector includes the appraisal of central government policy, input from discussions with ECC service leads and other officers in relevant departments, and consultation with key ECC documents and data sources. This process enables the identification of both passive (e.g., the general reduction in carbon intensity of the national electricity grid) and active (e.g., fitting insulation to council-owned buildings) carbon reduction measures. The CEE's 2022 report [1] sought to understand the level of carbon reduction possible for each measure with very aggressive levels of uptake. In many cases, it is likely that this will not be possible due to technical, economic and political factors. The analysis uses three 2030 scenarios as follows:

- Business as Usual Scenario (BAU): The level of activity within a measure that is already planned for and/or committed to by ECC.
- Mid Case Scenario (Mid): An agreed escalation of ambition beyond the BAU scenario i.e., a 'stretch target'. Such a scenario could be contingent for example, on securing additional government grant funding.
- Net Zero Scenario (Max): A theoretical maximum level of uptake for a measure with less consideration of potential constraints (e.g., cost, skills, supply chain capacity etc.).

For each measure within a sector, the level of implementation for each of the three scenarios includes discussions with ECC officers and source-based estimates of capital (CAPEX) and operational (OPEX) costs associated with each measure. Outdated cost figures are adjusted for inflation to 2024 using the Consumer Price Index (CPI) [2]. The sector assessments are desk based, as there was no scope for detailed site visits or audits. Each sector assessment provides a number of potential measures to reduce emissions ranging from straightforward energy efficiency to far more challenging and potentially contentious solutions. It is important to note that these are not pre-determined trajectories, but a range of different scenarios for reducing GHG emissions for demonstration purposes.

2 ECC's Current Organisational Footprint

ECC's organisational GHG emissions in 2023/24 for all scopes totalled 39,340 tCO_2e (see Table 1). Categories that fall outside the projections in this analysis are show in red italics. Table 2 summarises those categories which are included i.e. omitting Scope 3 emissions except WTT emissions associated Scope 1 and 2 activities. The resulting footprint of 20,081 tCO_2e is approximately half the total footprint.

Emission from all Scopes have increased by 268 tCO_2e (0.7%) from 2022/23. Trends in emissions for the total footprint from 2018/19 to 2023/24 are shown in Figure 1 by Scope, and in Figure 2 by emissions category. Trends in emissions included in the scope of this study (i.e. Table 2) are shown in Figure 3. Emissions have not changed significantly over the period, and do not show a downward trend consistent with achieving net zero by 2030. The reduction of over 7,000 tCO_2e reduction from last year's published inventory is due to more accurate data on leased assets provided by ECC [3] which have been applied across the restated timeseries in the figures below.

Table 1: ECC total GHG Inventory results 2023/24. Scope 3 categories denoted in red.

Category	Scope 1	Scope 2	Scope 3	Offset	Total
1. Buildings (exc. housing)	**1,049**	**1,146**	**5,551**		**7,746**
1.1 Corporate Estate	366	307	159		832
1.2 Leisure Centres	684	405	244		1,333
1.3 Other Non-Domestic		434	142		576
1.4 Waste from Buildings			*3*		*3*
1.5 Homeworking Energy			*173*		*173*
1.6 Construction and Maintenance			*897*		*897*
1.7 Leased Out			*3,933*		*3,933*
2. Social Housing	**11,467**	**2,946**	**8,816**		**23,229**
2.1 Operational emissions	11,467	2,946	2,858		17,270
2.2 Construction and Maintenance			*5,958*		*5,958*
3. Transport	**688**		**612**		**1,300**
3.1 Own Vehicles	688		168		856
3.2 Grey Fleet			*16*		*16*
3.3 Business Travel			*10*		*10*
3.4 Commuting			*417*		*417*
4. Procurement			**7,839**		**7,839**
4.1 Goods			*3,444*		*3,444*
4.2 Services			*4,394*		*4,394*
5. Offsets	**-155**			**-619**	**-774**
5.1 Exported Renewable Energy				-619	-619
5.2 Land Use Change	-155				-155
Total (entire footprint)	**13,050**	**4,092**	**22,817**	**-619**	**39,340**

Table 2: ECC GHG inventory results 2023/24 for the scope of this study (Scopes 1 and 2, and associated WTT emissions)

Category	Scope 1	Scope 2	Scope 3	Offset	Total
1. Buildings (exc. housing)	**1,049**	**1,146**	**545**		**2,740**
1.1 Corporate Estate	366	307	159		832
1.2 Leisure Centres	684	405	244		1,333
1.3 Other Non-Domestic		434	142		576
2. Social Housing	**11,467**	**2,946**	**2,858**		**17,270**
2.1 Operational emissions	11,467	2,946	2,858		17,270
3. Transport	**688**		**168**		**856**
3.1 Own Vehicles	688		168		856
5. Offsets	**-155**			**-619**	**-774**
5.1 Exported Renewable Energy				-619	-619
5.2 Land Use Change	-155				-155
Total (scope of this study)	**13,050**	**4,092**	**3,571**	**-631**	**20,094**

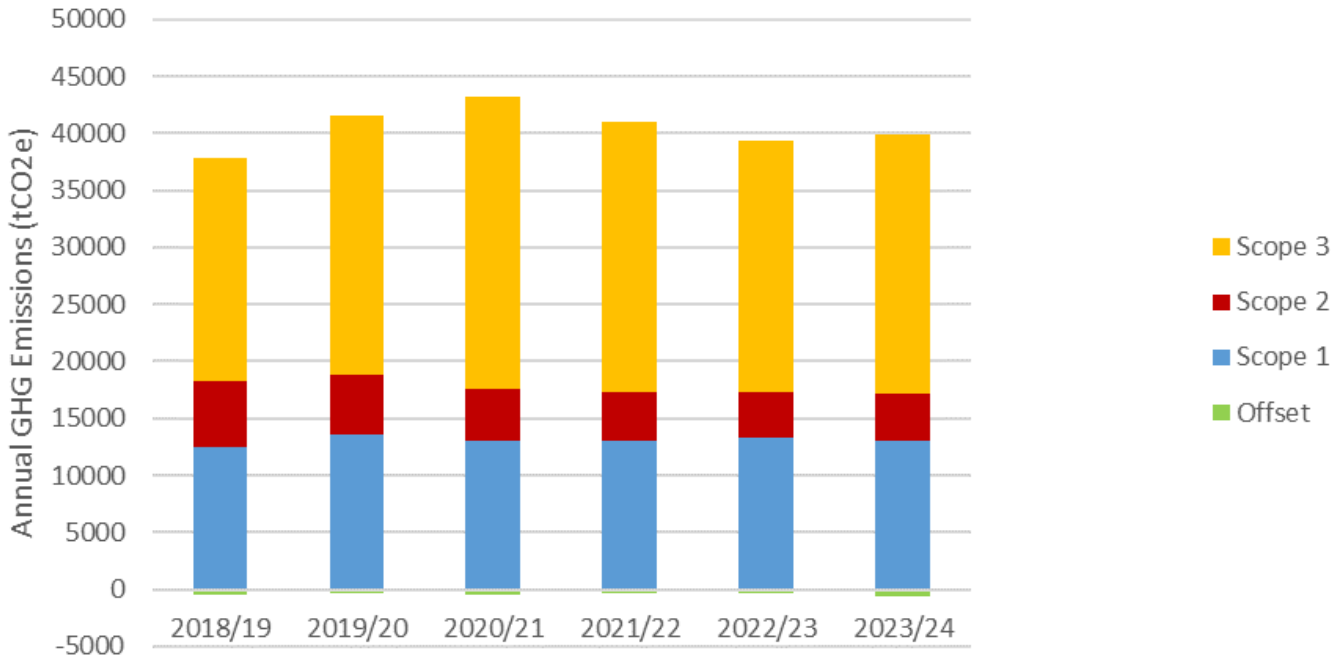

Figure 1: ECC total footprint by scope

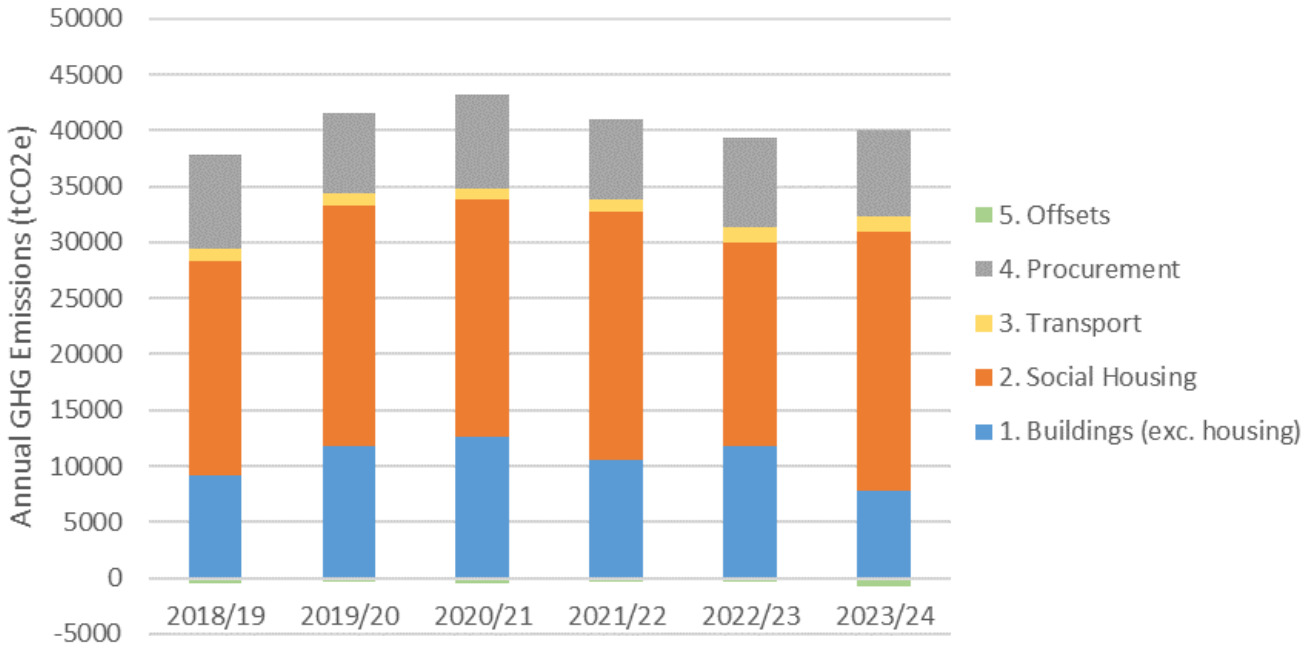

Figure 2: ECC total footprint by category

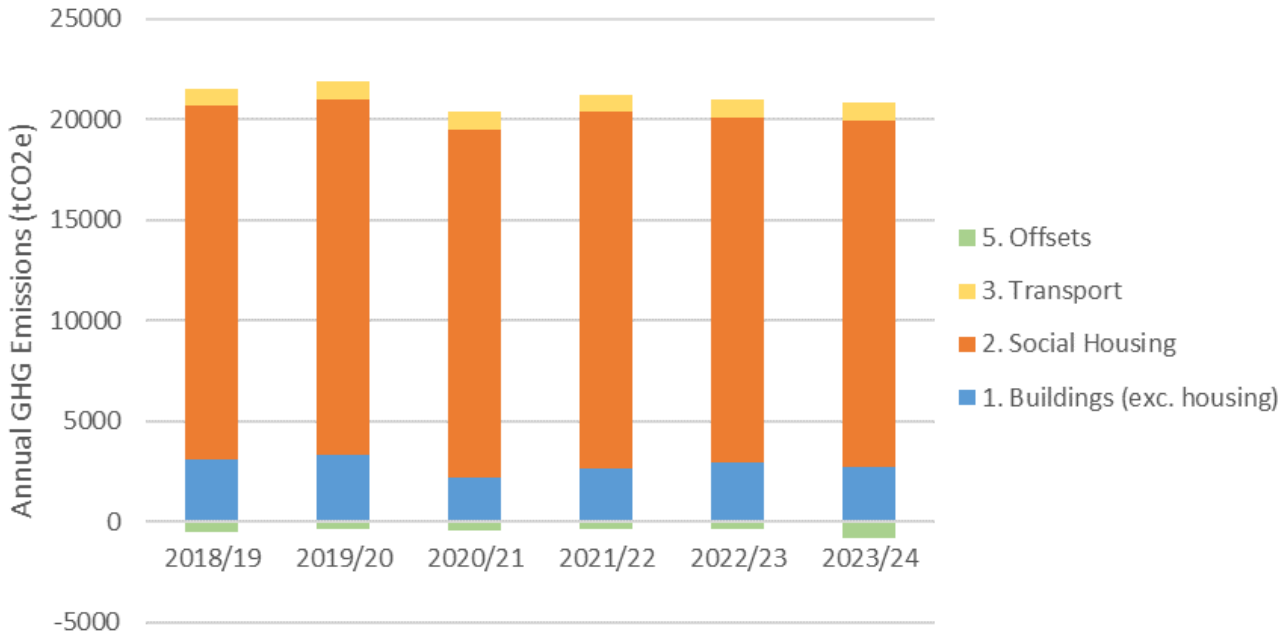

Figure 3: ECC footprint by category for the scope of this study (Scopes 1 and 2 and associated WTT emissions)

3 Housing

3.1 Current sector summary

2023/24 emissions from ECC's social housing (all scopes) are estimated at 23.2 $ktCO_2e$, an increase of 5.0 $ktCO_2e$ from 2022/23. ECC's social housing emissions have two major contributors: operational emissions (Scope 1 & 2) and construction emissions (Scope 3). Operational emissions arise from the consumption of fuel, either directly or indirectly, and leakage from Refrigeration, Air Conditioning, and Heat Pump (RACHP) equipment to meet domestic energy demand. Construction emissions are the embodied emissions associated with materials used in the construction and maintenance of homes.

Figure 4 shows the change in housing emissions over time. In 2023/24, 74% (17,270 tCO_2e) of emissions are due to domestic energy consumption. This value has remained constant over time (< 5% change), largely due to the modelling methodology used in lieu of reliable data. Domestic energy consumption was modelled in the 2022 report using EPC data [1]. This has been adjusted to account for the change in housing stock and the method altered slightly to account for PV installations which partially reduce electricity consumption. The remaining 26% (5,958 tCO_2e) is due to construction and maintenance emissions, which have been estimated here using a high-level spend-based method. The lower construction emissions in 2022/23 are due to less expenditure being assigned to housing costs in that year.

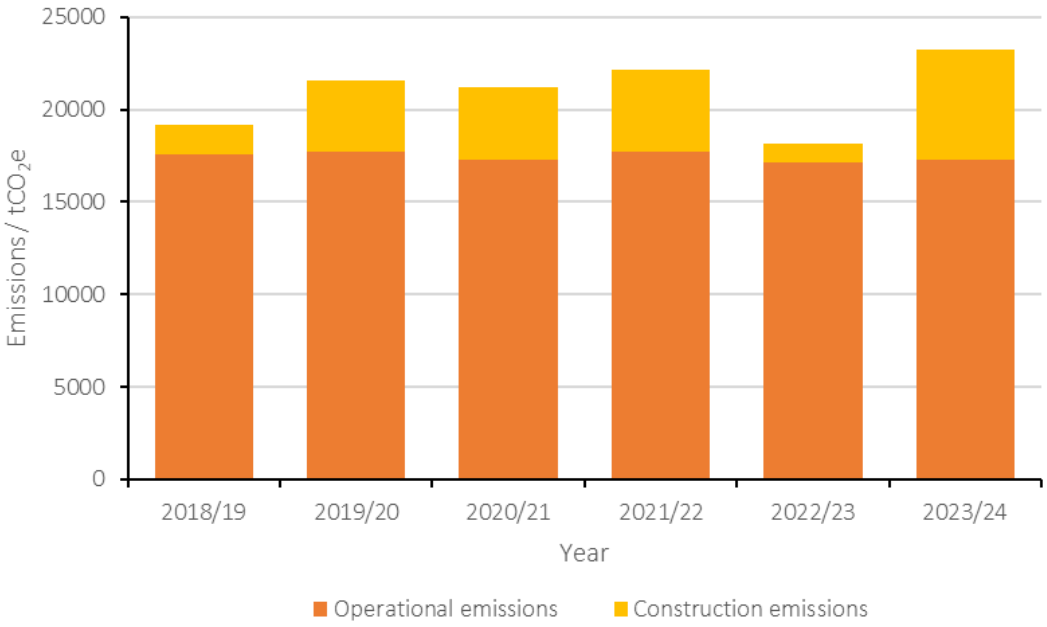

Figure 4: Emissions from social housing (tCO_2e) over time for operational and construction & maintenance.

3.2 Disposal of stock

Disposal of social housing stock occurs through either demolition or Right-to-Buy, a scheme that allows eligible tenants in social housing to purchase their home. Stock disposal to 2030 is assumed to be the same under all three scenarios. To model future energy demand, the 11

worst EPC rated homes are scheduled for demolition. Statistics produced by the Ministry of Housing, Communities and Local Government, show that around 33 homes are purchased through the scheme in Exeter each year[a] [4]. To model this, 33 homes, not scheduled for demolition, are randomly selected and their energy demand removed from the ECC housing stock each year. Therefore, each year, ECC's 'existing stock' (before new construction is accounted for) decreases by 44 homes. The term 'existing stock' will be used to refer to the currently built homes not scheduled for demolition or purchased in a given year.

In the scenarios, the existing stock list is used when determining the number of homes available for potential future energy efficiency measures. It is assumed that ECC would not install PV or a heat pump, for example, on houses scheduled for demolition or being purchased and that no new homes constructed (see Section 3.3) will see energy efficiency measures retrofitted.

No costs or income are associated with demolition or Right-to-Buy, respectively, as these are not energy or carbon-specific measures.

3.3 Construction of new stock

ECC has committed to constructing 500 new Passivhaus homes between 2020 and 2030 [5]. 100 are currently built, and under all scenarios it is assumed that the remaining 400 are constructed at a linear rate across the remaining seven years to 2030. The Passivhaus standard ensures that a home must have a specific primary energy consumption of ≤ 46.2 $kWhm^{-2}yr^{-1}$ [6][b]. The floor area of the new stock was taken as the median floor area of the current social housing stock (66 m^2). Each home was assumed to be electric only, thus, the electricity consumption of ECC's social housing stock increased by ~174,000 $kWhyr^{-1}$ each year, as shown below. After completion, the total increase in electricity consumption is estimated at 1,220 $MWhyr^{-1}$.

The cost uplift to meet Passivhaus standard for a new residential property is 8% [7]. According to a report by the Passivhaus Trust, it costs approximately £1,400 m^{-2} to build Passivhaus properties in Exeter [6], a cost uplift on a normal residential construction of £112 m^{-2}. Multiplying by the median floor area (66 m^2) provides an estimate of the Passivhaus quality uplift at £7,400 per property. At 57 homes per year, the total cost uplift to meet Passivhaus standard for all would require an additional £422,000 per year.

3.4 Insulating existing stock

To promote maximum efficiency (for example to undertake several jobs at a time to extract maximum value from scaffolding, or to make use of a dwelling whilst it is decanted), ECC looks to implement energy efficiency measures with other maintenance measures using a 'whole-house approach'.

[a] Based on a five-year rolling average.

[b] Determined by dividing the Passivhaus primary energy demand of 120 $kWhm^{-2}yr^{1}$ by a primary energy factor of 2.6.

In conversation with ECC, only two insulation measures are chosen for the energy modelling in this analysis, namely cavity wall insulation (CWI) and loft insulation (LI). Whilst other associated interventions such as replacing doors and windows do save energy, the amount they save relative to their cost mean they are generally not economic for that reason alone (although they do provide a wide range of other co-benefits). Some other measures, e.g. improvements to rainwater goods, do not impact energy performance at all. The costs of these associated measures and their benefits have therefore not been included as they would disproportionately skew the results.

Cost and energy savings for heating controls are assumed to occur alongside heat decarbonisation measures in Section 3.6 and PV is discussed in Section 3.7.

The energy savings from the individual measures must be treated carefully as they will interact. For example, the energy savings arising from installing a heat pump in Section 3.6 and improving the insulation of a dwelling is not simply the sum of each measure's independent contribution. The savings for insulating (Section 3.4), appliance efficiency improvements (Section 3.5), and heat decarbonisation (Section 3.6) are calculated together. It is therefore not possible to dissect individual savings for each measure, so their respective components are discussed in each section with the final result given in Section 3.6.

The 2023/24 ECC retrofit schedule shows 181 homes are planned for insulation works; all three scenarios assume that this rate continues each year. The 2020 NEED Framework statistics determine a median relative energy saving from the combined installation of CWI and LI at 13.8% [8].

Homes to be retrofitted have a general survey and a loft survey that cost on average £324 and £109 per home, respectively. Each home also requires cavity extraction, costing £1,835, before new insulation can be installed. The average cost of installation is £1,092 for CWI £459 for LI. Therefore, the total average cost of retrofitting a home with CWI and LI is £3,820[c]. The 181 homes retrofitted per year will cost an estimated £691,000 a year, or £4.8 million to 2030.

In conversation with ECC, it is understood that it costs an average of £40,000 per home improved. In this analysis, only loft insulation, cavity wall insulation and PV (Section 3.7) measures are costed, but the additional expenditure required to provide the other measures accompanying retrofit works is discussed in Section 3.9.

3.5 Improvement in appliance efficiency

The Climate Change Committee (CCC) reports that electricity consumption fell by 12% in 10 years from 2008-2018, despite a 7% increase in population, the CCC predicts this to continue [9]. In this analysis, the electricity saving is calculated with Eq. 1.

$$\text{Saving\%} = 100 - \left(\sqrt[10]{100 - 12}\right)^{Y} \qquad \textit{Eq. 1}$$

[c] Cost data from ECC retrofit schedule

Where Y is the number of years from the current reported year (2023/24), e.g. $Y = 1$ for 2024/25 projections. This produces an approximate 1.2% increase in electricity saved every year.

No capital expenditure from ECC is associated with these efficiency increases as they arise due to tenant behaviour.

3.6 Decarbonising heat

Gas consumption accounts for 76% of the current social housing emissions, a large proportion of which is for heating and hot water demand. Heat decarbonisation represents the greatest potential for reaching net zero emissions but also the greatest challenge.

In the BAU scenario, all gas boilers (assumed 85% efficiency) are replaced with 90% efficient boilers at end of life. Assuming an average 12-year boiler lifespan means that, in the existing stock list, around 400 boilers are replaced each year. Accounting for all relevant interventions, gas consumption is modelled to reduce by an average of 587 MWh each year, 4,110 MWh by 2030/31. Improvements to appliance efficiency are the only electrical measure modelled in this scenario, saving an average of 170 MWh of electricity a year, 1,190 MWh by 2030/31.

In the Mid case scenario, electric heating is installed into all homes on the existing stock list. For the purposes of modelling, only well-insulated homes receive electric heating; installing electric heating without insulating thoroughly can lead to high electricity bills. There are around 4,500 homes modelled, 94% of which have gas heating. Therefore, in the Mid scenario 609 homes per year will need electric heating installed. When combined with insulation measures, this is modelled to save around 8,420 MWh a year of gas each year with an increase in electricity consumption by 6,680 MWh each year. Decarbonisation of grid electricity will result in this swap producing reduced emissions over time.

In the Max scenario, air source heat pumps (ASHPs) are installed into every home on the existing stock list (609 per year). The amount of electricity required by the heat pump to produce the necessary heat demand depends on its coefficient of performance (CoP), the ratio of heat supplied to the electricity consumed. The CoP is influenced by many factors, including the temperature differential, but with improvements in heat pump technology, the CCC predicts the CoP to reach 3.5 in 2030 [10]. This analysis assumes a linear increase from the current UK average of 2.8 to 3.5 in 2030 [11]. Therefore, installing 609 ASHPs per year will save 8,420 MWh of gas each year but will result in only an approximate 1,790 MWh per year increase in electricity consumption.

The installation of ASHPs to provide low carbon heating to homes will have knock-on effects on emissions from F-gases. ASHPs hold charges of refrigerants, and leakages increase atmospheric concentrations of these greenhouse gases. The resulting F-gas emissions from different ASHP installation scenarios in ECC's domestic estate has been included in the projections.

Leakage was estimated assuming a 16 kW ASHP with a charge of 2.2kg of R32 is installed[d]. The analysis assumes a linear uptake of ASHPs every year and uses a standard 3% leakage rate.

Table 3 summarises the modelling assumptions used to estimate annual leakages and emissions from domestic ASHP installation from 2023/24 to 2030/31.

Table 3: Domestic ASHP number of installations, refrigerant type, refrigerant charge, and annual leakage from 2023/24 to 2030/31 under the Max scenario

Financial year	Nº of ASHPs installed	Annual leak rate	Refrigerant type	Refrigerant charge per ASHP (kg)	Annual leakage (kg yr^{-1})
2023/24	0	3%	R32	2.2	0
2024/25	609	3%	R32	2.2	33.13
2025/26	1217	3%	R32	2.2	65.80
2026/27	1826	3%	R32	2.2	98.01
2027/28	2434	3%	R32	2.2	129.69
2028/29	3043	3%	R32	2.2	161.04
2029/30	3651	3%	R32	2.2	191.86
2030/31	4260	3%	R32	2.2	222.22

Cost data for the BAU and Mid case scenario are inflation adjusted values from a 2018 Delta-ee report commissioned by BEIS, which interviewed various installers to gain insight into installation prices [12]. For installing a new gas boiler, the report details different types of installation depending on installer or desired heating system. For BAU, the most appropriate installation scenario is the "24kW combi for combi direct swap by regional installer (including labour and fittings but excluding controls and heat distribution system)" costing £3,300 [12]. Replacing 400 boilers every year would cost £1.3 million, a total of £8.8 million over the seven years.

The Delta-ee report also gives average costs based on different scenarios for electric heating. Notably, "Install a new system with high-end electric radiators (which have a small storage capacity), including controls" in a one- or three-bedroom house [12]. Analysis of EPC data shows that the median social home in Exeter has two bedrooms. The cost of the two scenarios is averaged to give an estimated cost of £4,900 per installation. To meet the Mid scenario of 609 installations a year would cost around £3.0 million, a total of £20.9 million after seven years.

For the Max scenario, MCS data on the average cost of an ASHP installation in Devon is used [13]. A three-year average is calculated at £12,100. To install 609 ASHPs per year would approximately cost £7.3 million, totalling £51.3 million after seven years. Despite the high CAPEX, the greater efficiency of ASHPs reduces the electricity bills of tenants compared to direct electric heating, although the cost is likely to be similar to gas heating.

3.7 PV installation

The BAU, Mid and Max scenarios assume PV is installed on all suitable homes by 2050, 2040 and 2030 respectively. The electricity saving from a PV array depends on a multitude of factors,

[d] See https://www.jouleuk.co.uk/products/16kw-r32-air-source-heat-pump/

such as the number of panels, the capacity of each panel, the solar resource, intrinsic panel properties and the self-consumption factor.

The PV potential of ECC's social housing stock was modelled by the CEE in 2021 [1]. The number of panels that can be installed was modelled from the roof area, estimated using EPC data of floor areas and property types. This study concluded that 25,700 panels can be installed across a total of 2,700 suitable homes – an average of 9.6 panels per home.

Further data provided by the ECC shows that 799 homes already have PV arrays, giving an estimated 7,700 panels installed already. To install PV arrays on the remainder 1,900 homes would require rates of 70 homes, 110 homes and 270 homes per year, respectively.

The panel capacity is assumed at 0.4 kWp[e]. When estimating generation, using data from ECC on the installation years of social housing PV arrays, any panels installed from 2014 onwards are given a 0.4 kWp capacity. To account for improvements in PV capacity over time, any installations prior to this are given a 0.18 kWp capacity based on product specifications from PV manufactures (see Section 6.1).

The solar resource, the amount of sunlight available at a location, is modelled with PVGIS v5.3 [14]. This models the solar intensity at a location and combines this information with some intrinsic properties of the solar panel to produce an estimate of the energy a panel at that location will generate within a year. Due to the wide variation in the location, angle and facing direction of the ECC's social housing roofs an average value is determined and used in analysis. The settings used in PVGIS are listed below. With these settings, PVGIS models an average annual energy generation of 826 $kWhyr^{-1}kWp^{-1}$, this is 330 $kWhyr^{-1}$ for a 0.4 kWp panel.

- Location: 50.718, -3.522 – a central point within the Exeter.
- Solar radiation database: PVGIS-SARAH3 – works well with European destinations.
- PV technology: Crystalline Silicon – most common type of panel used.
- Installed peak PV power (kWp): 1 kWp – allows the yearly generation output to be independent of kWp.
- System loss (%): 14% – default value used by PVGIS for the module efficiency of a monocrystalline silicon PV cell [15].
- Mounting position: Roof added / Building integrated
- Azimuth (°): 90° – west-facing, balanced option for determining an average value.
- Slope (°): 30° – good compromise for an average value when using a west-facing azimuth [16].

Energy generated by a solar array is either consumed directly by the household (self-consumption) or exported to the grid; exports are covered in Section 6.2. To determine the electricity saving from a PV array requires the self-consumption ratio, the proportion of

[e] In-line with values used by Currie & Brown in their reports on decarbonising two of ECC's leisure centres – (see Section 4.2.4) [18,19].

electricity generated that is consumed directly. This was modelled as part of the 2021 footprint and the median value, of the eligible homes, is calculated at 35%.

Combining all this information together gives a yearly electricity saving increase of 76 MWh, 120 MWh and 300 MWh for the BAU, Mid and Max scenarios, respectively. Over seven years to 2030, accounting for the decay of the PV cells[f], the arrays will reduce electricity consumption by 531 MWh, 843 MWh and 2,050 MWh under the three scenarios.

This analysis has not modelled the effect of installing PV alongside electric heating as there is no reliable way of determining if a home can have retrofitting, heat decarbonisation and PV measures implemented. This is important to note as when electric heating is installed into a home with PV, the self-consumption ratio will increase.

The ECC retrofit schedule suggests that the average cost of installing PV is £6,740 per house, including £204 for a PV survey and £339 for scaffolding. To meet each scenario would require a yearly spend of £470,000 yr^{-1}, £750,000 yr^{-1} and £1.8 million yr^{-1} for the BAU, Mid and Max scenarios, respectively. Over seven years this accumulates to £3.3 million, £5.2 million and £12.7 million respectively.

The main financial incentives for PV are reduced energy bills through self-consumption and income generated through exporting excess energy, both of which would reduce annual OPEX. However, no financial savings are modelled here as ECC are not responsible for social housing bills and data limitations makes estimating export payments impractical (see Section 6.2).

3.8 Summary of Modelling Assumptions

The full range of assumptions made for each combination of measure and scenario as discussed in the previous sections is shown in Table 4.

Table 4: Modelled assumptions for housing

Measure	BAU Scenario	Mid Scenario	Max Scenario
Disposal of stock	**11 homes demolished a year** – least energy efficient **33 homes lost a year through Right-to-Buy** – randomly allocated	Same as BAU	Same as BAU
Construction of new homes – operational targets	**500 new homes to Passivhaus standard till 2030** – 120 $kWhm^{-2}$.	Same as BAU	Same as BAU
Insulation	**Current nature and rate of insulation continues** – 181 homes a year with CWI and LI	Same as BAU	Same as BAU

[f] Most manufacturers provide a guarantee that a panel will retain 80% of its generation capacity after 20 years. This means that year the output decreases by $\left(1 - \sqrt[20]{0.80}\right) \times 100 = 1.1\%$ each year.

Measure	BAU Scenario	Mid Scenario	Max Scenario
Decarbonising heat	Replace gas boilers like for like at end of life – ~400 replacements a year	Linear installation rate of direct electric heating to all gas homes by 2030 – 609 installations a year	Linear installation rate of ASHPs to all gas homes by 2030 – 609 installations a year
Increasing appliance efficiency	12% reduction in electricity consumption from increased appliance efficiency – ~1.2% a year	Same as BAU	Same as BAU
PV installation	Install PV on all suitable homes by 2050 – 70 homes a year	Install PV on all suitable homes by 2040 – 111 homes a year	Install PV on all suitable homes by 2030 – 269 homes a year

3.9 Projected Emissions to 2030/31

Historical and projected operational emissions under the three scenarios are shown in Figure 5. The shaded areas show the projected emission ranges under the three scenarios, purple between BAU and Mid, and orange between Mid and Max. The BAU trajectory represents the upper limit, the Max scenario represents the lower limit, and the middle trajectory represents the Mid scenario.

Under the BAU scenario, the 2030/31 operational emissions are estimated at 12,818 tCO_2e, primarily due to grid decarbonisation. Thus, with heat electrification, the energy demand of social housing in the Mid scenario would produce an estimated 5,094 tCO_2e of emissions for the 2030/31 inventory. The enhanced electrical efficiency of ASHPs compared to electric heaters and accelerated PV rollout means that far less grid electricity is consumed in the Max scenario. This results in 2030/31 operational emissions of 2,297 tCO_2e. This includes the exponential increase in F-gas emissions from < 1 tCO_2e in the current footprint to 191 tCO_2e in 2030/31 and illustrates how the carbon saving achieved from transitioning to low carbon heating significantly outweighs the negative feedback from increased F-gas emissions. It should be mentioned that the BAU scenario is predicted to have fewer emissions in 2024/25 than the Mid scenario as the electrification of heat in the Mid scenario produces more emissions than gas heating due to electricity having a greater emission factor in that year.

Over the seven years to 2030/31, total operational emissions from social housing are modelled as 103,112 tCO_2e, 81,374 tCO_2e and 63,553 tCO_2e under the BAU, Mid and Max scenarios, respectively.

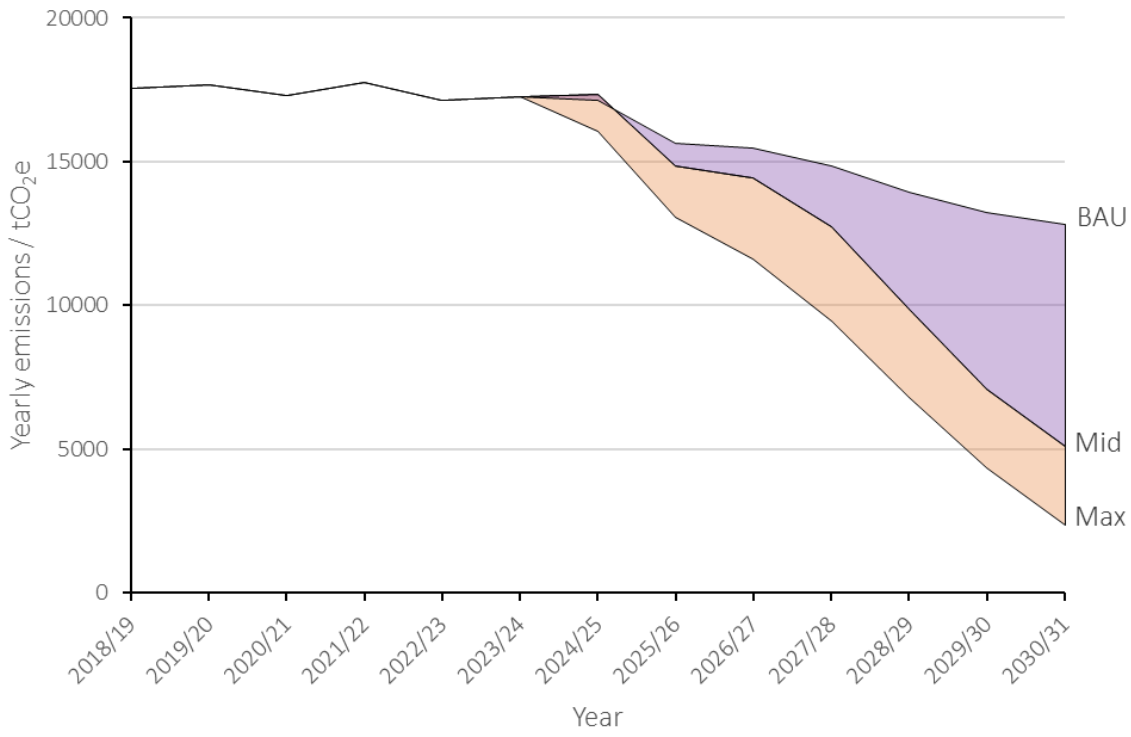

Figure 5: Projected operational emissions (tCO_2e) from social housing under the three scenarios.

The capital costs associated with implementing the measures under the three scenarios are shown in Figure 6 and Table 5. In Figure 6 each bar represents the capital expenditure (CAPEX) needed every year to meet each scenario's requirements. There are no operational costs (OPEX) for social housing as tenants are financially liable for their energy consumption. The constant or linear implementation trajectories for the measures means the annual upfront costs have remained largely constant at £2.91 million, £4.85 million and £10.3 million for the BAU, Mid and Max scenarios, respectively.

As mentioned in Section 3.4, ECC's whole-house approach has social homes receiving maintenance and retrofitting works concurrently at an average cost of £40,000 per home. Only a quarter of this (£10,600) is assigned to energy efficiency-specific interventions in this analysis. As such, a further £29,400 is required per property to deliver these measures alongside the other works. At 181 homes per year for each scenario, this additional cost is calculated at £5.33 million per year, a total of £37.3 million by 2030/31.

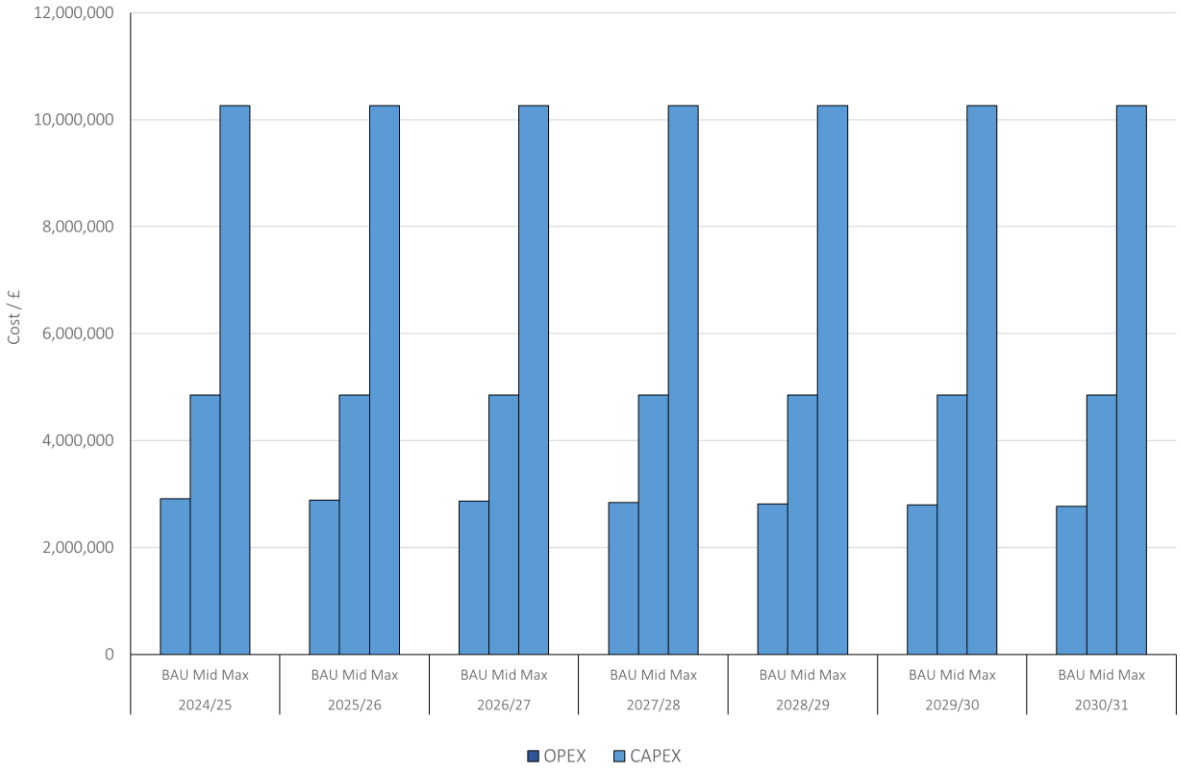

Figure 6: Annual CAPEX of decarbonising ECC's social housing under the three scenarios.

*Table 5: Cost breakdown of social housing emission reduction scenarios. Only measures with costs associated with them are shown. * Denotes that these costs are provided as part of a £40,000 per house maintenance and retrofit package. Totals may not sum due to rounding.*

Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
BAU Scenario								
CAPEX	£2,910,000	£2,890,000	£2,860,000	£2,840,000	£2,820,000	£2,790,000	£2,770,000	£19,900,000
of which…								
Construction of new stock	£422,000	£422,000	£422,000	£422,000	£422,000	£422,000	£422,000	£2,960,000
Insulating existing stock*	£691,000	£691,000	£691,000	£691,000	£691,000	£691,000	£691,000	£4,840,000
Decarbonising heat	£1,330,000	£1,300,000	£1,280,000	£1,260,000	£1,230,000	£1,210,000	£1,180,000	£8,790,000
PV installation*	£470,000	£470,000	£470,000	£470,000	£470,000	£470,000	£470,000	£3,290,000
OPEX	£0	£0	£0	£0	£0	£0	£0	£0
Total	£2,910,000	£2,890,000	£2,860,000	£2,840,000	£2,820,000	£2,790,000	£2,770,000	£19,900,000
Mid Scenario								
CAPEX	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£34,000,000
of which…								
Construction of new stock	£422,000	£422,000	£422,000	£422,000	£422,000	£422,000	£422,000	£2,960,000
Insulating existing stock*	£691,000	£691,000	£691,000	£691,000	£691,000	£691,000	£691,000	£4,840,000
Decarbonising heat	£2,990,000	£2,990,000	£2,990,000	£2,990,000	£2,990,000	£2,990,000	£2,990,000	£20,900,000
PV installation*	£747,000	£747,000	£747,000	£747,000	£747,000	£747,000	£747,000	£5,230,000
OPEX	£0	£0	£0	£0	£0	£0	£0	£0
Total	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£34,000,000
Difference from BAU	£1,940,000	£1,960,000	£1,990,000	£2,010,000	£2,040,000	£2,060,000	£2,080,000	£14,100,000
Max Scenario								
CAPEX	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£71,800,000
of which…								
Construction of new stock	£422,000	£422,000	£422,000	£422,000	£422,000	£422,000	£422,000	£2,960,000
Insulating existing stock*	£691,000	£691,000	£691,000	£691,000	£691,000	£691,000	£691,000	£4,840,000
Decarbonising heat	£7,330,000	£7,330,000	£7,330,000	£7,330,000	£7,330,000	£7,330,000	£7,330,000	£51,300,000
PV installation*	£1,810,000	£1,810,000	£1,810,000	£1,810,000	£1,810,000	£1,810,000	£1,810,000	£12,700,000
OPEX	£0	£0	£0	£0	£0	£0	£0	£0
Total	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£71,800,000
Difference from BAU	£7,350,000	£7,370,000	£7,400,000	£7,420,000	£7,450,000	£7,470,000	£7,490,000	£52,000,000
Difference from Mid	£5,410,000	£5,410,000	£5,410,000	£5,410,000	£5,410,000	£5,410,000	£5,410,000	£37,900,000

4 Non-domestic Buildings

4.1 Current sector summary

2023/24 emissions from ECC's non-domestic building stock (all scopes) are estimated at 7.7 $ktCO_2e$, a reduction of 4.1 $ktCO_2e$ from 2022/23. The change is predominantly due to the fewer emissions associated with Scope 3 construction and maintenance due to completion of St Sidwell's Point in April 2022. A breakdown of non-domestic building emissions by type is shown in Figure 7.

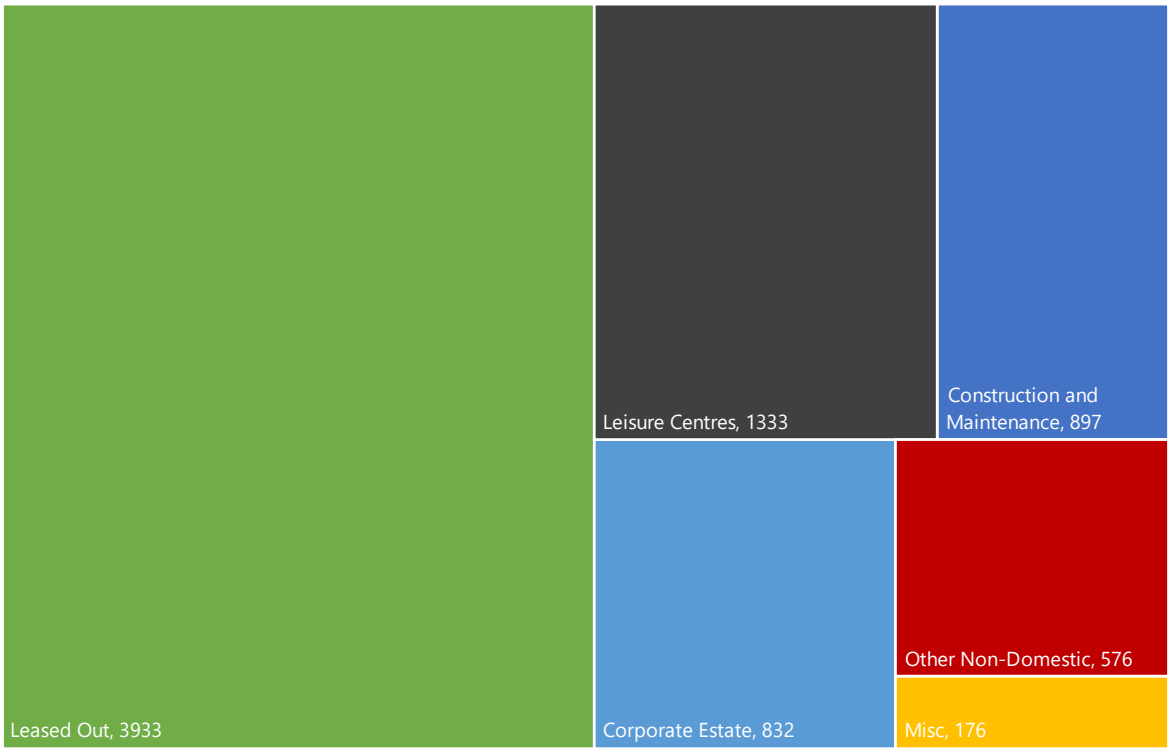

Figure 7: Breakdown of ECC's 2023/24 non-domestic emissions for all scopes (tCO_2e).

Just over half (51%) of emissions, 3,933 tCO_2e, arise from the energy demand of ECC's Scope 3 downstream leased assets. This is a reduction of two thirds from the value reported in the 2022/23 inventory due to better data allowing ground lease emissions to be removed [3]. ECC is not financially responsible for the utility bills of leased assets so there is limited financial incentive for implementing energy efficiency measures. Without meter readings, the emissions are calculated using energy benchmarks from CIBSE TM46 [17]. These comprise consumption values per unit floor area for gas and electricity depending on property type. For each leased asset, the property type is determined through visual inspection. The emissions are estimated by multiplying the corresponding energy benchmark for gas and electricity by the total floor area, adjusting according to the EPC score[g] and multiplying by a corresponding emission factor. This methodology has enabled historic emission figures to be updated slightly from the previous inventory.

[g] An EPC score of 71 would have its energy use data multiplied by 0.71 as an EPC rating of 100 is theoretically an average building.

17% of non-domestic emissions, 1,333 tCO_2e, are produced to meet the energy demand for ECC's six leisure centres: Riverside Leisure Centre, Northbrook Swimming Pool, Wonford Sports Centre, ISCA Centre, Exeter Arena and St Sidwell's Point Leisure Centre. This is a 163 tCO_2e reduction on last year, despite increased usage of backup gas use at St Sidwell's Point. The reduction is mostly due to the lower emissions factor of grid electricity. Leisure centres represent the greatest potential for decarbonisation across ECC's estate.

ECC's corporate buildings are responsible for 832 tCO_2e (11%) and comprising a wide range of ECC uses including council offices, cultural buildings and waste management centres. Some of the buildings are listed making fabric changes difficult and/or show minimal decarbonisation potential.

Scope 3 construction and maintenance conducted by the ECC emitted 897 tCO_2e (12%), occurring due to the carbon associated with materials purchased by ECC for various projects. This is down from 4,761 tCO_2e the year before due to completion of St Sidwell's Point in April 2022.

The remaining 9%, 752 tCO_2e, of non-domestic emissions is comprised of emissions from car park energy use (referred to as "Other Non-Domestic"), as well as waste treatment and the energy associated with remote working (collectively referred to as "Misc"). There is not a substantial difference in these emissions compared to last year.

2023/24 Scope 1 and 2 emissions total 2,740 tCO_2e with 49% emitted from leisure centres, 30% from corporate buildings and 21% from other non-domestic properties.

4.2 Leisure Centres

2023/24 emissions from ECC's leisure centres (all scopes) are estimated at 1,333 tCO_2e, a reduction of 163 tCO_2e from 2022/23. A breakdown of ECC's 1,333 tCO_2e Scope 1 and 2 leisure centre emissions is given in Figure 8. Just under half (47%) of all leisure centre emissions are due to the energy demand of Riverside leisure centre, producing 624 tCO_2e. This is a down from 882 tCO_2e last year, a reduction of 29%, likely due to better building management including refinement of heating controls. As the ECC's most carbon intensive leisure centre, Riverside has been chosen as a priority for decarbonisation, with potential retrofitting measures beginning in 2025.

The new Passivhaus St Sidwell's Point is responsible for 30% of leisure centre emissions (398 tCO_2e). Despite high levels of energy efficiency, its large size results in high electricity consumption. A quarter of emissions are due to a gas boiler temporarily supplementing the installed heat pumps for longer periods than normal due to commissioning faults and repair delays. St Sidwell's Point opened in 2022 and no energy saving measures are modelled beyond transitioning away from the gas backup and PV installation.

The other swimming pool operated by ECC, Northbrook, makes up 9% of leisure centre emissions (122 tCO_2e). The non-swimming pool leisure centres, ISCA centre, Wonford, and Exeter Arena collectively comprise 14% of total emissions at 103 tCO_2e, 46 tCO_2e and 39 tCO_2e, respectively. None of these have seen any considerable change from the previous inventory.

Finally, fluorinated gas (F-gas) leakage from 28 Refrigeration, Air Conditioning, and Heat Pump (RACHP) units accounts for 9 tCO_2e.

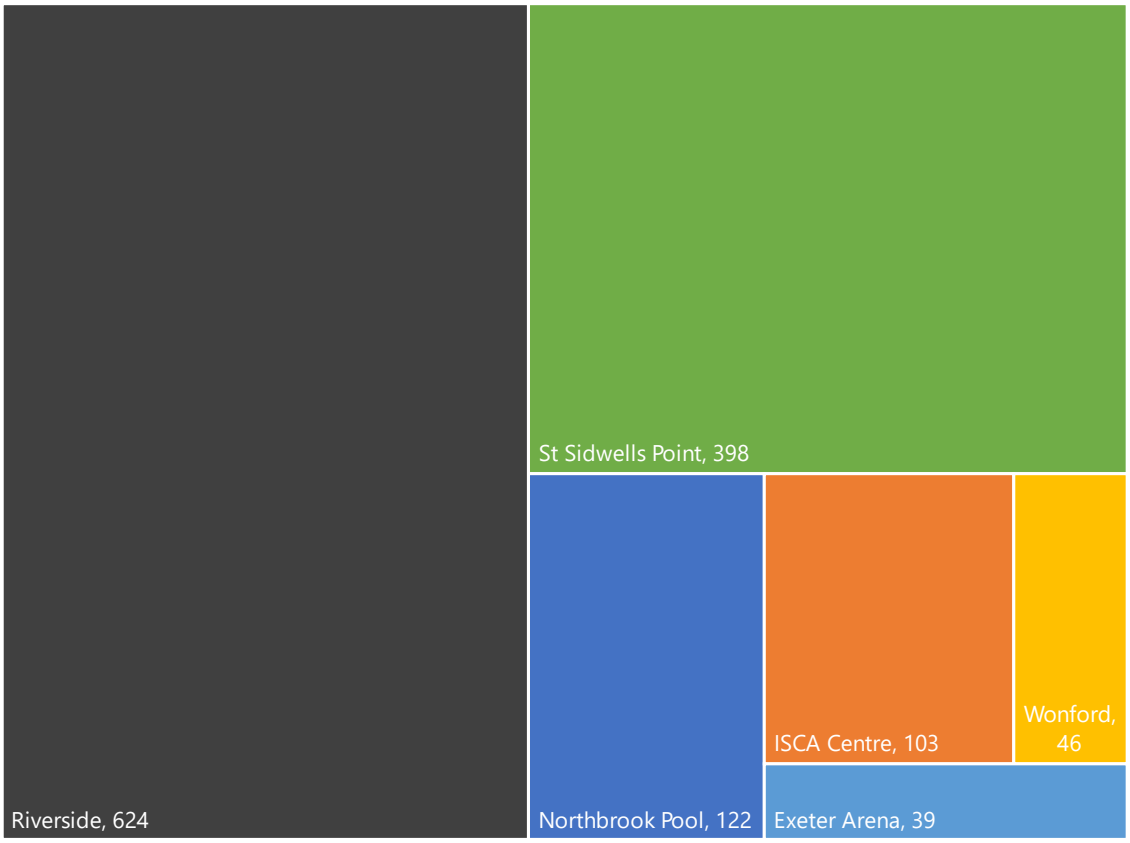

Figure 8: Breakdown of 2023/24 Scope 1 & 2 leisure centre emissions (tCO_2e).

Projections include energy saving measures being installed into a different leisure centre each year with the priority determined by current gas consumption. Energy savings are modelled from the installation year.

1. Riverside, 2025
2. Northbrook, 2026
3. ISCA Centre, 2027
4. Wonford, 2028
5. Exeter Arena, 2029

The priority order above does not apply to PV installations (see Section 6.3).

4.2.1 Change in stock

The only change in stock modelled in the leisure centre analysis is the hypothetical closure of Northbrook in 2025 in the Max scenario. No cost is associated with the closure as it is not an energy saving-specific measure.

4.2.2 Efficiency improvements

A range of thermal and electrical efficiency measures have been modelled for ECC's leisure centres based on conversations with ECC service leads. Where possible, costs and savings data have been adapted from two decarbonisation reports by Currie & Brown (C&B) on Riverside

[18] and Northbrook [19]. Using these reports, relative savings are determined for each measure. Future gas and electricity consumption is modelled by finding the product of the relevant savings and multiplying by the current consumption values. CWI for Riverside, Northbrook and Wonford is assumed for the Mid scenario in their respective upgrade years, costing approximately £44,000.

It should be noted that roof upgrades proposed in the Mid scenario for Northbrook, Wonford and the ISCA centre are not included in this analysis. These works are not energy efficiency-specific measures but rather to replace roofs at their end-of-life or to allow for a PV array. The total cost for all three roofs is estimated at £1,450,000 using data from the C&B report and roof areas from Google Maps [19]. Thus, the large CAPEX required for minimal energy savings would produce a misleading conclusion about necessary maintenance works.

Glazing upgrades and draught-proof external doors are also modelled for the Mid case scenario for Riverside and Northbrook as per Currie & Brown. C&B propose triple glazing for the pool halls of both leisure centres and the curtain walling of Northbrook. Double glazing is suggested for the rooflights of both centres, the curtain walling of Riverside and the remaining windows of Northbrook. Currie & Brown also calculate additional thermal savings due to draught-proofing in addition to these works and these have been apportioned to each of the measures based on their initial efficiency savings. The total capital cost associated with these upgrades is £1.7 million. Note that under the Max scenario, Northbrook is projected to close so upgrades to its fabric are only modelled in the Mid scenario.

Increasing the electrical efficiency of Riverside and Northbrook is achieved by upgrading all fluorescent lighting fixtures to LEDs (costing £100,000) and is modelled in the BAU scenario for Riverside and the Mid scenario for Northbrook. Energy efficient LEDs have recently been installed into the ISCA centre, but current energy data does not reflect this. Future annual electricity consumption for the ISCA centre has been reduced to account for this with no costs associated.

4.2.3 Decarbonising heat

Decarbonising heat in leisure centres is more expensive than other non-domestic buildings due to the increased hot water demand. ASHP installation will remove all future gas consumption but increase electricity consumption. Data provided by Currie & Brown is used to model costs and energy impacts [18,19]. C&B assume a gas boiler efficiency of 85% and an ASHP coefficient of performance (CoP) of 2.6. These figures are used with the modelled gas consumption data following efficiency measures to estimate the increase in electricity demand for each leisure centre. ASHP installation was modelled for the BAU scenario of Riverside, Mid scenario for Wonford and Northbrook and Max scenario for Exeter Arena and ISCA centre.

The effects on F-gas emissions from different ASHP installation scenarios in ECC's non-domestic estates is also modelled. The heating capacity, refrigerant type, refrigerant charge, and installation year for each building in each scenario are shown in Table 6. To estimate F-gas emissions, all ASHPs are given a standard 3% leakage rate and assumed to be charged with R32 refrigerant with a global warming potential of 677 $kgCO_2e\ kg^{-1}$. Refrigerant charges for each

building were estimated using a generic refrigerant charge rate derived from a standard commercial heat pump. A standard 100 kW R32 commercial heat pump has a refrigerant charge of 25 kg[h], resulting in a refrigerant charge rate of 0.25 kgR32 kW^{-1}.

Table 6: ASHP heating capacity, refrigerant type, refrigerant charge, installation year, and scenario for each building in ECC's non-domestic estate

Building	Scenario	Capacity (kW)	Refrigerant type	Refrigerant charge (kg)	Annual leak rate	Annual leakage (kg yr^{-1})	Installation year
Riverside	BAU	1500	R32	375	3%	11.25	2024/25
Northbrook	Mid	200	R32	50	3%	1.50	2025/26
ISCA	Max	750	R32	188	3%	5.63	2026/27
Wonford	Mid	400	R32	100	3%	3.00	2027/28
Exeter Arena	Max	200	R32	50	3%	1.5	2028/29

Costs for the ASHPs at Riverside and Northbrook are taken from the Currie & Brown reports and are apportioned on a per kW basis for other sites [18,19]. However, determining the capacity of a potential ASHP requires an assessment of the building's peak heat demand, which is beyond the scope of this report. An estimate is calculated using data from a CEE report analysing the heat load of buildings on the University of Exeter's Streatham campus [20]. The average demand of the ECC's leisure centres is determined from metered data and multiplied by a peak demand to average demand ratio from an analogous University of Exeter building rounded up to produce an estimate for the ASHP capacity needed for the ECC building. The total CAPEX calculated is £8 million. The installation of an ASHP at Riverside, funded through the Public Sector Decarbonisation Scheme (PSDS), accounts for half of this [21].

For St. Sidwell's Point, the BAU scenario assumes a transition away from the temporary gas backup boiler as the ASHP is reconfigured, saving an estimated 450 MWh of gas with a corresponding 150 MWh increase in electricity consumption. No costs are associated with this measure. The building also has a connection point for a potential future heat network which is not modelled as it is assumed that no ECC capital costs would be directly associated with the change and there would be no additional carbon or energy benefits on top of the current BAU scenario.

4.2.4 PV installation

This section covers the impact of a PV installation on each leisure centre's electricity consumption. Section 6.3 models the potential for offsetting provided by the export of excess non-domestic PV generation to the grid.

Five leisure centres are potential sites for new PV arrays. Information on the size of each array is sourced from ECC representatives. For the BAU case, a 72 kWp, 49 kWp and 146 kWp PV array is modelled for Exeter Arena, Wonford and St Sidwell's Point respectively. For the Mid case scenario, 21.6 kWp and 158 kWp arrays are also installed at Northbrook and ISCA Centre.

Self-consumption from these sites is modelled as part of Section 6.3, using data on load factors and self-consumption ratios from current ECC PV sites. The output from each site is decreased

[h] Available at: https://library.mitsubishielectric.co.uk/pdf/book/MECH_MEHP#page-1

by 1.1% each year to account for gradual cell deterioration. This analysis calculates an annual electricity saving of 66 MWh for the BAU scenario – a total of 332 MWh over the five years from installation to 2030. With two additional sites, the Mid scenario has a larger average annual electricity saving at 111 MWh, a total saving of 555 MWh.

Costs are derived from the C&B reports and applied on a per kWp basis [18,19]. Meeting the requirements of the BAU scenario would cost £272,000. The Mid scenario would cost ECC £457,000 to implement. Only the financial saving arising from self-consumption is detailed in this section and manifests itself as lower OPEX each year. Income generated by selling exported energy is included in Section 6.3.

4.2.5 Leisure Centre Summary

Figure 9 shows the projected emissions from leisure centres under the three scenarios. In 2030/31 emissions from ECC's six leisure centres total 471 tCO_2e for BAU, 343 tCO_2e for Mid and 250 tCO_2e for Max. The cumulative emissions from 2024/25 to 2030/31 are estimated as 5,130 tCO_2e, 4,530 tCO_2e and 4,148 tCO_2e in the BAU, Mid and Max scenarios, respectively.

Figure 10 and Table 7 show the costs (CAPEX and OPEX) associated with the measures identified across the ECC's six leisure centres. Operating costs are determined by multiplying the consumption of each fuel type by future fuel prices estimated by DESNZ in Annex M of the energy and emissions projections [2].

The large CAPEX in 2025/26 is to decarbonise the energy intensive Riverside leisure centre. The £1,110,000 difference between the BAU and Mid scenarios is due to fabric and glazing improvements in the Mid scenario which will ensure lower electricity consumption. Additionally, in 2026/27, the main contributors to the £1.3 million CAPEX in the Mid scenario are energy efficiency upgrades for Northbrook. In the Max scenario, this site is closed so the only costs are for four PV installations at other sites.

Under the Max scenario, all six sites are disconnected from gas, relying on electric ASHPs. Whilst electrification has a significant effect on emissions reduction, there is only a minimal difference in OPEX because while an ASHP is around 300% efficient[i], electricity typically costs about three times more than gas. The reduction in OPEX from £1.2 million in 2024/25 to £408,000 in 2030/31 in the Max scenario is predominantly due to the fuel price reductions projected by DESNZ [2].

[i] Uses three times less kWh of electricity than kWh of gas needed by a gas boiler to produce the same heat demand.

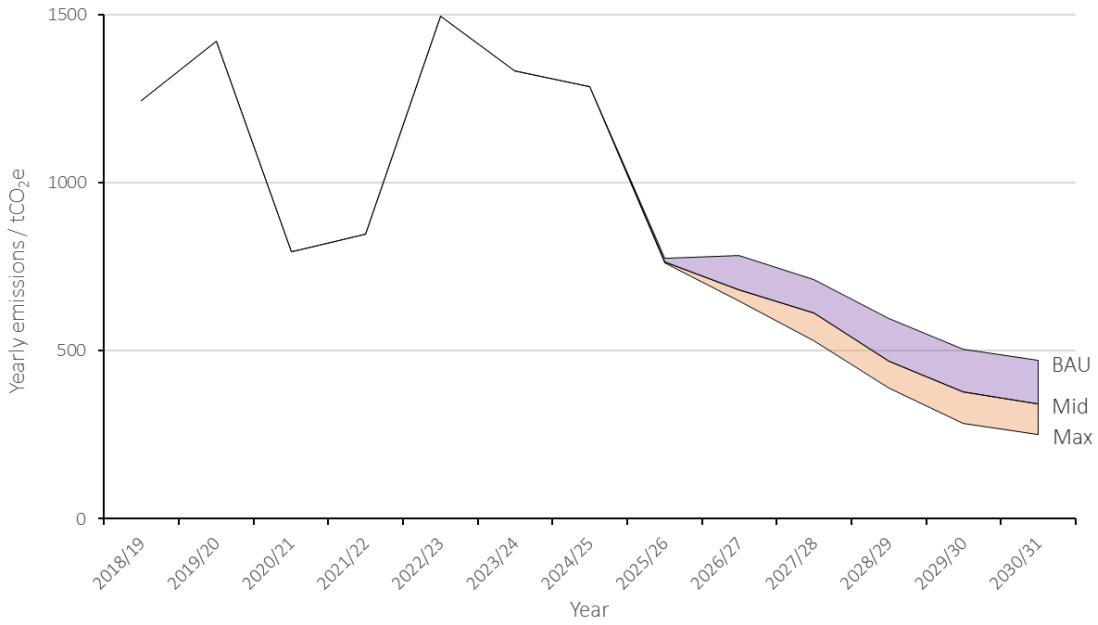

Figure 9: Projected leisure centre emissions (tCO_2e) under the three different scenarios.

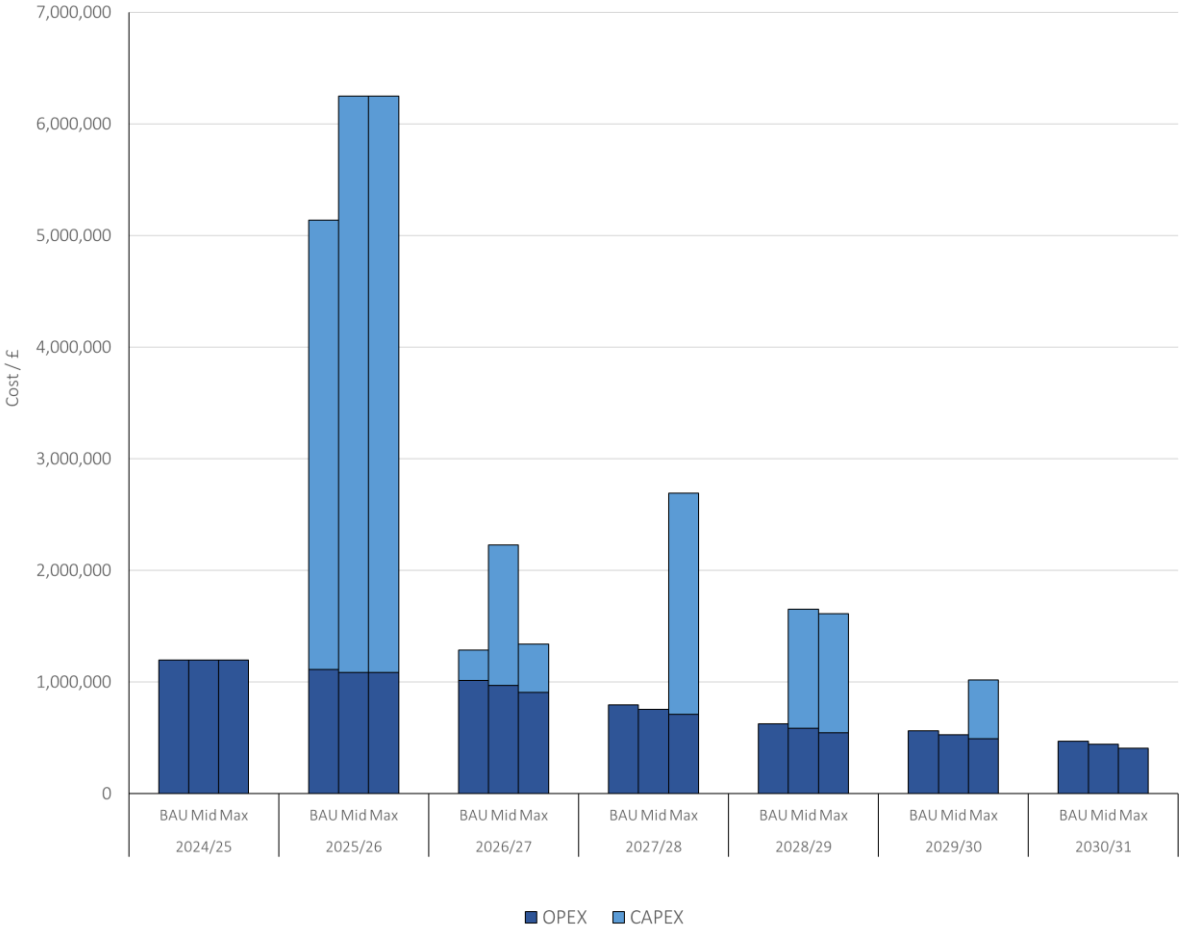

Figure 10: Annual capital and operating costs associated with decarbonising ECC's leisure centres under the three different scenarios.

Table 7: Cost breakdown of leisure centre emission reduction scenarios. Only measures with costs associated with them are shown. Totals may not sum due to rounding

Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
BAU Scenario								
CAPEX	£0	£4,020,000	£272,000	£0	£0	£0	£0	£4,300,000
of which…								
Efficiency improvements	£0	£85,400	£0	£0	£0	£0	£0	£85,000
Decarbonising heat	£0	£3,940,000	£0	£0	£0	£0	£0	£3,940,000
PV installation	£0	£0	£272,000	£0	£0	£0	£0	£272,000
OPEX	£1,200,000	£1,110,000	£1,010,000	£797,000	£624,000	£562,000	£471,000	£5,780,000
Total	£1,200,000	£5,140,000	£1,290,000	£797,000	£624,000	£562,000	£471,000	£10,100,000
Mid Scenario								
CAPEX	£0	£5,160,000	£1,260,000	£0	£1,070,000	£0	£0	£7,480,000
of which…								
Efficiency improvements	£0	£1,620,000	£216,000	£0	£8,600	£0	£0	£1,840,000
Decarbonising heat	£0	£3,550,000	£585,000	£0	£1,060,000	£0	£0	£5,190,000
PV installation	£0	£0	£457,000	£0	£0	£0	£0	£457,000
OPEX	£1,200,000	£1,090,000	£970,000	£757,000	£586,000	£528,000	£441,000	£5,560,000
Total	£1,200,000	£6,250,000	£2,230,000	£757,000	£1,650,000	£528,000	£441,000	£13,000,000
Difference from BAU	£0	£1,110,000	£942,000	-£40,000	£1,030,000	-£34,300	-£30,500	£2,970,000
Max Scenario								
CAPEX	£0	£5,160,000	£433,000	£1,980,000	£1,070,000	£529,000	£0	£9,170,000
of which…								
Efficiency improvements	£0	£1,620,000	£0	£0	£8,600	£0	£0	£1,620,000
Decarbonising heat	£0	£3,550,000	£0	£1,980,000	£1,060,000	£529,000	£0	£7,110,000
PV installation	£0	£0	£433,000	£0	£0	£0	£0	£433,000
OPEX	£1,200,000	£1,090,000	£908,000	£710,000	£546,000	£491,000	£408,000	£5,350,000
Total	£1,200,000	£6,250,000	£1,340,000	£2,690,000	£1,610,000	£1,020,000	£408,000	£14,500,000
Difference from BAU	£0	£1,110,000	£56,100	£1,900,000	£988,000	£457,000	-£62,900	£4,440,000
Difference from Mid	£0	£0	-£885,000	£1,940,000	-£40,200	£492,000	-£32,300	£1,470,000

4.3 Corporate Estate

2023/24 emissions from ECC's leisure centres (all scopes) are estimated at 832 tCO_2e, a reduction of 151 tCO_2e from 2022/23. A breakdown of the 832 tCO_2e of Scope 1 & 2 emissions associated with ECC's corporate estate is given in Figure 11. The largest greenhouse gas emitter across the estate is the Royal Albert Memorial Museum (RAMM) at 457 tCO_2e, 55% of ECC's corporate estate emissions. The 66 tCO_2e reduction from last year's inventory is due to better controls of the heating and cooling system as well as reprogramming of the building

management system which has resulted in lower fuel consumption. However, the RAMM's Grade II listed status limits the scope for future works [22].

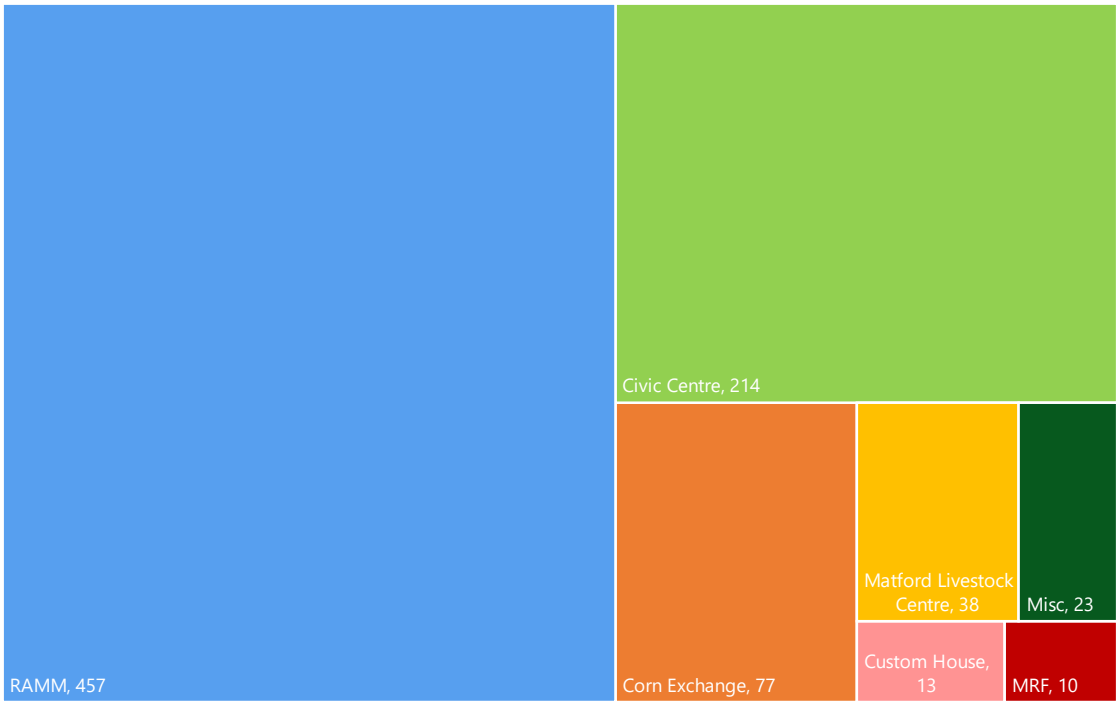

Figure 11: Breakdown of 2023/24 corporate estate emissions (tCO_2e).

26% of ECC's Corporate Estate emissions (214 tCO_2e) arise from its offices at the Civic Centre. Plans to potentially move ECC offices to alternative sites and sell the Civic Centre means that no retrofitting interventions are modelled for this building [23]. Energy use at the Corn Exchange is responsible for 9% of corporate estate emissions (77 tCO_2e). An estimated 22 tCO_2e (3%) was emitted from other ECC corporate stock such as Oakwood House and the Underground Passages. Their small individual impacts mean that no energy efficiency measures have been identified for them. All estimates include the impact of refrigerant leakage from 27 RACHP units identified across the Corporate Estate.

The Matford Livestock Centre, Materials Reclamation Facility and Grade I listed Custom House emit 38, 10 and 13 tCO_2e, respectively [24]. Only the Custom House has had energy efficiency measures modelled.

4.3.1 Change in stock

The only stock change modelled in this analysis is the assumed sale of the Civic Centre in 2030/31 in the Max scenario resulting in zero electricity and gas emissions arising from this building for 2030/31. No costs have been associated with this as it is not a direct energy efficiency measure.

4.3.2 Efficiency improvements

Energy efficiency improvements are only modelled for the Corn Exchange and RAMM. Energy savings have been calculated similarly to leisure centres, applying data from the Currie & Brown reports for Riverside and Northbrook, where appropriate [18,19].

In the BAU scenario, the Corn Exchange sees a variety of improvements in 2027: double glazing, CWI, roof insulation, and LEDs. Roof insulation in 2024 is also modelled for the RAMM in this scenario, funded through the Museum Estate and Development (MEND) scheme [21].

Cost data is sourced from the Currie & Brown reports or Energy Systems Catapult [18–20]. Meeting the BAU scenario will require an estimated expenditure of £563,000.

4.3.3 Decarbonising heat

Heat decarbonisation is modelled for the Corn Exchange in 2027, Custom House in 2028, and the RAMM in 2029. In the Mid scenario, electric heating is installed into the RAMM. In the Max scenario, ASHPs are installed into all three buildings, with the RAMM being subsidised through PSDS funding [21] (the Max scenario assumes electric heating is not already installed in the RAMM). The RAMM has also been identified as a potential connection point on the Exeter heat network. The uncertainty around the scheme being operational by 2030 means that it is not included in the analysis.

The effect of F-gas emissions from these ASHP installations is also modelled using the same assumptions in Section 4.2.3. The heating capacity, refrigerant type, refrigerant charge, and installation year for each building in each scenario are shown in Table 8.

Table 8: ASHP heating capacity, refrigerant type, refrigerant charge, installation year, and scenario for each building in ECC's non-domestic estate

Building	Scenario	Capacity (kW)	Refrigerant type	Refrigerant charge (kg)	Annual leak rate	Annual leakage (kg yr^{-1})	Installation year
RAMM	Max	2000	R32	500	3%	15.00	2029/30
Corn Exchange	Max	400	R32	100	3%	3.00	2027/28
Custom House	Max	100	R32	25	3%	0.75	2028/29

Energy and cost data is derived as described in Section 4.2.3, using Energy Systems Catapult or Currie & Brown cost figures [18–20]. The Mid scenario costs ECC £182,000. Installing ASHPs in the three buildings requires an upfront cost of £6.6 million.

4.3.4 PV installation

As described in Section 6.3, a 29.5 kWp PV installation is modelled in 2026 for the Corn Exchange in the BAU scenario. The Mid scenario adds an additional 30 kWp array for the RAMM in 2026.

The amount of self-consumed PV electricity is modelled in Section 6.3, using information from ECC's current PV sites and accounting for the gradual decay of solar cells. In the BAU scenario, an estimated 7,300 kWh of electricity is saved annually, a total of 37,000 kWh up to 2030/31. Savings increase to 15,000 kWh annually in the Mid scenario, saving 74,000 kWh by 2030/31.

The installation cost of these arrays is derived on a per kWp basis from the Currie & Brown reports [18,19]. The Corn Exchange array in the BAU scenario will cost an estimated £30,100. This increases to £60,600 in the Mid scenario due to the additional RAMM array. As with leisure centres, only the reduction in OPEX due to self-consumption is modelled in this section, exporting excess generation is covered in Section 6.3.

4.3.5 Corporate Estate Summary

Modelled future emissions for each scenario are shown in Figure 12. The 2030/31 corporate estate emissions are estimated as 531 tCO_2e, 373 tCO_2e and 174 tCO_2e under the BAU, Mid and Max scenarios, respectively. Cumulative emissions from 2024/25 to 2030/31 are estimated as for 4,737 tCO_2e BAU, 4,554 tCO_2e for Mid and 4,123 tCO_2e for the Max scenario. Decarbonisation of the electricity grid is a powerful driving force, especially in the Max scenario. Gas emission factors are more static, so insulation works in the BAU scenario are vital to achieve net zero but also build a strong case for future heat electrification in the buildings.

The costs associated with meeting the three scenarios are shown in Figure 13 and Table 9. The total CAPEX required over all seven years is estimated at £600,000 for BAU, £870,000 for Mid and £7.3 million for the Max scenario. The dramatic increase in CAPEX from the Mid to the Max scenario is due to the expensive ASHP installations in the Corn Exchange and RAMM in 2027 and 2029, respectively.

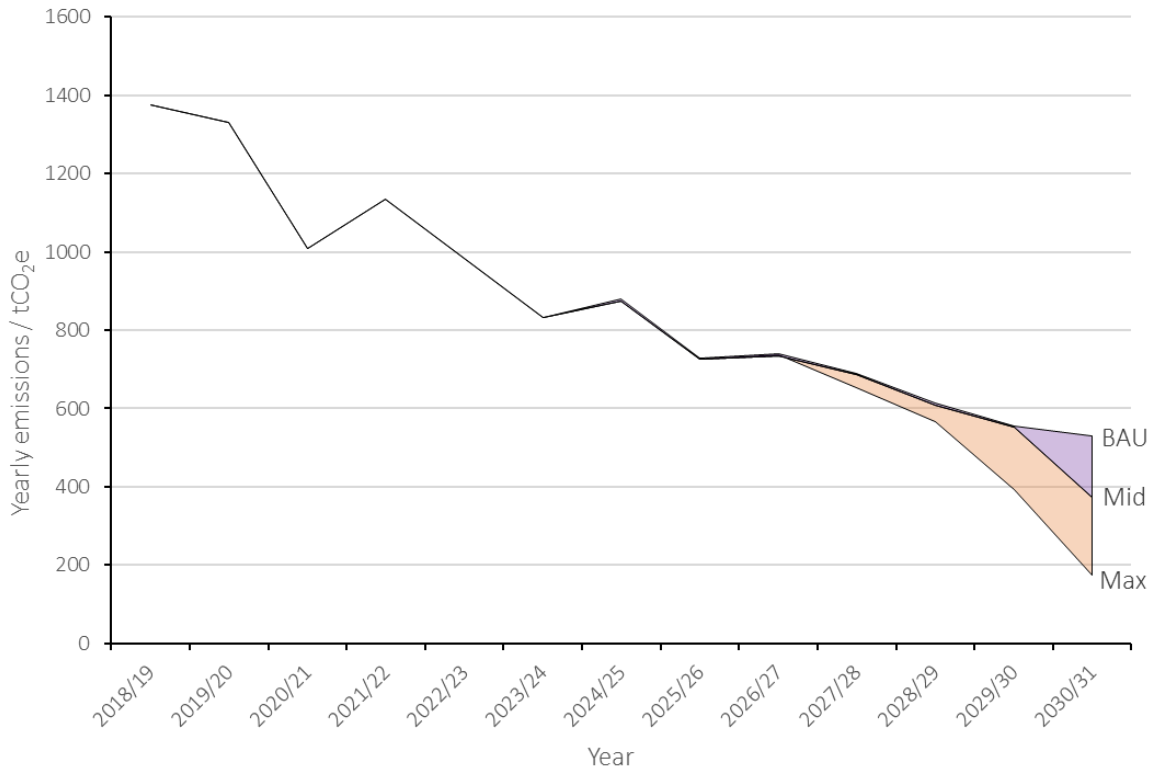

Figure 12: Projected corporate estate emissions (tCO_2e) under the three different scenarios.

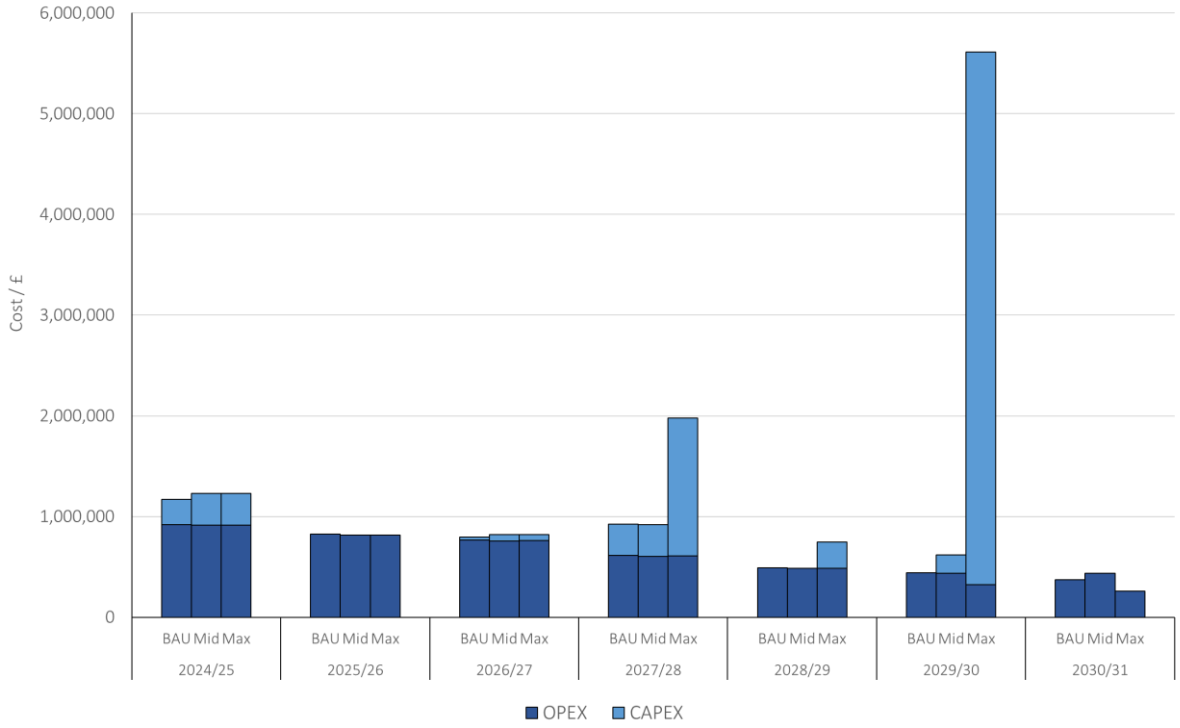

Figure 13: Annual capital and operating costs (£) associated with decarbonising ECC's corporate estate under the three different scenarios.

Table 9: Cost breakdown of corporate estate emission reduction scenarios. Only measures with costs associated with them are shown. Totals may not sum due to rounding

Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
BAU Scenario								
CAPEX	£250,000	£0	£30,100	£312,000	£0	£0	£0	£593,000
of which…								
Efficiency improvements	£250,000	£0	£0	£312,000	£0	£0	£0	£563,000
Decarbonising heat	£0	£0	£0	£0	£0	£0	£0	£0
PV installation	£0	£0	£30,100	£0	£0	£0	£0	£30,100
OPEX	£921,000	£823,000	£767,000	£613,000	£491,000	£442,000	£374,000	£4,430,000
Total	£1,170,000	£823,000	£797,000	£925,000	£491,000	£442,000	£374,000	£5,020,000
Mid Scenario								
CAPEX	£314,000	£0	£60,600	£312,000	£0	£182,000	£0	£869,000
of which…								
Efficiency improvements	£314,000	£0	£0	£312,000	£0	£0	£0	£627,000
Decarbonising heat	£0	£0	£0	£0	£0	£182,000	£0	£182,000
PV installation	£0	£0	£60,600	£0	£0	£0	£0	£60,600
OPEX	£913,000	£816,000	£758,000	£606,000	£486,000	£438,000	£438,000	£4,450,000
Total	£1,230,000	£816,000	£818,000	£918,000	£486,000	£619,000	£438,000	£5,320,000
Difference from BAU	£55,800	-£7,280	£21,200	-£7,180	-£5,490	£177,000	£64,700	£298,000

Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
Max Scenario								
CAPEX	£314,000	£0	£60,600	£1,370,000	£264,000	£5,290,000	£0	£7,300,000
of which…								
Efficiency improvements	£314,000	£0	£0	£312,000	£0	£0	£0	£627,000
Decarbonising heat	£0	£0	£0	£1,057,000	£264,000	£5,290,000	£0	£6,610,000
PV installation	£0	£0	£60,600	£0	£0	£0	£0	£65,000
OPEX	£913,000	£816,000	£760,000	£607,000	£483,000	£324,000	£260,000	£4,160,000
Total	£1,230,000	£816,000	£821,000	£1,980,000	£748,000	£5,610,000	£260,000	£11,500,000
Difference from BAU	£55,800	-£7,280	£23,800	£1,050,000	£256,000	£5,170,000	-£114,000	£6,430,000
Difference from Mid	£0	£0	£2,540	£1,060,000	£262,000	£4,990,000	-£179,000	£6,140,000

4.4 Other Facilities

Scope 1 and 2 emissions from other non-domestic properties in 2023/24 total 576 tCO_2e. Other facilities comprise remaining ECC assets such as Belle Isle, the Canal Offices, and car parks. However, following discussions with various ECC representatives, only two measures are modelled in this analysis, both for 2026. The Guildhall car park receives a 321 kWp PV array in the BAU scenario, costing £327,000 and saving around 80,000 kWh of electricity a year, a total of 400,000 kWh by 2030/31. In the Max scenario, energy efficient LEDs are installed into the Princesshay 2 car park. Using data from the Energy Systems Catapult, this would save 18,000 kWh of electricity annually. In conversation with ECC representatives, this upgrade will cost £30,000. It is noted this upgrade will also require a further £45,000 for necessary works on the electrics system but this is not accounted for in this analysis as it is not an energy saving-specific measure.

The result of these measures is shown in Figure 14. The lack of major interventions beyond BAU means that all three scenarios are closely aligned with grid decarbonisation being the major driving force behind future emissions reductions.

It should be noted that PV installations have also been modelled for the Guildhall Shopping Centre and Exeter Bus Station. No energy savings have been calculated for these arrays in this section as the leased status of these buildings means that ECC is not financially responsible for any electricity consumption at these sites. However, exported electricity is included in Section 6. In the BAU case, installing a 346 kWp array atop the Guildhall Shopping Centre and a 40 kWp array atop Exeter Bus station, will cost £393,000.

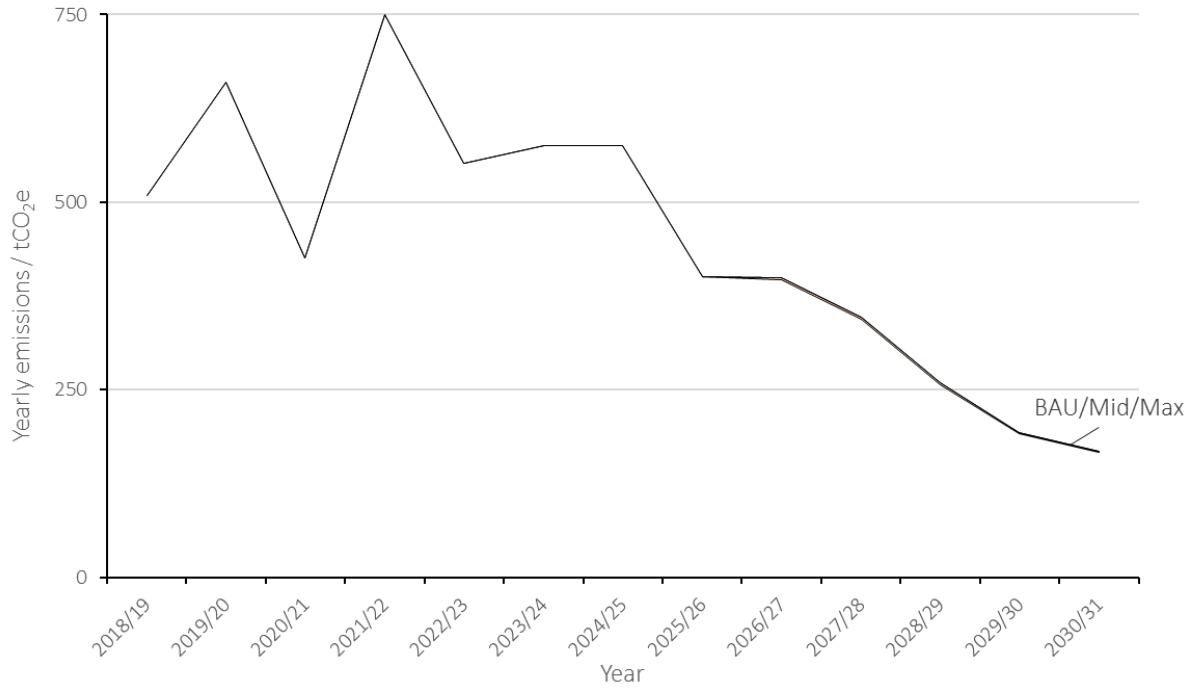

Figure 14: Projected other non-domestic emissions (tCO_2e) under the three scenarios.

4.5 Summary of Modelling Assumptions

The full range of assumptions made for each combination of measure and scenario as discussed in the previous sections is shown in Table 10.

Table 10: Modelled assumptions for non-residential buildings.

Building	BAU Scenario	Mid Scenario	Max Scenario
Riverside	• ASHP • LEDs	BAU and • CWI • Double glazing curtain walling • Double glazing rooflights • Draught-proofing external doors • Triple glazing windows	Same as Mid
Northbrook	As is	• CWI • Double glazing rooflights • Double glazing windows • Draught-proof external doors • LEDs • PV – 21.6 kWp • ASHP • Triple glazing windows	• Closure only
Wonford	• PV – 49 kWp	BAU and • CWI • Roof insulation • ASHP	Same as Mid
ISCA Centre	As is	• PV – 158 kWp	Mid and • ASHP
Exeter Arena	• PV – 72 kWp	Same as BAU	BAU and • ASHP

Building	BAU Scenario	Mid Scenario	Max Scenario
St. Sidwell's Point	• Reconfigure ASHP • PV – 146 kWp	Same as BAU	Same as BAU
Corn Exchange	• Double glazing windows • CWI • Roof insulation • LED • PV – 29.5 kWp	Same as BAU	BAU and • ASHP
Civic Centre	As is	As is	• Closure
Custom House	As is	As is	• ASHP
RAMM	• Roof insulation	BAU and • PV – 30 kWp • LED • Electric heaters	BAU and • PV – 30 kWp • LED • ASHP
Car Parks	• PV, Guildhall car park – 321 kWp	Same as BAU	BAU and • LEDs, Princesshay 2 car park

4.6 Projected Emissions to 2030/31

Modelled Scope 1 and 2 emission trajectories for ECC's non-domestic building stock under the three scenarios are shown in Figure 15. Leisure centres contribute a large proportion of ECC's Scope 1 and 2 emissions (49% in 2023/24), as such, this graph is similar to Figure 9 in Section 4.2. Thus, measures for ECC's six leisure centres will be crucial in decarbonising this sector. The 2030/31 Scope 1 and 2 emissions are estimated at 1,170 tCO_2e, 884 tCO_2e and 590 tCO_2e under the BAU, Mid and Max scenarios, respectively. Grid decarbonisation and heat pump installation into many of ECC's non-domestic stock in the Max scenario ensures the sector quickly approaches net zero. The cumulative emissions from 2024/25 to 2030/31 are calculated as for 12,211 tCO_2e BAU, 11,427 tCO_2e for the Mid and 10,602 tCO_2e for the Max scenario.

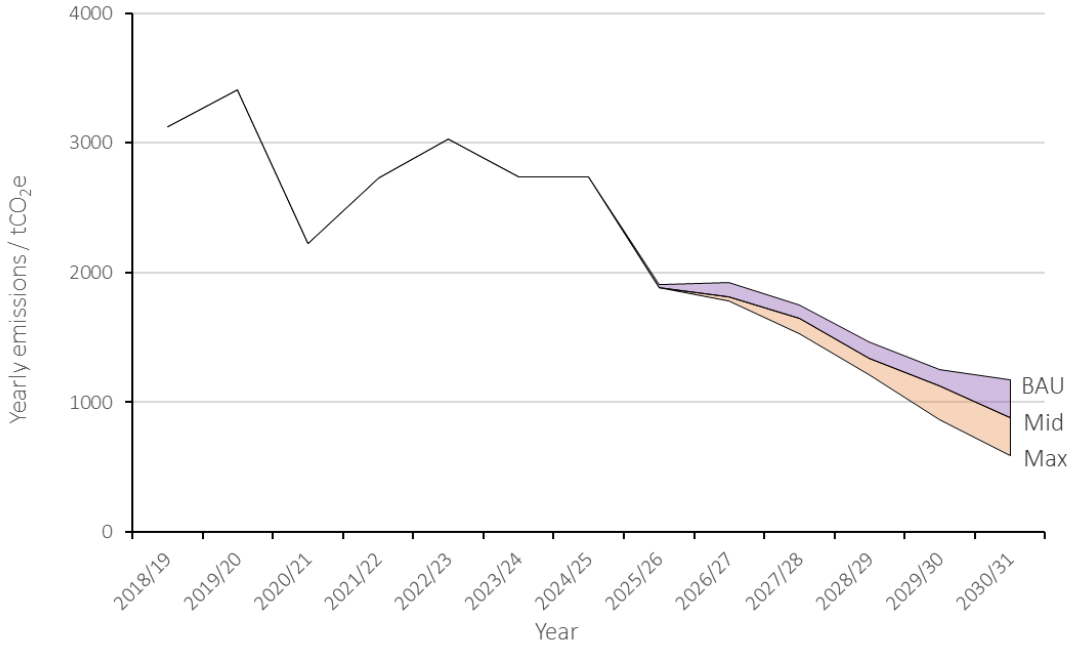

Figure 15: Projected non-domestic emissions (tCO_2e) under the three scenarios.

In the Max scenario in 2030/31, F-gases become an increasingly prominent source of emissions, accounting for 8% of the total non-domestic footprint (compared to the previous < 1%). It is important that F-gas losses are closely scrutinised, and mitigation strategies designed, including reducing leakage rates by improving refrigerant handling and equipment maintenance, and switching to refrigerants with lower a global warming potential, where possible [25].

Figure 16 and Table 11 show the upfront financial commitment required to meet each scenario each year alongside the operational energy costs. Decarbonisation of Riverside leisure centre dominates the 2025/26 CAPEX. The large spending shown in the 2029 Max scenario is due to the installation of a £5.3 million ASHP at the RAMM. Meeting the requirements of each scenario for ECC's non-domestic stock will cost a total of £5.2 million for BAU, £8.7 million for Mid and £16.8 million for the Max scenario. Including yearly operational energy costs brings the total spend on ECC's non-domestic buildings by 2030/31 to a total of £19.3 million, £22.6 million and £30.2 million for BAU, Mid and Max respectively.

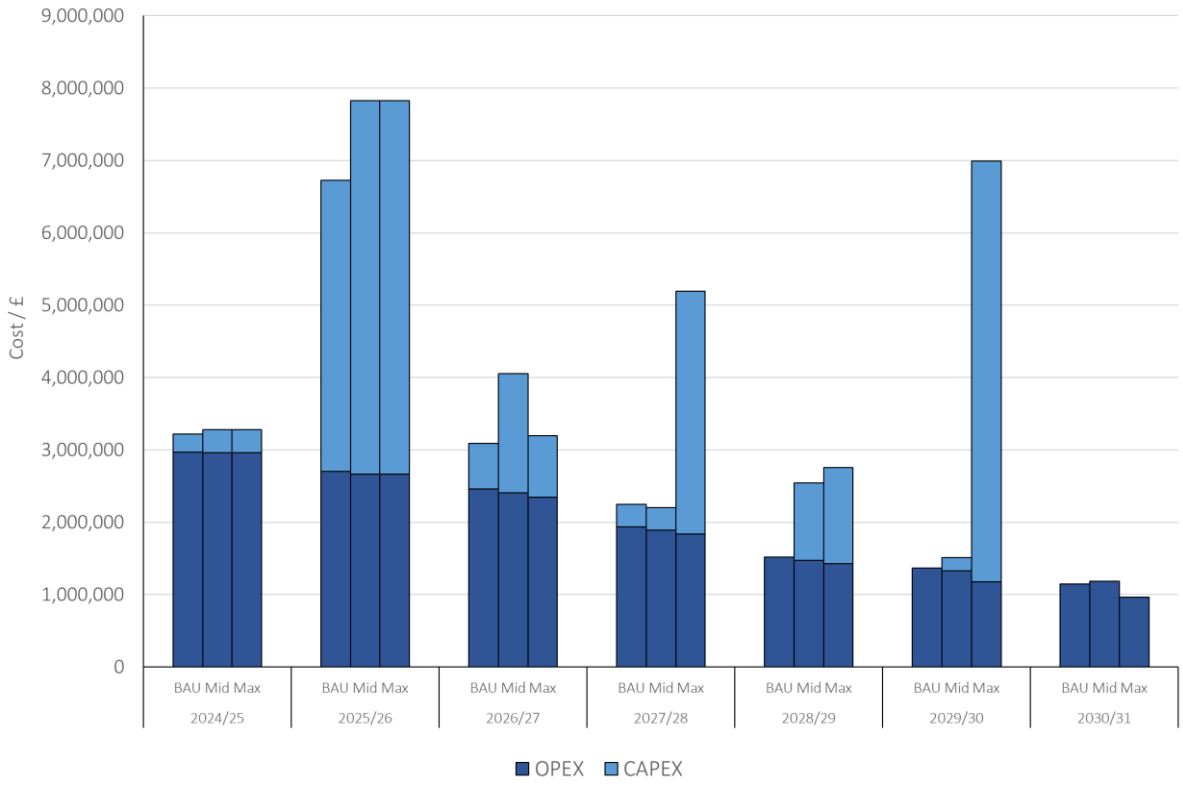

Figure 16: Annual capital and operational costs (£) associated with decarbonising ECC's non-domestic building stock under the three different scenarios.

Table 11: Cost breakdown of non-domestic emission reduction scenarios. Totals may not sum due to rounding

Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
BAU Scenario								
CAPEX	£250,000	£4,020,000	£629,000	£312,000	£0	£0	£0	£5,220,000
of which…								
Leisure centres	£0	£4,020,000	£272,000	£0	£0	£0	£0	£4,300,000
Corporate estate	£250,000	£0	£30,100	£312,000	£0	£0	£0	£593,000
Other non-domestic	£0	£0	£327,000	£0	£0	£0	£0	£327,000
OPEX	£2,970,000	£2,700,000	£2,460,000	£1,940,000	£1,520,000	£1,370,000	£1,150,000	£14,100,000
of which…								
Leisure centres	£1,200,000	£1,110,000	£1,010,000	£797,000	£624,000	£562,000	£471,000	£5,780,000
Corporate estate	£921,000	£823,000	£767,000	£613,000	£491,000	£442,000	£374,000	£4,430,000
Other non-domestic	£855,000	£764,000	£681,000	£526,000	£404,000	£363,000	£302,000	£3,890,000
Total	£3,220,000	£6,730,000	£3,090,000	£2,250,000	£1,520,000	£1,370,000	£1,150,000	£19,300,000
Mid Scenario								
CAPEX	£314,000	£5,160,000	£1,640,000	£312,000	£1,070,000	£182,000	£0	£8,680,000
of which…								
Leisure centres	£0	£5,160,000	£1,260,000	£0	£1,070,000	£0	£0	£7,480,000
Corporate estate	£314,000	£0	£60,600	£312,000	£0	£182,000	£0	£869,000
Other non-domestic	£0	£0	£327,000	£0	£0	£0	£0	£327,000
OPEX	£2,960,000	£2,670,000	£2,410,000	£1,890,000	£1,480,000	£1,330,000	£1,180,000	£13,900,000
of which…								
Leisure centres	£1,200,000	£1,090,000	£970,000	£757,000	£586,000	£528,000	£441,000	£5,560,000
Corporate estate	£913,000	£816,000	£758,000	£606,000	£486,000	£438,000	£438,000	£4,450,000
Other non-domestic	£855,000	£764,000	£681,000	£526,000	£404,000	£363,000	£302,000	£3,890,000
Total	£3,280,000	£7,830,000	£4,050,000	£2,200,000	£2,540,000	£1,510,000	£1,180,000	£22,600,000
Difference from BAU	£55,800	£1,100,000	£963,000	-£47,200	£1,020,000	£142,000	£34,200	£3,270,000

Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
Max Scenario								
CAPEX	£314,000	£5,160,000	£851,000	£3,350,000	£1,330,000	£5,820,000	£0	£16,800,000
of which…								
Leisure centres	£0	£5,160,000	£433,000	£1,980,000	£1,070,000	£529,000	£0	£9,170,000
Corporate estate	£314,000	£0	£60,600	£1,370,000	£264,000	£5,290,000	£0	£7,300,000
Other non-domestic	£0	£0	£357,000	£0	£0	£0	£0	£357,000
OPEX	£2,960,000	£2,670,000	£2,340,000	£1,840,000	£1,430,000	£1,180,000	£968,000	£13,400,000
of which…								
Leisure centres	£1,200,000	£1,090,000	£908,000	£710,000	£546,000	£491,000	£480,000	£5,350,000
Corporate estate	£913,000	£816,000	£760,000	£607,000	£483,000	£324,000	£260,000	£4,160,000
Other non-domestic	£855,000	£764,000	£675,000	£521,000	£400,000	£360,000	£300,000	£3,870,000
Total	£3,280,000	£7,830,000	£3,190,000	£5,190,000	£2,760,000	£6,990,000	£968,000	£30,200,000
Difference from BAU	£55,800	£1,100,000	£104,000	£2,940,000	£1,240,000	£5,620,000	-£179,000	£10,900,000
Difference from Mid	£0	£0	-£859,000	£2,990,000	£218,000	£5,480,000	-£214,000	£7,610,000

5 Transport

5.1 Current Sector Summary

ECC's 2023/24 emissions from all transport scopes amount to 1,300 tCO2e, a 19 tCO_2e increase from 2022/23, mostly attributable to an increase in Scope 3 commuting emissions from 390 tCO_2e in 2022/23, to 417 tCO_2e in 2023/24. A comparison of emissions by category for 2023/24 is shown in Figure 17. The largest contributor to transport emissions are the council's own vehicles, emitting 856 tCO_2e in 2023/24 (Scopes 1 & 2). Commuting follows at 417 tCO_2e whilst grey fleet and business travel contribute 16 tCO_2e and 10 tCO_2e respectively (all Scope 3 emissions).

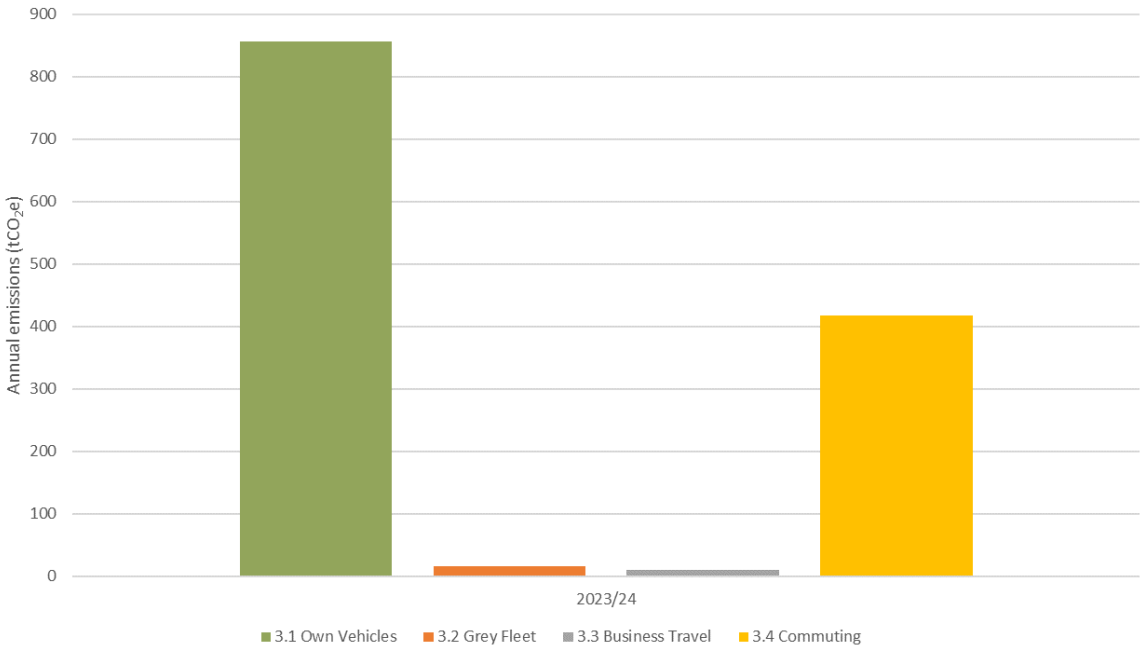

Figure 17: Annual emissions by sector 2023/24 (all scopes)

5.2 Own vehicles

Emissions form the council's own vehicles are under the direct control of the council and fall within Scope 1 & 2. Changes in emission are split into five sources, and three emission reduction scenarios modelled for each.

5.2.1 Growth of fleet

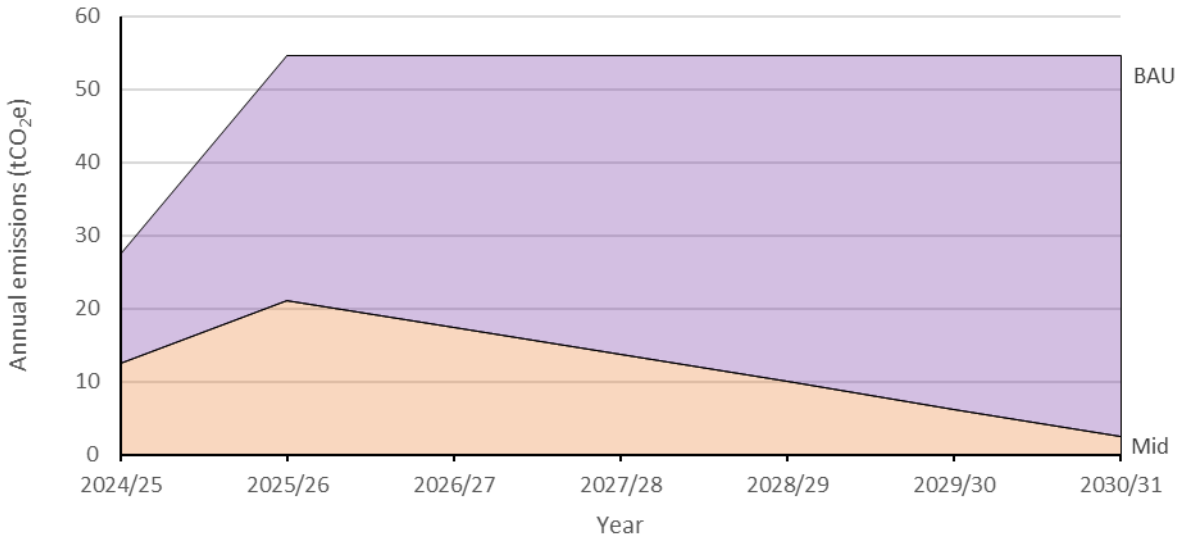

Figure 18: Growth of fleet emissions scenarios

The ECC fleet is assumed to grow in all emissions scenarios, with the addition of three food waste collection vehicles and a dedicated glass collection lorry. Under BAU, all vehicles procured are diesel, resulting in emissions from the growth of fleet increasing to and remaining at 55 tCO2e. An average fuel consumption of ECC's refuse collection vehicles (RCVs) from 2023/24 is used as a fuel use estimate for the newly procured RCVs. The cost of fuel per litre is projected to 2030 according to changes in crude oil price published by DESNZ [26]. These fuel price projections are used throughout the analysis. Each diesel RCV has an estimated monthly lease cost of £5,100 [27–29]. As the lease includes maintenance costs, monthly payments are categorised as OPEX. In total, increasing the fleet by four diesel RCVs has a lease cost of £244,800 per annum.

Under the Mid scenario, it is assumed that two of the vehicles procured are electric, alongside a phased introduction of Hydrotreated Vegetable Oil (HVO) from 2025/26 at 17% annual increments. HVO is a 'drop in fuel' and therefore can directly replace diesel without any modifications to the vehicle [30]. The price of HVO is assumed to be 47 pence higher per litre than diesel [31]. Each electric RCV has a lease cost of £9,600 per month, plus an initial CAPEX of £9,600 for a 40 kW rapid commercial charger per vehicle [32], [33]. The annual lease cost for two diesel RCVs and two eRCVs amounts to £352,800 [27–29], plus a CAPEX of £19,000 in 2024/25 for two chargers. It is assumed that all electricity used to charge refuse vehicles is supplied by the council's private wire solar connection at Water Lane, at no extra cost or emissions. The Mid case scenario results in an initial increase in emissions to 21 tCO2e in 2025/26, falling to 2 tCO2e in 2030/31 as the proportion of HVO used increases.

Under the Max scenario, all vehicles procured are electric and assumed to be charged using electricity from Water Lane. In consequence, there are no additional emissions for the growth of fleet under the Max scenario. Vehicle lease costs total £460,800 per annum, with a £38,000 CAPEX in 2024/25 for four 40 KW chargers.

5.2.2 Refuse vehicles

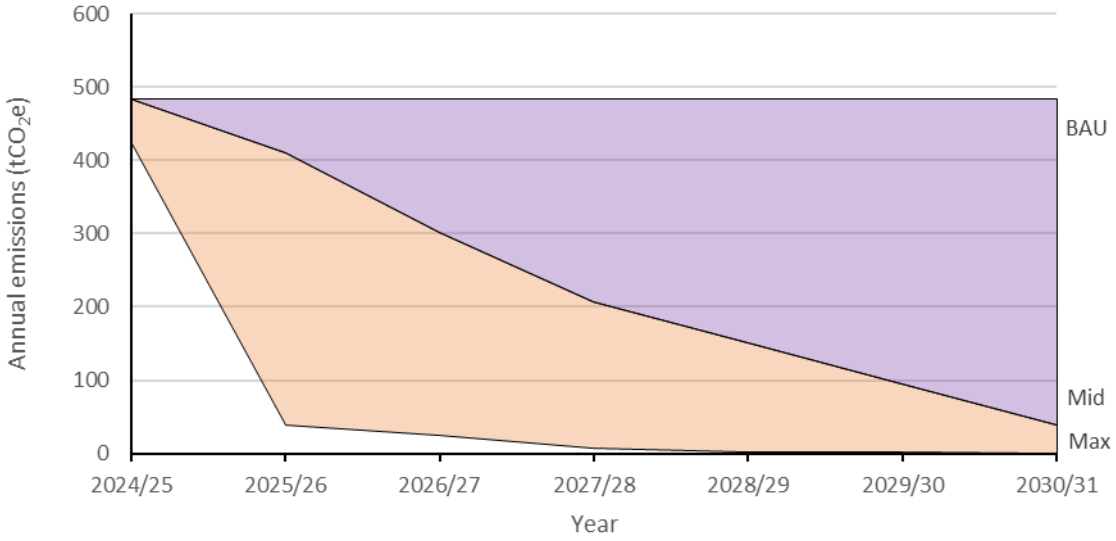

Figure 19: Refuse collection vehicle emissions reduction scenarios

Under BAU, it is assumed that RCVs are replaced with diesel vehicles at the end of their lease due to supply/ budget constraints. In consequence, emissions from RCVs remain at 483 tCO_2e, shown in Figure 19. The same cost assumptions used in 5.2.1 are used here providing a total lease cost of approximately £1 million per year for 17 vehicles.

Under the Mid scenario, three RCVs due for renewal in 2026 are replaced with electric vehicles and assumed to be charged via the Water Lane private wire connection at no extra cost or emissions. These have a total lease cost of £345,600, in addition to £856,800 for 14 diesel vehicles. Three 40 kW chargers are installed in 2026/27 with a CAPEX of £28,500. A phased introduction of HVO from 2025/26 at 17% annual increments is also assumed. Emissions therefore decrease from 483 tCO_2e in 2024/25 to 38 tCO_2e in 2030/31.

Under the Max scenario, all RCVs are replaced with electric RCVs at the end of their seven-year lease and assumed to be charged by Water Lane solar farm renewable supply. RCVs are therefore replaced incrementally, with a final lease cost of £2 million in 2030/31 when all RCVs are electric. All diesel is assumed to be replaced by HVO from 2025/26. Emissions fall steeply from 426 tCO_2e in 2024/25 to 39 tCO_2e in 2025/26, reducing to 0 tCO_2e in 2030/31.

It is assumed that the vehicle is replaced mid-way through the vehicle replacement year, resulting in 6 months emissions from diesel, and 6 months from electricity. Where vehicles lacked a replacement date on the fleet list, a replacement year of 2027/28 was assumed. These assumptions are made throughout the analysis.

5.2.3 Other vehicles

'Other vehicles' includes non-specialist vehicles such as pool cars and vans. Under BAU it is assumed that all non-specialist vehicles are replaced with an electric equivalent at the end of their lease. The assumed lease costs of the fossil fuel vehicle and its electric equivalent are listed in Table 12.

Table 12: Non specialist vehicle lease costs [27,29]

Vehicle type	Approximate monthly lease cost
Petrol car	£750
EV car	£544
Small diesel van	£544
Small electric van	£680
Medium diesel van	£840
Medium electric van	£1,500
Diesel tipper	£880
Electric tipper	£1,580

Vehicle efficiencies of 30% for diesel and 20% for petrol versus 90% for electric vehicles are assumed and used to calculate the number of kWh_e/l, providing an estimated conversion of 3.5 kWh/l which is used throughout the analysis. The DESNZ energy and emissions projections, volumed weighted electricity prices, are used to estimate electricity costs throughout [26].

The same scenario is assumed under the Mid and Max scenarios, with the addition of a phased HVO introduction of 17% per year in the mid case and a total replacement of diesel with HVO in 25/26 under the maximum scenario. Across the scenarios, a vehicle to charger ratio of 3:1 is assumed, with a cost of £1,000 per standard charger [33,34]. All scenarios result in 4 tCO_2e in 2030/31, however the Max scenario has a far steeper emissions reduction, falling from 44 tCO_2e in 2024/25 to 6 tCO_2e in 2025/26

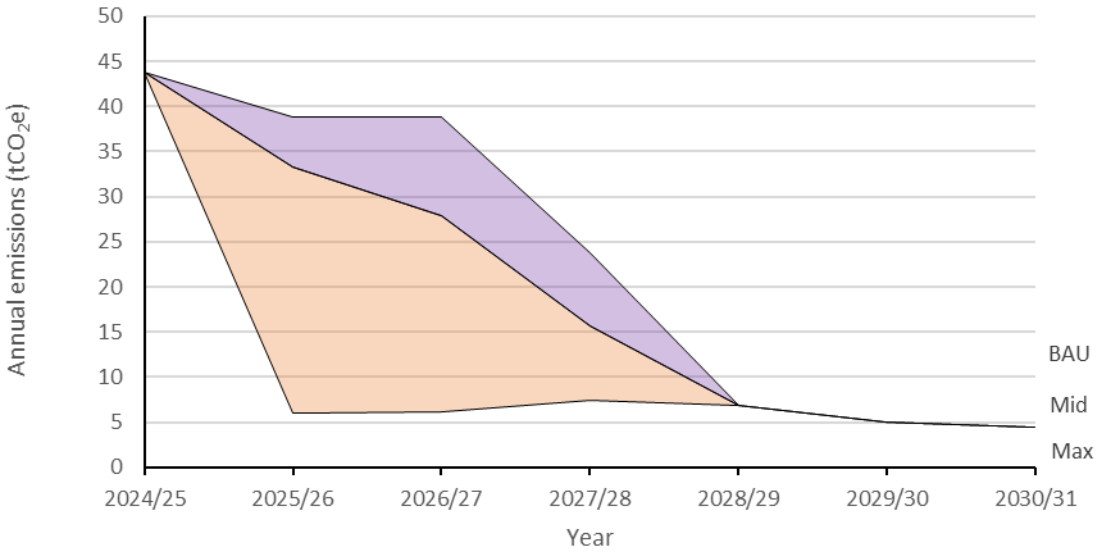

Figure 20: Other vehicles emissions reduction scenarios

5.2.4 Specialist vehicles

Under BAU, all specialist vehicles are assumed to continue to use fossil fuels, with emissions at a constant of 168 tCO_2e.

The Mid scenario assumes that 4% of specialist vehicles are electrified each year, summing 25% by 2030/31. A phased HVO introduction of 17% per year is also assumed from 2025/26 onwards. It is assumed that two vehicles are replaced with electric each year. As tipper vehicles are the most abundant in the specialist vehicle fleet, it is assumed that these vehicles will be replaced with an electric equivalent, increasing the lease from £880 to £1,580 monthly [27]. Small and large tractors are assumed to remain diesel with lease costs of £1,900 and £2,500 per vehicle per month respectively [35,36]. Figure 21 shows that under this scenario, emissions reduce gradually, from 169 tCO_2e in 24/25, to 17 tCO_2e in 30/31.

The Max scenario also assumes that 4% of specialist vehicles are electrified each year from 25/26 onwards, and that all fuel is replaced with HVO. This causes a steep decline in emissions shown in Figure 21, from 169 tCO_2e in 24/25 to 18 tCO_2e in 25/26. By 2030/31 emissions fall to 17 tCO_2e alike the mid case scenario.

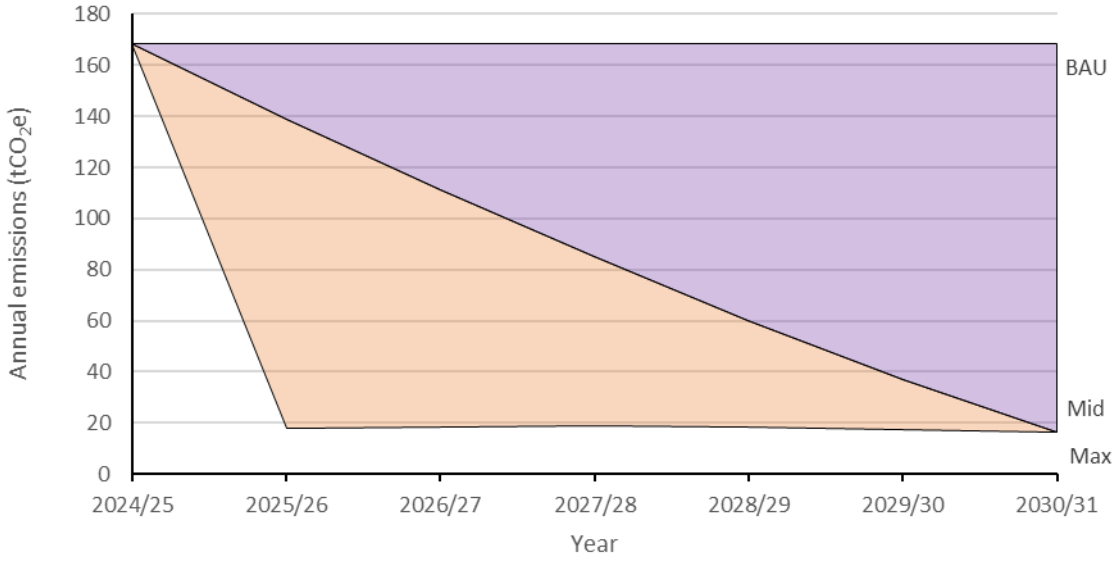

Figure 21: Specialist vehicles emissions reduction scenarios

5.2.5 Portable equipment

Under BAU, portable equipment remains unchanged, with emissions remaining at 55 tCO_2e. Under the Mid scenario, a phased introduction of HVO of 17% per annum from 2025/26, is assumed causing a gradual decline from 55 tCO_2e in 2024/25 to 6 tCO_2e in 30/31.

The Max scenario assumes that all fuel is replaced with HVO from 2025/26, and that 4% of portable equipment is replaced with an electric equivalent each year, summing 25% of equipment by 2030/31. It is assumed that two items of portable equipment are replaced annually, with an estimated CAPEX uplift of £300 compared to the fossil fuelled machinery. This is based on the price of a diesel versus electric mower (including the charger and a spare battery) [37]. Figure 22 shows that the Max scenario has a far steeper rate of decline compared to the mid case, falling from 55 tCO_2e to 6 tCO_2e between 2024/25 and 2025/26.

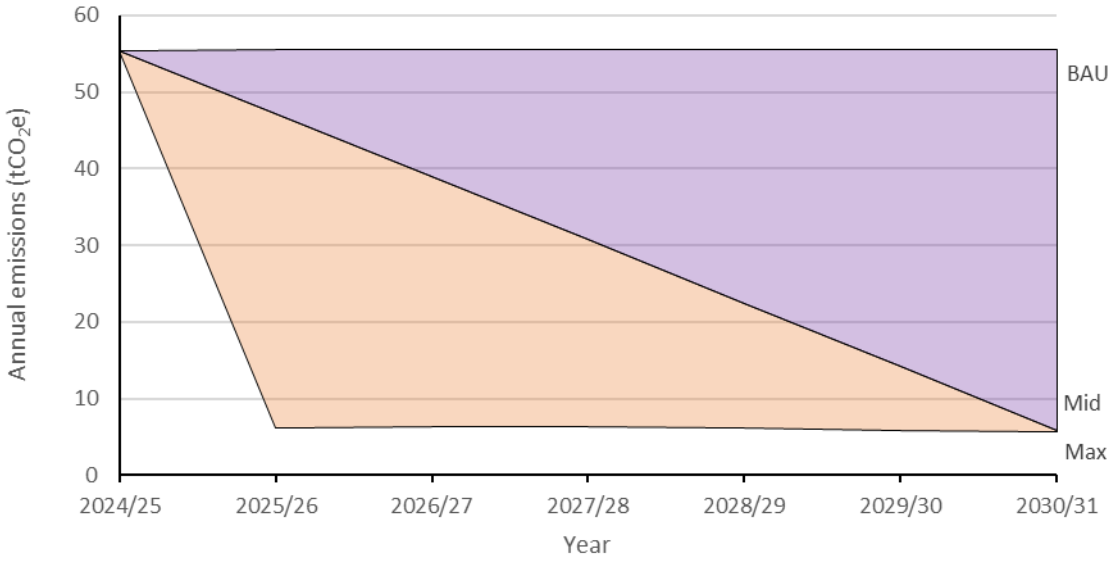

Figure 22: Portable equipment emissions scenarios

5.3 Summary of Modelling Assumptions

The full range of assumptions made for each combination of measure and scenario as discussed in the previous sections are shown in Table 13.

Table 13: Modelled assumptions for transport

Measure	BAU Scenario	Mid Scenario	Max Scenario
Growth of fleet	Procurement of three new food waste collection vehicles and one glass collection vehicle, all diesel	As BAU, half of vehicles procured are electric	As BAU, all vehicles procured are electric
Refuse vehicles	As is	Three electric RCVs procured Phased introduction of HVO from 2025- 20% increased per annum to 100% in 2030	Assume all vehicles replaced with EVs when lease period ends. The balance use HVO from 2025/26.
Other vehicles	Assume all non-specialist vehicles are replaced with EVs at the end of current lease period.	As BAU, with phased introduction of HVO from 2025/26, 17% per annum to 100% in 2030/31	As BAU, balance use HVO from 2025

Measure	BAU Scenario	Mid Scenario	Max Scenario
Specialist vehicles	As is	Phased introduction of HVO from 2025/26. 17% increase per annum to 100% in 2030/31	Assume 25% electrified by 2030/31 with balance using HVO
Portable equipment	As is	Phased introduction of HVO from 2025/26. 17% increase per annum to 100% in 2030/31	Assume 25% electrified by 2030/31 with balance using HVO

5.4 Projected Emissions to 2030/31

Figure 23 shows projected emissions from ECC's own vehicles under the three different scenarios. Under the Max scenario, overall emissions from council owned vehicles fall steeply from the current 856 tCO_2e to 69 tCO_2e in 2025/26 and to 27 tCO_2e in 2030/31. The Mid scenario follows a gradual trajectory, where emissions fall to 67 tCO_2e in 2030/31, shown by the middle line in Figure 23. In contrast, emissions under BAU increase slightly from 2024/25 levels to 801 tCO_2e in 2025/26. This number remains high, reducing only to 766 tCO_2e by 2030/31.

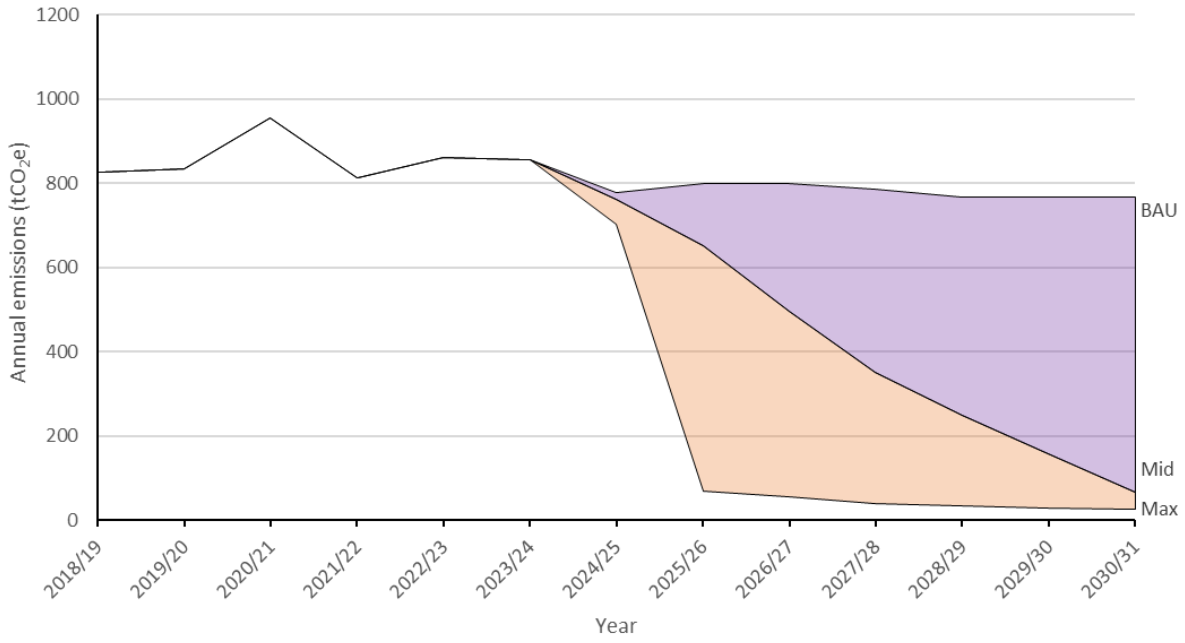

Figure 23: Own vehicles emissions scenarios

Figure 24 summarises the associated CAPEX and OPEX for each scenario across the years, including lease, maintenance, fuel and infrastructure costs. Capital costs are infrequent and small in comparison to operational costs due to vehicles being leased instead of purchased. Table 14 provides a full cost breakdown and cost difference across all transport scenarios

Table 14 shows an approximate £1.4 million cost difference between the BAU and Mid scenario total expenditure and a further £3.6 million to the Max scenario. The Max scenario

leads to the fastest emissions reductions, with overall emissions reducing to a tenth of the previous year's emissions by 2025/26. The largest proportion of the council's transport emissions stem from RCVs. Refuse vehicles are therefore the council's highest priority for reducing transport emissions. While it is assumed that the electricity to charge these vehicles comes at no extra cost, these are the vehicles with the highest cost uplift (£4,500 per month) between diesel and electric alternatives. The main cost difference between the Mid and Max scenarios, stems from the proportion of eRCVs in the fleet. The Max scenario focusses on electrification of the fleet, with 100% of RCVs electric by 2030, with a cumulative Opex of £12.3 million. In comparison, only five RCVs are electrified in the mid case, including two in 'growth of fleet', therefore the increase in vehicle lease costs is far lower than in the maximum scenario. The focus instead is on increasing the proportion of HVO used in diesel vehicles to decarbonise the fleet and cumulative Opex sums £9.6 million.

The second largest emitter is the specialist vehicle fleet. Although 2030/31 emissions reach 17 tCO2e in both the Mid and Max scenarios, the Max falls to 18 tCO2e by 2025/26 whilst cumulative Opex amounts to £29,000 above the Mid. As Figure 29 shows, there is a range of emissions reduction between each pathway, thus an affordable but effective pathway can be found to decarbonise the council's fleet.

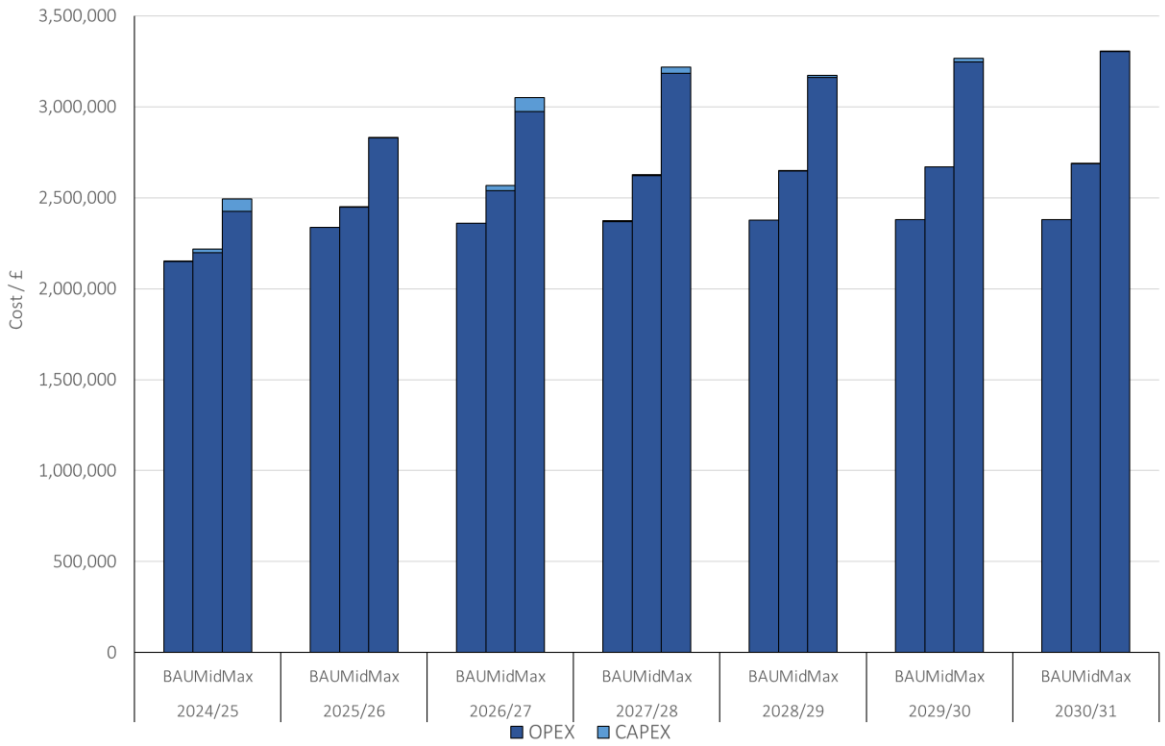

Figure 24: Costs of transport emissions reduction scenarios

Table 14: Cost breakdown of transport emissions reduction scenarios

Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
BAU Scenario								
CAPEX	£1,000	£0	£0	£5,000	£0	£0	£0	£6,000
of which…								
Other vehicles	£1,000	£0	£0	£5,000	£0	£0	£0	£6,000
OPEX	£2,151,000	£2,337,000	£2,359,000	£2,369,000	£2,377,000	£2,380,000	£2,379,000	£16,351,000
of which								
Growth of fleet	£134,000	£272,000	£274,000	£274,000	£274,000	£274,000	£274,000	£1,775,000
Refuse vehicles	£1,255,000	£1,283,000	£1,296,000	£1,296,000	£1,296,000	£1,298,000	£1,298,000	£9,021,000
Other vehicles	£147,000	£154,000	£155,000	£165,000	£174,000	£173,000	£172,000	£1,141,000
Specialist vehicles	£589,000	£599,000	£603,000	£603,000	£603,000	£604,000	£604,000	£4,205,000
Portable equipment	£26,000	£29,000	£31,000	£31,000	£31,000	£31,000	£31,000	£208,000
Total	**£2,152,000**	**£2,337,000**	**£2,359,000**	**£2,374,000**	**£2,377,000**	**£2,380,000**	**£2,379,000**	**£16,357,000**
Mid Scenario								
Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
CAPEX	£20,000	£1,000	£29,000	£6,000	£1,000	£0	£1,000	£58,000
of which…								
Growth of fleet	£19,000	£0	£0	£0	£0	£0	£0	£19,000
Refuse vehicles	£0	£0	£29,000	£0	£0	£0	£0	£29,000
Other vehicles	£1,000	£0	£0	£5,000	£0	£0	£0	£6,000
Specialist vehicles	£0	£1,000	£0	£1,000	£1,000	£0	£1,000	£4,000
OPEX	£2,198,000	£2,448,000	£2,540,000	£2,621,000	£2,648,000	£2,670,000	£2,685,000	£17,810,000
of which…								
Growth of fleet	£182,000	£366,000	£366,000	£367,000	£367,000	£370,000	£368,000	£2,385,000
Refuse vehicles	£1,255,000	£1,290,000	£1,358,000	£1,414,000	£1,418,000	£1,423,000	£1,426,000	£9,585,000
Other vehicles	£147,000	£155,000	£156,000	£166,000	£174,000	£173,000	£172,000	£1,143,000
Specialist vehicles	£589,000	£607,000	£627,000	£642,000	£656,000	£670,000	£684,000	£4,475,000
Portable equipment	£26,000	£30,000	£32,000	£33,000	£33,000	£34,000	£35,000	£223,000
Total	**£2,218,000**	**£2,449,000**	**£2,568,000**	**£2,627,000**	**£2,649,000**	**£2,670,000**	**£2,686,000**	**£17,868,000**
Difference from BAU	**£66,000**	**£112,000**	**£209,000**	**£253,000**	**£272,000**	**£290,000**	**£308,000**	**£1,511,000**
Max Scenario								
Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
CAPEX	£68,000	£2,000	£77,000	£35,000	£11,000	£20,000	£2,000	£213,000
of which…								
Growth of fleet	£38,000	£0	£0	£0	£0	£0	£0	£38,000
Refuse vehicles	£29,000	£0	£76,000	£29,000	£10,000	£19,000	£0	£162,000
Other vehicles	£1,000	£0	£0	£5,000	£0	£0	£0	£6,000
Specialist vehicles	£0	£1,000	£0	£1,000	£1,000	£0	£1,000	£4,000
Portable equipment	£0	£1,000	£1,000	£1,000	£1,000	£1,000	£1,000	£4,000

OPEX	£2,424,000	£2,828,000	£2,974,000	£3,184,000	£3,162,000	£3,246,000	£3,303,000	£21,121,000
of which…								
Growth of fleet	£230,000	£461,000	£461,000	£461,000	£461,000	£461,000	£461,000	£2,995,000
Refuse vehicles	£1,433,000	£1,556,000	£1,690,000	£1,879,000	£1,839,000	£1,912,000	£1,958,000	£12,266,000
Other vehicles	£147,000	£158,000	£158,000	£166,000	£174,000	£173,000	£172,000	£1,148,000
Specialist vehicles	£589,000	£620,000	£634,000	£646,000	£659,000	£672,000	£684,000	£4,504,000
Portable equipment	£26,000	£34,000	£33,000	£31,000	£30,000	£28,000	£27,000	£208,000
Total	**£2,492,000**	**£2,829,000**	**£3,051,000**	**£3,219,000**	**£3,173,000**	**£3,265,000**	**£3,305,000**	**£21,334,000**
Difference from BAU	**£340,000**	**£492,000**	**£692,000**	**£845,000**	**£796,000**	**£886,000**	**£926,000**	**£4,977,000**
Difference from Mid	**£274,000**	**£380,000**	**£483,000**	**£592,000**	**£524,000**	**£596,000**	**£618,000**	**£3,466,000**

6 Renewable Energy

6.1 Current Sector Summary

Renewable electricity generation through installation of solar photovoltaic (PV) arrays delivers carbon savings as their output replaces alternative fossil fuel-based energy sources. PV mounted on ECC buildings, where the electricity generated is self-consumed in the buildings, is accounted for by reducing the amount of imported grid electricity and the carbon saving is reflected in Sections 3 and 4. This section considers electricity that is not directly used on site by ECC but is exported and therefore has the potential to offset carbon emissions on the pathway to net zero. In 2023/24, ECC's PV arrays generated 4,576 MWh, of which 2,989 MWh were exported, offsetting -619 tCO_2e (Figure 25).

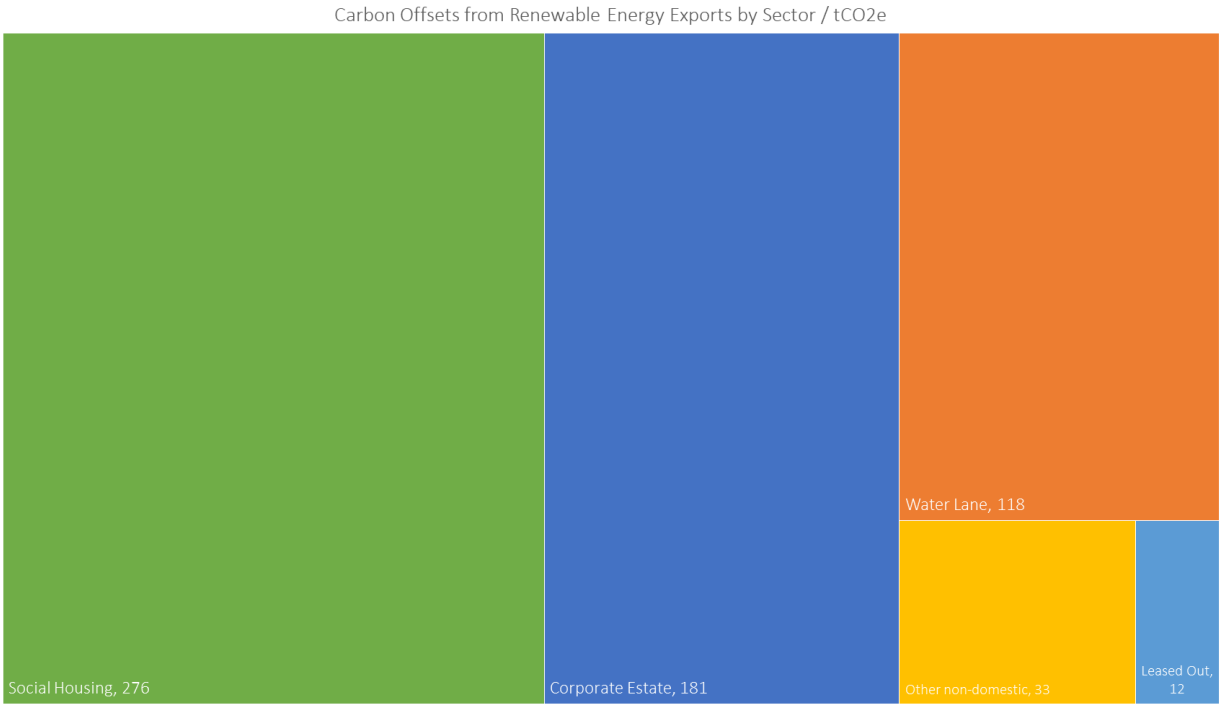

Figure 25: Breakdown by sector of 2023/24 offset emissions associated with energy exports from ECC's PV arrays in tCO_2e

In social housing, ECC's asset list indicates that 799 properties on the domestic estate have roof-mounted PV installations with a total estimated capacity of 2.5 MWp. In 2023/24 ECC's domestic PV arrays generated 2,062 MWh, of which 1,330 MWh were exported, offsetting -276 tCO_2e (Table 15).

Table 15: Estimated number of installations, electricity production, own use, and export from ECC's current domestic PV arrays in 2023/24

Installation date	N° of homes	N° of panels	Estimated generation (MWh)	Estimated own use (MWh)	Estimated export (MWh)	Average panel capacity (kWp)
Pre-2013	269	2,580	383	136	247	0.18
Post-2013	530	5,082	1,679	596	1,083	0.40
Total	**799**	**7662**	**2,062**	**732**	**1,330**	

The number of panels installed is derived from the PV modelling analysis carried out for ECC's 2020/21 carbon footprint [1]. On average, 9.6 panels are installed per home, totalling 7,662 panels. PV capacity is determined using the product specifications of most standard polycrystalline solar panel brands, assuming a 0.18 kWp average panel capacity for panels installed pre-2013 and a 0.4 kWp average panel capacity for panels installed post-2013. Generation is then estimated using a factor modelled on PVGIS[j] that indicates the average annual generation (in kWh) per unit of capacity (kWp) for an east or west facing panel (825.9 kWh yr^{-1} kWp^{-1}; see Section 3.7 for methodology). The reduced output compared to a south facing property accounts for properties where output might be compromised by shading or where the orientation or tilt are sub-optimal. Finally, exports and self-consumption (also derived from the PV modelling analysis carried out for ECC's 2020/21 carbon footprint [1]) are estimated and give a median self-consumption factor of 35% per home.

ECC has 3.4MWp of PV capacity in its non-domestic estate, including 12 roof-mounted arrays and the Water Lane ground-mounted installation. In 2023/24 ECC's non-domestic PV installations generated 2,513 MWh, of which 1,658 MWh were exported, offsetting -343 tCO_2e (Table 16).

Table 16: Electricity production, own use, export, and CO_2 emissions offset from ECC's current non-domestic PV arrays in 2023/24 (indicates leased building)*

Site	Array size (kWp)	Estimated generation (MWh)	Estimated own use (MWh)	Estimated export (MWh)	Carbon offset from exported energy (tCO_2e)	Solar generation data source
Water Lane	1,500	1,035	464	571	118	ECC Website
Livestock Centre	1,200	930	136	794	164	ECC Website
MA Car Park	150	135	36	99	20	ECC Website
JL Car Park	122	77	19	58	12	ECC Website
Riverside	120	119	119	0	0	ECC Website
Civic Centre	70	65	32	33	7	FIT PPA
MRF	50	34	17	17	3	FIT PPA
Ark	40	15	8	7	1	FIT PPA
Climb Centre*	29	32	0	32	7	FIT PPA
Wat Tyler House*	26	24	0	24	5	FIT PPA
RAMM	25	24	12	12	3	FIT PPA
Oakwood House	22	18	9	9	2	FIT PPA
Belle Isle	8	5	3	2	1	FIT PPA
Total	**3,362**	**2,513**	**855**	**1,658**	**343**	

Generation data is calculated from export data provided by ECC from Feed-In Tariff (FIT) Power Purchasing Agreements (PPAs), with estimated export assumed as 50% of the total generation. For sites without FIT PPAs, generation data is from ECC's published solar PV generation figures [38]. For leased sites all the generation is considered to be energy exported by the council (either to tenants or to the national grid). For sites owned by ECC, export data was obtained either from FIT PPAs or metered exports. No export data was provided for Riverside, so generation data was extracted from ECC's published solar figures [38], and exported energy

[j] Available at: https://re.jrc.ec.europa.eu/pvg_tools/en/

was estimated as 50% of the total generation. Own use by ECC included in Sections 3 and 4 is the difference between the generation and the assumed export.

6.2 Domestic PV Installation

Projections quantifying the installation of PV arrays on ECC's domestic estate use EPC data to identify suitable homes based on roof area (estimated from floor area) and roof tilt. Overall, 1,882 homes are identified as suitable for PV installation, with sufficient area for 18,058 panels. Assuming a 0.4 kWp average capacity per panel [39], this results in an additional 7.2 MWp installed capacity on ECC's domestic PV arrays.

The BAU scenario, assumes ECC will develops new PV on all suitable homes by 2050. The Mid scenario assumes the same milestone is achieved by 2040 and the Max scenario models the outcome if new PV opportunities are installed in all suitable homes by 2030. In all scenarios, PV installation is assumed to occur linearly until the target year, i.e. and equal number of installations every year.

As above, PV generation (in kWh) is modelled using the factor modelled in PVGIS[k] that provides average annual generation (in kWh) per unit of capacity (kWp) for an east or west facing panel (825.9 kWh $yr^{-1}kWp^{-1}$). The efficiency of PV panels deteriorates over time with most manufacturers providing a guarantee that the panel will retain 80% of its generating capacity after 20 years of service (equivalent to an average annual decrease of 1.1%). This factor is included in projections of PV generation. Exports are estimated using the 35% median self-consumption factor per home derived from the previous PV modelling analysis [1].

The CAPEX for PV installation on ECC's domestic buildings is included in section 3. However, the OPEX of exporting renewable energy generated by ECC's domestic estate has been excluded from this analysis, as there is insufficient information on the who benefits from selling renewable energy or the purchasing schemes and agreements that are or would be in place for current or future schemes. For example, installations prior to 2019 receive Feed-In Tariffs that reward both the generation and export of renewable energy. The rates are set annually by Ofgem and vary for each installation depending on size, installation date, and home energy efficiency. Installations post-2019 receive Smart Export Guarantee (SEG) tariffs that are set by and agreed on directly with energy suppliers. Estimating income from exporting renewable energy from ECC's diverse social housing PV stock without detailed information id therefore impractical. The assumption of no income leads to an overestimate of the overall costs, as the cost of domestic PV installation is quantified but its financial benefits are not.

6.3 Non-domestic PV installation

Installation of new PV arrays on ECC's non-domestic estate with potential to offset emissions via energy exports includes ten rooftop systems (Table 17). The installation date for these projects is assumed to be late 2025, although in practise there are uncertainties surrounding the timing including the future of some buildings in the ECC property portfolio and difficulties in gaining timely access to the electricity grid.

[k] Available at: https://re.jrc.ec.europa.eu/pvg_tools/en/

Table 17: ECC's currently identified non-domestic PV opportunities (indicates leased building)*

Site	Array size (kWp)
Exeter Arena	72
Wonford Sports Centre	49
Corn Exchange	29.5
Guildhall Shopping Centre*	346
Exeter Bus Station*	40
St Sidwell's Point Leisure Centre	146
Guildhall Car Park	321
ISCA	158
RAMM	30
Northbrook	21.6
Total	**1213.1**

Data on the installed capacity of potential PV projects was provided by ECC. The average load factor of ECC's current installations (9%), and the 1.1% annual panel deterioration factor is applied to estimate PV generation from future installations.

Exports from projected generation assumes the current export to generation ratio (66%) is maintained for sites occupied by ECC, with the remaining generation (34%) being self-consumed. For leased out buildings, exports are assumed to be 100% of the generation.

The BAU scenario assumes that ECC develops new roof-mounted PV installations on Exeter Arena, Wonford Sports Centre, Corn Exchange, Guildhall Shopping Centre, Exeter Bus Station, St Sidwell's Point Leisure Centre, and Guildhall Car Park. The Mid scenario assumes all new roof-mounted opportunities are implemented and the Max scenario models the outcome if all new roof-mounted PV opportunities are installed except Northbrook, which is projected to be closed under a Max Scenario (see Section 4).

The financial implications of exporting renewable energy generated from PV on ECC's non-domestic estate are modelled. The initial capital investment for PV installation is included in Section 4, while the financial benefits of selling renewable energy exports from 2024/25 to 2030/31 are quantified here[l].

Sales projections from 2024 to 2030 are made using the volume-weighted electricity wholesale prices obtained from Annex M from the 'Energy and Emissions Projections: 2022 to 2040' report by the Department for Energy Security and Net Zero (DESNZ) [2]. Values are from the reference scenario (which assumes average fossil fuel prices and economic growth and includes existing and planned policies (Table 18)) and are used to estimate export sales for both existing and new PV developments, ignoring any existing PPAs in place. Income from solar generation (not just exports) on solar sites with FIT PPAs is also excluded, as the analysis focuses on the impacts and benefits for renewable energy exports. For leased out buildings, there is no price distinction made between energy exports to the grid or energy sold to the tenant, and the volume-weighted wholesale prices are also assumed. For solar sites installed

[l] Note this analysis provides indicative estimates of income by assuming a general market price each year. Individual sites can potentially optimise their income through power sales agreements and/or market strategies.

on buildings occupied by ECC, the savings from self-consuming the energy generated are reflected as reduced electricity imports, which is included in the cost analysis in Section 4.

Table 18: Projected volume-weighted wholesale energy prices from 2023/24 to 2030/31

Year	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31
Price (p kWh^{-1})	10.85	11.96	10.68	9.90	7.65	5.87	5.28	4.39

6.4 Ground-mounted PV installation

Installation of free-standing ground-mounted PV arrays (GPV) on ECC's estate is modelled on the University fields at Streatham together with a second ground-mounted array in Water Lane, near Grace Road (Table 19). The installation date for these projects is assumed to be 2025 and 2028, respectively. As with the non-domestic PV installations, there is considerable uncertainty surrounding the timing and feasibility of these schemes.

Table 19: ECC's currently identified ground-mounted PV opportunities

Site	Array size (kWp)	Assumed initial financial year of production
University fields (Streatham)	2,000	2026/27
Water Lane II	2,600	2028/29
Total	**4,600**	

The analysis combines ECC data on the proposed installed capacity with the average load factor of ECC's current installations (9%), and the 1.1% annual panel deterioration factor and assumes exports to be 100% of the generation.

The BAU and Mid scenarios assume that ECC does not develop any new GPV. The Max scenario models both GPV arrays being installed.

The financial analysis includes the CAPEX to developing the arrays and the OPEX revenue from selling renewable energy exports from 2024/25 to 2030/31.

The CAPEX of GPV can vary greatly depending on the nature of the site, its capacity and solar PV market dynamics. Exeter City Council's 1.2MW array on the difficult Water Lane site cost £840,000 per MW[m] however, economies of scale on larger arrays and installation on potentially easier sites can reduce Capex to around £500k per MW [40]. The initial capital investment for developing GPV is modelled using the lower figure.

The methodology to estimate OPEX from 2024/25 to 2030/31 is the same as for non-domestic PV installations. Projections were made using the volume-weighted electricity wholesale prices shown in Table 18.

6.5 Summary of Modelling Assumptions

The assumptions made for each combination of measure and scenario is shown in Table 20.

[m] Private correspondence with Exeter City Council

Table 20: Modelled assumptions for renewable energy

Measure	BAU Scenario	Mid Scenario	Max Scenario
Domestic PV installation	Install PV on all suitable homes by 2050 – 70 homes a year	Install PV on all suitable homes by 2040 – 111 homes a year	Install PV on all suitable homes by 2030 – 269 homes a year
Non-domestic PV installation	New PV arrays in Exeter Arena, Wonford Sports Centre, Corn Exchange, Guildhall, Exeter Bus Station, St Sidwell's Point, and Guildhall Car Park– installation in late 2025	All new PV opportunities implemented– installed in late 2025	All new PV opportunities implemented, except Northbrook– installation in late 2025
Ground-mounted PV installation	None	None	University fields array installed in 2028, and Water Lane II installed in 2025

6.6 Projected Emissions to 2030/31

In the BAU scenario, ECC's PV array exported energy offsets -641 tCO_2e in 2024/25, -581 tCO_2e in 2026/27 (when new non-domestic and ground-mounted PV is installed) and -268 tCO_2e in 2030/31.

The Mid scenario, by implementing all new roof-mounted opportunities, offsets -659 tCO_2e in 2024/25, -633 in 2026/27, and -309 tCO_2e in 2030/31.

In the Max scenario, pursuing all new PV opportunities scoped offsets -726 tCO_2e in 2024/25, increasing to -997 tCO_2e in 2026/27, when 3.2MWp of additional PV capacity is installed. In 2030/31 PV exports offset -652 tCO_2e.

Figure 26 shows the comparison of the current and future scenarios for emissions reduction through renewable energy exports from both domestic and non-domestic PV arrays.

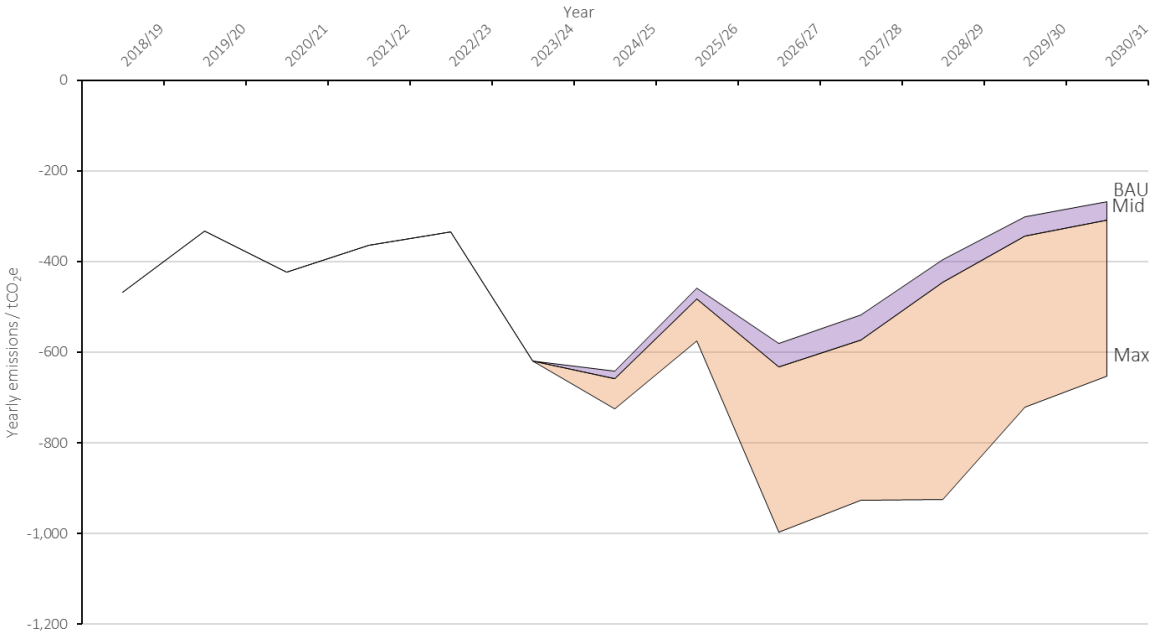

Figure 26. Annual GHG offset through renewable energy exports in different PV installation scenarios

The increases in offset emissions in Figure 26 reflect the development of new renewable energy projects, particularly in 2026/27 when 3.2MWp of additional PV are installed in the Max scenario.

Most of the offsets in 2030/31 under a Max scenario come from the domestic PV arrays (47%), and GPV (32%), with the remainder being exported by non-domestic PV arrays (21%). However, Figure 26 illustrates the annual year-on-year reduction in future carbon offsets achieved through renewable energy exports which is partly due to solar panel efficiency deterioration, but mainly due to the continuing fall in grid electricity emission factors caused by national electricity grid decarbonisation. In 2030 the grid emission factor is projected to have fallen by 70% from the current 0.207 kg CO_2e kWh^{-1} to 0.062 kg CO_2e kWh^{-1}.

From a financial perspective, in the BAU scenario, after the initial CAPEX investment reflected in the Section 4 costs, exporting ECC's non-domestic PV will provide an OPEX benefit £196,000 in 2024/25 and £92,000 in 2030/31. In the Mid scenario, exports will generate £196,000 in 2024/25, £228,000 in 2026/27 and £97,000 in 2030/31 and in the Max scenario, exports from non-domestic PV and GPV will generate £196,000 in 2024/25, £375,000 in 2026/27, and £242,000 in 2030/31 (Figure 27). The Max scenario includes capital investments of £1 million in 2025/26 and £1.3 million in 2027/28 to develop the GPV installations. OPEX is shown as a negative cost in Figure 27 as it represents an income rather than an expenditure[n].

[n] Revenue will notably increase if income from exporting domestic PV is considered

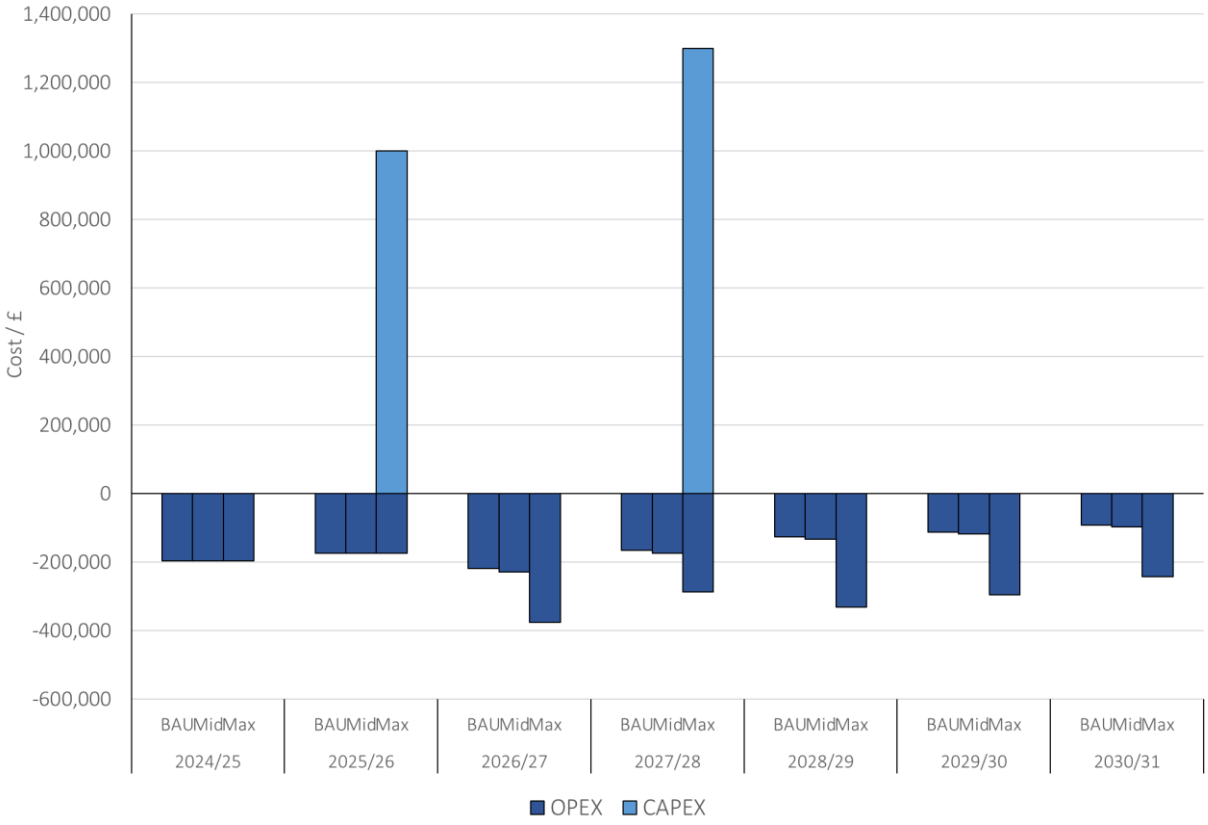

Figure 27. Annual costs from exporting renewable energy in different PV installation scenarios

A further breakdown of the costs is shown in Table 21. Overall, from 2024/25 to 2030/31 the Mid scenario generates £35,000 more than the BAU, and the Max scenario generates £780,000 more than the Mid-case and £815,000 more than the BAU. When including the CAPEX of developing GPV the cumulative costs of the Max scenario are £1.5 million higher than the BAU and the Mid scenarios, although this will reduce if considered beyond 2030 as ECC's PV portfolio continues to offset emissions and generate income.

Table 21: Breakdown of annual OPEX, CAPEX, and cost differences from exporting renewable energy between PV installation scenarios.

Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
BAU Scenario								
CAPEX	£0	£0	£0	£0	£0	£0	£0	£0
OPEX	-£196,000	-£173,000	-£218,000	-£166,000	-£126,000	-£112,000	-£92,000	-£1,083,000
Total	-£196,000	-£173,000	-£218,000	-£166,000	-£126,000	-£112,000	-£92,000	-£1,083,000
Mid Scenario								
CAPEX	£0	£0	£0	£0	£0	£0	£0	£0
OPEX	-£196,000	-£173,000	-£228,000	-£174,000	-£132,000	-£118,000	-£97,000	-£1,118,000
Total	-£196,000	-£173,000	-£228,000	-£174,000	-£132,000	-£118,000	-£97,000	-£1,118,000
Difference from BAU	£0	£0	-£10,000	-£8,000	-£6,000	-£6,000	-£5,000	-£35,000
Max Scnario								
CAPEX	£0	£1,000,000	£0	£1,300,000	£0	£0	£0	£2,300,000
OPEX	-£196,000	-£173,000	-£375,000	-£286,000	-£331,000	-£295,000	-£242,000	-£1,898,000

Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
Total	-£196,000	£827,000	-£375,000	£1,014,000	-£331,000	-£295,000	-£242,000	£402,000
Difference from BAU	£0	£1,000,000	-£157,000	£1,180,000	-£205,000	-£183,000	-£150,000	£1,485,000
Difference from Mid	£0	£1,000,000	-£147,000	£1,188,000	-£199,000	-£177,000	-£145,000	£1,520,000

The annual reduction in future income from exporting renewable energy is due both to solar panel efficiency deterioration producing less electricity and the projected fall in energy prices. In 2030, wholesale energy prices are projected to have fallen by 60% from the current 10.85 p per kWh to 4.39 p per kWh. Increases in revenue reflected in each scenario in Figure 27 are due to development of new PV arrays.

While renewable electricity generation with a business case will continue to be financially attractive, add local energy resilience, and hedge against rising energy prices, falling national grid electricity emission factors mean that its role in offsetting carbon emissions in other sectors will reduce over time.

7 Land Use Change/Afforestation

7.1 Current Sector Summary

Land use change through afforestation of unforested land delivers valuable carbon sequestration as trees capture carbon from the atmosphere and transform it into biomass, a process that has the potential to offset carbon emissions on the pathway to net zero.

ECC owns 409 ha of parks and greenspaces (P&GS), including the 162 ha of the city's Valley Parks which are managed by the Devon Wildlife Trust (Table 22).

Table 22: ECC P&GS areas [o]

Greenspace	Area (ha)
Ludwell Valley Park	80
Riverside Valley Park	40
Mincinglake Valley Park	19
Barley Valley Park	11
Duryard & Belvidere Valley Park	11
Whitycombe Valley Park	1
Other ECC owned Greenspaces	247
Total	**409**

Currently, ECC's P&GS has a 24% canopy cover (~98 ha), which sequesters -155 tCO_2e annually. The carbon sequestration rate for this calculation was derived from a recent study by Treeconomics on Exeter's treescape [41], which estimated Exeter's full canopy cover (950 ha) sequestered 1,510 tCO_2e every year (average sequestration rate = -1.6 $tCO_2e\ ha^{-1}\ yr^{-1}$).

Further tree planting efforts by ECC have increased their tree stock by 748 trees [42] (107 standard trees, 50 heritage variety fruit trees, and 591 broadleaf whips). Assuming a planting density of 1,600 trees ha^{-1} and a broadleaf yield class, these will account for 0.35 tCO_2e emissions in 2023/24.

7.2 Tree Planting

Additional tree planting scenarios to further offset the council's GHG emissions were modelled using data from the Sixth Carbon Budget [9], which provides GHG savings from planting different types of biomasses of different yield classes (Figure 28). Broadleaf YC6- managed has been assumed as a generic broadleaf yield class for the calculations, although in reality the tree species planted may differ.

[o] Source: Devon Wildlife Trust

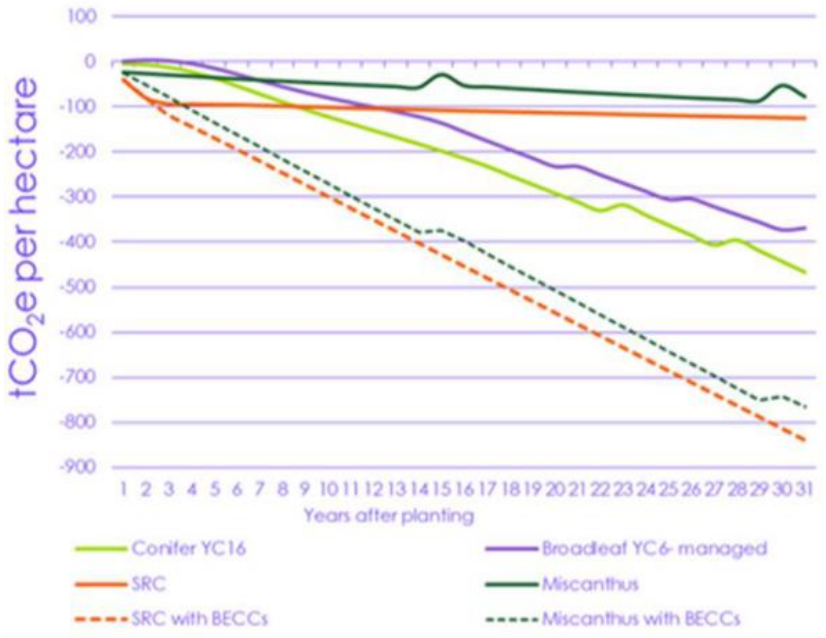

Figure 28. Cumulative GHG savings over time from planting different types of biomasses [9]

The BAU scenario assumes no additional tree planting. The Mid scenario models an increase the canopy cover of its P&GS to 30% (planting an additional 24.5 ha), as stated in ECC's Tree and Woodland Strategy 2023-2033 [43] and in its Net Zero Carbon Reduction Plan version 4.0 [42]. Assuming a planting density of 1,600 trees ha^{-1}, this would entail planting over 39,000 trees. The Max scenario, although unfeasible, models the carbon offset achieved if ECC planted 100% of its owned P&GS with woodlands. This would entail planting almost 500,000 trees to cover the entirety of the P&GS. In all scenarios, planting is assumed to take place evenly between 2024 and 2030.

The financial implications of each tree planting scenario include the initial CAPEX of planting a tree and the OPEX arising from tree maintenance costs. The National Trust estimates it costs £5 to plant a new tree sapling [44]. However, prices for tree planting can vary depending on the age of the tree, tree species, plantation size, planting location, planting density, and the service provider. There are also numerous initiatives subsidising large scale tree planting projects to make them more affordable, such as the MOREwoods scheme by the Woodland Trust which can reduce costs to as little as £1 per tree [45]. These opportunities are available to local authorities but involve undergoing an application and selection process, so they are not guaranteed. A conservative cost of £5 per tree is assumed for this analysis. A planting density of 1,600 trees ha^{-1} is also assumed.

OPEX is calculated as the overall maintenance costs for an area of woodland, including watering, mulching, pruning, weed control, pest and disease management, and monitoring. A 2011 study for the Woodland Trust estimated the annual average cost of maintaining a woodland in a managed green space is £1,065 per hectare [46]. Accounting for inflation, the revised estimated annual cost of maintaining a woodland assumed in this analysis is £1,488 per hectare. OPEX is modelled in all scenarios for both the existing tree stock, and for additional

tree planting. Inflation or deflation in tree planting and maintenance prices in future years is not included in the analysis.

7.3 Summary of Modelling Assumptions

The assumptions made for each combination of measure and scenario is shown in Table 23.

Table 23: Modelled assumptions for land use/afforestation

Measure	BAU Scenario	Mid Scenario	Max Scenario
Tree Planting	No additional tree planting	Increase P&GS canopy cover to 30% – ~5,600 trees every year	Increase P&GS canopy cover to 100% – ~71,000 trees every year

7.4 Projected Emissions to 2030/31

The BAU scenario, ECC's current tree stock (including tree planting during 2023, modelled using Figure 28) will offset -154 tCO_2e in 2024/25 and -162 tCO_2e in 2030/31.

The Mid scenario, increasing ECC's P&GS canopy cover to 30% by planting broadleaf woodland would emit 3 tCO_2e in 2024/25, and offset -148 tCO_2e by 2030/31, shifting ECC's total offsets through afforestation to -151 tCO_2e and -310 tCO_2e, respectively.

The Max scenario, increasing ECC's P&GS canopy cover to 100% by planting broadleaf woodland would emit 34 tCO_2e in 2024/25, and offset an additional -1,871 tCO_2e by 2030/31, shifting ECC's total offsets through afforestation to -121 tCO_2e and -2,033 tCO_2e, respectively.

Figure 29 shows the comparison of the current and future scenarios for emissions reduction through afforestation. Note that after initial planting, broadleaf trees can be a net source of carbon, emitting up to 3 $tCO_2e\ ha^{-1}\ yr^{-1}$ [9]. This is because in the initial stage of development plant respiration can exceed photosynthetic activity as the sapling is establishing its roots. Furthermore, root establishment can disturb soils, releasing the organic carbon stored in them.

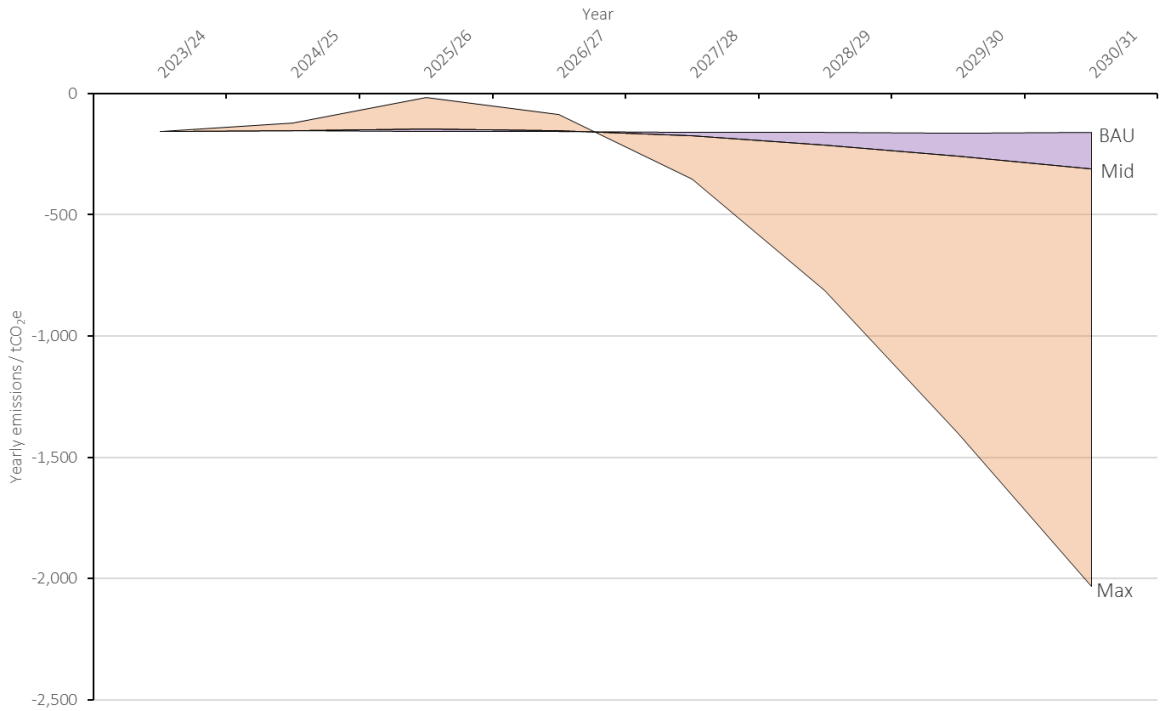

Figure 29: Annual GHG offset through land use change in different tree planting scenarios

While the Mid scenario represents valuable progress towards net zero, the ambitious scenario of 100% canopy cover in ECC's P&GS has the potential to increase potential offset emissions eight-fold. Opportunities to expand current planned efforts and increase canopy cover beyond 30% should perhaps be considered.

From a financial perspective, maintenance costs for the existing tree stock in a BAU scenario without additional planting will amount to £146,000 annually from 2024/25 to 2030/31. Increasing canopy cover to meet the goals set out in the Mid scenario will cost £28,000 annually if planting occurs evenly from 2024/25 to 2030/31. This increases annual maintenance costs by over £5,000 every year, leading to an OPEX of £151,000 in 2024/25, and £183,000 in 2030/31. Planting 71,000 trees every year to increase the P&GS canopy cover to 100% in the Max scenario would cost £355,000 annually and increases annual maintenance costs by over £66,000 every year compared to the BAU scenario, leading to an OPEX of £212,000 in 2024/25, and £609,000 in 2030/31 (Figure 30).

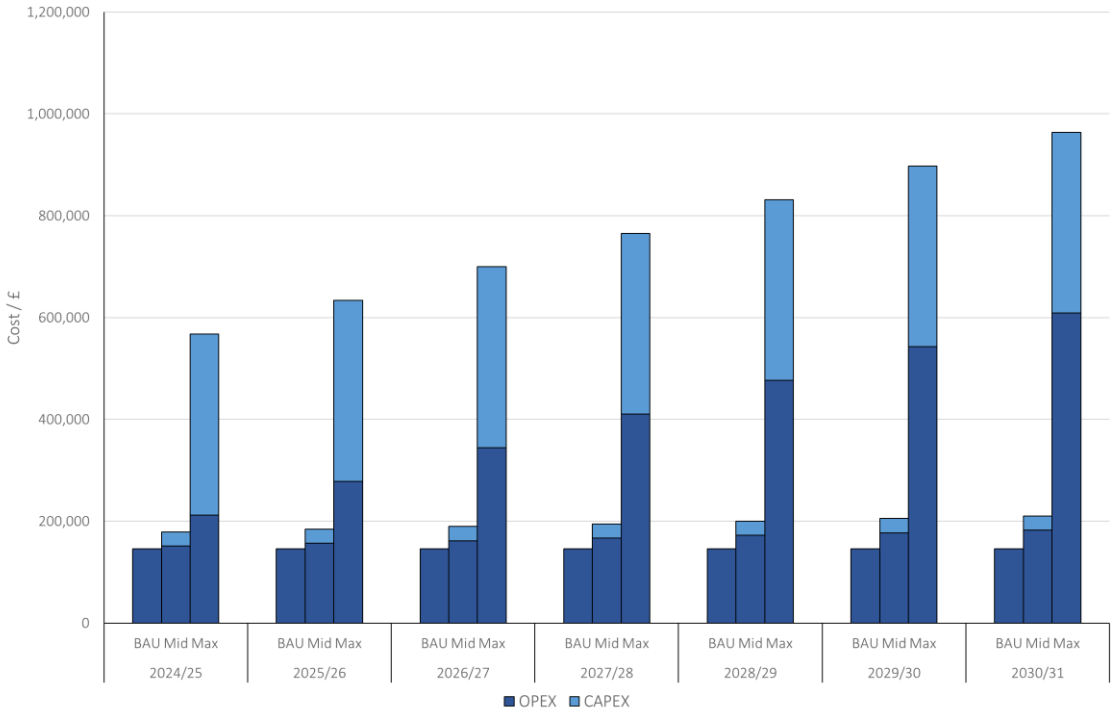

Figure 30: Annual costs for offsetting emissions through land use change in different tree planting scenarios.

A further breakdown of costs is shown in Table 24. Overall, from 2024/25 to 2030/31 the Mid case scenario costs £342,000 more than the BAU, and the Max scenario costs £4 million more than the BAU.

Table 24: Breakdown of annual OPEX, CAPEX, and cost differences from offsetting emissions though land use change between tree planting scenarios

Year	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	Total
BAU Scenario								
CAPEX	£0	£0	£0	£0	£0	£0	£0	£0
OPEX	£146,000	£146,000	£146,000	£146,000	£146,000	£146,000	£146,000	£1,022,000
Total	**£146,000**	**£146,000**	**£146,000**	**£146,000**	**£146,000**	**£146,000**	**£146,000**	**£1,022,000**
Mid Scenario								
CAPEX	£28,000	£28,000	£28,000	£28,000	£28,000	£28,000	£28,000	£196,000
OPEX	£151,000	£156,000	£162,000	£167,000	£172,000	£177,000	£183,000	£1,168,000
Total	**£179,000**	**£184,000**	**£190,000**	**£195,000**	**£200,000**	**£205,000**	**£211,000**	**£1,364,000**
Difference from BAU	£33,000	£38,000	£44,000	£49,000	£54,000	£59,000	£65,000	£342,000
Max Scenario								
CAPEX	£355,000	£355,000	£355,000	£355,000	£355,000	£355,000	£355,000	£2,485,000
OPEX	£212,000	£278,000	£344,000	£410,000	£476,000	£543,000	£609,000	£2,872,000
Total	**£567,000**	**£633,000**	**£699,000**	**£765,000**	**£831,000**	**£898,000**	**£964,000**	**£5,357,000**
Difference from BAU	£421,000	£487,000	£553,000	£619,000	£685,000	£752,000	£818,000	£4,335,000
Difference from Mid	£388,000	£449,000	£509,000	£570,000	£631,000	£693,000	£753,000	£3,993,000

An important aspect to consider before designing a tree planting strategy is the increased carbon sequestration offered by conifers due to their faster growth rates (Figure 28). However, native tree species mixes provide a greater benefit to the local wildlife and biodiversity [47]. Climate resilience and tree diseases also need to be accounted for when selecting tree species to ensure the longevity of ECC's tree stock, e.g., the ash dieback epidemic threatens to wipe out over 80% of ash trees across the UK [48]. Finally, management practices stipulated for each yield class need to be considered to maximise carbon uptake of the afforested land.

While the analysis illustrates the potential of afforestation to reduce ECC's emissions the impact of tree planting must not be overestimated and relied upon, as even in the most ideal scenario tree planting only has the theoretical potential to offset -2,033 tCO_2e by 2030. Nevertheless, it provides an invaluable asset for long-term carbon capture and storage that will help progress towards net zero, as well as providing other benefits such as biodiversity enhancement, ecotourism, and air quality improvement.

8 Overall Results

ECC's projected Scope 1 and 2 organisational footprint to 2030/31 under the three scenarios is shown in Figure 31. The graph exhibits a similar shape to the social housing operational emission projections in Figure 5 because the sector accounts for a considerable portion of ECC's organisational footprint (86% in 2023/24) and is modelled with the most rigorous decarbonisation efforts in all the three scenarios.

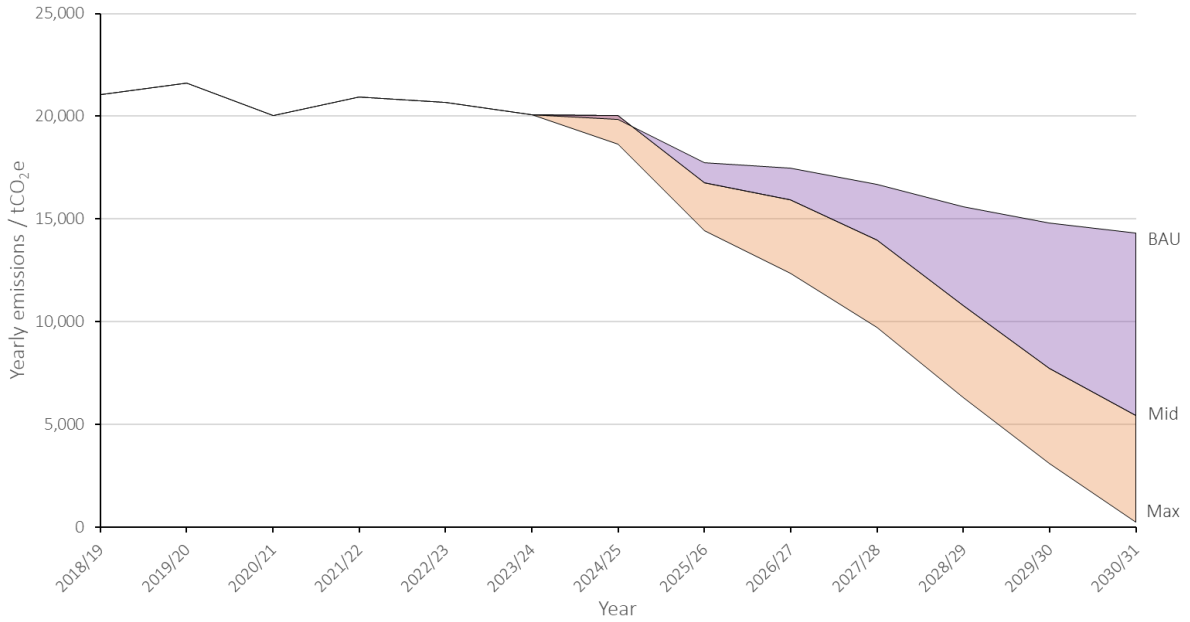

Figure 31: Projected ECC Scope 1 and 2 organisational emissions under the BAU, Mid and Max decarbonisation scenarios.

Figure 32 shows the total projected Scope 1 and 2 emissions for each year by sector under the BAU scenario. The total 2030/31 Scope 1 and 2 emissions are estimated as 14,325 tCO_2e, a 29% reduction from 2023/24 levels. Despite a 26% reduction from 2023/24 levels, social housing continues to dominate the organisational footprint with 12,818 tCO_2e in 2030/31. ECC's commitment to new Passivhaus constructions is a positive step in providing low carbon social housing but there remains a need to retrofit and decarbonise existing stock as shown in the more ambitious scenarios. Non-domestic buildings are estimated to produce 1,170 tCO_2e in 2030/31 (a 57% reduction from the 2023/24 inventory). The remaining emissions are attributed to transport which only reduce slightly in this scenario. In 2030/31, Scope 1 and 2 transport emissions are estimated at 766 tCO_2e (11% reduction from 2023/24). The lease of diesel vehicles remains the dominant procurement decision and four additional diesel RCVs are procured on top of the existing diesel fleet. Only the non-specialised vehicles are replaced with an electric equivalent. Without future tree planting and only six new non-domestic PV arrays the extent of offsets decreases to -429 tCO_2e in 2030/31 (45% *decrease*) [p]. The cumulative emissions over the seven modelled years are shown in Figure 33 and show a near linear increase.

The Mid scenario (Figure 34) sees more progress towards net zero, reaching 5,427 tCO_2e in 2030/31, a 73% reduction. The complete electrification of heat throughout social housing is a significant contributor in reducing their carbon emissions to 5,094 tCO_2e in 2030/31, a 71% reduction from the 2023/24 inventory. Widespread insulation and ASHP installation help reduce ECC's non-domestic building stock to 884 tCO_2e in 2030/31 under the Mid scenario (68% reduction). There is a large reduction in transport emissions to only 67 tCO_2e in 2030/31 (92% reduction) as the proportion of HVO and electric vehicles in the fleet increases. Despite an increase in tree planting, offsetting continues to decline in the Mid scenario to -619 tCO_2e in 2030/31 (20% reduction) due to the falling emission factor for grid electricity reducing the emissions saved by consuming exported PV energy. Figure 35 shows the cumulative emissions from 2024/25 to 2030/31, the sigmoidal relationship shows the accelerating decarbonisation efforts under this scenario.

Figure 36 details the near net zero result of the Max scenario decarbonisation measures, with Scope 1 and 2 emissions falling to just 269 tCO_2e in 2030/31. The dramatic increase in tree planting allows offsets to compensate for -2,685 tCO_2e a year which is a 247% increase from the 2023/24 extent. Without offsets, the total 2030/31 Scope 1 and 2 emissions are modelled at 2,954 tCO_2e. Extensive ASHP and PV rollout throughout ECC's social housing significantly reduces the electricity consumption compared to the Mid scenario. Offsets will be crucial in helping to mitigate residual emissions such as those arising from ASHP leakage. With all new vehicles being replaced with EVs, transport emissions stay near net zero at 27 tCO_2e in 2030/31. Cumulative emissions are shown in Figure 37, the incremental change from 2029/30 to 2030/31 highlights the impact of impact of offsets in the Max scenario.

[p] Reported as negative to indicate that these emissions are offsets.

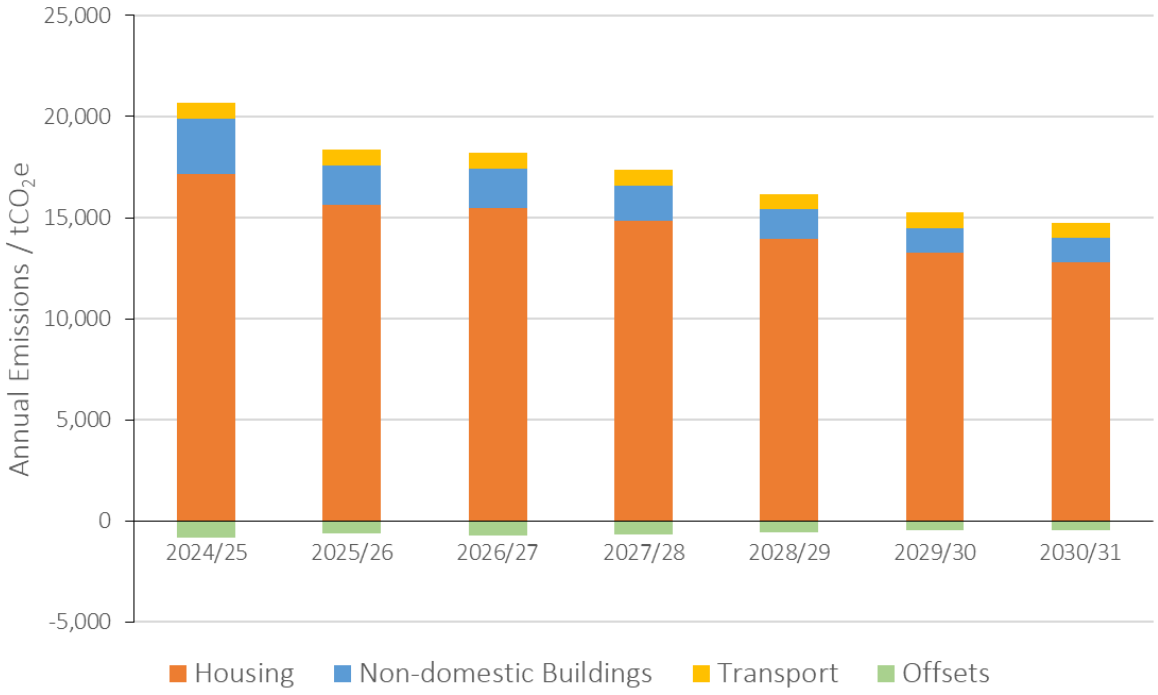

Figure 32: ECC's projected BAU annual Scope 1& 2 emissions by sector

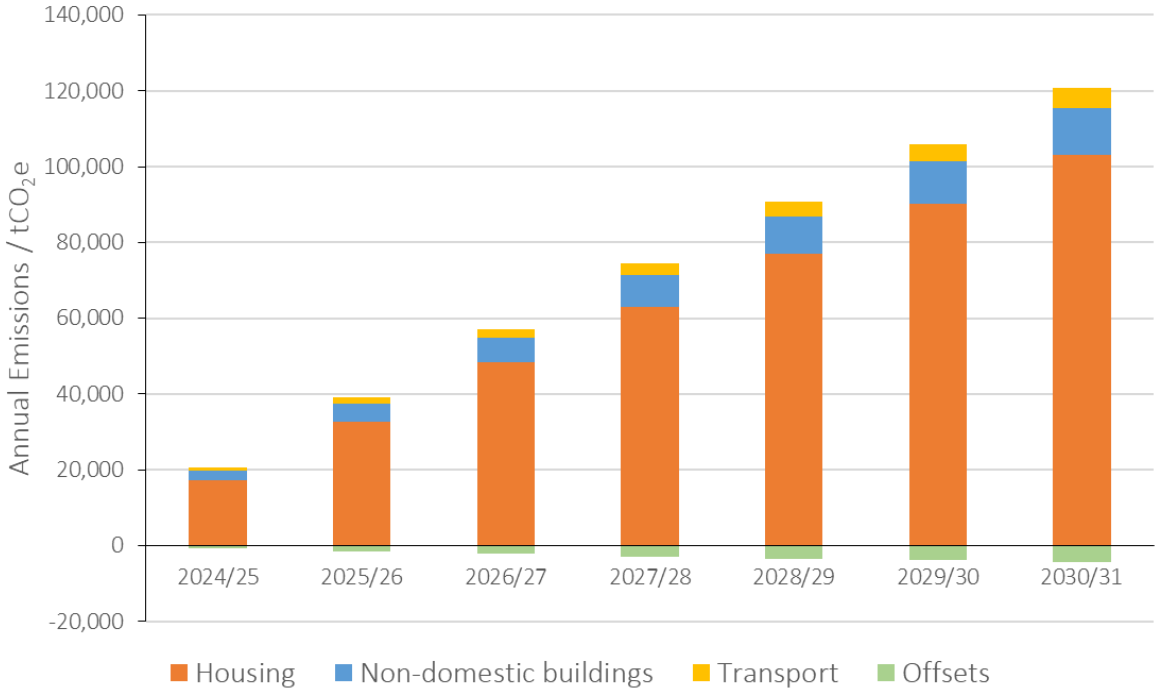

Figure 33: ECC's cumulative projected BAU Scope 1 & 2 emissions by sector

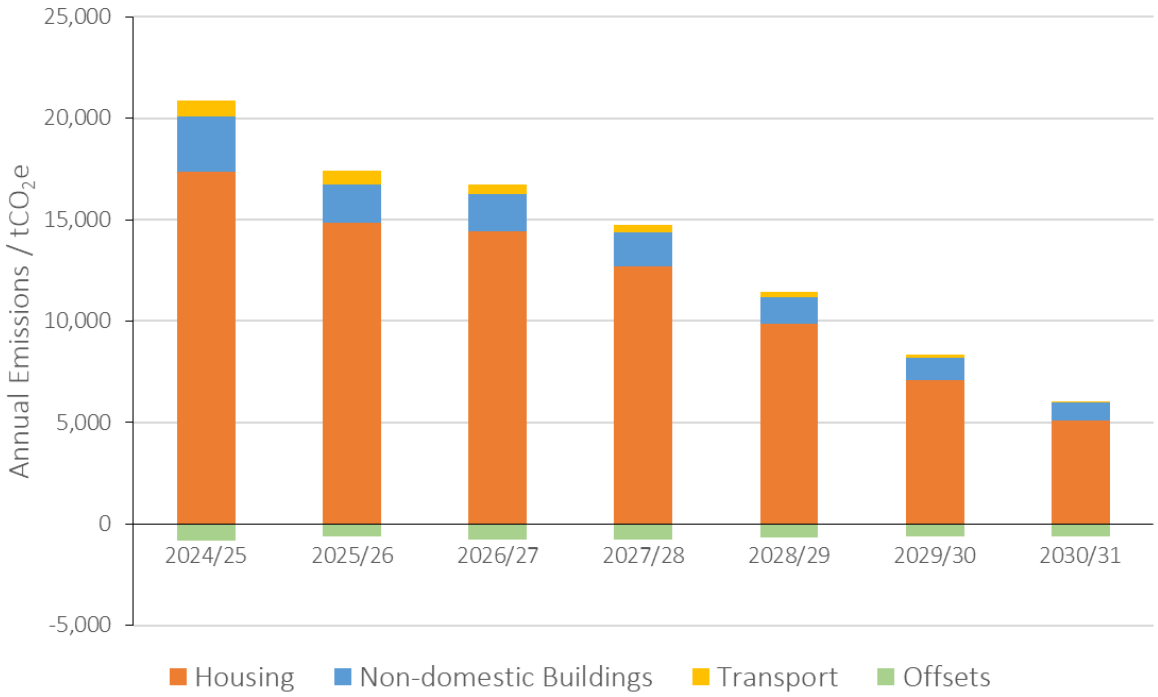

Figure 34: ECC's projected Mid scenario annual Scope 1 & 2 emissions by sector

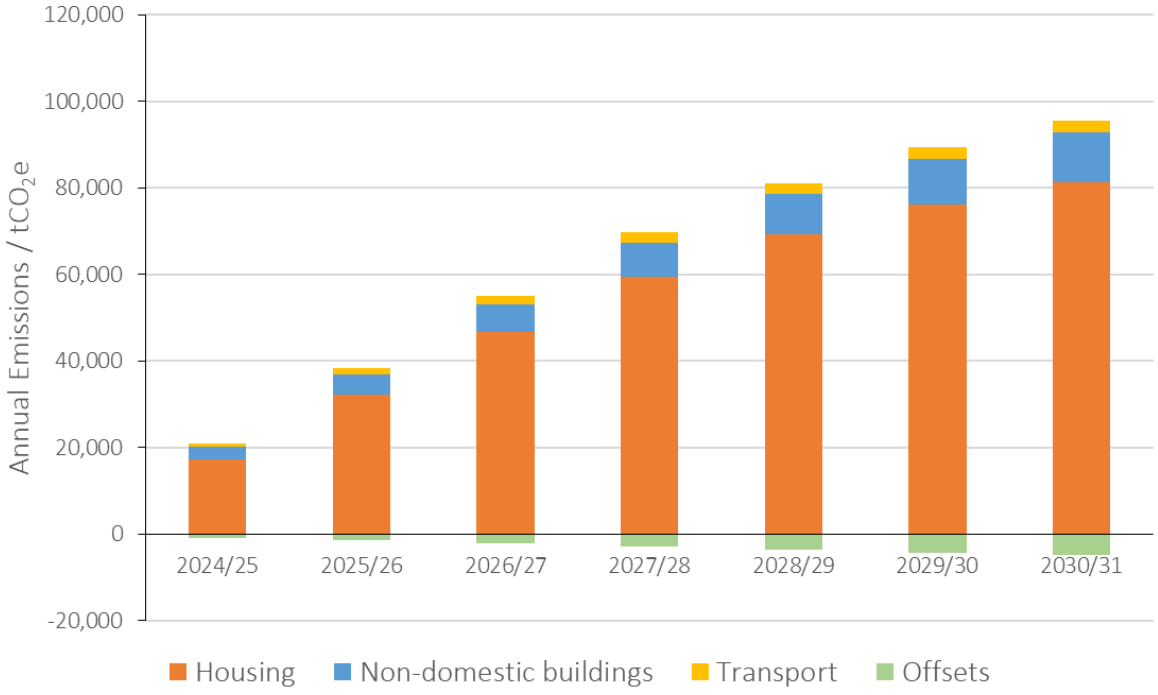

Figure 35: ECC's cumulative projected Mid scenario Scope 1 & 2 emissions by sector

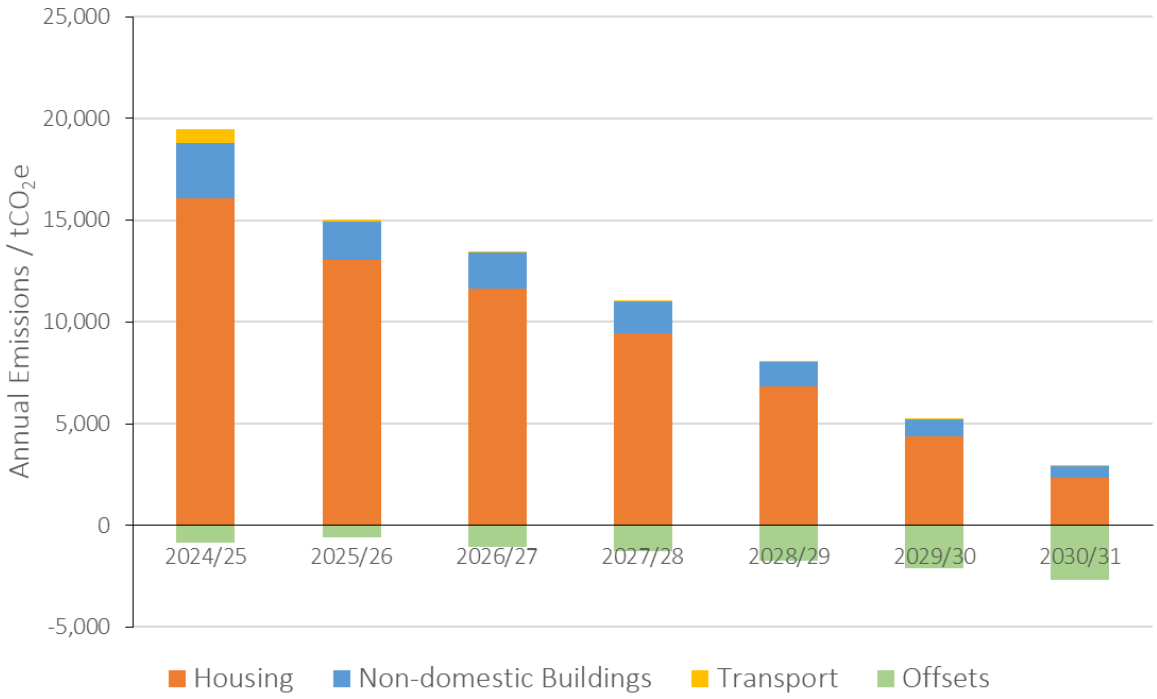

Figure 36: ECC's projected Max scenario annual Scope 1&2 emissions by sector

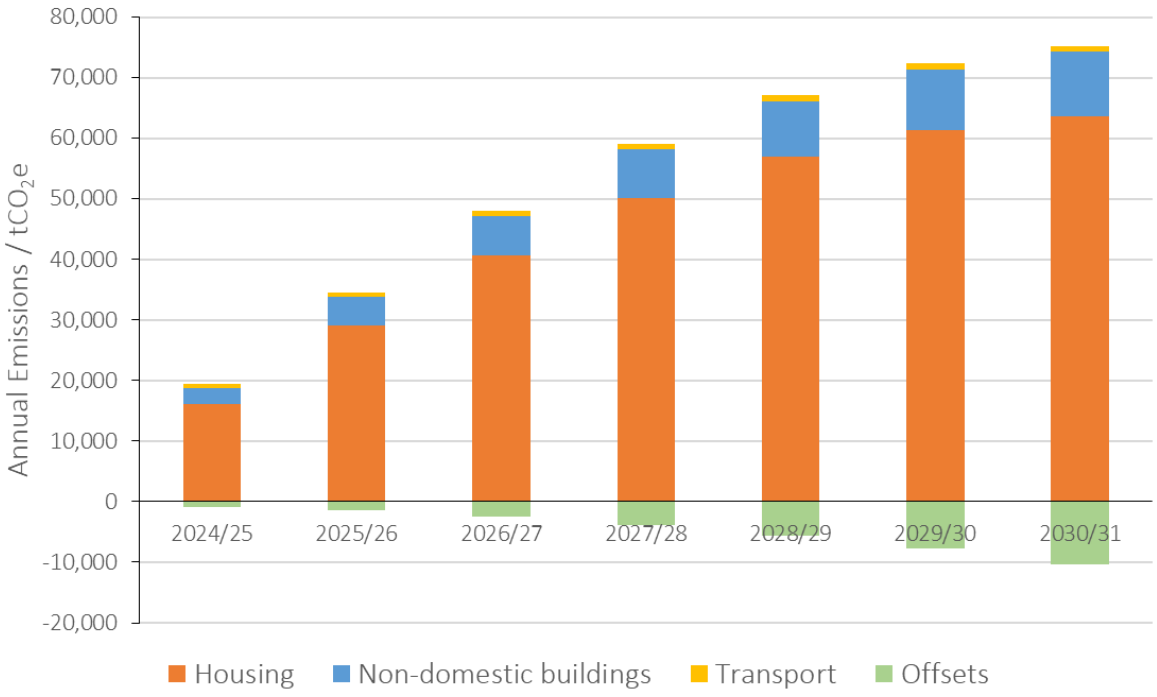

Figure 37: ECC's cumulative projected Max scenario Scope 1 & 2 emissions by sector

The total costs associated with these three scenarios are shown in Figure 38. Given that most of the capital expenditure arises from social housing the bars closely resemble that of Figure 6 but with sharp peaks in specific years/scenarios for the costly Riverside and RAMM upgrades discussed in section 4.2.5 (Figure 16). Total operational expenditure is heavily influenced by transport operational costs (Figure 24).

Over the period 2024/25 to 2030/31, meeting the BAU costs a total of £55.5 million with CAPEX of £25.1m and OPEX of £30.4m. The Mid scenario results in total estimated CAPEX of £42.9m and a further £31.8m in operational expenditure and the Max scenario in CAPEX of £93.7m and OPEX of £35.5m.

These significant costs illustrate the challenges of ECC achieving net zero Scope 1 & 2 emissions by 2030/31 and highlight that, even in the near net-zero Max scenario, some element of purchased offsets may be needed to achieve net zero in 2030/31.

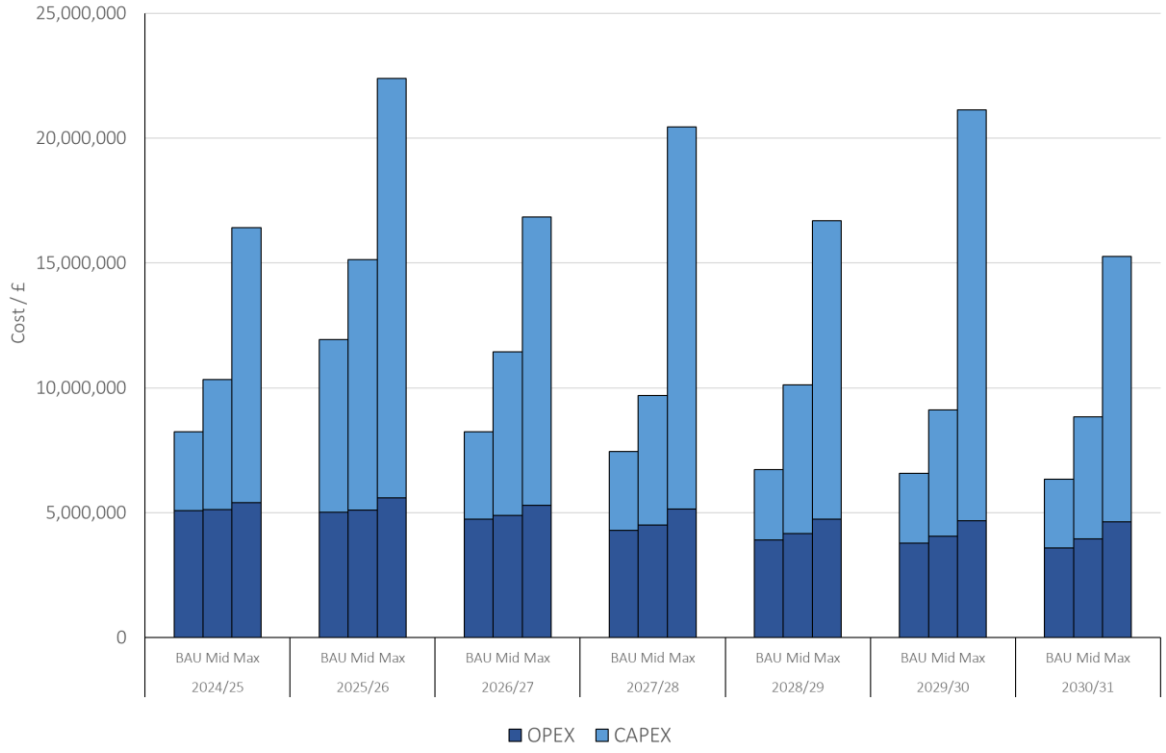

Figure 38: Annual capital and operating costs associated with decarbonising ECC's various assets under the three different scenarios.

Table 25: Cost breakdown of ECC organisational emission BAU decarbonisation scenarios. Totals may not sum due to rounding.

BAU Scenario								
Year	**2024/25**	**2025/26**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Total**
CAPEX	£3,160,000	£6,910,000	£3,490,000	£3,160,000	£2,820,000	£2,790,000	£2,770,000	£25,100,000
of which…								
Housing	£2,910,000	£2,890,000	£2,860,000	£2,840,000	£2,820,000	£2,790,000	£2,770,000	£19,900,000
Non-domestic buildings	£250,000	£4,020,000	£629,000	£312,000	£0	£0	£0	£5,220,000
Transport	£1,000	£0	£0	£5,000	£0	£0	£0	£6,000
Offsets	£0	£0	£0	£0	£0	£0	£0	£0
OPEX	£5,070,000	£5,010,000	£4,750,000	£4,280,000	£3,920,000	£3,780,000	£3,580,000	£30,400,000
of which…								
Housing	£0	£0	£0	£0	£0	£0	£0	£0
Non-domestic buildings	£2,970,000	£2,700,000	£2,460,000	£1,940,000	£1,520,000	£1,370,000	£1,150,000	£14,100,000
Transport	£2,150,000	£2,340,000	£2,360,000	£2,370,000	£2,380,000	£2,380,000	£2,380,000	£16,400,000
Offsets	-£50,000	-£27,200	-£71,500	-£20,100	£20,000	£33,800	£53,800	-£61,200
Total	£8,240,000	£11,900,000	£8,240,000	£7,440,000	£6,730,000	£6,570,000	£6,350,000	£55,500,000

Table 26: Cost breakdown of ECC organisational emissions Mid decarbonisation scenarios. Totals may not sum due to rounding

Mid Scenario								
Year	**2024/25**	**2025/26**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Total**
CAPEX	£5,210,000	£10,000,000	£6,550,000	£5,200,000	£5,950,000	£5,060,000	£4,880,000	£42,900,000
of which…								
Housing	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£4,850,000	£34,000,000
Non-domestic buildings	£314,000	£5,160,000	£1,640,000	£312,000	£1,070,000	£182,000	£0	£8,680,000
Transport	£20,000	£1,000	£28,500	£6,000	£1,000	£0	£1,000	£57,500
Offsets	£28,000	£28,000	£28,000	£28,000	£28,000	£28,000	£28,000	£196,000
OPEX	£5,120,000	£5,100,000	£4,880,000	£4,500,000	£4,160,000	£4,060,000	£3,950,000	£31,800,000
of which…								
Housing	£0	£0	£0	£0	£0	£0	£0	£0
Non-domestic buildings	£2,960,000	£2,670,000	£2,410,000	£1,890,000	£1,480,000	£1,330,000	£1,180,000	£13,900,000
Transport	£2,200,000	£2,450,000	£2,540,000	£2,620,000	£2,650,000	£2,670,000	£2,690,000	£17,800,000
Offsets	-£44,800	-£16,700	-£66,100	-£7,040	£40,100	£59,800	£85,900	£51,300
Total	£10,300,000	£15,100,000	£11,400,000	£9,700,000	£10,100,000	£9,120,000	£8,830,000	£74,700,000
Difference from BAU	£2,090,000	£3,220,000	£3,190,000	£2,260,000	£3,380,000	£2,550,000	£2,480,000	£19,200,000

Table 27: Cost breakdown of ECC organisational emissions Max decarbonisation scenarios. Totals may not sum due to rounding.

Max Scenario								
Year	**2024/25**	**2025/26**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**Total**
CAPEX	£11,000,000	£16,800,000	£11,500,000	£15,300,000	£12,000,000	£16,500,000	£10,600,000	£93,700,000
of which…								
Housing	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£10,300,000	£71,800,000
Non-domestic buildings	£314,000	£5,160,000	£851,000	£3,350,000	£1,330,000	£5,820,000	£0	£16,800,000
Transport	£67,500	£1,600	£76,600	£35,100	£11,100	£19,600	£1,600	£213,000
Offsets	£355,000	£1,360,000	£355,000	£1,660,000	£355,000	£355,000	£355,000	£4,790,000
OPEX	£5,400,000	£5,600,000	£5,290,000	£5,150,000	£4,740,000	£4,670,000	£4,640,000	£35,500,000
of which…								
Housing	£0	£0	£0	£0	£0	£0	£0	£0
Non-domestic buildings	£2,960,000	£2,670,000	£2,340,000	£1,840,000	£1,430,000	£1,180,000	£968,000	£13,400,000
Transport	£2,420,000	£2,830,000	£2,970,000	£3,180,000	£3,160,000	£3,250,000	£3,300,000	£21,100,000
Offsets	£16,100	£105,000	-£30,500	£124,000	£145,000	£248,000	£366,000	£974,000
Total	£16,400,000	£22,400,000	£16,800,000	£20,400,000	£16,700,000	£21,100,000	£15,300,000	£129,000,000
Difference from BAU	£8,170,000	£10,500,000	£8,590,000	£13,000,000	£9,960,000	£14,500,000	£8,910,000	£73,600,000
Difference from Mid	£6,070,000	£7,240,000	£5,400,000	£10,800,000	£6,590,000	£12,000,000	£6,420,000	£54,500,000

9 Glossary

ASHP – Air Source Heat Pump

BAU – Business as Usual scenario

BEIS – Department for Business, Energy and Industrial Strategy

C&B – Currie and Brown

CAPEX – Capital Expenditure

CCC – Climate Change Committee

CIBSE – Chartered Institution of Building Services Engineers

CoP – Coefficient of Performance

CPI – Consumer Price Index

CWI – Cavity wall insulation

DESNZ – Department for Energy Security and Net Zero

ECC – Exeter City Council

eRCV– Electric Refuse Collection Vehicle

EPC – Energy Performance Certificate

EV– Electric Vehicle

F-gas – Fluorinated gas

FIT – Feed-In Tariff

GHG – Greenhouse gas

GPV – Ground-mounted solar photovoltaic

HVO – Hydrotreated Vegetable Oil

ha – Hectare

kW – Kilowatt

kWh – Kilowatt hour

kWp – Kilowatt peak

LI – Loft Insulation

Max – Net Zero scenario

MEND – Museum Estate and Development Fund

MCS – Microgeneration Certification Scheme

Mid – Mid Case scenario

MWh – Megawatt hour

MWp – Megawatt peak

MWh – Megawatt hours

NEED – National Energy Efficiency Data

Ofgem – Office of Gas and Electricity Markets

OPEX – Operational Expenditure

ONS – Office for National Statistics

P&GS – Parks and greenspaces

PPA – Power Purchasing Agreement

PSDS – Public Sector Decarbonisation Scheme

PV – Photovoltaic

PVGIS – Photovoltaic Geographic Information System

R32 – HFC-32 refrigerant (Difluoromethane)

RACHP – Refrigeration, Air Conditioning, and Heat Pump

RAMM – Royal Albert Memorial Museum

RCV– Refuse Collection Vehicle

SEG – Smart Export Guarantee

tCO_2e – Tonnes of carbon dioxide equivalent

YC – Yield Class

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Equality Impact Assessment: *Title of report*

The Equality Act 2010 includes a general duty which requires public authorities, in the exercise of their functions, to have due regard to the need to:

- **Eliminate discrimination**, harassment and victimisation and any other conduct that is prohibited by or under the Act.
- **Advance equality of opportunity** between people who share a relevant protected characteristic and people who do not share it.
- **Foster good relations** between people who share a relevant protected characteristic and those who do not

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.

Authorities which fail to carry out equality impact assessments risk making poor and unfair decisions which may discriminate against particular groups and worsen inequality.

Committee name and date:	**Report Title**	**Decisions being recommended:**	**People with protected characteristics potentially impacted by the decisions to be made:**
8 July Executive	Costed Organisational Carbon Footprint Projections to 2030	1. The Carbon Footprint Projections, study including associated challenges and cost to the City Council, are noted and this information will be reported to	At present none

Committee name and date:	Report Title	Decisions being recommended:	People with protected characteristics potentially impacted by the decisions to be made:
		Strategic Scrutiny Committee in September 2025. 2. Members note progress to date and further carbon reduction potential under the assessment of Scope 1 and 2 carbon reduction scenarios available to achieve net zero. 3. A further report is considered by Executive, which identifies options for how Business as Usual (BAU) carbon reduction measures can be incorporated into annual Service Plans, to enable prioritisation of service led GHG emission reduction measures. 4. The Net Zero team works in collaboration with relevant Services to plan future funding bids to secure additional resources, prioritising	

Committee name and date:	Report Title	Decisions being recommended:	People with protected characteristics potentially impacted by the decisions to be made:
		social housing, buildings and transport services to support emission reductions.	

Factors to consider in the assessment: For each of the groups below, an assessment has been made on whether the proposed decision will have a **positive, negative or neutral impact.** This is must be noted in the table below alongside brief details of why this conclusion has been reached and notes of any mitigation proposed. 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

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
Race and ethnicity (including Gypsies and Travellers; migrant workers; asylum seekers).	Negative Positive	Medium High	There could be the potential of land that gypsies and travellers use for temporarily means, not being available. E.g. afforestation There could be the potential for jobs for migrant workers within construction sector and others that support net zero and clean growth
Disability: 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	Positive Positive	High High	The building of new sustainable and active travel routes, would support positive mental health and wellbeing and increase accessibility for those less able Buildings built to Passivhaus standard, would support mental health & wellbeing for individuals.

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
adverse impact on their ability to carry out normal day-to-day activities.	Negative	High	If city car parks are used for alternative means, those less able may not be able to access city centre parking and use a car park not at their desired location, or to using park & ride.
Sex/Gender	Neutral	Low	N/A
Gender reassignment	Neutral	Low	N/A
Religion and belief (includes no belief, some philosophical beliefs such as Buddhism and sects within religions).	Negative	Low	Some religions may potentially be against retrofitting buildings to be Net Zero or Carbon Neutral
Sexual orientation (including heterosexual, lesbian, gay, bisexual).	Neutral	Low	N/A
Age (children and young people aged 0-24; adults aged 25-50; younger older people aged 51-75/80; older people 81+; frail older people; people living with age related conditions. The age categories are for illustration only as overriding consideration should be given to needs).	Negative	High	Reduced use of fossil fuel lowers pollution levels.
Pregnancy and maternity including new and breast feeding mothers	Neutral	Low	N/A
Marriage and civil partnership status	Neutral	Low	N/A

Actions identified that will mitigate any negative impacts and/or promote inclusion

Officer: Jo Pearce
Date: 16 July 2025

REPORT TO EXECUTIVE

Date of Meeting: 8 July 2025

Report of: Strategic Director for Place of City Development

Title: South East Devon Wildlife – Joint Habitats Sites Mitigation Strategy

Is this a Key Decision?

No

Is this an Executive or Council Function?

Council

1. What is the report about?

1.1 Three sites in south east Devon, the Exe Estuary, the East Devon Pebblebed Heaths and Dawlish Warren fall into the highest tier of protected wildlife sites in the UK. In the absence of mitigation from development impact, Habitats Regulations Assessment work has shown that unacceptable adverse impacts would arise at these sites on account of recreational pressure and this would be reason to not allow development to go ahead. East Devon District Council, Teignbridge District Council and Exeter City Council have been working successfully in partnership since the early 2010s to define and deliver mitigation measures. This approach has enabled development to progress effectively across the area alongside key green infrastructure improvements. The mitigation is funded from the Community Infrastructure Levy and developer contributions.

1.2 In 2014 a mitigation strategy was approved by the three local authority partners and this has led to an extensive range of measures being implemented that have successfully ensured new development can go ahead across Exeter and the wider area. We have now reached a point where we need a new mitigation strategy, which is appended to this report. Endorsement is being sought from the three constituent local authorities (East Devon, Exeter and Teignbridge) for the new strategy to ensure that effective and coordinated mitigation can be implemented in the period from 2025 to 2030. Endorsement is vital to enable continued development to meet the needs of the community and to support the smooth progress of local plans, including the Exeter Plan.

1.3 This report has been produced jointly by officers of the three authorities and is being replicated for each council, with edits to accord with differing report templates used by the sperate councils and local circumstances. Initial agreement has already been secured from East Devon and Teignbridge Councils through their Committee processes.

2. Recommendations:

2.1 That the Executive recommends that Council approves the adoption of the South East Devon Wildlife Joint Habitats Sites Mitigation Strategy 2025 – 2030 attached at Appendix A.

3. Reasons for the recommendation:

3.1 To ensure that we have a robust joint mitigation strategy in place so that the collective and cumulative impacts from new development can be mitigated in the most effective and efficient manner. Without the strategy, housing development in large parts of the city would not be able to go ahead and the progress of the Exeter Plan could be affected.

4. What are the resource implications including non financial resources

4.1 The work of preparing the Strategy has been funded jointly by the partner authorities from monies remaining from the former Greater Exeter Strategic Plan budget. Future work will be undertaken by officers. As a result, there are no budget implications. For clarity, the mitigation measures included in the current and new habitat mitigation strategy are funded by development through a combination of Community Infrastructure Levy and development contributions.

5. Section 151 Officer comments:

5.1 There are no additional financial implications for Council to consider outside of the normal contributions from Development.

6. What are the legal aspects?

6.1 The designation, protection and restoration of habitats sites is set out in the Conservation of Habitats and Species Regulations 2017, as amended, which are commonly referred to as the 'Habitats Regulations'. This strategy has been produced in order to meet the legislative requirements of the Habitats Regulations.

Failure to adopt the new strategy would leave the Council without the ability to mitigate the risk of harm from housing development on designated wildlife sites. It would also expose proposed housing developments to delays or legal challenges and undermine the forthcoming Exeter Plan.

7. Monitoring Officer's comments:

7.1 The Joint Habitats Sites Mitigation Strategy 2025-2030 establishes a framework for mitigating the cumulative impacts of development on local designated wildlife sites.

The strategy will continue to operate through the established joint Habitats Mitigation Executive Committee (HMEC) with neighbouring East Devon District Council and Teignbridge District Council. It is intended that this will provide effective and transparent oversight of the allocation of contributions, monitoring the implementation of mitigation measures and management of other resources.

The strategy will also form part of the necessary evidence base to be used for the examination of the Exeter Plan and that of neighbouring authorities.

8. Report details:

Need for a mitigation strategy

8.1 Plans and projects that may adversely impact on European sites, (the highest tier of wildlife sites in the UK and across member states of the European Union), need to be subject to assessment under the Habitat Regulations.

8.2 In south east Devon there are three specific designated sites where the impacts of new built development (particularly new housing development), as set out in local plans, has the potential to result in adverse impacts. The designated wildlife sites are:

- The Exe Estuary - Special Protection Area/Ramsar.
- Dawlish Warren - Special Area of Conservation.
- The East Devon Pebblebed Heaths - Special Area of Conservation and Special Protection Area.

8.3 Parts of the Exe Estuary fall within administrative areas of East Devon, Teignbridge and Exeter. Dawlish Warren, in Teignbridge, abuts the Estuary and the Pebblebed Heaths, in East Devon, lie close by and to the east of the Estuary.

8.4 Special Protection Areas (SPAs) are important for rare and vulnerable birds because they rely on them for breeding, feeding, wintering or on migration. Special Areas of Conservation (SACs) are designated to conserve natural habitats and species that are under serious threat. Rare and vulnerable animals, plants and habitats have increased protection and management objectives within these sites.

8.5 Previous assessment work undertaken for the three local planning authorities has identified that adverse impacts would arise from development if not mitigated. Government guidance on assessment under the Habitat Regulations can be found at: Habitats regulations assessments: protecting a European site - GOV.UK

8.6 The adverse impacts arise because of the people living in new homes built within a ten-kilometre catchment of the designated sites, accessing and using the designated sites for recreational purposes and such use leading to unacceptable negative impacts. The concern also applies to some tourism accommodation and may be applicable for other built uses. To allow development to go ahead it has been established that mitigation measures need to be delivered, funded by development. As the sites lie near one another, and the catchment areas for differing sites cross local authority boundaries, it has been deemed appropriate and desirable for the three local authorities to work in partnership on understanding and providing solutions to allow development to go ahead.

South East Devon Wildlife and the existing strategy

8.7 The joint approach to mitigation delivery is being successfully implemented under the umbrella of the joint local authority organisation - 'South East Devon Wildlife', for more information see: South East Devon Wildlife . The joint mitigation approach was first agreed on the strength of the initial mitigation strategy: env-011-south-east-devon-european-site-mitigation-strategy-2014.pdf . The current strategy and the partnership approach has the support of Natural England.

8.8 The existing joint mitigation strategy has led to a range of projects and initiatives being implemented to ensure that development that would otherwise lead to adverse impacts can go ahead. The measures are funded by development. South East Devon Wildlife has a staff resource, hosted by East Devon District Council and funded by development via the joint mitigation strategy, that undertakes and coordinates delivery and they work with a range of partners and volunteers including Natural England, the Pebblebed Conservation Trust, Devon Wildlife Trust, the RSPB, the Exe Estuary Partnership and officers and teams of the constituent local authorities themselves. Notable successes have been the provision of new Suitable Alternative Natural Greenspace – publicly accessible open space which takes visitor pressure from the protected habitats and provide greater opportunity for recreation.

8.9 It should be noted that the joint mitigation strategy allows for development projects to go ahead without detailed bespoke work under the Habitat Regulations being undertaken. The strategic approach simplifies matters for developers, but development project specific assessment and mitigation could come forward outside of the joint strategic approach.

<u>The new mitigation strategy</u>

8.10 Whilst the existing strategy has ensured that successful mitigation has been delivered to date, all of the constituent local authorities have new local plans in production. As these plans set out new housing delivery requirements a new joint mitigation strategy is required. Collective agreement was reached on commissioning a new strategy and through joint officer working and engagement with partners and stakeholders the new strategy has been completed and approval from the three local authorities is now sought for its adoption.

8.11 The new strategy is included at Appendix A.

<u>The new strategy compared to the existing version</u>

8.12 The new strategy will replace and supersede the existing strategy and builds on the work done to date, rolling much of this forward. The explanation below contrasts key aspects of the new strategy with the existing so that changes and evolution in thinking can be noted.

8.13 As a starting point it is important to understand the scale of development that new local plans are providing for and which needs to be mitigated; it is a very significant level of development and in the absence of mitigation the new Local Plans could fail to be adopted. In the period from 2025 to 2040 (i.e. a period that extends beyond the strategy life of 2030, the three local authorities, within the 10-kilometre catchment, are predicting completion of around 29,100 new homes, that is approximately 2,000 per year.

8.14 Mitigation to be provided under the new strategy will take the form of:

- **Onsite site** mitigation measures– management and access measures and activities which take place at the designated sites, with wardens and other

officers to help operate and run these and positively engage with site users. These on-site activities go under the heading of Strategic Access Management and Monitoring (SAMM) measures.

- **Offsite mitigation measures** – these occur off or away from the designated site – most notable is the provision of what are termed as Suitable Alternative Natural Greenspaces (SANGs). These are new or enhanced green spaces used for recreation purposes that will provide an alternative (alternative to the designated sites) area for recreational activity. By drawing in users SANGs will reduce use/pressure on designated sites. The new strategy also provides for the delivery of range of discrete projects aimed at enhancing existing access and tailored to local needs and specific circumstance.

8.15 Some of the measures that are implemented are shorter term and others longer, notably the SANGs are longer term initiatives.

8.16 The new strategy covers the five years from 2025 to 2030. It is envisaged that it will need reviewing on a rolling 5-year basis, i.e. an update will be needed in 2030. In addition, the Government have highlighted possible regime changes to the way that mitigation at and for designated wildlife sites may be delivered - under the Planning and Infrastructure Bill amendments to Habitats Regulations (Nature Restoration Fund). With an onus on Government agencies taking a more fundamental lead role.

8.17 Under the new strategy there will be an increase in the staff resource to secure mitigation. The existing wardens are under very high and demanding workloads and safety considerations place constraints and limitations on the work they do and the way they work and the coverage they provide. The wardens deliver a very high quality and highly committed customer focussed service, but expansion of the staff resource is needed given the new and increasing pressures the sites face. Additional staff resource will be funded by development via the new strategy.

8.18 There is also a newly created green space project officer post noting that identification of sites for SANGs, and securing their implementation and delivery, has been a major challenge and has drawn on considerable amounts of officer time at the authorities. The new post will ensure this crucial part of the work gets the dedicated staff resource that is essential. The new strategy, to complement SANGs, also provides for improvements to promote access and enhance existing land away from the European sites. Such works will need to show that they reduce use and pressure on the designated wildlife sites. There is also, new for this strategy, a flexible “special projects pot” funding for site specific mitigation identified as appropriate and desirable; this flexible pot will complement and work with defined specific projects in the strategy.

8.19 To pay for mitigation measures contributions are sought from new housing developments on a per dwelling basis, and under the new strategy are likely to increase. The changes reflect a general increase in costs but also, and more importantly, the original strategy was written and costed without the full benefit of, and practical realisation, of the scale of costs involved. Many of these costs have proved to be substantially higher than the original cost estimates, especially when on-

going and longer-term maintenance and management costs are factored into initial capital costings. Further work is continuing to establish the new per dwelling contribution that will be needed to cover strategy costs.

Next steps for implementation of the new strategy

8.20 Whilst this report summarises and seeks approval for the new strategy it does not specify per dwelling contributions that will need to be sought or recommend a specific start date. A further report is planned once more details are agreed. The expectation and intent is, however, that all authorities will agree per dwelling contributions and a date when the new strategy will come in to effect and at that point actions and charges will be based on the new strategy and the older one will be retired.

8.21 Final decisions on detail and timing of actions on mitigation will remain to be determined through the existing, formally constituted joint committee (the South East Devon Habitat Mitigation Executive Committee (HMEC) that will continue to run, as has been the case and approach for several years. There is the potential for improvements to be made to existing green infrastructure assets such as some of the Valley Parks within the City Council boundary through the follow-up work to the new mitigation strategy.

8.22 The new strategy, as well as setting out the delivery of mitigation, will give planning inspectors, at local plan examination, evidence that mitigation can and will be delivered and therefore that plans are sound and robust in their make-up in this respect.

8.23 It should be noted that the need for habitat mitigation measures addresses only the impacts of development on the habitats with the highest level of environmental protection. The related need for biodiversity net gain places separate requirements onto development.

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

9.1 The Joint Habitats Sites Mitigation Strategy, will be important in ensuring the delivery of objectives in the Council's Corporate Plan. Specifically delivering the strategic priorities of 'Housing and building great neighbourhoods and communities'.

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

10.1 East Devon District Council, Teignbridge District Council and Exeter City Council all need to approve the new Strategy. To mitigate the risk that this does not occur each Council will continue to work in partnership. It should be noted that the new Strategy has already been approved by the initial stages of the Committee process for the other two Councils.

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 the adoption of the Strategy, no potential impact has been identified on people with protected characteristics as determined by the Act. However, the new strategy could lead to benefits for some groups who are less economically advantaged if, in future, improvements are made to local areas of open space through the new mitigation strategy because such areas may be less likely to require access by car. See attached Equalities Impact Assessment.

12. Carbon Footprint (Environmental) Implications:

12.1 The Strategy ensures sites of exceptional nature conservation importance are adequately protected when permitting development.

13. Are there any other options?

13.1 We could continue to utilise the existing Strategy, but this would not reflect the new levels of housing proposed and therefore may not provide adequate mitigation to meet the legislative requirements.

Strategic Director for Place, Ian Collinson

Author: Jill Day, Principal Project manager (Local Plans)

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

Background papers used in compiling this report:

The current South East Devon European Site Mitigation Strategy

Contact for enquires:
Democratic Services (Committees)
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01392 265275

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Equality Impact Assessment: South East Devon Wildlife – Joint Habitats Sites Mitigation Strategy

The Equality Act 2010 includes a general duty which requires public authorities, in the exercise of their functions, to have due regard to the need to:

- **Eliminate discrimination**, harassment and victimisation and any other conduct that is prohibited by or under the Act.
- **Advance equality of opportunity** between people who share a relevant protected characteristic and people who do not share it.
- **Foster good relations** between people who share a relevant protected characteristic and those who do not.

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.

Authorities which fail to carry out equality impact assessments risk making poor and unfair decisions which may discriminate against particular groups and worsen inequality.

Committee name and date:	**Report Title**	**Decisions being recommended:**	**People with protected characteristics potentially impacted by the decisions to be made:**
Executive. 08.07.2025	South East Devon Wildlife – Joint Habitats Sites Mitigation Strategy	That the Executive recommends that Council approves the adoption of the South East Devon Wildlife Joint Habitats Sites Mitigation Strategy 2025 – 2030.	South East Devon Wildlife – Joint Habitats Sites Mitigation Strategy sets out a partnership approach to deliver mitigation for impacts on sites designated for their exceptional nature conservation importance. The Strategy does

Committee name and date:	Report Title	Decisions being recommended:	People with protected characteristics potentially impacted by the decisions to be made:
			not set out planning policy and the Exeter Plan, to which the Strategy refers, has been the subject of its own approval processes, including EQIA. On this basis, groups with specific, protected characteristics are not considered to be affected by the recommendation to approve the Strategy.

Factors to consider in the assessment: For each of the groups below, an assessment has been made on whether the proposed decision will have a **positive, negative or neutral impact.** This must be noted in the table below alongside brief details of why this conclusion has been reached and notes of any mitigation proposed. 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

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
Race and ethnicity (including Gypsies and Travellers; migrant workers; asylum seekers).	Neutral	N/A	This group is not considered to be affected by the recommendation to approve the Strategy.
Disability: 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 impact on their ability to carry out normal day-to-day activities.	Neutral	N/A	This group is not considered to be affected by the recommendation to approve the Strategy.
Sex/Gender	Neutral	N/A	This group is not considered to be affected by the recommendation to approve the Strategy.
Gender reassignment	Neutral	N/A	This group is not considered to be affected by the recommendation to approve the Strategy.
Religion and belief (includes no belief, some philosophical beliefs such as Buddhism and sects within religions).	Neutral	N/A	This group is not considered to be affected by the recommendation to approve the Strategy.
Sexual orientation (including heterosexual, lesbian, gay, bisexual).	Neutral	N/A	This group is not considered to be affected by the recommendation to approve the Strategy.
Age (children and young people aged 0-24; adults aged 25-50; younger older people aged 51-75/80; older people 81+; frail older people; people living with age related conditions. The age categories are for illustration only as overriding consideration should be given to needs).	Neutral	N/A	This group is not considered to be affected by the recommendation to approve the Strategy.

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
Pregnancy and maternity including new and breast feeding mothers	Neutral	N/A	This group is not considered to be affected by the recommendation to approve the Strategy.
Marriage and civil partnership status	Neutral	N/A	This group is not considered to be affected by the recommendation to approve the Strategy.

Actions identified that will mitigate any negative impacts and/or promote inclusion

N/A

Officer: Jill Day, Principal Project manager (Local Plans)

Date: 8 May 2025

REPORT TO EXECUTIVE

Date of Meeting: 8 July 2025

Report of: Strategic Director for Place

Title: Local Development Scheme: Summer 202

Is this a Key Decision?

No

Is this an Executive or Council Function?

Executive

1. What is the report about?

1.1 The report refers to an updated Local Development Scheme which identifies a brief scope and timetable for the preparation of Council planning policy documents including the emerging Exeter Plan (the new Local Plan).

2. Recommendations:

2.1 That Executive approves the updated Local Development Scheme (Appendix A) as the basis for preparing local planning policy.

3. Reasons for the recommendation:

3.1 The existing Local Development Scheme was approved in February 2025. Since then, work on the Exeter Plan has progressed and there is a statutory requirement to keep the Local Development Scheme up to date particularly in the context of the Exeter Plan Examination process.

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

4.1 The evidence budgets required to prepare the planning policy documents listed in the Local Development Scheme have previously been agreed at various Executive meetings. The recommendation made in this report results in no direct additional budgetary implications.

5. Section 151 Officer comments:

5.1 There are no additional financial implications to consider.

6. What are the legal aspects?

6.1 A Local Development Scheme is required under section 15 of the Planning and Compulsory Purchase Act 2004 (as amended) and it must be maintained. The report seeks approval for an updated Local Development Scheme in line with this legislation.

7. Monitoring Officer's comments:

7.1 The Council is required by section 15 of the Planning and Compulsory Purchase Act 2004 (as amended) to maintain an up-to-date Local Development Scheme. The proposed revisions ensure compliance with this statutory duty. The recommendations in this report are consistent with its legal obligations and enable the Council to continue meeting its responsibilities under national planning policy.

8. Report details:

Background

8.1 In accordance with legislation set out in the Planning and Compulsory Purchase Act 2004[1], the Council has an existing Local Development Scheme (LDS) which identifies the planning policy documents which it intends to publish, the subject matter to be covered by each of the documents and a timetable for their preparation. The current LDS was approved by the Executive in February 2025.

8.2 This previous update was needed to meet new national planning requirements following on from wide-ranging planning reforms published with the revised National Planning Policy Framework in December 2024. However, it did not represent a full timetable update. This is now included within the revised LDS at Appendix A.

Revisions to the Local Development Scheme

8.3 Given that the LDS was only recently updated, the fundamentals within the document (the plans to be prepared) remain unchanged from the previous document. The proposed updates relate to the detailed timetable for document preparation. These are discussed below.

The Exeter Plan

8.4 The Exeter Plan is the key focus of the local plans policy team. In the period since the previous LDS, the Publication process for the Plan has been concluded. The next key milestone is the submission of the Plan to the Planning Inspectorate.

8.5 Subsequent to the most recent LDS update in February 2025, the local plans team has been compiling and reviewing the representations to the recent Exeter Plan consultation which saw around 110 respondents providing comments. This work has demonstrated the issues which remain to be addressed in advance of the Exeter Plan submission – a standard scenario in the preparation of local plans.

8.6 The team has also been responding to the changes to the national planning policy context which were introduced as a result of the publication of the NPPF in December and the associated updated housing requirements. There is a need to navigate the transitional arrangements as set out in this updated national policy. This has taken some time to interpret with the support of legal advice.

8.7 The local plans team also organised a day-long advisory meeting for the Exeter Plan with the Planning Inspectorate. This reflected on the representations, key issues and the transitional national policy arrangements. It made a series of recommendations for

[1] Planning and Compulsory Purchase Act 2004 (legislation.gov.uk)

additional evidence, documentation and statements of common ground with partners which need to be prepared in advance of plan submission.

8.8 These discussions have resulted in greater understanding of the additional work which is required in advance of plan submission and therefore a slight review of the plan preparation timetable is needed.

8.9 The proposed updated timetable for the Exeter Plan is set out below. This would see the submission of the Exeter Plan move from June 2025 to September 2025 to reflect the additional work required. Adoption would also move back slightly.

- Issues consultation (Regulation 18[2]): September 2021
  Complete
- Outline Draft Plan consultation (Regulation 18): September 2022
  Complete
- Draft Plan consultation (Regulation 18): October 2023
  Complete
- Publication (Regulation 19): December 2024
  Complete
- Submission to Planning Inspectorate (Regulation 22): September 2025

Indicative timetable (determined by Planning Inspectorate)

- Examination including hearings (Regulation 23 - 24): March/April 2026
- Adoption (Regulation 26): March 2027

St Luke's University Campus Masterplan/Supplementary Planning Document

8.10 One of the key employment sites in the Exeter Plan is St Luke's University Campus. The site is also vital in terms of university investment and maintaining the University's high profile and status within the academic sector. On this basis, master planning work is being progressed to shape development on the site by the University. It is anticipated that the University will undertake the necessary work in accordance with regulatory processes. Officers will provide advice and assistance in order that the work could be endorsed as a masterplan then later progressed as an SPD in due course and adopted after the Exeter Plan. Consultation will be required as part of this process – this will be jointly held by the Council and the University.

8.11 The proposed timetable for the document is summarised below. This has been updated slightly to dovetail with the Exeter Plan preparation milestones and to reflect that adoption as an SPD could only take place after the adoption of the Exeter Plan.

- Evidence gathering: 2025

[2] The Town and Country Planning (Local Planning) (England) Regulations 2012

- Consultation: 2025/2026
- Further assessment: 2025/2026
- Masterplan endorsement: 2026
- Evolution into an SPD for adoption: 2027

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

9.1 The Local Development Scheme is important for guiding the preparation of new planning policy which will be critical to ensure the delivery of the Council's Corporate Plan. It will contribute to the aspirations of the Exeter Vision 2040 by helping to establish a robust policy framework which will support growth, shape places and deliver infrastructure and community services.

9.2 Future planning policy, as set out in the LDS will help to deliver the City Council's strategic priorities of a prosperous local economy through improving Exeter as a place to attract investment. It will also provide policies to encourage health and activity in the city and to support place-making which will deliver housing and build neighbourhoods and communities. The emerging policies timetabled in the LDS will also support the progress towards a new zero carbon city and enhance the culture and heritage of the city.

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

10.1 There is always some risk of slippage on the plan-preparation timetable for a local plan because of the complexity of the project and as a result of the intricacies and challenges of a brownfield development strategy and the associated evidence requirements. It is also inherent for the later stages of a local plan because the Planning Inspectorate will dictate the timings of most of the future stages of plan-making, including the Examination process. Risks are being proactively managed through discussion with partners, stakeholders, the compilation of further evidence and through legal advice where necessary. Once the Plan is submitted, regular discussion with the Planning Inspectorate will also take place to manage timetabling risks. Risk of slippage would increase if additional projects were added to the work programme.

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 the preparation of a revised Local Development Scheme is a legislative requirement setting out a timetable of work and does not directly address any equalities issues. An Equalities Impact Assessment has been included in the background papers for Members' attention.

12. Carbon Footprint (Environmental) Implications:

12.1 There are no direct carbon/environmental impacts arising from the recommendation.

13. Are there any other options?

13.1 There are no other options because the maintenance of an up-to-date Local Development Scheme is a statutory requirement.

Ian Collinson: Strategic Director for Place

Author: George Marshall: Assistant Service Lead – Local Plans

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

Background papers used in compiling this report:-

- Current Exeter Local Development Scheme.

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Exeter City Council

Local Development Scheme -

Future planning policy work

July 2025

Version for Executive: Appendix A

Contact details

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https://exeter.gov.uk/planning-services/

Please contact us to request this information in an alternative format or language.

We consider requests on an individual basis.

1. Introduction

1.1 This Local Development Scheme (LDS) sets out a programme of planning policy documents which the Council proposes to prepare for the city council administrative area of Exeter.

1.2 The principal document the Council is progressing is the Exeter Plan, the new Local Plan for the city. This Exeter Plan has progressed through four public consultations since 2021. The Regulation 19 version of the plan was published on 12 December 2024 until 6 February 2025.

1.3 The Council has also recently adopted two Supplementary Planning Documents:

- The Liveable Water Lane SPD (including a development framework and design code): Adopted in July 2024; and
- The Householders Guide: Design of Extensions and Alterations SPD: Adopted in April 2024

1.4 In addition to these planning policy documents the Council has also made an updated Article 4 Direction to control the change of use of regular dwellings to houses in multiple occupation (this sits alongside the Houses in Multiple Occupation SPD). The revised Article 4 Direction came into force in December 2024. The Council also approved and implemented a new Community Infrastructure Levy Charging Schedule in January 2024.

1.5 This document replaces the previous LDS of February 2025.

2. Current planning policy for Exeter: The 'development plan'

2.1 Planning legislation[1] requires all local planning authorities to produce what is called a 'Development Plan'.

2.2 The current Development Plan for Exeter consists of a series of plans called Development Plan Documents. Taken together, these provide a vision and a framework for the future development of the city. More specifically, the documents set out the priorities for the city, identify areas for development and provide a comprehensive set of policies which are used to make decisions on planning applications.

2.3 In Exeter, the Development Plan currently includes the following documents:

- The adopted Exeter Core Strategy (2012) and saved policies from the adopted Exeter Local Plan First Review (2005).
- The St James Neighbourhood Plan (made in in 2013). This is currently the only 'made' Neighbourhood Development Plan in Exeter. Because neighbourhood development plans are not prepared by the Council, they are not considered in detail here.
- The adopted Devon Minerals Plan (2017) and adopted Devon Waste Plan (2014). These are produced by Devon County Council. Because minerals and waste planning policy are not prepared by the Council these matters are not considered in detail here.

2.4 The policies in all these documents must be taken into account when making decisions on planning applications.

[1] The Planning and Compulsory Purchase Act 2004

3. Supplementary planning documents

3.1 In addition to formal Development Plan Documents such as the Exeter Plan, the Council occasionally produces other documents such as Supplementary Planning Documents (SPDs). SPDs provide further explanation of formal Development Plan policies, how they should be interpreted and expectations for their implementation. SPDs can be used to provide further guidance for development on specific sites or on a particular issue and are taken into account when making planning decisions. SPDs cannot not themselves set out policies.

3.2 The Council has a series of SPDs covering topics such as affordable housing, planning obligations, public open space and various areas in the city. The list of SPDs will gradually need to be reviewed in the context of the new policies which emerge in the new Exeter Plan and to reflect changes in national planning policy.

3.3 SPDs do not provide formal planning policy in the same way as a local plan and so the procedure for preparing them is simpler and shorter as explained by the planning regulations[2]. They do however have to be prepared with supporting evidence, require public consultation and need to be formally adopted by the Council.

3.4 The Council is currently undertaking early work on a masterplan alongside the University of Exeter which in time could evolve into an SPD. This covers St Luke's University Campus.

[2] The Town and Country Planning (Local Planning) (England) Regulations 2012

4. The new Local Plan: The Exeter Plan (2021-2041)

4.1 The Council is currently preparing a new Local Plan for the city. This will be known as the Exeter Plan. The Exeter Plan will replace the adopted Core Strategy and adopted Local Plan First Review. It will include a vision and objectives for Exeter, a spatial strategy, sites for development (allocations) and a series of planning policies. Some of these policies will be strategic policies covering themes and topics whilst others will be non-strategic policies covering requirements for development or specific areas.

4.2 The topics to be covered by the Exeter Plan include:

- Spatial strategy;
- Climate change;
- Homes;
- Economy and jobs;
- Retail and the future of our centres;
- Sustainable transport and communications;
- Natural environment;
- History and heritage;
- Culture and tourism;
- High quality places and design;
- Health and wellbeing;
- Infrastructure and facilities;
- Site allocations; and
- Monitoring

4.3 The Plan will also include a key diagram and policies map.

4.4 Four formal public consultations to consider the Exeter Plan have already been completed. An Issues Consultation was held between September and November 2021. This discussed the vision for the plan, a series of issues which the plan could cover and some of the principles to steer a future spatial strategy for the city. This was a regulation 18 consultation.

4.5 Following the Issues Consultation, work on the Local Plan evolved and the name of the document was revised to become the Exeter Plan. A further consultation on an Outline Draft of the Exeter Plan was held between September and December 2022. The Outline Draft plan included a vision for the city, a spatial strategy, a series of Liveable Exeter principles to achieve high quality development, a number of draft policies on various themes and a suite of potential development allocations for Exeter. This was a regulation 18 consultation.

4.6 A Full Draft Plan consultation was held between October 2023 and January 2024. The Full Draft of the Exeter Plan was a fully formed plan including a

vision, spatial strategy, a full set of thematic policies and site allocation policies. This was a regulation 18 consultation.

4.7 Following the regulation 18 public consultations, the Exeter Plan was published on 12 December 2024 for an eight-week representation period which ended on 6 February 2025. This was a regulation 19 process and met the transitional plan-preparation provisions set out in the national planning reforms in December 2024.

4.8 The next formal stage of plan preparation after publication is submission to the Planning Inspectorate.

4.9 The timetable for the Exeter Plan is set out below:

- Issues consultation (Regulation 18[3]): September 2021
  Complete
- Outline Draft Plan consultation (Regulation 18): September 2022
  Complete
- Draft Plan consultation (Regulation 18): October 2023
  Complete
- Publication (Regulation 19): December 2024
  Complete
- Submission to Planning Inspectorate (Regulation 22): September 2025

Indicative timetable (determined by Planning Inspectorate)

- Examination including hearings (Regulation 23 - 24): March/April 2026
- Adoption (Regulation 26): March 2027

4.10 It should be noted that the timetable after the submission is broadly outside the control of the Council due to the Examination process being managed by the Planning Inspectorate.

[3] The Town and Country Planning (Local Planning) (England) Regulations 2012

5. St Luke's University Campus Masterplan/Supplementary Planning Document

5.1 The Council proposes to allocate the St Luke's University campus in the Exeter Plan as a transformational employment site providing employment, education, health, research and ancillary uses.

5.2 In order to provide high quality development, the Council is working with the University of Exeter to identify development parameters for the site. The University is doing the majority of work on this document with advice and input from Council officers. Consultation will be required as part of this process. This work will initially include a masterplan for the site to support future planning applications. This could be endorsed by the Council in future. Following the adoption of the Exeter Plan, additional work could be undertaken to evolve the document into an SPD.

5.3 The timetable for the preparation of the SPD is provided below:

- Evidence gathering: 2025
- Consultation: 2025/2026
- Further assessment: 2025/2026
- Masterplan endorsement: 2026
- Evolution into an SPD for adoption: 2027

6. Other work

6.1 As required by legislation, this Local Development Scheme sets out the key formal planning policy documents which the Council proposes to produce together with a timetable for this work.

6.2 It should be noted that the projects included in this document are not an exhaustive list. There is a series of other work which the Local Plans team carries out. This includes:

- Development delivery work, focusing on the Liveable Exeter initiative;
- Housing monitoring and land supply calculations;
- Infrastructure planning;
- CIL and s106 collection and monitoring;
- Maintenance of the brownfield land register;
- Maintenance of the custom and self-build register;
- Preparation of the Authority Monitoring Report;
- Evidence preparation;
- Partnership working particularly covering sub-regional issues across; Exeter, East Devon, Mid Devon and Teignbridge;
- Responding to planning consultations; and
- Wider consultation and engagement activity.

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Equality Impact Assessment: Updated Local Development Scheme 2025

The Equality Act 2010 includes a general duty which requires public authorities, in the exercise of their functions, to have due regard to the need to:

- **Eliminate discrimination**, harassment and victimisation and any other conduct that is prohibited by or under the Act.
- **Advance equality of opportunity** between people who share a relevant protected characteristic and people who do not share it.
- **Foster good relations** between people who share a relevant protected characteristic and those who do not.

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.

Authorities which fail to carry out equality impact assessments risk making poor and unfair decisions which may discriminate against particular groups and worsen inequality.

Committee name and date:	**Report Title**	**Decisions being recommended:**	**People with protected characteristics potentially impacted by the decisions to be made:**
Executive. 08.07.2025	Local Development Scheme: Summer 2025	That Executive approves the updated Local Development Scheme (Appendix A) as the basis for preparing local planning policy.	The Local Development Scheme (LDS) identifies the planning policy documents which the Council intends to produce, a brief description of their scope and the timetable for preparing them. The LDS does not itself set

Committee name and date:	Report Title	Decisions being recommended:	People with protected characteristics potentially impacted by the decisions to be made:
			out planning policy. The policy documents to which it refers will progress through project-specific evidence preparation, consultation and approval processes, including EQIA. On this basis, groups with specific, protected characteristics are not considered to be affected by the recommendation to approve the LDS.

Factors to consider in the assessment: For each of the groups below, an assessment has been made on whether the proposed decision will have a **positive, negative or neutral impact.** This must be noted in the table below alongside brief details of why this conclusion has been reached and notes of any mitigation proposed. 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

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
Race and ethnicity (including Gypsies and Travellers; migrant workers; asylum seekers).	Neutral	N/A	The LDS does not itself set out planning policy. The policy documents to which it refers will progress through project-specific evidence preparation, consultation and approval processes, including EQIA. On this basis, groups with specific, protected characteristics are not considered to be affected by the recommendation to approve the LDS.
Disability: 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 impact on their ability to carry out normal day-to-day activities.	Neutral	N/A	The LDS does not itself set out planning policy. The policy documents to which it refers will progress through project-specific evidence preparation, consultation and approval processes, including EQIA. On this basis, this group is not considered to be affected by the recommendation to approve the LDS.
Sex/Gender	Neutral	N/A	The LDS does not itself set out planning policy. The policy documents to which it refers will progress through project-specific evidence preparation, consultation and approval processes, including EQIA. On this basis, this group is not considered to be affected by the recommendation to approve the LDS.
Gender reassignment	Neutral	N/A	The LDS does not itself set out planning policy. The policy documents to which it refers will progress through project-specific evidence preparation, consultation and approval processes, including EQIA. On this basis, this group is not considered to be affected by the recommendation to approve the LDS.
Religion and belief (includes no belief, some philosophical beliefs such	Neutral	N/A	The LDS does not itself set out planning policy. The policy documents to which it refers will progress through project-specific evidence preparation, consultation and approval processes, including EQIA.

Protected characteristic/ area of interest	Positive or Negative Impact	High, Medium or Low Impact	Reason
as Buddhism and sects within religions).			On this basis, this group is not considered to be affected by the recommendation to approve the LDS.
Sexual orientation (including heterosexual, lesbian, gay, bisexual).	Neutral	N/A	The LDS does not itself set out planning policy. The policy documents to which it refers will progress through project-specific evidence preparation, consultation and approval processes, including EQIA. On this basis, this group is not considered to be affected by the recommendation to approve the LDS.
Age (children and young people aged 0-24; adults aged 25-50; younger older people aged 51-75/80; older people 81+; frail older people; people living with age related conditions. The age categories are for illustration only as overriding consideration should be given to needs).	Neutral	N/A	The LDS does not itself set out planning policy. The policy documents to which it refers will progress through project-specific evidence preparation, consultation and approval processes, including EQIA. On this basis, this group is not considered to be affected by the recommendation to approve the LDS.
Pregnancy and maternity including new and breast feeding mothers	Neutral	N/A	The LDS does not itself set out planning policy. The policy documents to which it refers will progress through project-specific evidence preparation, consultation and approval processes, including EQIA. On this basis, this group is not considered to be affected by the recommendation to approve the LDS.
Marriage and civil partnership status	Neutral	N/A	The LDS does not itself set out planning policy. The policy documents to which it refers will progress through project-specific evidence preparation, consultation and approval processes, including EQIA. On this basis, this group is not considered to be affected by the recommendation to approve the LDS.

Actions identified that will mitigate any negative impacts and/or promote inclusion

N/A

Officer: George Marshall: Assistant Service Lead: Local Plans
Date: 12 June 2025

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