

## **STRATEGIC SCRUTINY COMMITTEE**

Date: Thursday 12 March 2026  
Time: 5.30 pm  
Venue: Guildhall, High Street, Exeter

Members are invited to attend the above meeting.

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

Entry to the Civic Centre can be gained through the rear entrance, located at the back of the Customer Service Centre, Paris Street.

### *Membership -*

Pole (Chair), Mitchell, K (Deputy Chair), Atkinson, Haigh, Harding, Miller-Boam, Moore, Payne, Rolstone, Wetenhall and Williams, M

## **Agenda**

### **1 Apologies**

To receive apologies for absence.

### **2 Minutes**

(Pages 5 -  
16)

To approve and sign the minutes of the Strategic Scrutiny Committee held on 15 January 2026.

### **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 the consideration of the items on this agenda, but if it should wish to do so, then the following resolution should be passed:

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

## 5 **Questions from Members of the Public Under Standing Order No.19**

Details of questions should be notified to the Democratic Services Manager via the [democratic.services@exeter.gov.uk](mailto:democratic.services@exeter.gov.uk) email by 10am at least three working days prior to the meeting. For this meeting any questions must be submitted by 10am on Monday 9 March 2026.

For details about how to speak at Committee, please click the following link - <https://exeter.gov.uk/council-and-democracy/councillors-and-meetings/public-speaking-at-meetings/overview/>

## 6 **Questions from Members of the Council Under Standing Order No.20**

To receive questions from Members of the Council to the relevant Portfolio Holders for this Scrutiny Committee. The Portfolio Holders reporting to this Scrutiny Committee are:

Councillor Bialyk -	Leader
Councillor Patrick -	Portfolio Holder City Development
Councillor Vizard -	Portfolio Holder Climate, Ecological Change and Communities
Councillor Wood -	Portfolio Holder Leisure Services and Healthy Living
Councillor Wright -	Deputy Leader and Portfolio Holder Corporate Services and City Centre
Councillor Foale -	Portfolio Holder Arts, Culture and Tourism

Advance questions from Members relating to the Portfolio Holders above should be notified to the Democratic Services Manager.

## 7 **Portfolio Holder report - Councillor Wood** (Pages 17 - 20)

To receive a report from Councillor Wood, the Portfolio Holder Leisure Services and Healthy Living.

## 8 **City Wide Net Zero** (Pages 21 - 48)

To receive the report of the Strategic Director of Place.

## 9 **Forward Plan of Business and Scrutiny Work Plan** (Pages 49 - 52)

Please see for noting a link to the schedule of future business proposed for the Council which can be viewed on the Council's website. This online document is a source for Members to raise issues at Scrutiny on forthcoming Executive agenda items:

<https://exeter.gov.uk/council-and-democracy/councillors-and-meetings/forward-plan-of-executive-decisions/>

Attached is a draft work plan of future scrutiny items.

Should Members wish to raise issues in respect of future business please notify the Democratic Services Manager in advance of the meeting.

### **Date of Next Meeting**

The next scheduled meeting of the Strategic Scrutiny Committee will be held on **Thursday 2 April 2026** at 5.30 pm in the Civic Centre.

**Individual reports on this agenda can be produced in large print on request to Democratic Services (Committees) on 01392 265425.**

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## STRATEGIC SCRUTINY COMMITTEE

15 January 2026

### Present:

Councillor Liz Pole (Chair)

Councillors Mitchell, K, Atkinson, Haigh, Harding, Miller-Boam, Moore, Wetenhall and Knott  
(In place of Rolstone)

### Apologies:

Councillor Rolstone

### Also present:

Strategic Director for Corporate Resources, Head of Legal and Democratic Services & Monitoring Officer, Head of Service - Commercial Assets, Assistant Service Lead – Local Plan, Danny Damarell, Estates Surveyor and Democratic Services Manager

### In attendance as Portfolio Holder:

Councillors Bialyk, Vizard, Williams, R., Wood and Wright

## 27 Minutes

The minutes of the special meeting held on 3 November 2025 were taken as read, approved and signed by the Chair as correct, subject to an amendment to insert the word 'have' on minute no. 18 – “Section 151 officers must sign off a financial model and therefore couldn't have put this forward ethically if it was not believed to work”

The minutes of the ordinary meeting held on 20 November 2025 were taken as read, approved and signed by the Chair as correct, subject to the following amendments, with additions in italics:

- Minute No. 23 - Each yellow sign had the number of the nearest camera on them in order that people didn't need to say where they are and locations of cameras could be shared with councillors *on request but would not be made public*;
- Minute No. 24 - views of those in the current area at East Wonford Hill that had *in previous years* not been below the government objective were important to the action plan;
- Minute No. 24 spelling corrected – butadiene;
- Minute No. 25 addition of - The Chair brought Members' attention to the fact a wrong version of the Motion referred by Council had been included in the Agenda Reports Pack. The correct version was tabled and is appended to the minutes; and
- Minute No. 25 amended to read - the draft Devon and Torbay Local Transport Plan, LTP4, transport plan had no reference to Air Quality until Exeter City Council's feedback had been responded to.

Councillor Wetenhall asked that Democratic Services consider numbering rather than bullet points to aide situations such as amending minutes.

The Chair updated the committee with regard to Air Quality stating that the Strategic Director for Operations anticipated that following the likely appointment of a consultant in early February a timeline would be designed and shared.

28 **Declarations of Interest**

No declarations of interest were made by Members.

29 **Questions from Members of the Public Under Standing Order No.19**

There were no questions submitted by the public.

30 **Questions from Members of the Council Under Standing Order No.20**

In accordance with Standing Order No. 20, the following question was submitted by Councillor Moore in relation to the Portfolio of Councillor Bialyk who attended the meeting. The question was circulated at the meeting to Members of the Committee. The question and response are set out below:

**Question: Please provide an update on the Bus Station Wider Options project including the works that have been undertaken and why it went over budget.**

**Response:** The Council has engaged Avison Young to undertake a market and deliverability assessment across the former bus station and the civic centre site. This assessment has also examined high level architectural layout and massing options together with scheme viability and associated deliverability constraints. In order to ensure that a comprehensive regeneration approach had been undertaken, the Council re-engaged Avison Young to undertake a further linked phase 2 assessment which included the Sidwell St retail frontage properties (Eastside row opposite John Lewis). This additional work generated a further fee commitment resulting in an overspend, which will be covered by a virement from the wider Liveable Exeter budget.

Once this assessment has been fully reviewed a report will be brought to the Executive.

**Supplementary Question and Response**

**Does the feasibility only cover housing and retail of feasibility for open spaces and other things such as a market square?**

**Response:** The Leader responded that he would take this back to Directors and supply a written answer.

The Chair invited questions for other Portfolio Holders present.

Councillor Moore asked the Portfolio Holder for Climate, Ecological Change and Communities, Councillor Vizard how the Adaptation Strategy would be incorporated into city council work? Councillor Vizard responded that he would request an update from officers as he had not been directly involved.

The Chair gave an update on Item 10 stating that she had met with Councillor Read as author of the motion and that South West Water had declined to attend and declined to use the proposed template. They had however provided links to where information was held which would be included in the minutes. With support of Councillor Read the Chair proposed that this item be put on the work plan to be timetabled at a later date as scrutiny was unable to satisfy the intentions of the motion. The Chair suggested that external agencies be invited to give wider evidence and also informed the committee that the Portfolio Holder had met with South West

Water who had agreed to attend Harbour Board, of which Councillor Read was a member and that they would welcome an invitation to scrutiny at another time.

The Chair proposed the moving of this item, seconded by Councillor Atkinson and following a unanimous vote was CARRIED.

### 31 **Portfolio Holder report - Councillor Bialyk, Leader of the Council**

The Leader of the Council, Councillor Bialyk presented his report drawing attention to the following points:

- a) a provisional finance presentation last evening had been provided by the Strategic Director for Corporate Resources and Head of Service - Finance and the council looked to be in a good position for the next two to three years;
- b) strategic partnerships continued with the Exeter Partnership being collegiate and areas being discussed were set out in the report. He would speak to officers about sharing notes from the meetings with members;
- c) members would hear more in due course about the City of Culture bid;
- d) the council was a partner in the Exeter Civic University Agreement and there was a link to a video in the report. He would speak to the university with regard to circulating the minutes to members;
- e) the matter of moving the site of the Materials Reclamation Facility would come before the Executive in due course;
- f) Senate Court would be the subject of an item at a special council meeting in February;
- g) there were a number of commercial and social asset issues but Laings had progressed. Finance must be considered. The accommodation at Whipton Gardens was first class and the residents he had met were pleased and it was hoped that phase B could be brought forward soon;
- h) Trews Weir was being dealt with;
- i) he would visit the city wall at the City Gate the following day with a team and inspect that and a number of other sites;
- j) contractors had been engaged at Clifton Hill which would bring forward affordable housing for over 55s which was at a cost but was the most appropriate way forward;
- k) Mary Arches would come to planning committee in due course;
- l) office relocation would be coming to council at a special meeting in February;
- m) as a non-constituent and non-voting member of the Combined Authority he represented the districts along with the Leader of Torridge Council. A peer review had been completed which had looked at governance and making it relevant to people. A Strategic Mayoral Authority was being considered as this was the direction of travel from government and where investment would come into the county;
- n) with regard to Local Government Reorganisation he believed that this would happen and a strong bid had been put forward with support from all parties in the room as well as Plymouth. A letter in response to the Minister had been sent and the minutes of the council meeting would be sent when prepared and he had directed those who had asked to make representations to the Minister.

The Leader responded to Members' questions in the following terms:

- a) he was not unhappy to meet with St David's ward councillors about Mallinson Bridge but wanted to speak to Directors first so as not to raise false hope. He was convening a meeting with the Leader of Devon County Council about a number of issues and would discuss Mallinson Bridge or how those funds could be redirected within the city;

- b) procurement was complete for the remainder of the Laings work and a process was in place for the project to be completed and he wished to formally apologise to residents in the areas for having to live in the environment as it was;
- c) Whipton Gardens Phase B would be in line with what had previously been stated, social and affordable housing;
- d) with regard to local government reorganisation the Chief Executive would be convening a meeting with all group leaders to give an opportunity to discuss the way forward;
- e) he had responded to the Leader of Devon County Council who had offered democratic services support in order that elections could go ahead and he did not want to put the Council's proposal at risk;
- f) there weren't as many second homes in Exeter as in South Hams and he had asked Devon County Council new administration whether funds could be identified and ring-fenced and the response he received was that the budget had been set before they took control. He had asked whether this would be in the budget for the coming year and was awaiting a response;
- g) properties owned by the city council would not be used for PBSA; and
- h) that he welcomed any questions not asked to be emailed to him and responses would be circulated to the committee.

Councillor Pole moved from the Chair, seconded by Councillor Kevin Mitchell, that the Strategic Scrutiny Committee notes the Leaders Portfolio Holder Report and the feedback received and following a unanimous vote was CARRIED.

A break was taken at 6:22pm and the meeting reconvened at 6:26pm

The Chair explained that Councillor Ruth Williams, as Portfolio Holder had attended meetings where the Mallinson Bridge had been discussed, Harbour Board and ECQT, which Councillor Read had also attended.

**32 Petition - To extend Article 4 direction to include all of Hillcrest Park & Doriam Close**

The Chair invited the petition organiser to present the petition.

The petition organiser presented the petition making the following points:

- a) he had seen the report and looked at the supplementary planning documents, policy and National Planning Policy Framework(NPPF), paragraph 54;
- b) he wished to paint a picture of who the petitioners were, a community right on the edge of the university and welcoming of students who were part of the community;
- c) this was a walking route and the entrance to the Belvedere estate;
- d) they welcomed the pedestrian linkage being added when East Park was developed;
- e) the roads in question had housing which was suitable for families and in an affordable price bracket but sadly a target for student landlords;
- f) there was a high proportion of bungalows which were suitable for the elderly or those with limited mobility;
- g) Hillcrest Park was very narrow, private and single track which presented issues such as restricted width and 40% of residents had to park on the street which made access difficult for emergency vehicles;
- h) Doriam Close had more issues with turning for vehicles;
- i) the NPPF focused on local amenity and well-being and there had been issues with refuse facilities, access and parking;
- j) more students would mean more parking issues and likely more refuse; and

- k) last year refuse had not been collected for 6 weeks due to access.

The Chair invited Councillor Palmer to the table to speak as she had registered under Standing Order No. 44.

Councillor Palmer spoke on the item making the following points:

- a) she thanked residents for raising the matter;
- b) she was surprised by the report which she believed showed little understanding or empathy for the impact on the St James ward;
- c) entire streets were depleted of permanent residents and other streets spent half the year in isolation and the other half suffering from noise and anti-social behaviour(ASB);
- d) there was no evidence that PBSA returned properties to residential use in article 4 areas;
- e) outside Article 4 areas there was creep and residents were selling their homes after decades due to volume of cars and noise,
- f) Cowley bridge Road had suffered the same as half the road given Article 4 status and half was not;
- g) older residents had lost their community and gained a huge PBSA;
- h) the method for calculating the number of HMOs was flawed;
- i) she had campaigned for HMO licensing;
- j) there was a HMO in Hillcrest, 6 further in Patricia Close which were not highlighted here. The Office for National Statistics says council tax records should not be used for this purpose;
- k) Article 4 was often too late and reactive;
- l) 2<sup>nd</sup> and 3<sup>rd</sup> year students wanted to live out of the university so this demand would not end. Landlords would continue to buy properties in non-restricted areas;
- m) the community welcomed students but wanted a preventative long term solution with community balance; and
- n) she urged reflection on the report, clearer data on student housing which existed but wasn't accounted for.

The Assistant Service Lead (Local Plan) presented the report making the following points:

- a) comments were noted from the petition organiser and Councillor Palmer;
- b) he had personal and professional experience of the area in question;
- c) the report had been written in the context of the requirements of the NPPF;
- d) Article 4 worked as a planning tool which removed permitted development rights within a designated area. Planning permission for development and changes of use would be required which wasn't outside of Article 4 areas;
- e) he had reviewed the NPPF to consider how best to recommend to respond to this petition and there was insufficient evidence therefore the recommendation was as stated in the report;
- f) Article 4 had been in place since 2010 and updated in 2014 and 2023. Revision was a labour-intensive consultative process;
- g) report comments on amenity and well-being as stated in the petition;
- h) paragraph 54 had sub-clauses as to when Article 4 maybe considered reasonable and section B referred to local amenity and wellbeing whilst section C referred to robust evidence and the smallest geographical area possible. This had been considered. Evidence to consider the presence of HMOs in the area came from two sources of data, HMO licenses and council tax exemptions data, for properties occupied by students. There were no records of either in the streets concerned. The most reliable datasets available did not provide evidence of HMOs.

- i) he had spoken to Devon County Council (DCC) colleagues who weren't aware of any specific issues related to parking or accessing the two roads in question;
- j) NPPF paragraph 54, C stated that Article 4 should relate to the smallest geographical area possible which had been established and reviewed three times, most recently 2 years ago suggesting that another extension wouldn't justify a revision; and
- k) a lack of quantitative data and clear restrictions therefore recommendation.

The petition organiser responded to Members' questions in the following terms:

- a) it was known that there are a number of students living at one property alongside the family who live there;
- b) DCC wouldn't be aware of parking issues as the road is private and managed by the residents; and
- c) he believed the interpretation of the NPPF was incorrect as there was high student occupancy at East Park which had been constructed and opened in 2023, since the previous review and this had caused material change and impact on amenity.

The Assistant Service Lead (Local Plan) responded to Members' questions in the following terms:

- a) he could not assume why an HMO did not show as the data belonged to other teams;
- b) the report was specific to the two roads in question as it was in response to the petition;
- c) the review in 2023 chose to use a measure of percentage of HMOs in a postcode area as the previous method had caused confusion;
- d) a threshold of 20% had been applied;
- e) the most recent review had been only been implemented for one year therefore it would be difficult to draw conclusions on the impact at this stage;
- f) he would note the point about considering what other evidence could be looked at, including the number of times refuse vehicles were unable to access a road;
- g) explained the different classes of use of properties including HMOs, Class C4, a dwelling house with 3-6 unrelated people living there;
- h) there was no specific trigger point for review of Article 4 areas and this was not within the Supplementary Planning Document;
- i) an area could be extended slightly further than data suggested due to the presence of HMOs but this had not been done in a preventative way and this area didn't previously meet the requirements of the NPPF.
- j) Article 4 must have a boundary and there would always be areas which fell just outside and a balance must be struck in minimising travel distances for students against the needs of permanent residents;
- k) there was no current timetable for review;
- l) he would clarify whether PBSA or co-living blocks required their own postcode and therefore would not impact current postcode areas; and
- m) PBSA and co-living was not included in the criteria for Article 4, only HMOs.

The Chair invited the Leader as Portfolio Holder to speak on the matter.

The Leader stated that he would be asking questions of the Director with regard to this topic as he appreciated that it was a sensitive area and that the local community were affected. He also stated that he would like to discuss this with the Portfolio Holder for City Development as he was not aware if a petition was a trigger point for a review of Article 4 and that he would circulate a response. The Leader accepted

that PBSA had not reduced HMOs although these had not expanded at the same rate as previously.

The Chair clarified that there were 25 homes in Hillcrest and 27 in Doriam Close.

Councillor Harding proposed, seconded by Councillor Knott, that the following be added to the recommendation:

“that the petition be held to inform any future Article 4 review”

During debate on the amendment Members’ made the following points:

- a) there was no timeframe for review and he believed that there was a need to look into this in greater detail now;
- b) there was no evidence on a technical basis that a review was required;
- c) this was important as all councillors were concerned about the in which HMOs encroached and changed an area not just a street; and
- d) the amendment firmed up what has been agreed with the Leader.

Following a vote the amendment was carried and became the substantive.

During debate on the substantive a Member raised concern that there was no timeframe for review which would not help the residents who had petitioned but he was reassured by the Leader regarding a selective licensing scheme and he would send information about other council who had implemented such a scheme.

The Assistant Service Lead (Local Plan) clarified technical planning policy stating that there was a lot of national change expected this year and one would be in relation to SPDs. This would involve a different type of document being put together and it may not be possible to amend current SPDs.

Councillor Kevin Mitchell proposed seconded by Councillor Moore an amendment, which following a vote was NOT CARRIED, “that a review of the council's policy with regard to updating the Article 4 directions be undertaken”.

The Assistant Service Lead (Local Plan) explained that this would be a substantial piece of work and the Local Plan examination was the team’s current focus and the hearing related to this would be held between March and May. A review of Council policy and procedure relating to how a new/amended Article 4 Direction could be considered would be a quicker process than an actual review of the Article 4 Direction itself.

Following a vote the substantive motion, as amended, was CARRIED.

The meeting adjourned at 1940 and reconvened at 1945.

### 33 **Unauthorised Encampments**

The Chair invited the representative from Isca Bowling Club to present their evidence, which they did making the following points:

- a) the club had an elderly demographic who were quite concerned when they could not get through between caravans, dogs were running look or when there were greater numbers of travellers in the car park;
- b) there had been 7 or 8 caravans in the smaller car park beside the bowls centre and sometimes it had not been possible to get through due to excrement;
- c) there had been a lot of rubbish and some abuse;

- d) one member of the bowling club had been bitten by a dog and children had thrown eggs;
- e) during the Ladies World Cup there had been an order in place preventing parking there as the gym had been used by rugby players and he asked why that order could not remain and why a special order was required each time;
- f) his priority was the welfare of club members;
- g) he was aware that height restriction barriers were coming but they were not in place as yet but he wondered if travellers would then park on the road leading to the arena;
- h) it would be good to have better communication with the council to know what was happening as they were only aware of the current issues from discussion with the travellers on site; and
- i) he didn't wish to put club members through these issues and believed that it was the Council's responsibility to tell them they were able to park there.

The Bowling Club representative answered Members' questions in the following terms:

- a) he didn't think that welcoming travellers and discussing their needs would work as there was currently the option to park in the large arena car park yet the small one was used;
- b) the club would like the council to contact their secretary who liaised with the council over other matters;

The Strategic Director for Corporate Resources commented that the Council's position was not to tolerate and that this was the first time. He stated that in every other instance an immediate decision had been made not to tolerate but time was often taken to go through the process which had caused delays.

The Chair stated that she was aware that the height restriction barriers had been ordered and would likely be installed in the first half of this year. There would be four barriers, two at the entrances to the car park and the other two perhaps at Exhibition Way.

The Chair invited TravellerSpace to the table to present their evidence.

TravellerSpace presented making the following points:

- a) that the organisation had twenty years of experience supporting gypsies and travellers;
- b) the issues heard had been around for decades and different approaches had not worked therefore everyone must work together;
- c) it was understood that everyone found it difficult people appeared on their doorstep;
- d) there was a list of reasons why unauthorised encampments were negative and across the country more effort was needed to create recognised safe stopping places, especially for those with significant welfare issues and those who were vulnerable;
- e) it was known that gypsies and travellers had a lower life expectancy than settled residents, as well as other low health indicators showing that these communities were not thriving but they had a right to live and travel in this country; and
- f) TravellerSpace would act in the interests of gypsies and travellers and would not share information without consent.

TravellerSpace responded to Members' questions making the following points:

- a) it was important to consult with gypsies and travellers over safe areas as there were differing needs dependent on the community and their needs;

- b) TravellerSpace were able to facilitate conversations about appropriate stopping places and there were other authorities such as Leeds and Bristol who had experimented with different approaches;
- c) nationally there were less places to park therefore travellers ended up parking in places which were unpopular with residents;
- d) examples of good practice would include agreement for people to stop for approximately three months and arrangements for waste, litter, foul drainage as well as agreement to leave the area tidy. A welfare assessment would be carried out upon arrival with signposting as a result. This would allow their lifestyle to be pursued without constant conflict;
- e) another option would be a permanent authorised site with eight to ten pitches meeting appropriate planning regulations;
- f) Bristol had meanwhile sites which had varying success as some communities like them whereas others find them more difficult especially if they want their children to be in school as they would like to stay longer than the rules allow;
- g) it would be helpful to plot communities as they moved through different districts, especially to map seasonal movements;
- h) if people knew that there was somewhere safe to park they would be interested unless there were too many barriers;
- i) people would feel safer if there was a recognised place they could be for a period of time; and
- j) Cornwall had transit sites.

The Chair stated that there was some provision for sites within the local plan.

The Chair invited officers to update on the status of renewing the injunction at the Arena.

The Estates Surveyor explained that she was the point of contact for traveller encampments and there had been an increase in unauthorised encampments but these were not all gypsy or travellers, some were people experiencing homelessness with nowhere safe to go. She stated that in 2022/23 there had been 10 unauthorised encampments, in 2023/24 15 and 2024/25 33 with 11 instances at the Arena. She also explained that Teignbridge and Devon County Council had permanent sites with the County one having 11 pitches which had all been full for thirty years.

The Team Leader – Housing and Litigation made the following points:

- a) the Council had a duty under the Equality Act and used agents to determine the needs of an encampment which was fed back to Heads of Service who would decide whether to tolerate or not;
- b) one issue was a lack of space in Exeter so often operational land was targeted and due process must be followed;
- c) travellers usually left of their own volition and proceedings were withdrawn;
- d) the women's rugby world cup was a specific instance where it was known that groups often stopped at the Arena and the importance of the world cup and would cause disruption to the city and there was legal precedent in the Midlands which led to the council seeking an injunction with powers of arrest for a short period of time;
- e) there was trespass in other areas but not all conditions for an injunction would be met;
- f) extending the injunction at the Arena was being investigated but this would not be possible across the whole city;
- g) injunctions could not go on forever but if an injunction was successful in reducing ASB an injunction could still be renewed but a balanced approach must be taken; and

- h) relevant stakeholders had been contact with regards to the potential of renewing the current injunction, Devon County Council, Teignbridge District Council and Plymouth City Council as well as the barrister who had assisted previously.

The Chair stated that Basingstoke had two or three sites on a rolling programme. She also pointed out that the section on the Council website pertaining to homelessness and reporting, had a drop-down list which didn't appear to have a relevant choice for encampments. The officer explained that she was not aware of encampments being reported through homelessness logs.

During discussion Members' made the following points:

- a) there were a number of threads within discussions, which were: protected characteristics, a growing number of homeless van-dwellers, and residents making contact who were unhappy;
- b) it would be good to identify a temporary or seasonal site with appropriate consultation but in the context of LGR officers may have a different focus and it may be useful to convene a meeting of relevant stakeholders;
- c) it was source of great shame not to have a transit site in Exeter especially as a Welsh consultation showed that the ideal size for a site was that of a football pitch and the Council should be investigating the means to provide such a space;
- d) height barriers were all very well but these had been cut in the past and it would be better to have a feasibility study looking at how and where a site to offer sanctuary could be provided;
- e) there was not EQIA included and there could be targeting of those with protected characteristics but it was difficult to find alternatives when there was no safe stopping place;
- f) negotiated stopping could be more effective than reviewing the policy;

The Team Leader – Housing and Litigation and Apprentice Solicitor set out the costs:

- a) £47,000 spent internally over the last 3 years;
- b) £404 per application in court fees;
- c) £150 process service fees;
- d) 532 hours spent over the last 3 years at a rate of £35 per hours; and
- e) Estates costs and cleanup were difficult to determine as these were included in service budgets but this had been separated out since September 2025 therefore greater detail would be available in future.

The Monitoring Officer clarified for the committee that police also had powers to deal with travellers or trespassers on land should there be any damage, disruption or distress caused. The police could direct people to leave the land. In addition, section 62a of the Criminal Justice and Public Order Act have additional power to police if there was no evidence of ASB but only where there were alternative transit sites.

Following discussion and consensus being sought, Councillor Miller-Boam proposed, seconded by Councillor Moore, the following recommendations:

- a) the definition of an unauthorised encampment in the protocol be reviewed;
- b) officers are asked to note the evidence given today both written, verbal, from the community and organisations and members, to inform work on the protocol going forward; and
- c) that the Executive explore the viability and impact of a negotiated stopping policy.

Following a vote the recommendations were unanimously CARRIED.

34 **Motion Referred by Council - Rivers 2 and transparency template**

As explained by the Chair at the beginning of the meeting, this item was deferred.

35 **Forward Plan of Business and Scrutiny Work Plan**

Members commented on the work plan.

It was agreed that a Portfolio Holder update on City Development would be taken in the new municipal year, that the bike parking item would be scoped at the meeting in April and that the Rivers item would be added back onto the work plan for timetabling.

Following a unanimous vote the draft Scrutiny Work Plan as amended was **AGREED.**

The meeting commenced at 5.30 pm and closed at 9.09 pm

Chair

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## REPORT TO STRATEGIC SCRUTINY COMMITTEE

Date of Meeting: 12<sup>th</sup> March 2026

## PORTFOLIO HOLDER'S REPORT TO SCRUTINY COMMITTEE

Cllr Duncan Wood – Leisure Services and Physical Activity

### Annual Summary and Highlights

#### Leisure 2025/26 reported stats up to Feb 2026

- 5.6 million recorded visits since onboarding Leisure in 2020
- 1.7 million visits from 1<sup>st</sup> April 2025 to date
  - 1,256,545 Members
  - 82,560 PAYG
- 6,327 memberships sold since 1<sup>st</sup> April 25 to date
- Club live – 12,420 members to date
- Group exercise – 91,912 participants since 1<sup>st</sup> April 2025 to date
- Swimming 777,965 participants since 1<sup>st</sup> April 2025 to date
- Swim school –
  - 2,038 junior swimmers participating in swim lessons each month.
  - 70 adults who previously have never learnt to swim.
- GP Referral Scheme – this year we will have delivered over 1,600 sessions to some of our most vulnerable Exeter residents

#### Healthy & Active 2025/26

- Newtown active travel scheme approved through Exeter City Council and Devon County Council HATOC for delivery commencing in March 2026
- Working alongside Exeter City Community Trust to deliver significant improvements to King George V including a new 3G pitch, two Play Zones and upgraded changing rooms
- Local Active Survey results (based on 1664 responses from residents within local priority areas in Exeter & Cranbrook) highlighting a significant and continued trend of inactivity falling amongst ethnically diverse communities
- Enhanced programme of work developed with Wellbeing Exeter, partnership with Exeter City Community Trust launching City Sisters to 500 female participants
- Over 100 local residents and families from ethnically diverse communities engaged in Inclusive Exeter run festivals, including the 'United Smash' badminton tournament
- Successful delivery of the Great Western Railway funded community programme 'Rails to Trails', improving signage and access from local rail stations to the Green Circle.
- All Live and Move projects, case studies and learning materials available here: [Our Learning - Live and Move](#)

### 1. Issues relating to achieving the Council's published priorities

#### 'Healthy & Active City'

The annual Local Active Lives Survey data and insight highlights some continued challenges amongst local physical activity lifestyles:

- Inactivity levels in Exeter priority areas are at 43%
- Inequalities exist across demographics, but most notably those residents on lowest incomes are the least active at 60%

Full survey results can be found here: [Microsoft Power BI](#)

**Wonford** – The Vision for the Wonford Community Wellbeing Hub as agreed with the community is:

To create a single hub facility to act as a focal point in the community - to promote access to, and participation in, community, health & wellbeing activities and services, to better connect with the nearby green space and better meet the needs of the local community.

Work is continuing to progress this.

## **2. Potential changes to services/provisions being considered**

**Exeter Arena** – Exeter Arena is a key athletics and sporting facility in the Southwest, playing a vital role in the local and regional sporting landscape, sitting with the City Council's Leisure Portfolio.

Work remains ongoing to ensure the sustainable future of the facility. Alternative management models remain under consideration though there is no significant updates in this respect to date.

We continue to explore opportunities with partners, including Exeter City Football Club and the Devon FA, to support the development of youth and women's football at Arena. Collectively stakeholder are exploring opportunities to secure the necessary facility and pitch grading at Arena to allow Exeter City's Women's section to establish a permanent Home Club base within the city, strengthening the pathway for local talent and enhancing sporting provision for young people across our community.

### **Repairs to Leisure stock**

Public Sector Decarbonisation Scheme (PSDS) project was delayed in 2024/25. The second application to the government's decarbonisation fund outlined in 2025 report was successful. The project is now progressing at Riverside Leisure Centre. A two-year work programme is due to start in July 2026.

- Year 1 – Replacement of the roof
- Year2 – Replacement of mechanical and electrical systems (M&E)

Leisure teams are working with the contractor on operational plans to minimise disruption to services.

## **3. Update or commentary on any major ongoing programmes of work**

### **Leisure Financial Performance –**

Exeter Leisure continues to demonstrate strong financial performance, with projected income strongly surpassing annual targets. Quarter 3 results indicate that income trajectories remain ahead of profile, driven by effective operational management, sales and targeted marketing activity, achieving sustained demand across key sites.

Despite cost pressures due to removal of the budgets for Northbrook and Arena in 2025/26 (the Arena budget has now been re-instated for 2026/27), the service is progressively offsetting this impact through improved revenue performance. At the close of Quarter 3, the forecast overspend has reduced to £300.3k, representing an £86k improvement compared with Quarter 2. This reduction reflects the service's

stronger-than-anticipated income growth, while maintaining high-quality provision for residents and visitors.

### **Newtown Active Travel Scheme**

Exeter City Council and Devon County Council approved the implementation of the scheme. These approvals paved the way for the scheme to progress to construction design detail and contractor appointment.

This work has now been completed, and funding is in place for Phase 1 of the scheme, which will commence in March.

Following the recent approval of the Clarendon House proposals, an opportunity has arisen to create a new high quality, landscaped street, called "Garden Lane", to be delivered as part of the development. The new street will connect Newtown with the City Centre, via the Triangle car park. The development will also provide an improved pedestrian crossing at the junction with Western Way as well as contributions to the network of pedestrian and cycle routes. As a result, the project construction has been split into phases.

Further design work is required for the Triangle car park, to fit in with the above. The main cycle/walking path through car park is unaffected and will be built as part of Phase 1. The other works include the Denmark Road / Russel Street Junction to the Triangle car park and the contraflow cycle lane on Clifton Hill.

Phase 2 will include the Clifton Road / Clifton Street Junction and the Clifton Road / Belmont Road Junction.

Phase 3 will complete the works to Triangle car park and Russel Street, and Western Way footway.

### **King George V**

A 50-year lease has been agreed with Exeter City Community Trust to deliver improvements to the playing fields and community facilities.

The council continues to work in partnership with Exeter City Community Trust (ECCT). ECCT is leading the improvement programme which includes a new 3G pitch, Play Zones, upgraded changing room & community facilities and also improvements to the environment with tree planting and nature trails. The planning reference is 25/0197 and further detail can be found via our planning portal: [Simple Search](#)

Works are underway, with completion of Phase 1 due later this year.

### **Physical Activity as a route to health –**

Physical activity is not a luxury; it is a foundation of healthy, connected and thriving communities. The council has made a clear commitment to prevention, early intervention, and reducing pressure on health services by working in close partnership with the NHS.

Our leisure facilities are now an integral part of local healthcare delivery, hosting vital rehabilitation programmes including cardiac and heart failure rehabilitation, falls prevention, and specialist condition-specific classes. Alongside this we provide sessions for non-curative patients.

Over the past two years, Exeter Leisure in partnership with the NHS has expanded its GP Referral Scheme significantly, now delivering 84 exercise referral sessions every week across the city. We continue to work alongside key partners such as Royal Devon & Exeter Hospital, Devon Partnership NHS Trust, the Stroke Association, and FORCE Cancer Charity to ensure residents receive the right support at the right time. This is about delivering measurable outcomes for our communities, tackling health inequalities, and using council services to improve lives.

#### **4. Issues that may impact services delivery/financial performance/future budget requirements**

**Staffing** – there continues to be a national shortage of swimming instructors and lifeguards. Exeter Leisure continues to work in partnership with Swim England to deliver local training courses within our centres with the intent of increasing interest in our vacancies as we support industry resilience and uptake.

In addition - we actively link in with local higher educational settings to engage with school leavers and sports study students.

**PSDS project at Riverside Leisure Centre** - As previously outlined, the replacement works represent a significant two-year investment in the long-term sustainability of the facility. The programme includes the full replacement of the roof and the mechanical and electrical systems. It is anticipated that parts of the centre will need to close to the public during this period; however, we are working closely with contractors to minimise disruption through a carefully planned and staggered approach. This investment will ensure the centre remains fit for purpose, energy-efficient, and able to serve the community for many years to come.

#### **Ageing Stock –**

While St Sidwell's Point represents our flagship facility, much of our wider leisure estate is ageing and requires investment to maintain expected standards. Considering its current age and condition, Isca Leisure Centre is planned to undergo refurbishment early in the new financial year subject to any unforeseen constraints. This will include an upgraded gym and the creation of a flexible multi-use studio space. This planned work reflects our commitment to ensuring all facilities remain modern, accessible, and responsive to the evolving needs of our community.

## REPORT TO STRATEGIC SCRUTINY COMMITTEE

Date of Meeting: 12 March 2026

Report of: Strategic Director of Place

Title: City Wide Net Zero

### Is this a Key Decision?

Scrutiny is a non decision making committee

### Is this an Executive or Council Function?

Executive

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

- 1.1 This report provides an update on city wide Net Zero activity from September 2025 to February 2026, and outlines work priorities from March 2026 onwards.

#### 2. Recommendations:

- 2.1 Members note the Exeter Territorial Greenhouse Gas Inventory report (2023).
- 2.2 Members note and support the positive work being undertaken to work collaboratively to reduce city wide Greenhouse Gas (GHG) emissions.

#### 3. Reasons for the recommendation:

- 3.1 In 2019, the Council declared a climate emergency and made a pledge made to work towards Net Zero.
- 3.2 In 2020, the Net Zero Exeter 2030 Plan was published, which was produced following extensive engagement with Exeter communities, organisations and businesses.
- 3.3 In August 2025, the Council published its Corporate Plan for 2025 to 2028 which sets out the key priorities over the next four years. Extensive consultation took place with residents to ensure that identified priorities match those of residents and communities as well as those who visit or work in Exeter. The Corporate Plan prioritises delivery in four key areas - Local Economy, Homes, People and Sustainable Environment. City wide Net Zero is a cross-cutting theme which links to all four priorities and is particularly focused on the Sustainable Environment.
- 3.4 Under the Sustainable Environment priority, the Council is working to reduce its own carbon emissions and work with the city's key partners, businesses, communities and citizens to take action to mitigate to the impacts of climate change. Intended outcomes include:
  - A city taking action to mitigate and adapt to the impacts of climate change.
  - A Net Zero carbon city.
  - Well-maintained parks, open spaces and biodiversity across the city.

3.5 The Programme Manager City Wide Net Zero works in partnership across Council services and with city stakeholders to implement the Net Zero Exeter 2030 Plan and the new Corporate Plan.

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

4.1 There is £31,000 remaining in the City Wide Net Zero project activity budget for 2025/26 and this will be rolled forward into 2026/27 (minus any expenditure before 31st March 2026). An additional £21,000 (originally for salary costs; however, these are now covered by new car parking revenue from 2026/2027) has been re-allocated to the project activity line, giving an overall total of £52,000 for project activity in 2026/2027.

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

5.1 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.

#### **6. Equality Act 2010 (The Act)**

6.1 The report is for information only. For each project Exeter City Council leads on in the delivery, an EQIA is undertaken to ensure no project discriminates against any protected characteristic.

#### **7. Carbon Footprint (Environmental) Implications:**

7.1 This report details action being taken to reduce city wide GHG emissions.

#### **8. Exeter Territorial Greenhouse Gas Inventory report (2023)**

8.1 The draft Exeter Territorial Greenhouse Gas Inventory report (2023) can be found in the Appendix. The report provides an updated GHG inventory for the city using the latest data published in 2025 covering emissions throughout 2023, and estimates the annual emission reductions required to achieve zero emissions by 2030 and 2050. The city's 2030 target year is 20 years in advance of the 2050 national Net Zero target required under the Climate Change Act and reported on in the Seventh Carbon Budget.

8.2 Exeter has continued its steady decline towards Net Zero, with total GHG emissions in Exeter for 2023 reducing by an estimated 8% (by 38.0 ktCO<sub>2</sub>e to 436.3 ktCO<sub>2</sub>e\*) from 2022. Responsible for 43% (-16.5 ktCO<sub>2</sub>e) of this reduction in 2023, increased renewable energy generation has continually been driving decarbonisation of the power sector nationally. At 38% (14.4 ktCO<sub>2</sub>e), reductions within the buildings sector have also contributed, reducing by 9% from 2022. There were minor (<5%) changes to emissions in the other sectors: transport, agriculture, land use, waste and f-gases.

8.3 Based on the last four inventories, the "current trend" shows Exeter is decarbonising steadily at a rate of 13.1 ktCO<sub>2</sub>eyr<sup>-1</sup>, which would see it reach Net Zero by 2057. If Exeter is to reach Net Zero by 2030, it would have to decarbonise at a rate of 62.3 ktCO<sub>2</sub>eyr<sup>-1</sup> from 2023.

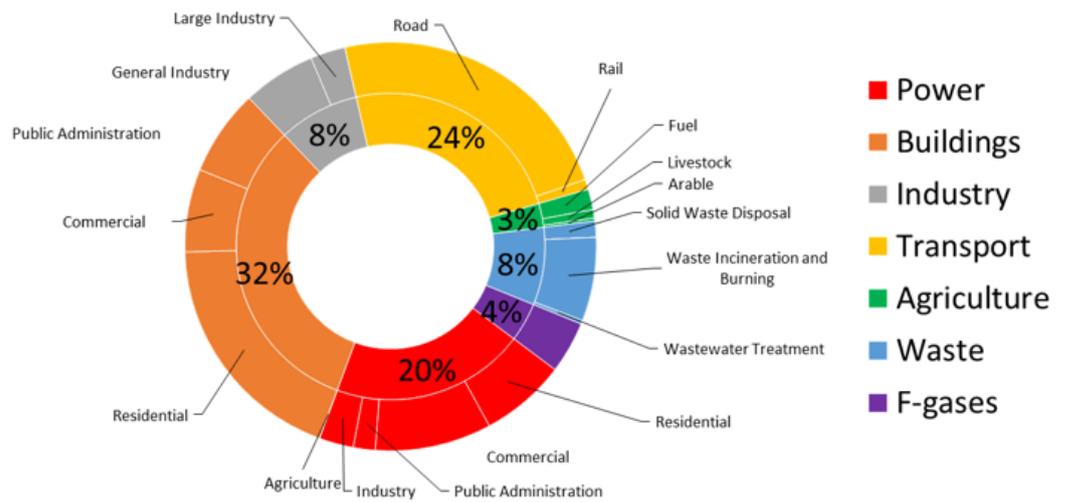
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\* Multiple compounds are responsible for climate change, including carbon dioxide (CO<sub>2</sub>) and methane (CH<sub>4</sub>), with varying potencies. The unit, ktCO<sub>2</sub>e, kilotonnes of carbon dioxide-equivalents, measures all activities relative to emissions of carbon dioxide.

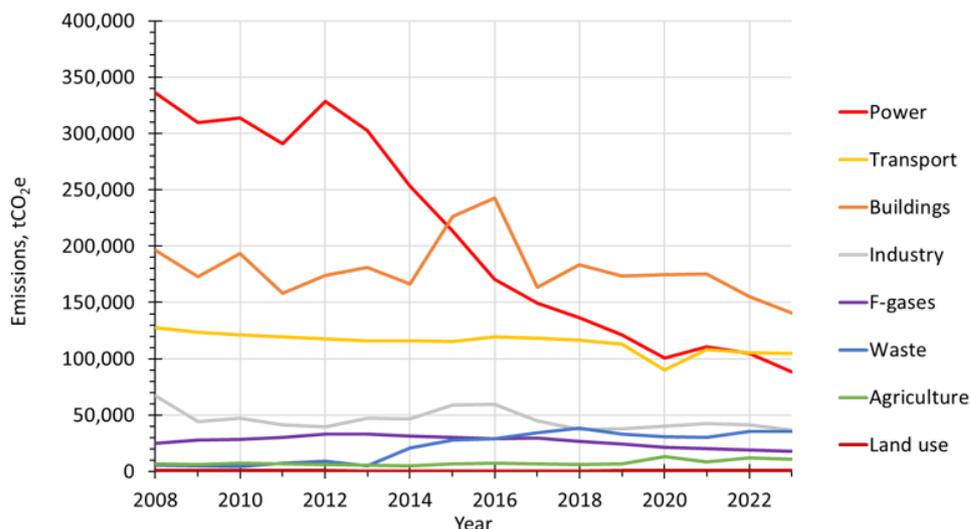
8.4 The GHG emissions for Exeter are reported under the following categories:

- **Power:** emissions resulting from electricity consumption.
- **Buildings:** emissions resulting from fuel combustion in the domestic, commercial, and public administration sectors.
- **Industry:** emissions as categorised from industry in the government local authority CO2 dataset [6]. This includes large industrial installations but excludes electricity use, which is reported under power.
- **Transport:** emissions from road and rail vehicles. Emissions from electric vehicles are reported under power; emissions from aviation and shipping are excluded.
- **Agriculture:** emissions from fuel use (excluding electricity), livestock and arable operations in the sector.
- **Land use:** emissions are produced by biomass removal and are removed (sequestered) by biomass growth. Draining or wetting organic soils, soil mineralisation, and fertiliser application in the forestry industry are also included. Fertiliser use in agriculture is reported under agriculture.
- **Waste:** emissions from the disposal of solid waste and wastewater.
- **F-gases:** emissions from the leakage of fluorinated gases.

8.5 Exeter's 2023 GHG emissions are estimated as 436.3 ktCO<sub>2</sub>e. At 32% buildings represent the largest share of emissions followed by transport at 24%, power at 20%, industry at 8% and waste at 8%. This breakdown of emissions is shown below.



8.6 The annual change in emissions for each sector from 2008 to 2023 is shown below.



8.7 Ongoing grid decarbonisation will continue to deliver emissions savings, but a reduction from non-power sectors, especially transport and buildings, is vital to achieving Net Zero in a timely manner. Achieving Net Zero requires a concerted effort from all stakeholders in the city: businesses, citizens and the public sector, as acknowledged by the Intergovernmental Panel on Climate Change (IPCC). Future emissions trajectories for Exeter following the Climate Change Committee’s Seventh Carbon Budget show that the emissions reduction needed to meet 2050 Net Zero, as established under the Climate Change Act, will require emissions reductions in advance of the current trend.

## 9. Delivery of the Net Zero Exeter 2030 Plan

9.1 **City-wide Net Zero – Stakeholder Engagement** [*Net Zero Exeter Plan 2030 theme: Capability – Goals: Collective Action, Analytic Approach, Locally Controlled Finance*]

9.1.1 **Stakeholder engagement:** The Programme Manager City Wide Net Zero facilitates engagement and manages relationships with stakeholders across the city including public sector partners and organisations, businesses and community groups.

9.1.2 **Exeter Partnership Climate and Nature Theme Group:** A Climate and Nature Group has been established as part of The Exeter Partnership, bringing together representatives from organisations, businesses and community groups to work collaboratively together to deliver the Net Zero Exeter 2030 Plan. This group meets virtually on a quarterly basis with a rotating chair and focuses on a different aspect of the Net Zero Exeter 2030 Plan at each meeting. The Programme Manager researches each theme, identifies and briefs speakers, and develops an effective agenda aligned to the goals of the Plan. The Programme Manager invites additional relevant stakeholders to meetings as required.

- **Nature and biodiversity meeting (September 2025):** this meeting included speakers from the Devon Local Nature Recovery Strategy, the University of Exeter, Met Office, Exeter City Council and the Education Nature Park, South West (RHS) The discussion focused on how the city can: collaborate on nature and biodiversity; and share knowledge and good practice in this area. Attendees supported the principle of the city applying for Nature Towns and Cities accreditation. The key action from the meeting for Exeter City Council was to bring

together partners and set up a project to apply for Nature Towns and Cities accreditation.

- **Energy meeting (December 2025):** this meeting included speakers from the South West Net Zero Hub, 1 Energy, Exeter Community Energy (ECO), ECO Advice and Exeter City Council. The discussion focused on: the future of energy in the city, the benefits and opportunities around renewables; knowledge sharing and collaborating in this area. The key action from the meeting for Exeter City Council was to explore working more closely with ECO and ECO Advice.
- **Circular Economy, Waste and Recycling** is the focus for the upcoming meeting in March 2026.

9.1.3 **University of Exeter Civic University Agreement (CUA):** The Civic University Agreement Exeter missions include 'Support the sustainable and inclusive growth of the city' and 'Innovate towards a sustainable low-carbon economy for the City of Exeter'.

- **CUA Sustainability Advisory Group** met to discuss areas of collaboration and opportunities including supporting sustainable travel choices in the city, insetting options for the University of Exeter and future skills provision at Exeter College.
- **CUA Sustainable Travel Group** (sustainability and travel leads from CUA partners + other organisations in the city) is working collaboratively together with a focus on employee and student travel including best practice, knowledge sharing, and opportunities for working together such as aligning travel survey questions and data analysis, joint approaches to sustainable and active travel, and awareness and behaviour change campaigns.

9.1.4 **Exeter Climate Forum:** Organised by the University of Exeter, this event takes place from 29 June to 3 July, bringing together world-leading climate researchers, businesses, policymakers and young people, to shape and engage with the priorities for COP31 and beyond.

9.1.5 **Devon Climate Emergency:** The Devon Climate Emergency Coalition Tactical Group meets monthly and the **Devon, Cornwall and Isles of Scilly (DCIoS) Climate Impacts Group** also meets monthly.

9.1.6 **Doughnut Economics:** a briefing paper on Doughnut Economics has been produced for review by the Senior Management Board.

9.2 **City-wide Net Zero projects and activity – Sustainable Travel** [*Net Zero Exeter Plan 2030 theme: Mobility - Goals: Reliable Journeys and Resilient Roads, Reduced Dominance of Cars*]

9.2.1 **GWR/Green Circle project:** With funding from the GWR Customer and Community Improvement Fund, the GWR/Green Circle project (with additional funding from Devon County Council and the University of Exeter) aimed to connect the city's railway stations with the Green Circle trail, encouraging visitors and citizens to take the train rather than drive (reducing carbon emissions). The project was successfully delivered (between

April and October 2025) on time and within budget, as part of the national Railway 200 celebrations (celebrating 200 years of the modern railway).

GWR has confirmed that this project was officially completed 7th (in terms of timing) out of a total of 90 completed GWR Customer and Community Improvement Fund projects delivered nationally.

Exeter City Council led and managed the project in partnership with GWR, Devon County Council, the University of Exeter, and Devon Wildlife Trust. The project has been shortlisted for an Exeter Sustainability Award. The project team:

- Commissioned a series of new Green Circle walking trail maps showing the location of train stations, cultural and community interest points, and the route itself.
- Refreshed and improved the branding of the Green Circle, installing new stickers along the key routes from train stations.
- Installed new signage (with maps) at St. David's, Polsloe Bridge and Marsh Barton train stations.
- Refreshed a series of Visit Exeter web pages, making the links between stations and the route clearer, and encouraging use.
- Delivered a media and PR campaign to raise interest and awareness of the Green Circle and its connection with the railways, encouraging people to leave the car at home and use the train to take long or short walks along the trail.

Green Circle ongoing general management returned to the Live and Move team from October 2025.

9.2.2 **Barnfield Road Gateway consultation:** Exeter City Council submitted a response to Devon County Council on the consultation, which was overall supportive of the proposals for the Barnfield Road Gateway to the city centre in terms of active travel, health (travel and air quality), Net Zero, place-making and heritage. The response was led by the Planning team with input from across the Council, including City Wide Net Zero. Devon County Council's Exeter Highways and Traffic Orders Committee (HATOC) met in January and resolved that all the Barnfield Road Gateway proposal recommendations be rejected.

9.3 **City-wide Net Zero projects and activity – Energy** [*Net Zero Exeter Plan 2030 theme: Built Environment - Goals: Reduced Energy Consumption, Access To Renewable Energy, Affordable Healthy Homes*]

9.3.1 **Community Energy:** Further discussions are taking place about how Exeter City Council can work with the South West Net Zero Hub to support further development of renewable energy in the city, and how the Council can support Exeter Community Energy (ECOE) and ECOE Advice. The Government's Clean Energy Campaign was promoted across the Council's communications channels in January. Great British Energy and the UK government have recently published the Local Power Plan to increase local and community ownership of clean energy.

9.4 **City-wide Net Zero projects and activity – Sustainability** [*Net Zero Exeter Plan 2030 theme: Sustainability - Goals: Green Spaces and Local Produce, Clear Air, Efficient Resource Management, Regenerative Design*]

- 9.4.1 **Nature Towns and Cities accreditation:** Exeter City Council is leading Exeter's Nature Towns and Cities accreditation application with support from partners including Devon Wildlife Trust, the University of Exeter and the Met Office. Successful accreditation would result in Exeter being designated a 'Nature City'. Nature Towns and Cities is a coalition of public, private and third sector organisations, committed to bringing nature and green space to urban areas for everyone's benefit. An engagement survey will be published on the Council's Engage platform, with partners undertaking focus groups and other community engagement.
- 9.4.2 **City Nature Challenge:** Exeter is taking part in this global citizen science project for this first time in 2026. Between 24 and 27 April, people are encouraged to record the wildlife they see in their city. The event in Exeter is being led by the University of Exeter with support from Exeter City Council, Devon Wildlife Trust and other partners.
- 9.4.3 **Great British Spring Clean:** Exeter City Council has registered to take part in Keep Britain Tidy's Great British Spring Clean. Held between 13 and 29 March, people are encouraged to take part in the nation's biggest mass-action environmental campaign by pledging to pick up litter in their neighbourhoods. The Council will provide litter picking equipment and promote the initiative through its networks and communications channels.
- 9.4.4 **Sustainable Food:** Food Exeter organised an event in January 2026 with a range of stakeholders from across the city and surrounding areas to explore a sustainable food partnership for the city. Discussions also took place with the Plant Based Treaty organisation. Further work in this area will be considered at a future date.
- 9.5 **City-wide Net Zero activity (undertaken by other teams/partners)**
- 9.5.1 **Exeter Energy Network/District Heat Network:** The Head of Service Net Zero and City Centre is the primary contact for this project, commercially led by 1Energy, and has several touch points with the City Council. The Energy Act 2023 contains powers to introduce heat network zoning, to address some of the barriers facing district heat networks. Awaiting formal adoption nationally of heat network regulation.
- 9.5.2 **Warm Home Discount and Warm Homes Plan:** The UK government has announced the extension of the Warm Home Discount through to 2030 to 2031, providing eligible households with a £150 rebate on their energy bills. This is on top of the average £150 of costs being taken off households' energy bills from April, through measures announced at the Budget. The UK government has recently published the Warm Homes Plan to help support people to install electric heat pumps and rooftop solar panels in their homes.
- 9.5.3 **Local Electric Vehicle Infrastructure (LEVI)** funding is a Devon County Council managed project. Coordination within Exeter City Council is supported by the Net Zero team. Draft designs have been reviewed for sites included in the first phase of the project for rapid and fast chargers in Exeter City Council car parks. Lease agreements are currently being populated to enable installation to begin April 2026.

9.5.4 **Electric buses:** the introduction of electric buses in Exeter (originally planned for 2025) is a Devon County Council and Stagecoach project. The latest update is that buses are expected to enter service in late spring, once infrastructure is in place. The Exeter depot electrification contractors are currently on site installing the infrastructure.

## **10. City-wide Net Zero priorities for 2026/2027 (aligned with Net Zero Exeter 2030 Plan themes)**

- 10.1 **Capability (Stakeholder Engagement) theme:** ongoing stakeholder support, engagement and management; convening, organising and facilitating the quarterly Exeter Partnership Climate and Nature Group meetings and follow up actions; participating in, supporting and attending partnership groups including the CUA Sustainability Advisory Group, Devon Climate Emergency and DCIoS Climate Impacts Group.
- 10.2 **Mobility (Sustainable Travel) theme:** support the CUA Sustainable Travel Group and collaborative joint projects such as the Clean Air Day campaign (with ECC Net Zero and HR teams for alignment with the ECC Green Travel Plan). Other teams/partners supporting this theme include: Net Zero team for the LEVI programme; Live and Move team for active travel and the Green Circle; Devon County Council for the Devon and Torbay Transport Strategy, Local Cycling Walking Infrastructure Plan (Exeter), Bus Improvement Plan and introduction of electric buses; and GWR, South Western Railway and Network Rail.
- 10.3 **Built Environment (Energy) theme:** awaiting further information regarding next steps for implementation of the Local Power Plan and Warm Homes Plan; exploring opportunities for working with Exeter Community Energy (ECOE), ECOE Advice and social housing providers. Other teams/partners supporting this theme include: the Net Zero team/ECC Carbon Reduction Plan; and 1Energy's district heat network.
- 10.4 **Sustainability theme:** lead, deliver and project manage Exeter's submission for the Nature Towns and Cities accreditation including public engagement, creation of a vision and the development of an action plan for the city, working with partners and stakeholders to attain 'Nature City' status; support the City Nature Challenge and Great British Spring Clean initiatives; and explore Exeter Food Partnership opportunities.

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

11.1 This report and the work of the Programme Manager City Wide Net Zero supports the Sustainable Environment priority of the Corporate Plan.

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

12.1 This report is for information purposes.

## **13. Are there any other options?**

13.1 External funding opportunities for delivering projects at scale, as well as projects that support small scale change are researched and applied for where appropriate.

Director: Strategic Director for Place

Author: Programme Manager City Wide Net Zero

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

Background papers used in compiling this report:-

None

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University  
of Exeter

Centre for Energy  
and the Environment

# Exeter's Greenhouse Gas Reporting 2023

Centre for Energy and the Environment

Internal document 1105

February 2026





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2.0	EF	11/02/2026	Second draft following internal review
3.0	EF	18/02/2026	Edits following ECC comments

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*Cover image: Exeter Quayside*

## Management Summary

Exeter City Council (ECC) declared a Climate Emergency in 2019 and pledged to work towards creating a net zero city by 2030. The target year is 20 years in advance of the 2050 national net zero target required under the Climate Change Act and reported on in the Seventh Carbon Budget. This study provides an updated greenhouse gas inventory for the city using the latest data, published in 2025 covering emissions throughout 2023, and estimates the annual emission reductions required to achieve zero emissions by 2030 and 2050.

Exeter's 2023 greenhouse gas emissions are estimated as 436.3 ktCO<sub>2</sub>e. At 32% (140.7 ktCO<sub>2</sub>e), buildings represent the largest share of emissions followed by transport (24%, 104.7 ktCO<sub>2</sub>e), power (20%, 88.6 ktCO<sub>2</sub>e), industry (8%, 36.9 ktCO<sub>2</sub>e) and waste (8%, 35.6 ktCO<sub>2</sub>e).

Exeter has continued its steady decline towards net zero, with a reduction of 38.0 ktCO<sub>2</sub>e (-8%) from 2022 (474.2 ktCO<sub>2</sub>e). The power sector accounts for 43% of this where ongoing grid decarbonisation nationally has delivered emissions reductions of 16% (-16.5 ktCO<sub>2</sub>e) for Exeter. Emissions from the buildings and industry sectors have reduced by 9% (14.4 ktCO<sub>2</sub>e) and 11% (-4.6 ktCO<sub>2</sub>e), respectively. There were minor (<5%) changes to emissions in the other sectors: transport, agriculture, land use, waste and F-gases.

Based on the last four inventories, the "current trend" shows Exeter is decarbonising steadily at a rate of 13.1 ktCO<sub>2</sub>eyr<sup>-1</sup> where it would reach net zero by 2057 – seven years off the 2050 national target set out in the Climate Change Act. The current trend would see 2030 annual emissions of 344.3 ktCO<sub>2</sub>e and cumulative emissions from 2021 of 4,093 ktCO<sub>2</sub>e. If Exeter is to reach net zero by 2030, it would have to decarbonise at a rate of 62.3 ktCO<sub>2</sub>eyr<sup>-1</sup> from 2023, reaching cumulative emissions of 2,716 ktCO<sub>2</sub>e. Alternatively, assuming Exeter has followed the current trend of decarbonisation up to the end of 2025, the required decarbonisation rate drastically increases under a shorter timescale, to 82.0 ktCO<sub>2</sub>eyr<sup>-1</sup>, where cumulative emissions would reach 3,060 ktCO<sub>2</sub>e.

Ongoing grid decarbonisation will continue to deliver emissions savings, but a reduction from non-power sectors, especially transport and buildings, is vital to achieving net zero in a timely manner. Achieving 2030 net zero will require a concerted effort from all stakeholders in the city: business owners, residents and the public sector including the council, as acknowledged by the IPCC.

Future emissions trajectories for Exeter following the Climate Change Committee's Seventh Carbon Budget show that the emissions reduction needed to meet 2050 net zero, as established under the Climate Change Act, will also require emissions reductions in advance of the current trend.

# Contents

<b>1</b>	<b>Introduction</b> .....	<b>1</b>
<b>2</b>	<b>Methodology</b> .....	<b>1</b>
2.1.1	Methodology Changes.....	2
2.1.2	Reporting Categories – Sectors .....	2
<b>3</b>	<b>Current Inventory</b> .....	<b>3</b>
3.1	Headline emission results for 2022 .....	3
3.2	Annual Trend .....	5
3.2.1	Change from Previous Inventory .....	6
<b>4</b>	<b>Decarbonisation to Net Zero</b> .....	<b>6</b>
4.1	Progress from 2008 towards zero emissions.....	6
4.2	Future emissions trajectories from 2023 to 2030 .....	7
4.3	Future emission trajectories following the Seventh Carbon Budget .....	9
	<b>References</b> .....	<b>12</b>
	<b>Appendix A. Emissions by Sector from 2005</b> .....	<b>13</b>
	<b>Appendix B. Impact of Data Revisions</b> .....	<b>14</b>

## 1 Introduction

The 2008 Climate Change Act, with subsequent amendments, sets a legal obligation for net zero emissions in UK by 2050. The Act established the Climate Change Committee (CCC). The CCC sets five-year carbon budgets for the UK, the most recent of which is the Seventh Carbon Budget covering the period from 2038 to 2042\* [1]. In 2019, increasing urgency to address climate change led Exeter City Council (ECC) to declare a Climate Emergency and pledge to work towards net zero by 2030 [2].

In 2020 the Council announced a series of initiatives to drive forward the city's net zero ambitions and establish a baseline greenhouse gas (GHG) inventory for the city [3]. In 2022, the Centre for Energy and the Environment (CEE) at the University of Exeter was commissioned to quantify Exeter's current inventory, based on 2019 data, and quantify the reductions and metrics required to achieve net zero in 2030 [4]. Initial projections examined the challenge of net zero by 2050 – the national timeline. The progress of Exeter towards climate neutrality was investigated in 2024 based on 2022 emissions data [5].

This study provides an updated greenhouse gas (GHG) inventory for the city using the latest data, published in 2025, and estimates the annual emission reductions required to achieve zero GHG emissions in 2030 and 2050.

Publication of most of the required data occurs two years in arrears, so this update extends the historic time series to 2023.

## 2 Methodology

The GHG inventory is compiled on a territorial basis. Territorial emissions are those arising from within the boundaries of Exeter (Figure 1)<sup>†</sup>. The one exception is the power sector, which is assessed based on electricity consumption in the area, assuming national average electricity supply emission factors. The publication year of territorial GHG emissions for local authority areas lags the data year by two years, so the most recent data available is for 2023 [6].

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\* This study makes extensive use of material from the Seventh Carbon Budget. References to the CCC refer to the Seventh Carbon Budget [1] unless stated otherwise.

<sup>†</sup> The territorial emissions method is consistent with the approach taken in UK national reporting, i.e., it considers all the emissions arising from activity within Exeter. An alternative approach is a consumption-based inventory, which would include upstream and downstream emissions arising outside an area, e.g., the manufacture, use and disposal of goods, services, and food from/to elsewhere.



Figure 1. Exeter's territorial boundary. This inventory include all emissions generated within this boundary, as well as emissions associated with the consumption of electricity within it [7].

### 2.1.1 Methodology Changes

The methodology is generally the same as that followed for the 2019 inventory [8] with regular improvements made with subsequent inventories [9–11]. A summary of revisions from the initial report is given in the 2022 inventory report [5].

There have also been revisions to the source data for the Government-reported emissions. For the 2025 publication, based on 2023 data, the main methodological improvements are to the electricity consumption of non-road mobile machinery [12].

### 2.1.2 Reporting Categories – Sectors

The GHG inventory for Exeter reports emissions under the following categories:

- **Power:** emissions resulting from electricity consumption.
- **Buildings:** emissions resulting from fuel combustion in the domestic, commercial, and public administration sectors.
- **Industry:** emissions as categorised from industry in the government local authority CO<sub>2</sub> dataset [6]. This includes large industrial installations but excludes electricity use, which is reported under power.
- **Transport:** emissions from road and rail vehicles. Emissions from electric vehicles are reported under power; emissions from aviation and shipping are excluded.
- **Agriculture:** emissions from fuel use (excluding electricity), livestock and arable operations in the sector.

- **Land use\***: emissions are produced by biomass removal and are removed (sequestered) by biomass growth. Draining or wetting organic soils, soil mineralisation, and fertiliser application in the forestry industry are also included. Fertiliser use in agriculture is reported under agriculture.
- **Waste**: emissions from the disposal of solid waste and wastewater.
- **F-gases**: emissions from the leakage of fluorinated gases.

### 3 Current Inventory

#### 3.1 Headline emission results for 2022

Total GHG emissions in Exeter for 2023 are estimated at 436.3 ktCO<sub>2</sub>e<sup>†</sup>. This is a reduction of 38.0 ktCO<sub>2</sub>e (-8%) from 2022 and 73.6 ktCO<sub>2</sub>e (-14%) from 2019<sup>‡</sup>. Compared to 2008, the 2023 inventory has reduced by 330.0 ktCO<sub>2</sub>e (-43%)<sup>§</sup>. The breakdown of 2023 emissions is shown by sector in Table 1 and Figure 2, and by subsector in Figure 3 and Table 2.

As a predominantly urban area, Exeter’s primary source of emissions is from buildings (32%, 140.7 ktCO<sub>2</sub>e), with residential fuel use comprising the majority of that at 59% (82.5 ktCO<sub>2</sub>e). Transport is the second most polluting sector at 24% (104.7 ktCO<sub>2</sub>e), followed by power at 20% (88.6 ktCO<sub>2</sub>e). Industrial and F-gas emissions contribute 8% (36.9 ktCO<sub>2</sub>e) and 4% (17.8 ktCO<sub>2</sub>e), respectively.

Emissions from waste comprise 8% (35.6 ktCO<sub>2</sub>e) of Exeter’s inventory which is dominated (81%) by waste incineration as, whilst not all the waste arises within Exeter, GHG emissions from Marsh Barton’s energy from waste (EfW) facility are within Exeter’s territorial boundary.

Exeter has limited agriculture and land use emissions at only 3% (11.0 ktCO<sub>2</sub>e) and <1% (1.0 ktCO<sub>2</sub>e) of its total inventory, respectively. The latter of which, for Exeter, is a net source of carbon where GHGs are emitted instead of sequestered through its limited area of natural carbon stores, trees, grasslands etc.

*Table 1. Breakdown of emissions by sector, including land use. Values may not sum to total shown due to rounding.*

Sector	Emissions, tCO <sub>2</sub> e	% of total
Power	88,588	20%
Buildings	140,664	32%
Industry	36,926	8%
Transport	104,681	24%
Agriculture	10,995	3%
Waste	35,625	8%
F-gases	17,805	4%
Land use	985	0%
<b>TOTAL</b>	<b>436,269</b>	<b>100%</b>

\* This sector includes emissions from land use, land use change and forestry, referred to as LULUCF.

† Multiple atmospheric compounds contribute to climate change, including carbon dioxide (CO<sub>2</sub>) and methane (CH<sub>4</sub>), with varying potencies. The unit, ktCO<sub>2</sub>e, kilotonnes of carbon dioxide-equivalents, measures all activities relative to emissions of carbon dioxide.

‡ Compared to the latest, revised figures of 474.2 kt CO<sub>2</sub>e and 509.9 kt CO<sub>2</sub>e for 2022 and 2019, respectively.

§ Compared to the latest, revised figure of 766.3 ktCO<sub>2</sub>e for 2008.

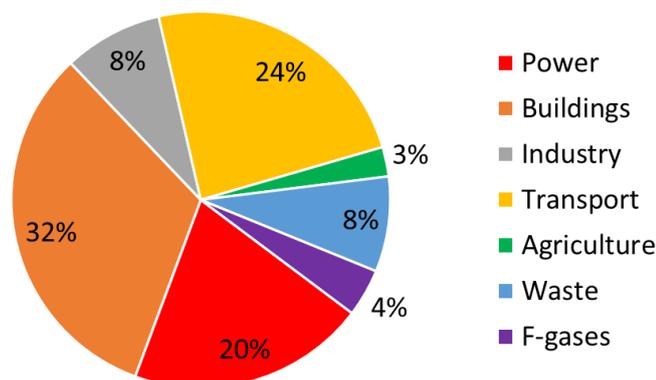


Figure 2. Exeter's 2023 GHG emissions by sector\*.

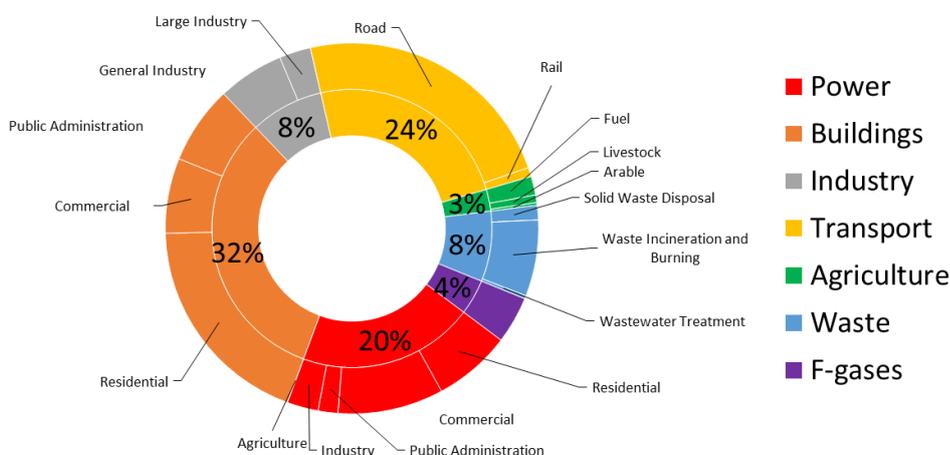


Figure 3. Exeter's 2023 GHG emissions by sector and sub-sector\*.

Table 2. Breakdown of emissions by subsector, including land use. Values may not sum to total shown due to rounding.

Sector	Emissions, tCO <sub>2</sub> e	% of total	Subsector	Emissions, tCO <sub>2</sub> e	% of sector	% of total
Power	88,588	20%	Residential Electricity	29,448	33%	7%
			Commercial Electricity	39,837	45%	9%
			Public Administration Electricity	7,475	8%	2%
			Industry Electricity	11,775	13%	3%
			Agriculture Electricity	53	0%	0%
Buildings	140,664	32%	Residential Fuel	82,494	59%	19%
			Commercial Fuel	28,521	20%	7%
			Public Administration Fuel	29,649	21%	7%
Industry	36,926	8%	Industry Fuel	25,021	68%	6%
			Large Industry	11,905	32%	3%
			Industrial Processes	0	0%	0%
Transport	104,681	24%	Road Transport (exc. Electricity)	101,222	97%	23%
			Rail Transport (exc. Electricity)	3,460	3%	1%
Agriculture	10,995	3%	Agriculture Fuel	7,074	64%	2%
			Agriculture Livestock	2,933	27%	1%
			Agriculture Arable	988	9%	0%

\* Land use emissions of 0.99 kt CO<sub>2</sub>e are not plotted.

Sector	Emissions, tCO <sub>2</sub> e	% of total	Subsector	Emissions, tCO <sub>2</sub> e	% of sector	% of total
Waste	35,625	8%	Solid Waste Disposal	5,533	16%	1%
			Biological Waste Treatment	0	0%	0%
			Waste Incineration and Burning	28,864	81%	7%
			Wastewater Treatment	1,228	3%	0%
F-Gases	17,805	4%	Industry Product Use	17,805	100%	4%
Land Use	985	0%	Land Use and Land Use Change	985	100%	0%
TOTAL	436,269	100%	TOTAL	436,269	-	100%

### 3.2 Annual Trend

Figure 4 and Table 5 (Appendix A) show the trend in annual emissions split by sector from 2005\*. Figure 5 displays the annual change in emissions for each sector from 2008, which shows a general downward year-on-year trend primarily driven by reductions in the power sector from national grid decarbonisation.

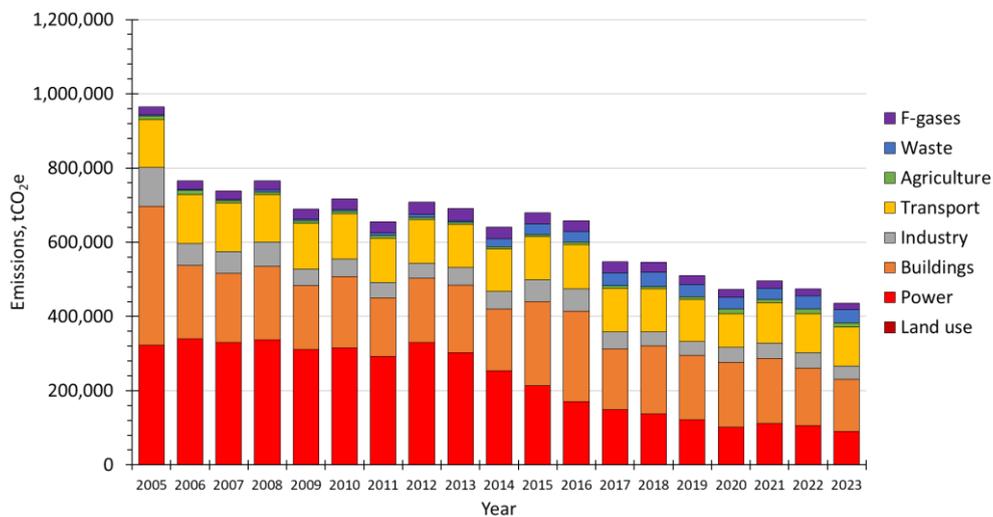


Figure 4. Change in Exeter's annual GHG emissions by sector from 2005 to 2023.

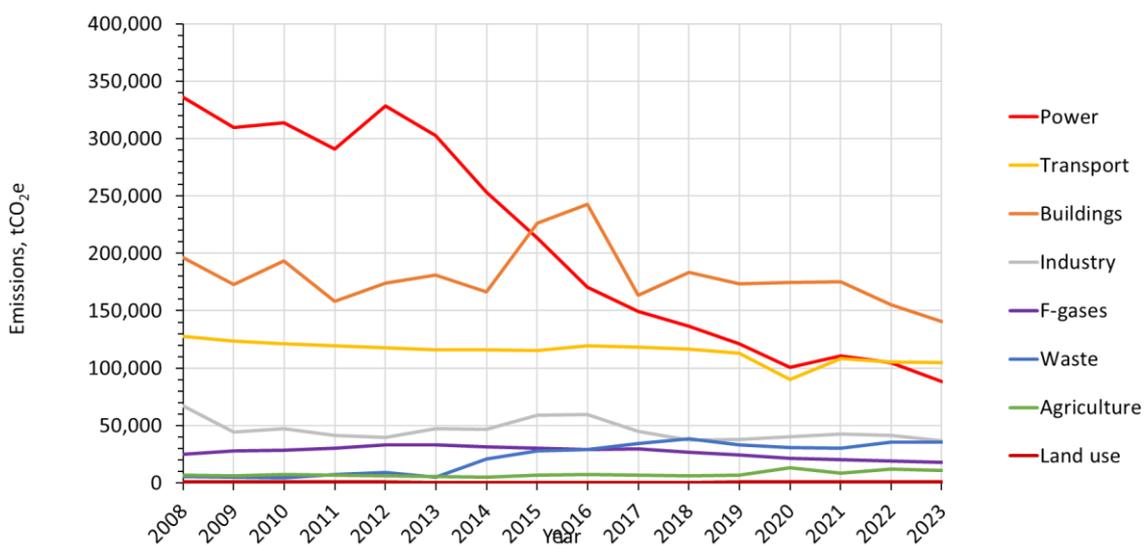


Figure 5. Change in Exeter's GHG emissions for each sector from 2008 to 2023.

\* Historical data undergoes regular revisions from central government. This report uses the revised figures but a comparison between the original estimates and the revised totals is shown in Appendix B.

### 3.2.1 Change from Previous Inventory

Table 3 presents the absolute and relative change in emissions by sector between the revised 2022 inventory and the 2023 inventory. The final column of Table 3 also shows the share of the total 38.0 ktCO<sub>2</sub>e reduction from 2022 to 2023 attributable to each sector. At 43%, most emissions reductions come from ongoing renewable penetration into the electricity grid nationally, resulting in a 16% reduction (-16.5 ktCO<sub>2</sub>e) of emissions from the power sector. Second, at 38%, emissions from buildings have decreased by 9% (-14.4 ktCO<sub>2</sub>e) which follows national trends that the CCC have attributed to “warmer-than-average winters and record high energy prices” [1]. The industry sector is responsible for 12% of total emission reductions, showing a small 11% reduction (-4.6 ktCO<sub>2</sub>e).

Emissions from transport show no major change (<1%, -0.4 tCO<sub>2</sub>e). As the second most polluting sector, transport should be a key focus for decarbonisation within Exeter. There are slight decreases in other sectors: F-gases, 3% of total reduction (-1.3 ktCO<sub>2</sub>e, -7%); and agriculture, 2% reduction of total reduction (-0.9 ktCO<sub>2</sub>e, -8%). There are minor increases in the waste (0.07 ktCO<sub>2</sub>e, <1%) and land-use (0.02 ktCO<sub>2</sub>e, 2%) sectors.

*Table 3. Comparison of GHG emissions by sector between the 2022 (revised) and 2023 inventories. Values may not sum to total shown due to rounding.*

Sector	Emissions, tCO <sub>2</sub> e		Change		
	2022	2023	Change, tCO <sub>2</sub> e	Change, %	Proportion of reduction, %
Power	105,045	88,588	-16,457	-16%	43%
Buildings	155,072	140,664	-14,408	-9%	38%
Industry	41,494	36,926	-4,568	-11%	12%
Transport	105,103	104,681	-421	0%	1%
Agriculture	11,890	10,995	-895	-8%	2%
Land use	966	985	20	2%	0%
Waste	35,559	35,625	65	0%	0%
F-gases	19,121	17,805	-1,316	-7%	3%
TOTAL	474,250	436,269	-37,981	-8%	100%

## 4 Decarbonisation to Net Zero

### 4.1 Progress from 2008 towards zero emissions

Figure 5 shows the changes achieved in each sector since 2008 alongside a linear trajectory from 2008 to net zero in 2030. Only the power and land use sectors are on track to achieve zero GHG emissions by 2030. The former is primarily controlled nationally, and the latter is already near zero due to Exeter’s small area. This highlights the amount of work required to reach net zero by 2030, particularly among the building and transport sectors where reductions fall well short of the required level, with the current inventory exceeding the linear pathways by 78.1 ktCO<sub>2</sub>e and 64.0 ktCO<sub>2</sub>, respectively.

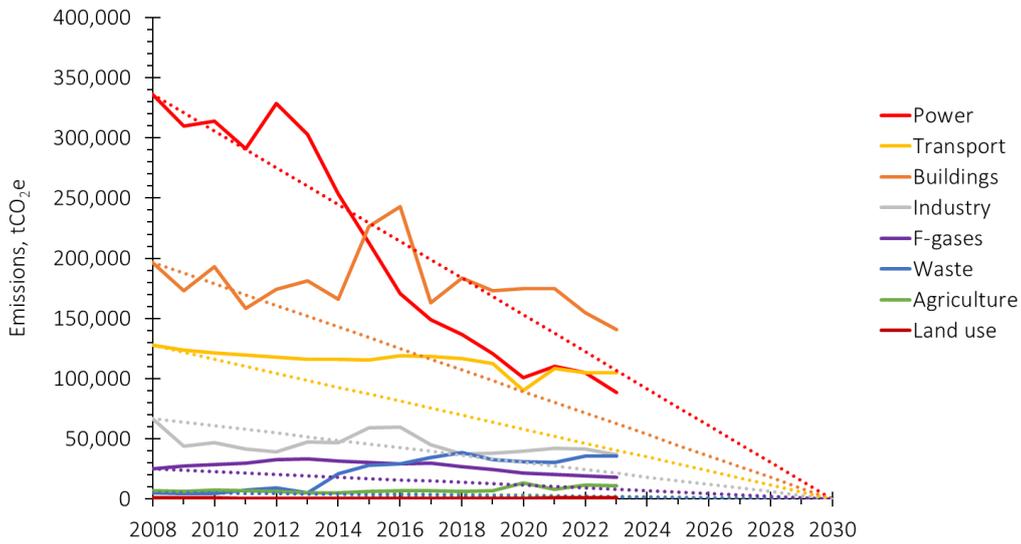


Figure 5. Historic emissions and linear decarbonisation pathway (dotted) from 2008 to net zero by 2030 by sector.

Figure 6 shows the progress in reducing GHG emissions from all sectors combined. Progress again falls short of delivering net zero by 2030. Current emissions are nearly two-fold (192.5 ktCO<sub>2</sub>e, 78%) the linear projection of 243.8 ktCO<sub>2</sub>e.

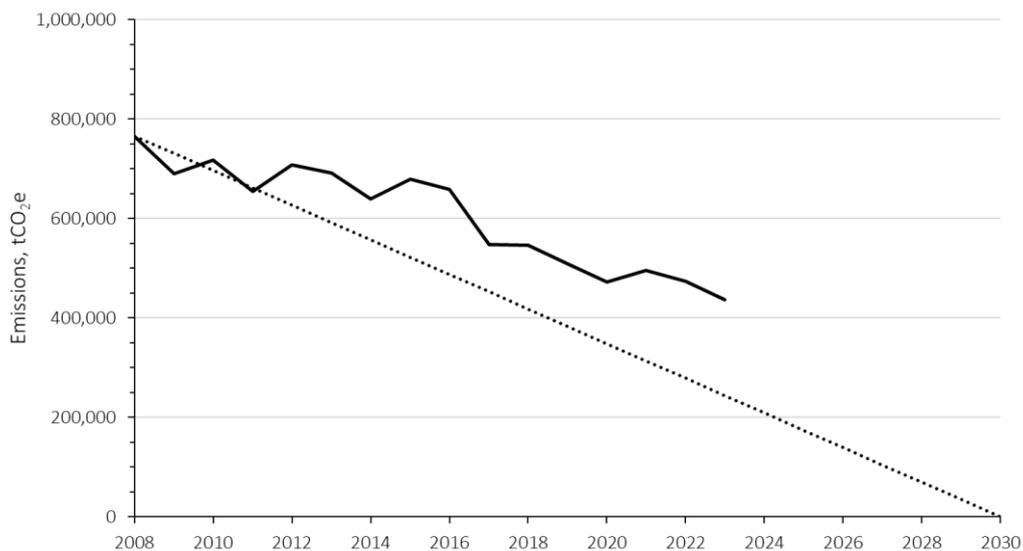


Figure 6. Emissions and linear decarbonisation pathway (dotted) from 2008 to 2030 net zero.

## 4.2 Future emissions trajectories

This section considers three potential trajectories of future GHG emissions reductions shown in Figure 7. The cumulative emissions from 2021 under each of the three pathways are shown in Figure 8 and the results summarised in Table 4.

The newly defined “current trend” extrapolates Exeter’s total GHG emissions from 2023 based on a linear regression of Exeter’s 2020-23 inventories. This suggests that emissions will continue to reduce at an average rate of 13.1 ktCO<sub>2</sub>e yr<sup>-1</sup>, with annual emissions in 2030 of 344.3 ktCO<sub>2</sub>e and cumulative emissions estimated at 4,093 ktCO<sub>2</sub>e. Net zero would not be reached until 2057.

Two other trajectories have been created to see linear decline to net zero by 2030. The “linear decline from 2023” requires a decarbonisation such that emissions reduce by 62.3 ktCO<sub>2</sub>eyr<sup>-1</sup>, this would result in cumulative emissions of 2,716 ktCO<sub>2</sub>e.

Historic data, which is two years in arrears, shows that radical reductions in emissions across all sectors have yet to be delivered. Assuming this is still the case, it is sensible to consider another trajectory where the current trend is followed up until 2025 followed by linear decline to net zero by 2030 – “linear decline from 2025”. From 2025, emissions would have to reduce by 82.0 ktCO<sub>2</sub>eyr<sup>-1</sup> to reach net zero, producing a cumulative total of 3,060 ktCO<sub>2</sub>e from 2021.

A further trajectory has been created to see linear decline from 2025 to net zero by 2050, the UK target[13]. This would require Exeter to decarbonise at a rate of 16.4 ktCO<sub>2</sub>eyr<sup>-1</sup>, producing cumulative emissions of 4,044 ktCO<sub>2</sub>e from 2021 to 2030.

Ongoing grid decarbonisation will continue to deliver emissions savings, with minimal intervention required from Exeter, but a reduction from non-power sectors, particularly transport and buildings, will be required to achieve net zero by 2030. Achieving this endpoint will require concerted effort from all stakeholders within the city: businesses, residents, and the public sector including the council itself, as acknowledged by the IPCC [14].

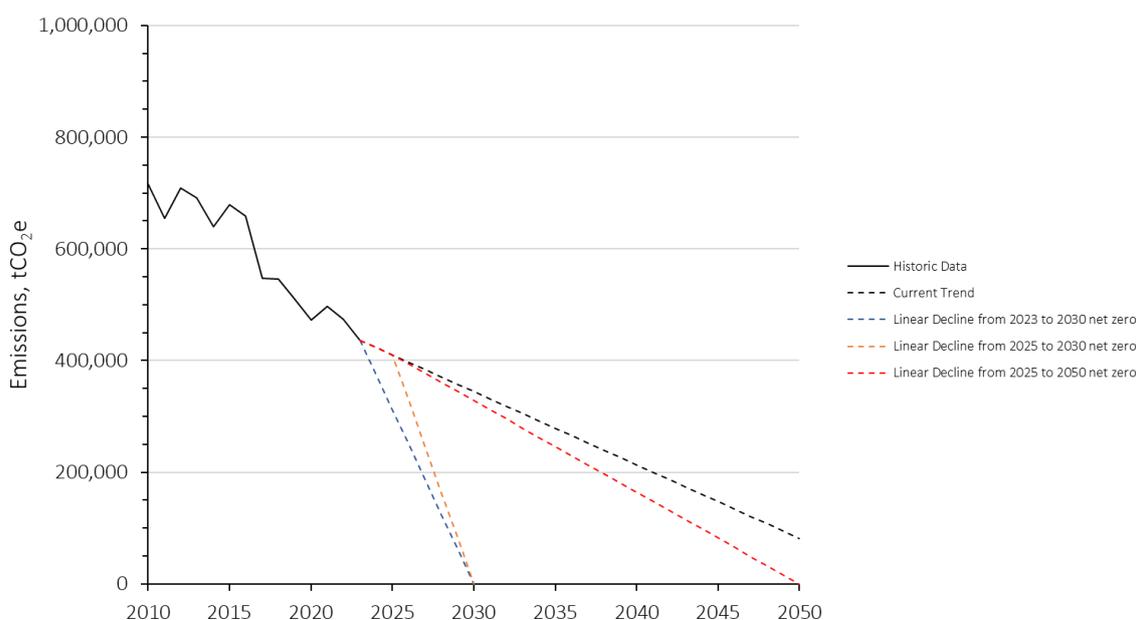


Figure 7. Four linear decarbonisation trajectories: the current trend (black), linear decline from 2023 to 2030 net zero (blue), linear decline from 2025 to 2030 net zero (orange) and linear decline from 2025 to 2050 net zero (red).

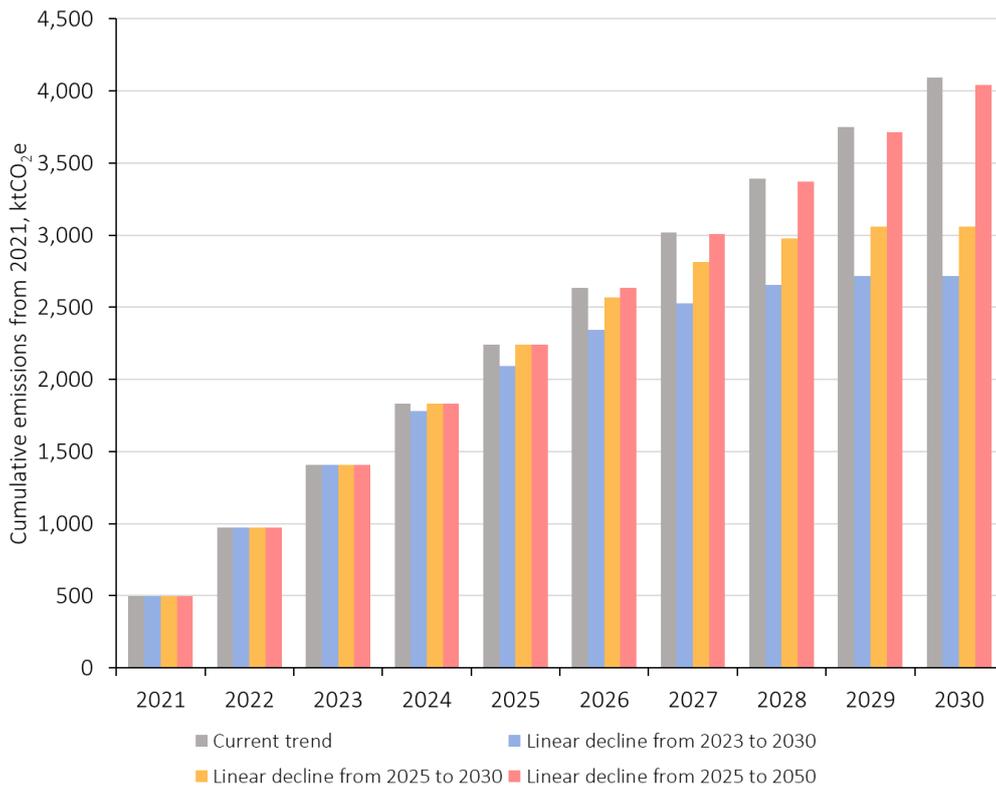


Figure 8. Cumulative emissions from 2021 under the four decarbonisation trajectories.

Table 4. Summary results of the three decarbonisation trajectories.

Parameter \ Trajectory	Current trend	Linear decline from 2023 to 2030	Linear decline from 2025 to 2030	Linear decline from 2023 to 2050
Year net zero is reached	2057	2030	2030	2050
Annual emissions reduction, ktCO <sub>2</sub> eyr <sup>-1</sup>	13.1	62.3	82.0*	16.4
2030 emissions, ktCO <sub>2</sub> e	344.3	0	0	328.0
Cumulative emissions from 2021 to 2030, ktCO <sub>2</sub> e	4,093	2,716	3,060	4,044

### 4.3 Future emission trajectories following the Seventh Carbon Budget

Future emissions trajectories for Exeter have been estimated based on the CCC’s Balanced Pathway, which achieves net zero in 2050 in accordance with the Climate Change Act [1,13]. Any emission offsets have been excluded as Exeter, a predominantly urban authority, has few opportunities for sequestration through land use changes (planting) and GHG removals (industrial carbon capture).

The trajectories have been determined by scaling the CCC’s national Balanced Pathway trajectories to Exeter’s 2023 inventory. Figure 9 compares the future trajectory of total emissions in Exeter following the current trend and the Balanced Pathway, excluding offsets. The current trend estimates 2050 emissions of 81.4 ktCO<sub>2</sub>e with the Balanced Pathway

\* This is the annual emissions reduction required from 2025. In this trajectory, the current trend is followed from 2023 to 2025, with an annual emissions reduction of 13.1 ktCO<sub>2</sub>eyr<sup>-1</sup>. Between 2023 and 2030, the average emissions reduction required would be 62.3 ktCO<sub>2</sub>eyr<sup>-1</sup> – the same as the linear decline from 2023.

projecting residual emissions of 25.7 ktCO<sub>2</sub>e. The 55.7 ktCO<sub>2</sub>e difference between these two pathways highlights the significant additional effort required, beyond the current trend, to meet near net-zero by 2050.

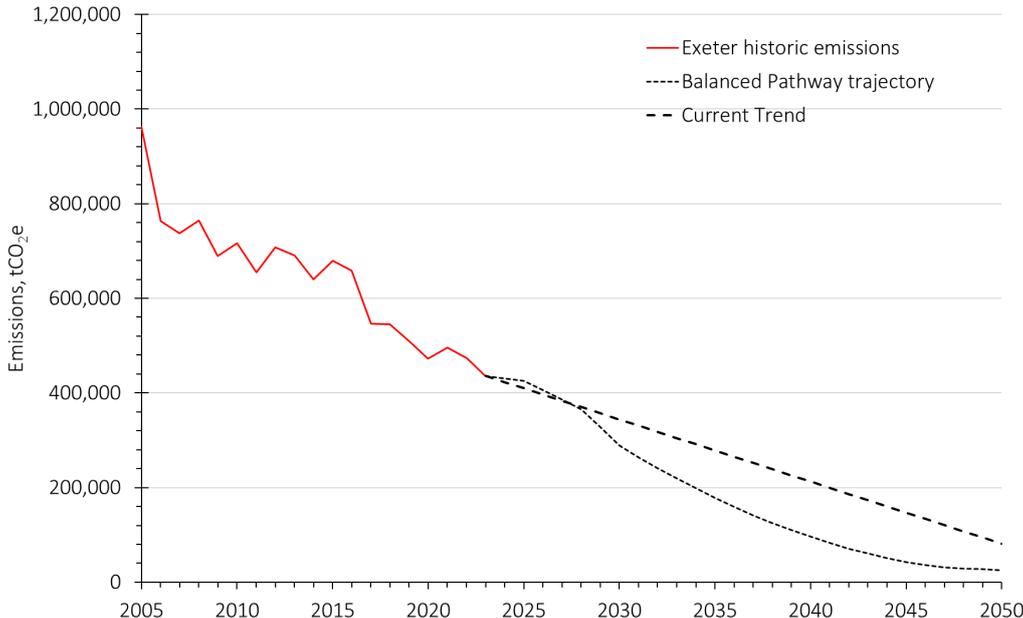


Figure 9. Exeter’s current trend of future emissions compared to the CCC’s Balanced Pathway.

Balanced Pathway trajectories have also been determined for each sector (Figure 10). It should be noted that the land use trajectory is shown (Figure 10 - f) for completeness but has not been included in the overall totals in Figure 9. Nationally, the CCC project land use to become a net sink of emissions. Currently, land use is a net source of carbon with most emissions arising from the conversion of land to settlement, counteracting any carbon sequestered by forests or grasslands.

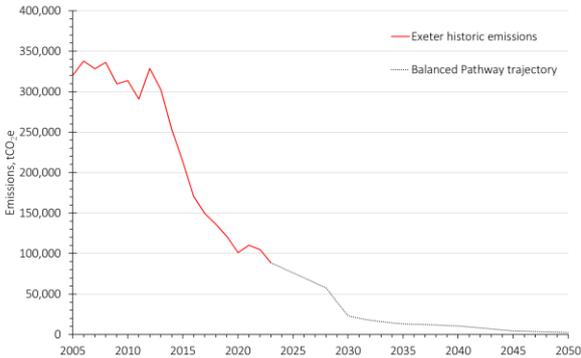


Figure 10 - a. Power

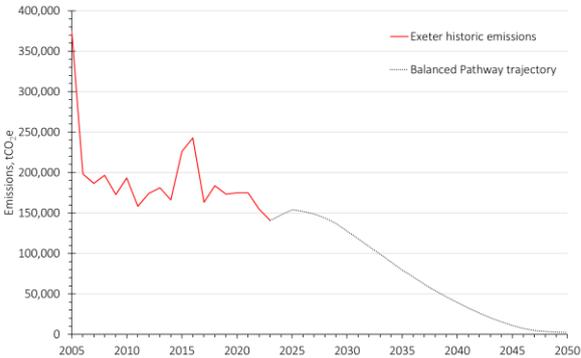


Figure 10 - b. Buildings\*

\* The CCC argue that the recent reductions in building emissions are only short-term and will increase over the next few years. However, they will not return to the same pre-2022 level due to installation of energy-saving practices, in response to high energy prices [1].

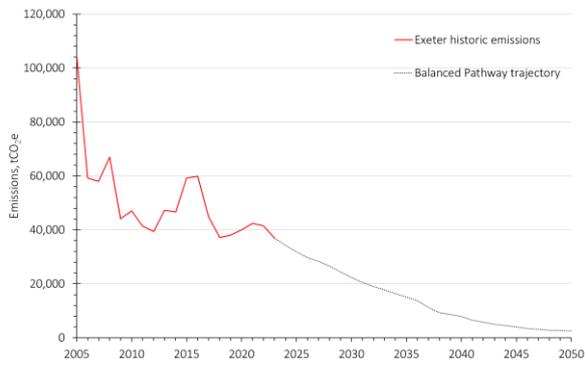


Figure 10 - c. Industry

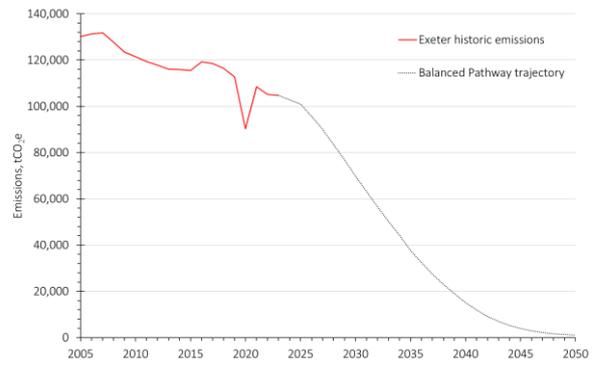


Figure 10 - d. Transport

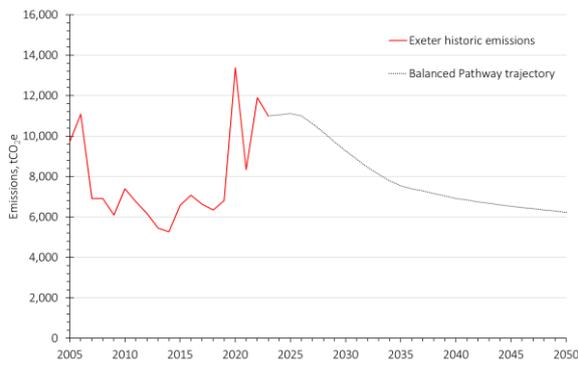


Figure 10 - e. Agriculture

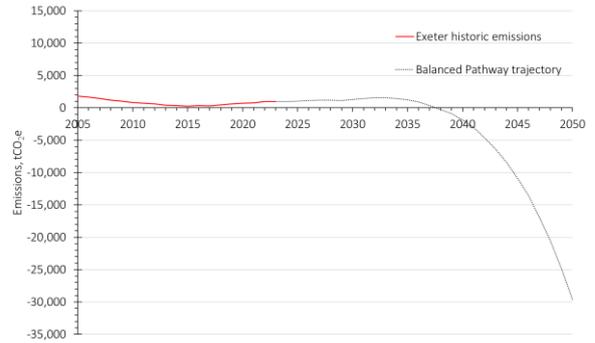


Figure 10 - f. Land Use

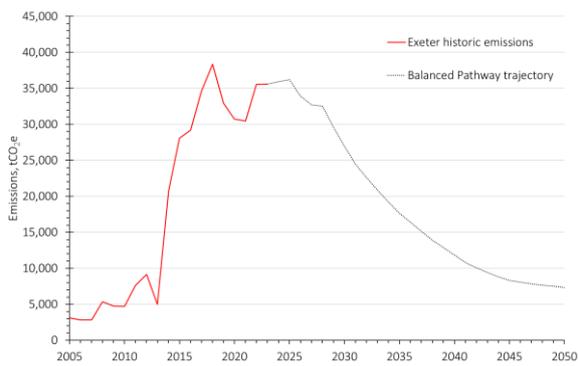


Figure 10 - g. Waste

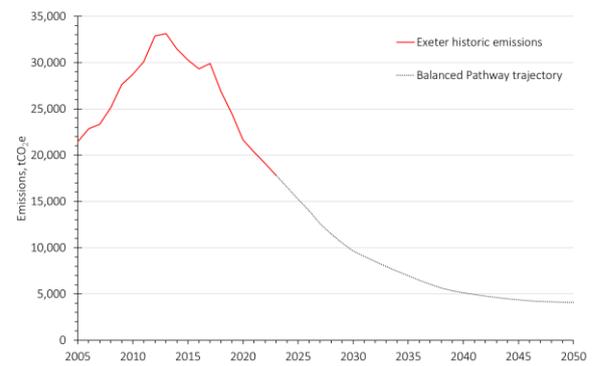


Figure 10 - h. F-gases

Figure 10. Future GHG emissions in Exeter by sector according to the Balanced Pathway with current and scaled national historic emissions.

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## Appendix A. Emissions by Sector from 2005

Table 5. Exeter's GHG emissions by sector from 2005 to 2023. Values may not sum to total shown due to rounding.

Emissions, ktCO <sub>2</sub> e	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Power	320	338	328	336	310	314	291	329	303	253	213	171	149	137	121	101	110	105	89
Buildings	375	198	186	197	173	193	158	174	181	166	226	243	163	184	173	175	175	155	141
Industry	104	59	58	67	44	47	41	39	47	47	59	60	45	37	38	40	42	41	37
Transport	130	131	132	128	123	121	119	118	116	116	116	119	118	116	113	90	108	105	105
Agriculture	10	11	7	7	6	7	7	6	5	5	7	7	7	6	7	13	8	12	11
Land use	2	2	1	1	1	1	1	1	0	0	0	0	0	0	1	1	1	1	1
Waste	3	3	3	5	5	5	8	9	5	21	28	29	35	38	33	31	30	36	36
F-gases	21	23	23	25	28	29	30	33	33	31	30	29	30	27	24	22	20	19	18
<b>TOTAL</b>	<b>965</b>	<b>765</b>	<b>739</b>	<b>766</b>	<b>690</b>	<b>717</b>	<b>655</b>	<b>709</b>	<b>691</b>	<b>640</b>	<b>679</b>	<b>659</b>	<b>547</b>	<b>546</b>	<b>510</b>	<b>473</b>	<b>496</b>	<b>474</b>	<b>436</b>

## Appendix B. Impact of Data Revisions

Historical data undergoes regular data adjustments from central government. As such, previously published results are adjusted in subsequent publications. Exeter’s 2022 GHG emissions were initially estimated at 465.8 ktCO<sub>2</sub>e[5] but are now calculated as 474.2 ktCO<sub>2</sub>e, an increase of 8.4 ktCO<sub>2</sub>e (2%). Similarly, the revised 2019 value in the previous report has been revised further from 511.3 ktCO<sub>2</sub>e to 509.9 ktCO<sub>2</sub>e. Figure 11 compares the previously reported and revised values for 2005 to 2022, along with the 2023 value.

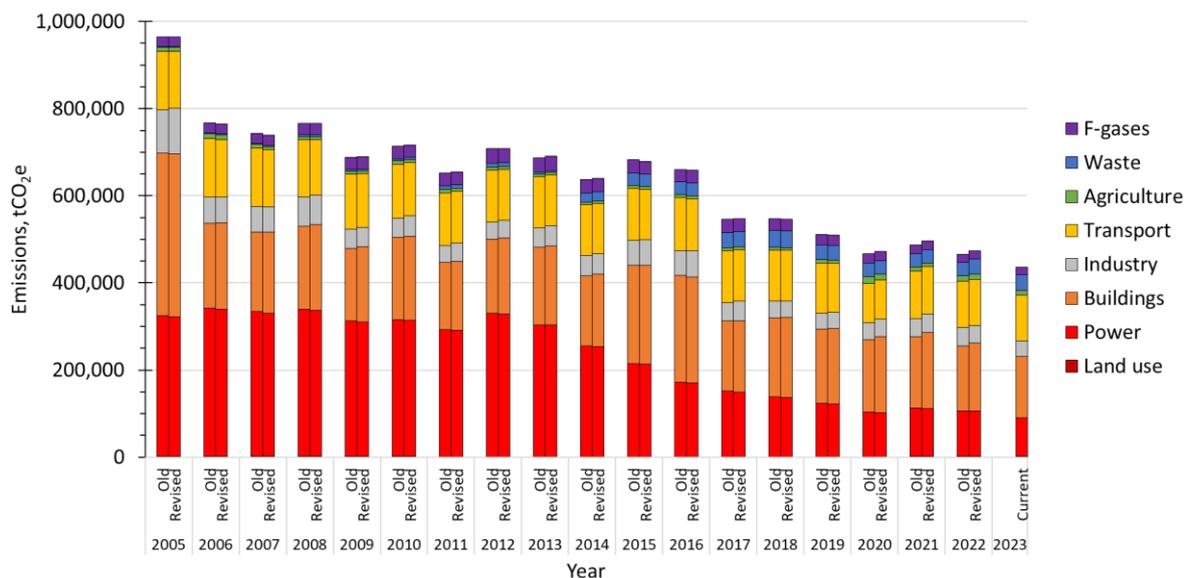


Figure 11. Comparison of previously reported and revised GHG emissions from 2005 to 2022 and the current 2023 value.

**WORK PLAN FOR SCRUTINY ITEMS 2025/26**

*Working Draft*

<b>Strategic Scrutiny Committee</b>	<b>Item</b>	<b>Strategic Director</b>	<b>Portfolio Holder</b>	<b>Origin of Business</b>	<b>Status</b>
12 March 2026	Portfolio Holder Update (Cllr Wood)	Strategic Director for Place	Portfolio Holder for Leisure Services & Healthy Living (Cllr Wood)		
12 March 2026	City Wide Net Zero - Programme of work and update on delivery	Strategic Director for Place (IC) Service Lead Net Zero & Business (VH)	Portfolio Holder Climate, Ecological Change and Communities (Cllr Vizard)		
12 April 2026	Portfolio Holder Update (Cllr Foale)	Strategic Director for Place	Portfolio Holder for Arts, Culture and Tourism (Cllr Foale)		
12 April 2026	Performance and Service Provided to Customers and Stakeholders of Stagecoach South West in Exeter	Strategic Director for Place (IC)	Communities (Cllr Vizard)	Scrutiny proposal Cllrs Snow, Parkhouse and Hughes	
4 June 2026	Working Towards Net Zero - Exeter City Council's Corporate Carbon Footprint Report and Carbon Reduction Action Plan Progress Report	Strategic Director for Place (IC) Net Zero Project Manager (JP)	(Cllr Vizard)		
4 June 2026	Live and Move Programme Update	Chief Executive	Portfolio Holder Leisure Services & Healthy Living (Cllr Wood)	Report from Strategic Scrutiny Committee 16 March 2023 half yearly	

Strategic Scrutiny Committee	Item	Strategic Director	Portfolio Holder	Origin of Business	Status
10 September 2026	Progress Report Shared Prosperity Fund - Update	Strategic Director for Place (IC) Service Lead Net Zero & Business (VH)	Portfolio Holder Climate & Ecological Change and Communities (Cllr Vizard)	Report from Strategic Scrutiny Committee 29 September 2022 half yearly report	
19 November 2026					
14 January 2027					
11 March 2027					

*Items to be considered 12 March 2026:*

*Items to be timetabled 12 March 2026:*

Portfolio Holder Update – City Development	Cllr Patrick			
Rivers Transparency Template	Strategic Director for Operations (AP)	City Management (Cllr R Williams)	Motion referred from Council 2 September 2025	Invite South West Water to attend and give evidence.

*Items to be scoped 2 April 2026*

Bike Parking	Proforma from Cllr Wetenhall		

*Items to be added to forward plan in new municipal year*

Air Quality			Result of Air Quality item in

DRAFT

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