

# Public Document Pack



## RUSHMOOR BOROUGH COUNCIL

### CABINET

*at the Council Offices, Farnborough on  
Tuesday, 15th November, 2022 at 7.00 pm*

To:

Cllr D.E. Clifford, Leader of the Council  
Cllr M.L. Sheehan, Deputy Leader and Operational Services Portfolio Holder  
Cllr M.J. Tennant, Deputy Leader and Major Projects and Property Portfolio Holder

Cllr J.B. Canty, Customer Experience, Digital and Transformation Portfolio Holder  
Cllr Sue Carter, Democracy, Strategy and Partnerships Portfolio Holder  
Cllr A.R. Newell, Planning and Economy Portfolio Holder  
Cllr P.G. Taylor, Corporate Services Portfolio Holder

Enquiries regarding this agenda should be referred to Chris Todd, Democracy, on  
01252 398825 or e-mail: [chris.todd@rushmoor.gov.uk](mailto:chris.todd@rushmoor.gov.uk)

## A G E N D A

### 1. DECLARATIONS OF INTEREST –

Under the Council's Code of Conduct for Councillors, all Members are required to disclose relevant Interests in any matter to be considered at the meeting. Where the matter directly relates to a Member's Disclosable Pecuniary Interests or Other Registrable Interest, that Member must not participate in any discussion or vote on the matter and must not remain in the room unless they have been granted a dispensation (see note below). If the matter directly relates to 'Non-Registrable Interests', the Member's participation in the meeting will depend on the nature of the matter and whether it directly relates or affects their financial interest or well-being or that of a relative, friend or close associate, applying the tests set out in the Code.

**NOTE:**

On 27th May, 2021, the Council's Corporate Governance, Audit and Standards Committee granted dispensations to Members appointed by the Council to the Board of the Rushmoor Development Partnership and as Directors of Rushmoor Homes Limited.

2. **MINUTES** – (Pages 1 - 2)

To confirm the Minutes of the meeting held on 11th October, 2022 (copy attached).

3. **BUDGET STRATEGY 2023/24** – (Pages 3 - 12)  
(Cllr Paul Taylor, Corporate Services Portfolio Holder)

To consider Report No. FIN2234 (copy attached), which sets out the budgetary framework to support the preparation of the 2023/24 budget.

4. **COUNCIL PLAN AND RISK REGISTER QUARTERLY UPDATE JULY TO SEPTEMBER 2022/23** – (Pages 13 - 36)  
(Cllr Sue Carter, Democracy, Strategy and Partnerships Portfolio Holder)

To consider Report No. ACE2206 (copy attached), which sets out performance monitoring information in relation to the Council Business Plan for the second quarter of 2022/23.

5. **REVIEW OF LICENSING FEES** – (Pages 37 - 56)  
(Cllr Maurice Sheehan, Operational Services Portfolio Holder)

To consider Report No. OS2219 (copy attached), which sets out details of a review in relation to the level of fees for the animal, scrap metal and street trading licensing regimes.

6. **CONSERVATION AREA APPRAISALS AND MANAGEMENT PLANS** – (Pages 57 - 182)  
(Cllr Adrian Newell, Planning and Economy Portfolio Holder)

To consider Report No. EPSH2234 (copy attached), which seeks approval of the next steps in relation to the St Michael's Abbey, Farnborough Hill, Farnborough Street and Aldershot West Conservation Areas.

7. **SAVINGS AND TRANSFORMATION AND DELIVERING COUNCIL PRIORITIES - ORGANISATIONAL REDESIGN** – (Pages 183 - 208)  
(Mr Paul Shackley, Chief Executive)

To consider Report No. CEX2202 (copy attached), which sets out an update on progress in relation to the Council's transformation and savings programmes and proposed changes to the Council's staffing structures.

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# CABINET

Meeting held on Tuesday, 11th October, 2022 at the Council Offices, Farnborough at 7.00 pm.

## Voting Members

Cllr D.E. Clifford, Leader of the Council  
Cllr M.L. Sheehan, Deputy Leader and Operational Services Portfolio Holder

Cllr J.B. Canty, Customer Experience, Digital and Transformation Portfolio Holder  
Cllr Sue Carter, Democracy, Strategy and Partnerships Portfolio Holder  
Cllr A.R. Newell, Planning and Economy Portfolio Holder  
Cllr P.G. Taylor, Corporate Services Portfolio Holder

An apology for absence was submitted on behalf of Cllr M.J. Tennant.

The Cabinet considered the following matters at the above-mentioned meeting. All executive decisions of the Cabinet shall become effective, subject to the call-in procedure, from **24th October, 2022**.

## 26. **DECLARATIONS OF INTEREST –**

Cllr J.B. Canty declared a non-registerable interest in Minute No. 28 due to his close association with an employee of NDreams Limited and, in accordance with the Council's Code of Conduct for Councillors, left the meeting during the discussion and voting thereon.

## 27. **MINUTES –**

The Minutes of the meeting of the Cabinet held on 13th September, 2022 were confirmed and signed by the Chairman.

## 28. **BUSINESS RATES - DISCRETIONARY RATE RELIEF APPLICATION –** (Cllr Paul Taylor, Corporate Services Portfolio Holder)

The Cabinet considered Report No. FIN2233, which set out details of an application for rate relief on behalf of NDreams Limited.

Members were informed that details of the application were contained within the Report and that the applicant was a leading independent developer and publisher of Virtual Reality (VR) games that occupied premises in Farnborough.

**The Cabinet RESOLVED** that 35% discretionary rate relief be awarded to NDreams Limited from 12th April, 2022 to 11th April, 2023, as set out in Report No. FIN2233.

## 29. **RUSHMOOR CULTURAL STRATEGY AND CULTURAL COMPACT –** (Cllr Adrian Newell, Planning and Economy Portfolio Holder)

The Cabinet considered Report No. EPSH2239, which set out a Cultural Strategy for the Rushmoor area.

Members were informed that the Rushmoor Cultural Strategy had been developed to help to grow the cultural and arts sector in the Borough. It was reported that key delivery partners across the public and private sectors had formed a 'Cultural Compact' that had developed the plan and would have an ongoing role in shaping cultural activity locally.

In expressing its strong support for the Strategy, the Cabinet stressed the importance of the links that had been identified with the Borough's significant heritage, including aviation and the military.

**The Cabinet RESOLVED** that the adoption of the Rushmoor Cultural Strategy, as set out in Report No. EPSH2239, be approved.

The Meeting closed at 7.15 pm.

CLLR D.E. CLIFFORD, LEADER OF THE COUNCIL

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CABINET

COUNCILLOR PAUL TAYLOR  
CORPORATE SERVICES PORTFOLIO HOLDER

15 NOVEMBER 2022

REPORT NO. FIN2234

KEY DECISION? ~~YES~~/NO**BUDGET STRATEGY 2023/24****SUMMARY:**

This report sets out the budgetary framework to support the preparation of the 2023/24 budget.

The report also provides a summary of the financial position of the Council and sets out how members will be kept informed of material changes in the forecast over the medium-term for financial planning purposes. Final decisions on the overall budget and Council Tax level will be made by Council in February 2023.

**CABINET is RECOMMENDED to:**

- (i) Note the revised budget gap contained within this Budget Strategy update for 2023/24 as outlined in paragraph 4.7
- (ii) Endorse the budget principles in section 5.2
- (iii) Note the intended approach to developing new savings and income proposals to close the projected gap in section 5.8

**1. INTRODUCTION/BACKGROUND**

- 1.1. This report updates members on the estimated future financial position (building on the assumptions in the February 2022 Cabinet report – FIN2210) and sets out how the strategy for addressing the projected budget deficit.

**2. SUMMARY OF STRATEGIC ISSUES**

- 2.1. With a only a limited number of exceptions, nearly every local authority, including Rushmoor Borough Council faces a significant and immediate set of financial challenges, many of which will continue over the medium term.
- 2.2. It is estimated that at least 1 in 6 Local Authorities in the England will fully deplete their reserves in 2023-24 without substantial spending cuts, with the trajectory over the medium term looking equally challenging with some authorities looking to closing a budget gap equivalent of 69% of the Net Revenue Budget. Such positions genuinely brings into perspective the ability of some authorities to effectively discharge the required duties and it

appears evident that many authorities will need to consider at a base level how they can continue provide even the base level of services.

- 2.3. There are several drivers of change that affect the way in which the Council's financial plans are developed – Population, Economy, Policy Decisions, Capital Investment need and delivery of Savings and Transformation plans. Each element has a differing effect on the Councils current or future financial position and currently certain factors are placing significant strain on the Councils position.
- 2.4. Currently the inflationary environment is proving incredibly challenging. Pressures relating to inflation typically manifest in the main in the following three ways:
  - The cost of everyday goods, services and fuel as reflected in the Retail Price Index (RPI) and Consumer Price Index (CPR) that converts into a higher wage demands and therefore pay inflation.
  - The cost of everyday goods, services and fuel as reflected in the Retail Price Index (RPI) and Consumer Price Index (CPR) that converts into the need to fund increase service delivery costs both directly in terms of service provision or through contracts held by the Council
  - The subsequent impact rising inflation has on interest rates that impact Local Authorities in terms of the rates it can access borrowing at to fund its Capital Investment requirements.
- 2.5. In addition to above it is appropriate to recognise the current Economic Climate partly driven from a Government Policy perspective has had an adverse effect and has been seen very clearly in the latter element as the interest rates on borrowing have seen rapid increases over recent months, notwithstanding part reversal/normalisation in more recent weeks.
- 2.6. These drivers continue to impact on the Councils finances both in the present and looking forward and can assist members in decision making, however the level of uncertainty around national policy issues (Levelling-up and the Local Government Finance Settlement in particular) and the global economy makes it more difficult to predict the impact on the Council in the near-term.
- 2.7. Given the level of uncertainty around the national economic and political environment, this report will provide members with an overview of the key factors that are likely to have an impact on revenue budget and MTFS update. This report focuses on specific issues including the Local Government Funding context with the main focus on 2023/24 and reviewing the key assumptions that inform the MTFS 2024/2 to 2026/27.

### **3. MTFS BASE POSITION**

- 3.1. As with other local authorities, Rushmoor had an actual and inferred funding gap identified in the February 2022 MTFS relating to 2023/24. The headline figure shows (as seen on the table below) an indicative position outlined for

2023/24 of deficit of £1.042m, as reported to Council in February 2022). It was noted at the time that a revised approach to Savings Plan was required given the deficit position forecast over the MTFS period.

Item	MTFS Period			
	2022/23 (£'000)	2023/24 (£'000)	2024/25 (£'000)	2025/26 (£'000)
Portfolio Net Expenditure	11,620	11,620	11,370	11,370
Corporate Items	1,811	3,314	4,446	4,596
Inflation	100	661	1,221	1,782
<b>Portfolio + Corporate Items</b>	<b>13,531</b>	<b>15,595</b>	<b>17,038</b>	<b>17,748</b>
Additional Items & Budget Pressures	0	0	0	0
Budget Proposals	0	0	0	0
Risk items (Waste)	0	350	350	350
Savings Plan	(1,028)	(2,097)	(2,404)	(2,662)
<b>Draft Net Revenue Budget</b>	<b>12,503</b>	<b>13,848</b>	<b>14,984</b>	<b>15,437</b>
<b>Funded by:</b>				
Council Tax	7,196	7,434	7,675	7,921
Business Rates	4,031	2,550	2,601	2,653
New Homes Bonus	344	0	0	0
Covid Funding	0	0	0	0
Other Funding	273	609	359	0
Council Tax/NNDR Surplus or (Deficit)	(314)	(286)	0	0
<b>TOTAL Funding</b>	<b>11,530</b>	<b>10,306</b>	<b>10,635</b>	<b>10,574</b>
<b>Funding Gap / (Surplus)</b>	<b>973</b>	<b>3,542</b>	<b>4,349</b>	<b>4,863</b>
Additional Cost Reduction and Savings Target	(500)	(2,500)	(3,000)	(3,500)
Additional Income Target	0	0	0	0
<b>Revised Funding Gap / (Surplus)</b>	<b>473</b>	<b>1,042</b>	<b>1,349</b>	<b>1,363</b>

3.2. The estimated budget gap for 2023/24 of £1.042m was stated on the basis that c£2.500m of 'Additional Cost Reduction and Savings Targets' would be developed and that all other assumptions at the time of casting the gap held, including the in-year delivery of the agreed 'Savings Plan' as shown above and represented by the line showing (£2.097m) in 23/24. As with all savings plans the accurate future profile of savings is difficult in current circumstances and as such it is reasonable to state that some elements of the £2.097m plan were at the time of the report in development and therefore not yet finalised.

3.3. Taking in account these inferred savings and recognising the need for the further development of specific proposals, it is legitimate to suggest that the Council has an underlying budget challenge in excess of £4.000m, being the £1.042m gap, the £2.500m additional cost reductions required and the need to substantiate elements of the Savings Plan.

## 4. MTFS REFRESH

- 4.1. A full refresh of the MTFS has been undertaken, led by Finance with input from the Executive Leadership team and service managers where applicable. The methodology used has been to build upon the existing budgetary assumptions and assess on a line-by-line basis, using the best available estimates and insights, the potential changes to existing assumptions in determining a credible budget gap for 23/24. Given the highly uncertain forecasting environment, on both the service expenditure side and the income/financing side, we must recognise the limitations of the forecast in so far as the numbers that will appear in the final budget setting report in February 2023 will most likely be different to those estimates in October 2022, but they nonetheless form a credible basis for the purpose of financial planning.
- 4.2. The assessment is comprised of 2 main areas, the updating of service expenditure pressures and corporate expenditure items, and the testing of income assumptions from a funding perspective inclusive of an assessment of appropriateness of reserves.

### Service Expenditure & Income Updates

- 4.3. Service expenditure updates in the main are comprised of 2 main areas, demand side pressures and inflationary side pressures. The main update from a service expenditure perspective:
- An estimated increase of up to **£500k** for contracts in relation to the inflationary provisions.

### Corporate Expenditure & Income Updates

- 4.4. Corporate expenditure unlike service expenditure is less subject (in the main) to variations in service demand and more directly affected by factors such as the economic environment and interest rates alongside Council wide inflationary factors.
- 4.5. In relation to the key corporate expenditure items, a number of updates based on estimates have been determined as follows, all of which add to the budget gap:
- Additional Pay Inflation provision of 3% (in addition to the 2% already assumed) making a total inflation increase pay provision of 5%, equating to **c£420k**
  - Additional costs of borrowing due to the unfavourable interest rate environment equating to **c£1.250m** of additional borrowing costs to support existing capital expenditure funded from borrowing.
  - Reversal of previous income assumptions in relation to new commercial property income streams estimated at **c£400k**

- 4.6. In relation to the key corporate income items, a number of updates based on estimates have been determined as follows, all of which reduce the budget gap.
- Assumed Local Government Finance Settlement realised a funding position that is cash flat compared to 22/23 that had suggested a decrease equating to **£1.100m**
  - Continuation of New Homes Bonus previously expected to have ceased, a continuation of the scheme would realise a benefit of at least **c£390k**
  - Reduce budgeted cost of paying the National Insurance Employers Contribution increase following the reversal of the Government Policy, **c£100k**
  - Continuation of in year savings rolled forward into 23/24, **c£300k**
  - Following a positive triennial actuarial valuation regarding the Local Government Pension Scheme and a positive funding position overall from Rushmoor's perspective the revenue contribution previously set aside to establish fund resilience can now be offered up, releasing **c£500k** per annum

#### **Impact of revised Estimates on the Budget Gap**

- 4.7. The above estimates when combined with a number of more minor adjustments realise a revised 2023/24 savings gap of **c£3.250m**.
- 4.8. It should be recognised that the gap is not static and factors will continue to affect the value on a frequent basis, both favourably and adversely. As an example (and also on this meeting agenda) proposals are being brought forward that will realise new savings (as part of the Organisational Redesign paper) of up to £171k in future years and £159k in 22/23. Alongside this on the proviso that the current New Homes Bonus (NHB) scheme remains in place, there could be additional income to the Council of c£300k. Both are examples how dynamic the budget gap is.

## **5. BUDGET PRINCIPLES AND STRATEGY**

### **Budget Principles**

- 5.1. Many Councils across England and the UK are facing difficult times in setting a balanced budget for the forthcoming year, whilst Rushmoor's challenge is not proportionally as extreme as some other Local Authorities it is still a significant challenge for the Council to address.
- 5.2. Having a clear set of budget principles for the Council to accept and work toward helps a clear framework on the journey to setting a balanced budget for the forthcoming year, as such Rushmoor has developed the followed principles:
- A clear focus on fulfilling the **Councils Best Duty Value**.  
Developing and mobilising a continuous savings programme to

close the majority of any gap by driving out costs from the running expenditure of the Council, focused both in the short (23/24) and medium term (24/15 onwards).

- The Council will not rely on the use of one-off funding sources to address recurring budgetary pressures, specifically it **should not place material reliance on use of reserves** for revenue purposes
- Recognising the challenging inflationary environment the Council is currently operating in and the increased in service costs, where services are charged for, **fees and charges need to be set at an optimal price**, ensuing full cost recovery as a minimum.
- Recognising the Councils capital investment imperatives and the importance to the residents of the Borough, a sustainable funding solution should be developed to fund all new capital acquisitions – with a specific focus on **funding all new capital activity predominantly from asset sales with minimal borrowing**
- Ensuring the long-term viability of service provision from as stable a position as possible is vital to continued success of quality service delivery, there a **continued focus on budget sustainability** will be key to all considerations with a reduce use of one off measures or borrowing to fund activity.

### **Budget Strategy**

- 5.3. The Council has historically used a variety of methods to generate new savings and income opportunities to support setting a balanced budget. The Savings and Transformation Plan (STP) has delivered multimillion-pound savings for a number of years and has been an effective transformation vehicle in driving cost from service activity.
- 5.4. The estimated scale of the challenge currently faced for 23/24 of c£3.250m suggests that it is appropriate for the Council to consider the most suitable methodology or methodologies it can deploy to produce new savings and income at a level suited to the materiality of the budget gap.
- 5.5. Regardless of which methodology or methodologies are chosen, it is vital that all savings and new opportunities to reduce expenditure are developed under a single programme of change, centrally co-ordinated and adequately resourced. A single change programme is advantageous for a number of reasons including the maximum opportunities being pursued by looking cross council particularly in support functions, implementing consistent practice, avoiding duplication and the avoidance of double counting savings. It also provides a clear and transparent framework for governance and oversight and good grip from a delivery perspective thus facilitating future monitoring.
- 5.6. In determining which methodology or methodologies should be deployed to address the budget gap, it is necessary to assess the appropriateness of the approach across the ability to deliver a significant enough quantum of savings vs. time available. Each of the considerations have their relative

merits and challenges and need to be triangulated against organisational capacity and need for material change.

5.7. The Council has looked at best practice from a number of other Local Authorities and drawn on experience of the interim Exec Head of Finance in working up and considering the approaches that are appropriate for Rushmoor, the following options have been considered:

- **Outcomes Based Budgeting** – hierarchy of budgets, prioritisation, tiers
- **Zero Based Budgeting** – build the Council’s budget afresh, bottom-up approach
- **Duties and Powers** review – stat vs. non-stat & provision levels and determination of service standards
- **Specific targeted measures** – e.g. universal recruitment freeze, tiers and spans, efficiency agenda
- **Departmental targets** – allowing departments or services full autonomy to deliver savings against a pre-determined corporate target
- **Shared Services** – Hart – developing opportunities for shared services across areas that align and for which the necessary business case supports

5.8. In choosing a preferred methodology, officers (Executive Leadership Team and Service Managers) have shared their views with Cabinet on the most appropriate approach and workshopped the benefits and disadvantages of each. Through this consultation and engagement it proposed that the Council uses **Outcomes Based Budgeting** as the primary methodology for addressing the budget gap for 23/24 and future year

## 6. RESERVES AND FINANCIAL RESILIENCE

6.1. The Council holds balances and reserves to provide financial capacity to deal with unexpected events that are unable to be addressed in the short term and for financing future expenditure plans for specific reason. Although the exact amounts are unable to be determined at this stage in year, it is anticipated that the Council will hold approximately **£18.4m of earmarked reserves** and £2m in balances by the end of the current financial year (22/23).

6.2. Looking at the level of reserves on a global level, in terms of overall value, it could be suggested that they are generous or in excess of what a local authority such as Rushmoor should hold given the relative size of the Councils net revenue budget. That would be view that didn’t fully take into account the specific purposes and requirements many of the reserves are

held for and the potential capacity needed to deal with a variety of challenging operating risks and a highly uncertain environment.

- 6.3. In assessing the sufficiency of the reserves, it is the view of the Interim Head of Executive Finance (s151 officer) that Rushmoor has reasonable reserve capacity and that deployment of a minimal amount of reserves will be appropriate for the purpose of transitioning into a programme of savings that in itself should be the primary way of addressing any budget gap.

## **7. CAPITAL INVESTMENT**

- 7.1. Rushmoor has ambitious plans to really change the way the Borough looks and feels. Central to this vision is the desire to invest in assets to enhance the Borough, the services it provides and to facilitate economic growth. Capital investment is necessary to achieve this vision, and careful and prudent consideration both in terms of timings and scale needs to be given to what extent in the current financial climate this is achievable.

- 7.2. Given the financial constraints faced due the immediate challenges on the revenue budget, an approach to capital investment should be developed that places the lowest reliance possible on funding forms that have a direct revenue consequence such as use of borrowing. Notwithstanding the current unfavourable borrowing environment, where discretion can be applied to reduce or minimise any impact on the revenue account it should be exercised until such time it can be clearly demonstrates that the Council is in a position to set a balanced budget for 23/24.

- 7.3. The most credible and sustainable way of bringing forward a new capital investment is both to consider the most appropriate way of funding and to carefully think through sequencing of investment, as such it is appropriate to work to the following capital principles:

- All new capital investment priorities should be funded from either capital receipts or external sources (grants)
- The financing of new capital investment should focus on ensuring borrowing is limited to the lowest possible value
- Schemes should be sequenced credibly, and added each year through only the Budget Setting report – single decision point for investment.

- 7.4. The approach to new capital investment will be based around the following process to ensure that all new investment is prudent, affordable and sustainable:

- Create a hierarchy of new capital investment priorities (officers and Members)
- Develop a pipeline of asset disposals ringfenced to fund the new capital investment – timing and value need to be accurate



- Complete a global view of cashflows and funding need of the hierarchy
- Determine any resultant borrowing need and test affordability vs. MTFS budget gap

## **8. IMPLICATIONS**

### **Legal**

- 8.1. The Council through its Members has a legal obligation to set a balanced budget and this report provides the information that informs the approach to be taken in the budget setting process for 2023/24.

### **Equalities Impacts**

- 8.2. Although there are no direct equalities impacts as a result of this report as its focus is on approach and strategy, each savings proposal when brought forward will be assessed for impacts from an equalities perspective and shown in the final budget report to Cabinet in February.

## **CONTACT DETAILS:**

### **Report Author and Head of Service**

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**CABINET**  
**15 NOVEMBER 2022**

**COUNCILLOR SUE CARTER**  
**DEMOCRACY, STRATEGY AND PARTNERSHIP**  
**PORTFOLIO HOLDER**  
**REPORT NO. ACE2206**

**KEY DECISION? NO**

**COUNCIL PLAN & RISK REGISTER**  
**QUARTERLY UPDATE JULY TO SEPTEMBER 2022/23**

**SUMMARY AND RECOMMENDATIONS:**

This report sets out the performance monitoring information of the Council Plan for the second quarter of 2022/23. The key activities and projects within the Council Plan which aim to deliver the Council's priorities which sit under the themes of People and Place. In addition to the key projects this report includes the Council Business Performance monitoring information, which are the key indicators and service measures used by the Council to monitor how the Council runs.

Factors that could affect the future delivery of the Council Business Plan and Council Business Performance have been identified in the Council's Risk Register.

The Cabinet is asked to note the progress made towards delivering the Council Business Plan and Portfolio Holders are asked to work with the relevant Head of Service to improve performance where necessary.

**1. Introduction**

- 1.1 In February 2022 the Council agreed the updated three-year Council Plan with priorities which reflect the vision for Aldershot and Farnborough 2030 (Your future, your place - a vision for Aldershot and Farnborough 2030). This paper sets out performance monitoring information for the Council Plan and the Risk Register for the period of July to September 2022.

**2. Detail**

- 2.1 Refreshed and updated annually, the Council Plan provides a focus for the Council's activities and services by setting out the short to medium-term steps needed to realise longer-term vision and aspirations. The Council Plan outlines the council's priorities the next three years and, in particular, the key strategic projects that will contribute to achieving the Council's vision.
- 2.2 The priorities which reflect the vision for Aldershot and Farnborough 2030, are set out under the two themes of People and Place:

**People** – empowering and connecting communities and enabling people to live healthy and sustainable lives and fulfil their aspirations.

**Priorities:**

- Strong communities, proud of our area
- Healthy and green lifestyles
- Opportunities for everyone – quality education and skilled local workforce

**Place** – ensuring our towns are family-friendly, safe, vibrant, and sustainable places - now and in the future.

**Priorities:**

- Housing for every stage of life
- Vibrant and distinctive town centres
- A thriving local economy - kind to the environment

### **3. Delivery of the Council Business Plan**

3.1 The Council Business Plan brings together the key activities/projects across the Council including those that sit under the Property, Major Works & Regeneration Programmes.

3.2 Annex A details the performance against the Council Business Plan for Q2. The current reported position reflects the shifts in the risks facing the Council (as set out in section 4 of this report) and increased demand for a number of Council services (as seen in Annex B). The Council Plan contains a variety of different projects across the themes of people and place and just over 50% of the projects reported an amber status at the end of Q2. A number of these projects (e.g. walking and cycling plan; facilities at Southwood Country Park and continuing to work towards the Council's aspiration of being carbon neutral) are reporting an amber status due to delays of between 1 – 3 months and can therefore have a reasonable level of confidence that they will be delivered in 2022/23 or be revised to a 'green' rating in due course. For those where this is not the case, these will be reviewed and discussed as part of the process to agree a refreshed Council Plan for 2023 -2026, taking account of the Council's current budget position (as set out in Report No. FIN2234).

3.3 Annex B sets out the Council's Business Performance during Quarter 2. The Council Business Performance monitoring information shows the key indicators and service measures used by the Council to monitor how the Council runs. It is expected that the Council's response rate to Freedom of Information requests will increase in the coming months. The rate had dropped over the summer following the resignation of the responsible member of staff but this vacancy has now been filled. Annex B also shows the latest available recycling rate in Rushmoor (April to June) was 44.1%. This is the highest recycling rate reported in Rushmoor.

3.4 A key pattern from the performance report (Annex B) is an increase in demand for the Council's core services through all access channels – notably housing,

council tax and benefits. The Council has played a key role in delivering Cost of Living Support through the energy rebate and food voucher schemes as well as continuing to deliver existing commitments under the Supporting Communities Strategy.

- 3.5 In addition to this increased demand for Council services, delivery continues against the **Savings and Transformation Plan** and Report No. FIN2234 details the ongoing and increased requirement to support this savings and transformation programme in the future.

#### **4. Council's Risk Register**

- 4.1 The risks to the Council continue to develop and change both more frequently and more significantly, particularly within the context of the stability of the UK's political and financial position. The cumulative impacts of interest rates, energy prices and the economy in general mean that not only do residents face a potentially challenging period through the winter of 2022/23, but some of those challenges will extend to the Council's own approach to a number of key priorities and the manner in which the Council may operate into the future. As a result, the Council continues to review the associated risks as the situation develops, particularly relating to finance. The latest Corporate Risk Register is presented at Annex C.
- 4.2 It must not be overlooked that other key risks such as information governance and cyber security continue to be high profile and high priority. The Council's cyber risk strategy continues to be developed in line with best practice and will be subject to both an internal audit and LGA 360 peer review during Q3 of 2022/23 to further enhance arrangements. Given the potential impact of power disruption in the coming months, work is also underway to ensure that any subsequent disruption to digital services are appropriately mitigated.
- 4.3 The key strategic risks within v9.0 of the Corporate Risk Register continue to be predominately related to the areas that the Council cannot directly influence, including wider community risks such as health outcomes and deteriorating economic conditions. There have been no additional risks identified in this section of the risk register, but there has been further development in the plans to mitigate them.
- 4.4 The Council's key standing corporate risks continue to be generally more operational in nature and relate to the work of the Council. Again, although all these have been updated, there have been no significant changes to this section of the register that need highlighting.
- 4.5 There have been a number of changes to the escalated service risk part of the register, with the removal of appropriately mitigated risks such as temporary accommodation and asbestos identification during construction projects. The main change has been the inclusion of a risk regarding the potential down time of the Council's website. Given the increasing importance of online presence and the information/services provided online, the IT team are expediting the review of our current position to ensure emergency arrangements remain appropriate.

## **5. Conclusion**

- 5.1 As outlined in the report demand on council services is increasing in key areas. Services are responding as best they can, and priorities continue to be delivered under difficult circumstances.

Annex A – Council Plan Quarterly Monitoring Q2 2022/23

Annex B – Council Business Performance Q2 2022/23

Annex C – Corporate Risk Register

**COUNCILLOR SUE CARTER**  
**DEMOCRACY, STRATEGY AND PARTNERSHIP PORTFOLIO HOLDER**

### **BACKGROUND DOCUMENTS:**

Council Plan April 2022 to March 2025

### **CONTACT DETAILS:**

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Sharon Sullivan, Policy Officer - 01252 398465, [sharon.sullivan@rushmoor.gov.uk](mailto:sharon.sullivan@rushmoor.gov.uk)

Roger Sanders, Corporate Risk Manager – 01252 398809,





[roger.sanders@rushmoor.gov.uk](mailto:roger.sanders@rushmoor.gov.uk)

## Council Plan Quarterly Monitoring – Q2 2022/23

Date produced: October 2022

**People** –empowering and connecting communities and enabling people to live healthy and sustainable lives and fulfil their aspirations.



People key activities/projects	BRAG Status	Direction of Travel	Comment
People 1 - Roll out the second phase of our weekly food waste recycling service to households with shared bins	Green	 No change	Roll out is on track. At the end of quarter two there are approximately 2,300 properties remaining.
People 2 - Help people (especially young people) into employment through training, apprenticeships and upskilling	Green	 No change	The Youth Hub closed in August. However, work is continuing to support the unemployed via the website <a href="http://www.esznorthhants.org.uk">www.esznorthhants.org.uk</a> , which has been widened for all unemployed rather than just 18 – 24 year olds. This gives a platform to engage and deliver online training and if necessary be able to switch back to online job clubs. To compliment this work, a second Job Fair was held this quarter with DWP and Princes Mead Shopping Centre, over 300 job seekers attended. Apprenticeship uptake in the borough varies, a meeting is planned with the Apprenticeship co-ordinator to review engagement and plan further support.
People 3 - Develop a walking and cycling plan to encourage sustainable travel and to support our town centre regeneration plans	Amber	 No change	Consultation closed on 18 September 2022 and work is underway to review the responses and amend and prioritise routes for the consideration of the stakeholder group. As the consultation timetable was extended by Hampshire County Council the project may not be complete by December 2022.
People 4 - Develop a new leisure centre in Farnborough	Red	 Decline	Demolition delayed due to ground contamination and further asbestos finds but building is now fully demolished and site due to be handed back by mid-November. A small cost overrun is expected due to the additional asbestos and contaminants and will be reported in budget monitoring once final negotiations with the council's cost consultants and the contractor are complete. Business case in development but scope is






			subject to decision on Levelling Up Fund and affordability and wider capital considerations.
People 5 - Working with partners, encourage more residents to be active and have healthier lifestyles	Green	↔ No change	Physical Activity group established – focusing on getting more people active. Action plan being devised. Continued delivery of healthy walks – mapping exercise showing green spaces and clubs in Rushmoor complete and shared with social prescribers. Increase in health checks delivered at local community sites/partners sites.
People 6 - Support apprenticeships, research and innovation opportunities through the Aerospace Research and Innovation Centre (ARIC)	Amber	↔ No change	AIRC was formally opened by the Prime Minister Boris Johnson during the Farnborough International Airshow in July. This gave the facility considerable profile. ARIC was also promoted by the Council and FAC during the Airshow. FAC are now routinely using the facility for events and company meetings. FAC and EM3 LEP convened a round table on Jet Zero in September to explore how ARIC might be used to support developments in the aviation sector. Further conversations with business and partners are planned to scope out opportunities to align this agenda with the facility (and future funding opportunities) and ensure that the project is meeting its objectives in terms of apprenticeships, research and innovation.

**Place** – ensuring that our towns are family friendly, safe, vibrant, and sustainable places now and in the future.



Place key activities/projects	BRAG Status	Direction of Travel	Comment
Place 1a - Aldershot town centre's Union Yard regeneration scheme	Amber	↔ No change	Party wall works and piling works completed. The construction of Superstructure and Basement slabs progressing well. Target for completion 22/07/24. The council is in receipt of a draft Estate Management Strategy and officers are currently undertaking a review of the draft service charge schedule and apportionment across the scheme. Avison Young have approached UCA in relation to exploring a lease option for the student accommodation.
Place 1b - Update the facilities at the crematorium in Aldershot	Green	↔ No change	Review of Feasibility Study of refurbishment and rebuild options, has resulted in the recommendation to proceed with an in-house refurbishment approach. This will be presented to Cabinet in due course.



Place 2 - Progress the regeneration of Farnborough town centre, including the civic quarter	Amber	 No change	Outline planning application submitted on 25/02/2022. RDP engaging positively with Hampshire County Council on highways/sustainable transport matters that require approval ahead of planning determination. Further responses have been submitted in relation to ecology/biodiversity net gain. The impact of the above is that the planning determination and decision is likely to be delayed until November at the earliest.
Place 3 - Develop Southwood Country Park, including providing a new visitor centre and improving its access, environment and facilities	Amber	 No change	Despite a number of issues, the windows are now installed, final plastering is underway and cladding being installed. External landscaping has commenced. The order has been placed with SEE for an upgraded transformer, which is likely to take c.6mths to install. Work has started to appoint a new café operator but café is now unlikely to open before spring 2023 due to supply lead times. Hampshire County Council and Rushmoor Borough Council have agreed a way forward on the crossing and this is due to be implemented in November. Site clearance will commence in coming weeks with work starting on the playground mid-October.
Place 4 - Support the creation of quality, new homes (Rushmoor Homes)	Green	 No change	The RHL Business Plan was reviewed and remains robust and a further review will be undertaken in October as part of preparing the Business Plan for the next year. Refurbishment of Cambridge Rd has suffered delays due to the tight market and long lead times of contractors and is proceeding. Work on the projects across the proposed portfolio continues including engagement on future arrangements for Union Yard.
Place 5 - Progress an aerospace heritage project	Amber	 No change	Two Farnborough heritage trails will be tested by users in early October. Local volunteers have developed the routes as the first of five potential Farnborough Heritage trails. Funding has been sought from the South Western Railways Customer and Communities Improvement Fund to help enhance the heritage trails. The ongoing impact of the pandemic on the heritage sector is inhibiting commitment to new projects and an alternative approach to undertake a further piece of work to develop the project will potentially be pursued.
Place 6 - Continue progress towards our goal of becoming a carbon neutral council by 2030 through reducing emissions in our facilities and operations	Amber	 Decline	Work on the latest Council carbon footprint has been delayed but is expected to complete during November. Once this information is in place, the climate change action plan will be revised to reflect this. The Repair Café trial is commencing in November, to check operational arrangements. The intention is to open to the public on Saturday December 17th and thereafter will run every third Sunday of the month from January 2023. Rushmoor Voluntary Services are assisting the volunteers in setting up a Charitable Incorporated Organisation to allow the volunteers to run independently. The other actions planned are completed or are on target.



# Council Business Performance

Quarter 2 2022/23

## Points to note

- Council tax collection rates are improving
- Low number of Fols responded to on time during Q2, a new Information Governance Officer is now in place and work will be undertaken to ensure an improved response time by Q3.
- Drop in the percentage of undisputed invoices paid on time.
- There is a staff vacancy in the CSU and Q2 CSU call abandoned rate ran at 10.8%. However, around 25% of the abandoned calls were positively abandoned after a trail of pre-recorded messages during September.
- The number of walk-in customers has increased again during Q2. This increase can be attributed to customers seeking help with claiming their Council Tax Energy Rebate and cost of living food voucher scheme.
- The number of PCNs issued continues to be lower than previous years due to staff vacancies. Currently around 75% of the PCN income is from on-street parking violations.
- The recycling rate during Q1 (April to June) was 44.1%, this is the highest Rushmoor's recycling rate has ever been (the recycling rates shown are one quarter behind)

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### Key to Direction of Travel (DoT) arrows





Numbers have increased	Numbers have decreased	Numbers have increased and performance has decreased	Numbers have increased and performance has increased	Numbers have decreased and performance has decreased	Numbers have decreased and performance has increased
					

### Council wide indicators



#### Corporate complaints

Number of complaints				% of complaints responded within policy time			
<b>5</b>				<b>60%</b>			
DoT from last quarter (4)		DoT from this quarter last year (8)		DoT from last quarter (75%)		DoT from this quarter last year (75%)	
Comment: During Q2, three of the five complaints were responded within policy time, one was not and the complaints record was not updated for one complaint.							

#### Health and safety

Violence at work data - incidents				Rushmoor work related accident / incident data			
<b>9</b>				<b>2</b>			
DoT from last quarter (2)		DoT from this quarter last year (10)		DoT from last quarter (2)		DoT from this quarter last year (1)	

#### Paying externally issued invoices

% of invoices paid on time (within 30 days)	DoT from last quarter		DoT from this quarter last year	
<b>93.89%</b>		(96.68%)		(96.65%)

### Absence rate

Working days lost due to sickness per FTE				Working days lost to short-term sickness per FTE				
<b>0.99</b>				<b>0.63</b>				
DoT from last quarter	↓	DoT from this quarter last year	↓	DoT from last quarter	↓	DoT from this quarter last year	↑	
Comment: There were 53 sickness episode in Q2 and 150 working days lost. The most common reason for sickness episodes was Covid and Gastrointestinal Problems <b>Note: Long term sickness is 20 days or more in a row (four weeks)</b>								

### Workforce data

Starters and leavers		Turnover				% of employees non-white (15.2% non-white groups in 2011 Census)			
Starters	<b>5</b>	<b>6.34%</b>				<b>5.2%</b>			
Leavers	<b>17</b>	DoT from last quarter (5%)	↑	DoT from this quarter last year (2.41%)	↑	DoT from last quarter (6.1%)	↓	DoT from this quarter last year (5.2%)	↔

### Freedom of information requests

Number of requests received				% responded to on time (one month behind)			
<b>131</b>				<b>37%</b>			
DoT from last quarter (155)	↓	DoT from this quarter last year (39)	↓	DoT from last quarter (62%)	↓	DoT from this quarter last year (63%)	↓
Comment: Due to the post of Information Governance (IG) Officer being vacant over the summer there was slight delay in distributing FOIs resulting in some going overdue. New IG is now in place and work will be undertaken to ensure an improved response time by Q3.							

## Corporate customer contact indicators

### Walk-in customers

<b>Number of walk-in customers</b>				Comment: During Q2 3,608 customers visited reception. This increase can be attributed to customers seeking help with claiming their Council Tax Energy Rebate and cost of living food voucher scheme. The food voucher scheme caused a large number of elderly residents, particularly from the Nepali community, who needed support with claiming the vouchers. 19% of all walk-in demand during September was for this help.																												
<b>3,608</b>																																
DoT from last quarter <b>(3,298)</b>		<b>↑</b>	DoT from this quarter last year <b>(1,961)</b>		<b>↑</b>																											
<b>Number of walk-in customers each quarter</b>																																
<table border="1" style="width: 100%; margin-top: 10px; border-collapse: collapse; font-size: small;"> <thead> <tr> <th>Year</th> <th>Q1</th> <th>Q2</th> <th>Q3</th> <th>Q4</th> </tr> </thead> <tbody> <tr> <td>2019/20</td> <td>4432</td> <td>9242</td> <td>7742</td> <td>6856</td> </tr> <tr> <td>2020/21</td> <td>0</td> <td>781</td> <td>249</td> <td>0</td> </tr> <tr> <td>2021/22</td> <td>1435</td> <td>1961</td> <td>2182</td> <td>2960</td> </tr> <tr> <td>2022/23</td> <td>3298</td> <td>3608</td> <td></td> <td></td> </tr> </tbody> </table>								Year	Q1	Q2	Q3	Q4	2019/20	4432	9242	7742	6856	2020/21	0	781	249	0	2021/22	1435	1961	2182	2960	2022/23	3298	3608		
Year	Q1	Q2	Q3	Q4																												
2019/20	4432	9242	7742	6856																												
2020/21	0	781	249	0																												
2021/22	1435	1961	2182	2960																												
2022/23	3298	3608																														
Non Rushmoor enquiries remain steady at 18% with residents looking for service with Citizens Advice, Hampshire County Council or other authorities. 8% were collecting or dropping off paperwork. A further 12% were corporate visitors attending meeting, interviews, or arriving contractors.																																
The services with the highest demand are Benefits, Housing and Council Tax.																																

### Calls to customer services

Number of calls				Average wait time				Call abandoned rate				Average call handle time			
<b>19,441</b>				<b>1 minute 36 seconds</b>				<b>10.8%</b>				<b>4 minutes 43 seconds</b>			
DoT from last quarter <b>(19,595)</b>	<b>↓</b>	DoT from this quarter last year <b>(15,784)</b>	<b>↑</b>	DoT from last quarter <b>(1 minute 24 seconds)</b>	<b>↑</b>	DoT from this quarter last year <b>(33 seconds)</b>	<b>↑</b>	DoT from last quarter <b>(7.0%)</b>	<b>↑</b>	DoT from this quarter last year <b>(2.6%)</b>	<b>↑</b>	DoT from last quarter <b>(4 min 16 secs)</b>	<b>↑</b>	DoT from this quarter last year <b>(3 min 15 secs)</b>	<b>↑</b>
Comment: In the last quarter, the Customer Services have been offered 19,441 calls and answered 17,336 calls. This is an increase of 13% on the same period this year. Abandoned rate ran at 10.8% which is significantly higher than the previous year. Customer services have run at one member of staff down across the whole quarter (significant difficulty in recruitment) alongside having a team member out part time training with parking. During September Customer Services experimented with having message at the front of the phone lines with both the cost-of-living food voucher and bin collection changes following the Queens funeral. This causes people to abandon on hearing the information they need rather than coming through to an advisor. 413 customers positively abandoned within the food voucher message and 105 on the bin collection information.															

### Demand via other access channels

Number of emails			Number of enquires via app			Number of enquires via webforms					
<b>5,438</b>			<b>1,156</b>			<b>887</b>					
DoT from last quarter (5,598)	↓	DoT from this quarter last year (3,662)	↑	DoT from last quarter (1,238)	↓	DoT from this quarter last year (1,171)	↓	DoT from last quarter (852)	↑	DoT from this quarter last year (479)	↑
Comment: Of the web forms 762 were for Council Tax and 125 were for Environmental Health											






### Overall digital uptake

% of transactions through digital services versus other channels	DoT from last quarter	DoT from this quarter last year
<b>72%</b>	↓ (74%)	↓ (73%)

### Website

Website session				Top three pages visited
<b>204,184</b>				1. Aldershot Lido (72,990) 2. Bin collections (22,866) 3. Farnborough Airshow traffic information (10,126)
DoT from last quarter (165,777)	↑	DoT from this quarter last year (250,049)	↓	
Comment: We have had a reduction in the number of sessions reported on our website. This reduction started this past December and is related to the work we have done to comply with the <a href="#">Privacy and Electronic Communications Regulations</a> . These regulations mean that we needed to be clearer to our customers about what cookies are being set on our website and allow our customers to 'opt-in' to be able to share their usage statistics. We are currently monitoring how much this is affecting the statistics we provide and we will look to update these graphs in the future.				

### Social media

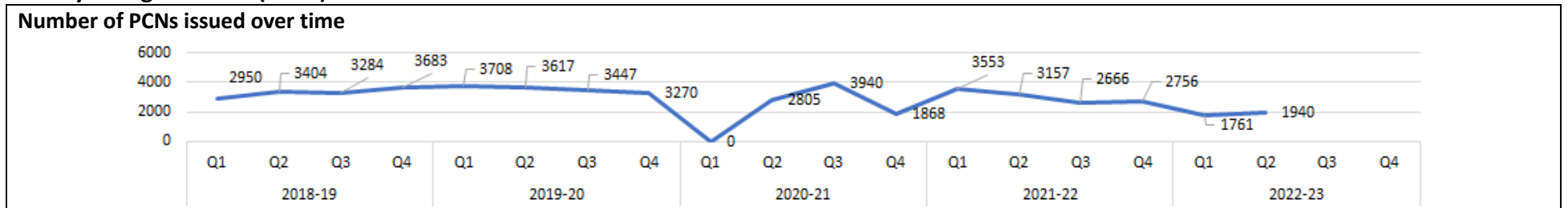
 <p><b>Facebook</b></p> <p>Followers: <b>12,000</b> (up 164)                      Posts: <b>136</b>                      Reach: <b>710,538</b>                      Avg reach per post: <b>5,521</b>                      Engagement: <b>63,603</b>                      Engagement rate: <b>9%</b></p>	 <p><b>Instagram</b></p> <p>Followers: <b>1,648</b> (up 32)                      Posts: <b>90</b>                      Reach: <b>27,194</b>                      Avg reach per post: <b>310</b>                      Engagement: <b>892</b>                      Engagement rate: <b>3.2%</b></p>	 <p><b>Twitter</b></p> <p>Followers: <b>5,814</b> (up 36)                      Tweets: <b>286</b>                      Impressions: <b>107,800</b>                      Avg impressions per tweet: <b>377</b>                      Engagement rate: <b>2.7%</b></p>	 <p><b>LinkedIn</b></p> <p>Followers: <b>1,633</b> (up 106)                      Posts: <b>19</b>                      Reach: <b>7,309</b>                      Avg reach per post: <b>384</b>                      Engagement rate: <b>6.9%</b></p>	 <p><b>Next Door</b></p> <p>Service area size: <b>16,355 residents</b> (up 453)                      Posts: <b>66</b>                      *Impressions: <b>127,007</b>                      Avg impressions per post: <b>1,924</b>  <small>*post views, daily digest clicks, and email notifications opened</small></p>
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**Print media**

Press releases				Media enquires			
<b>10</b>				<b>13</b>			
DoT from last quarter (12)	↓	DoT from this quarter last year (17)	↓	DoT from last quarter (23)	↓	DoT from this quarter last year (22)	↓

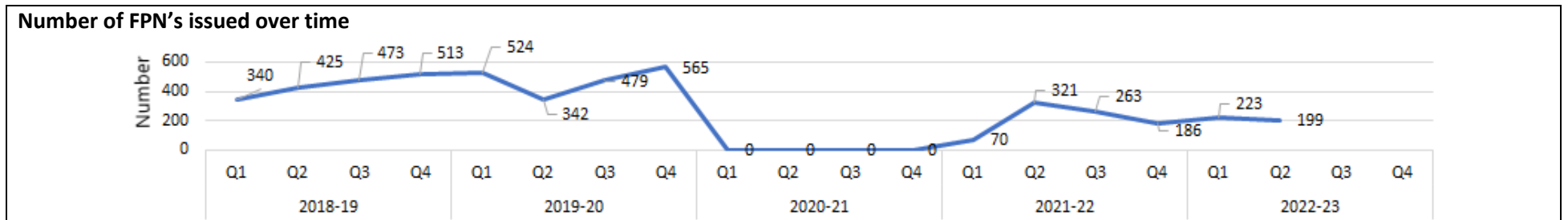
**Key Service Indicators**

**Penalty Charge Notices (PCNs)**



Comment: Number of PCN issued continues to be lower than previous years due to staff vacancies. Currently around 75% of the PCN income is from on-street parking violations and on-street parking will be handed back to Hampshire on the 31<sup>st</sup> March 2023.

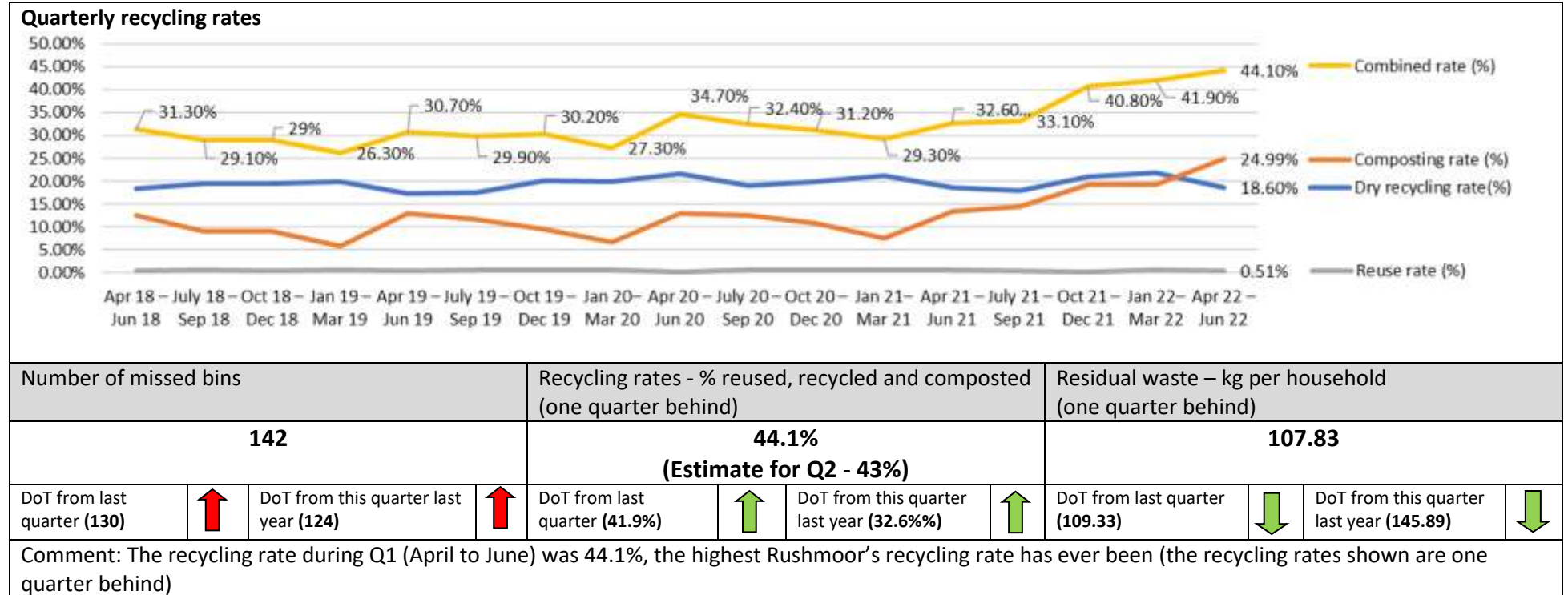
**Fixed Penalty Charge Notices (FPN's) Issued by East Hants District Council for litter and dog fouling**



Comment: In comparison to before the pandemic there have been less FPNs issued, the main factors for this are staff retention, staffing levels due to illness, reduced footfall in town centres and people becoming more aware of Rushmoor's zero tolerance enforcement approach to littering.



## Waste and recycling



## Homelessness

Number of Homelessness enquires				Number placed in B&Bs				B&B costs - gross			
<b>364</b>				<b>24</b>				<b>£33,351 estimate</b>			
DoT from last quarter (313)	↑	DoT from this quarter last year (220)	↑	DoT from last quarter (14)	↑	DoT from this quarter last year (36)	↓	DoT from last quarter (£53,001)	↓	DoT from this quarter last year (£44,832)	↓

### Housing Allocation Pool

Number added to pool this quarter				Number housed this quarter				Total number in the Housing Allocation pool			
<b>162</b>				<b>34</b>				<b>1,680</b>			
DoT from last quarter (130)	↑	DoT from this quarter last year (102)	↑	DoT from last quarter (35)	↓	DoT from this quarter last year (91)	↓	DoT from last quarter (1,571)	↑	DoT from this quarter last year (1,572)	↑
Comment: 34 Housed (a further 37 properties have nominations but not yet housed)											

### Gross affordable housing completions

Number of completions this quarter (target 450 completions over any three year period)	
<b>38</b> (year to date figure: 54)	

### Planning applications

Number of planning applications this quarter			Major and small scale major Applications determined within 13 weeks (target 60%)	Minor (Non householder) Applications determined within 8 weeks (target 65%)	'Other' (Including Householder) Applications determined within 8 weeks (target 80%)	
<b>236</b>						
DoT from last quarter (255)	↑	DoT from this quarter last year (236)	↔	<b>100%*</b>	<b>83.3%**</b>	<b>97.4%***</b>
Comment: * The sole case was determined outside the statutory period but subject to an agreed extension of time and therefore recorded as in time **6 of 18 cases were determined outside the statutory period but were subject to agreed extensions of time and therefore recorded as in time ***21 of 78 cases were determined outside the statutory period but 19 were subject to agreed extensions of time and therefore recorded as in time						

### Planning Appeals

Number of planning appeals submitted	Number of appeals allowed	% of appeals allowed (target 40%)
<b>3</b>	<b>0</b> (1 decision this quarter)	<b>0%</b>
Details of Planning appeals allowed: no planning appeal allowed this quarter		

### Taxation

% of Council Tax collected				% of Business Rates collected			
<b>94.91%</b>				<b>105.61%</b>			
DoT from last quarter (95.45%)	↓	DoT from this quarter last year (94.19%)	↑	DoT from last quarter (117.40%)	↓	DoT from this quarter last year (88.31%)	↑
Comment: Collection rates are improving on same quarter against the same period in the last pre-covid year and are now only 1% down.				Comment: NNDR collection rates are still high at this time of year due to advance payments at the start of the year.			
<b>Quarterly council tax collection</b>				<b>Quarterly NNDR collection</b>			

### Benefits

Number of new claims –476 in Quarter 2												
<ul style="list-style-type: none"> <li><span style="color: orange;">—</span> Number of new claims - Council Tax Support Only</li> <li><span style="color: grey;">—</span> Number of new claims – combined HB &amp; CTS cases</li> <li><span style="color: blue;">—</span> Number of new claims - Housing Benefit Only</li> </ul>												

Average number of days to process new claims				Total benefit caseload			
This data is obtained from Gov UK, & the data for Q4 last year and Q1 this year are not yet available - Estimate 4-5 days				<b>5,801</b>			
DoT from last quarter (Last data available is Q4 – 4 days)	n/a	DoT from this quarter last year (4 days)	n/a	DoT from last quarter (5,854)	↓	DoT from this quarter last year (6,167)	↓
Comment: The HB & CTS caseload numbers continue to be affected by the move from Housing Benefit to Universal Credit – there continues to be a decrease in the HB caseload due to migration to Universal Credit, but an increase in CTS cases							

### Electoral Registration

% of registered properties (properties minus 'true' voids)	DoT from last quarter	DoT from this quarter last year
<b>86.3%</b>	↓ (86.8%)	↓ (86.4%)
Comment: % is slightly down, the same as in previous years, this is due to the start of the annual canvass.		

Rushmoor Borough Council - Corporate Risk Register v9.0 03/11/22 (CABINET)											
Risk Title	Risk Owner	Risk Type	Risk Description & Potential Outcomes	Inherent Risk Score	Inherent Risk Rating	Existing Controls / Mitigation	Residual Risk Score	Residual Risk Rating	Additional Mitigation Planned	Target Risk Score	Target Risk Rating
<b>Strategic Risks (ST) - Total 8 (+/- 0)</b>											
Financial sustainability of public sector partners	Paul Shackley	ST	<p>The financial sustainability of a wide group of public sector partners is negatively impacted, resulting in reduced service provision by all. In this scenario, the range and quality of services available to residents could be affected.</p> <p>This could have negative repercussions for health, education, community outcomes and economic outcomes identified in the Council Business Plan</p> <p>It is possible that the Council would be expected to meet some of this 'gap' in provision thus exposing the Council to potential financial and reputational risk.</p>	12	High	<p>Close partnership working at a senior officer and political level with the Council's public sector partners.</p> <p>Members and Officers are well briefed on potential implications/risks arising from decisions taken by other public sector partners</p>	8	High	Continued horizon scanning/monitoring of the broader policy context	6	Medium
Securing infrastructure investment	Karen Edwards	ST	<p>Inability to attract infrastructure investment through the public and private sector to support priorities and projects identified in the Council Business Plan.</p> <p>In particular, failure to secure investment in the area could lead to a decrease in Rushmoor's competitiveness and attractiveness and put at risk the stated aim for a "thriving Rushmoor economy, vibrant town centres and strong communities who are proud of the area"</p>	12	High	<p>Work with public and private sector infrastructure providers and funders.</p> <p>Horizon scanning in relation to the levelling up agenda and its implications for Rushmoor.</p> <p>Horizon scanning by Policy Team for future funding opportunities</p>	6	Medium	<p>Engage effectively with the 'County Deal' processes and other opportunities to access Government funding, including UK Shared Prosperity Fund and the Levelling Up Fund.</p> <p>Continue to secure support from local stakeholders for projects - including residents, HCC and MP.</p>	6	Medium
Decline in the retail sector/town centre uses and subsequent impact on town centres	Tim Mills	ST	<p>Economic and social changes have a significant negative impact on Farnborough and Aldershot Town Centres and therefore reduce the ability to deliver the Council Plan priority of delivering vibrant town centres. This could result in empty retail units, a loss of facilities and amenities for residents and a possible increase in crime and anti-social behaviour. A decline in retail will also have an impact on Business Rates income for the Council.</p> <p>Changes to Permitted Development undermine Town Centre regeneration</p>	9	High	<p>Programmes of town centre regeneration in both Aldershot and Farnborough which give consideration to future economic and social trends.</p> <p>Dedicated resource within economy team, working with retail sector and other town centre uses e.g. culture and arts.</p> <p>Activity in both town centres to maintain/increase footfall.</p>	6	Medium	<p>Review of engagement with and ongoing provision of business support to Town Centre businesses. Role of the Aldershot Town Centre Task Force being reviewed.</p> <p>Article 4 confirmed however since this time SoFS has requested additional justification and consideration of modification.</p> <p>Work with police to tackle increased or perceived increase in ASB/Crime particularly in Aldershot</p>	6	Medium
Deteriorating economic conditions	Tim Mills	ST	<p>Adverse changes to the economy could result in the loss of major employers within the Borough and/or impacts on particular sectors of the economy. This could result in increasing levels of unemployment and higher levels of deprivation and inequality.</p> <p>Impact of rising inflation on the cost of living, supply chain issues, mismatch of labour supply and fuel shortages have slowed growth and are limiting the strength of the recovery, including on the high street.</p> <p>Changes of this nature have potential implications for the Council in terms of increased demand for services and adverse financial impact. There is also a reputational risk if the Council is not seen to be adequately responding to economic changes or shocks.</p>	9	High	<p>Partnership working with other organisations around support for the economy and local businesses.</p> <p>Engagement with Ward Councillors.</p> <p>Maintaining an understanding of local economic conditions – tracking economic indicators at a local level.</p> <p>Ensuring that key issues/events are escalated to CMT/ELT at the appropriate time.</p> <p>Ensuring that relevant Government support for business is distributed as swiftly as possible</p> <p>Strategic Economic Framework agreed in April 2022.</p>	6	Medium	<p>Revised package of business support being delivered from September 2022 onwards.</p> <p>Invest to grow Incubative enterprise support Seed1 - training LoCase - Low Carbon funding</p> <p>Regular business surveys next one in October 2022 to understand impacts of energy and other recent impacts.</p> <p>Consideration of best approach to Business Support element of SPF as part of development of Investment Plan.</p> <p>Strategic Economic Framework implementation</p>	6	Medium
Poor Health Outcomes within Borough (e.g. obesity, mental health etc)	Karen Edwards	ST	<p>Rushmoor has areas where there are health inequalities and health deprivation. Additional stress and burden on local services – including partner agencies.</p> <p>Aging population. Areas of deprivation have poorer health outcomes and higher demands associated.</p> <p>Diabetes, highest smoking rate in Hampshire, high instance of obesity and inactive adults.</p> <p>Mental Health and wellbeing – lack of funding available at local level</p>	12	High	<p>Supporting Communities Strategy and Action Plan adopted</p> <p>Joint working with partners, particularly with the CCG, HCC and the PCNs with a range of initiatives and plans in place. or being developed.</p> <p>Projects to increase activity and inclusion in the Borough.</p> <p>CPE response group established.</p> <p>New recovery and service structure to be put in place.</p> <p>Identified as a priority for the Council. Executive Director is a member of the ICS Board.</p>	6	Medium	<p>Review approach to resourcing (in conjunction with partners, in particular the CCG and HCC) and then overall approach to delivering the Council's ambitions – to assess resources etc..</p> <p>Development of long-term plans</p> <p>Programme of mental and physical health support to be developed for 2022</p> <p>Focus on Healthy lifestyles – linked to deprivation and work of the food partnership</p>	6	Medium

<p>Poor Educational Attainment - Secondary Schools</p>	Rachel Barker	ST	Educational attainment at secondary education level continues to present challenges. This may have an impact on deprivation, unemployment etc. Impact on the area's local reputation. May impact on service demand.	9	High	HCC responsible for Education. RBC supporting role - Priorities set out in the Supporting Communities Action Plan – focus on increasing aspirations. Joint work on supporting families with Hampshire Children's Services Educational Improvement Group established under the Overview and Scrutiny Committee	6	Medium	Ongoing dialogue with headteachers of key educational establishments e.g. Famborough 6th Form. Engaging with young people relating to skills, development and opportunities.	6	Medium
<p>Changing external policy context</p>	Rachel Barker	ST	Significant fast track change which can have significant impact on services, levels of available resources or the Council's financial position all of which could adversely impact on the Council's ability to deliver its priorities. The long-term economic picture remains uncertain. Reputational risk if the Council is unable to sufficiently adapt to the changing environment.	12	High	Service level risk assessments to consider impacts of potential policy changes on individual Council services. Policy and Communications service to support ELT and CMT with 'horizon scanning' which will assist the Council in identifying and where possible responding to some changes.	6	Medium	Continued engagement with County on County Deal and Devolution Agenda. Continued engagement with Government officials.	6	Medium
<p>Demographic change</p>	Rachel Barker	ST	Changes in Rushmoor's demography could impact on services required or expected by residents as well as how they engage with the economy or society more generally. Any sudden shifts in demography may not be visible to the Council for a period of time which could result in services not being delivered effectively or efficiently and could impact on the Council's ability to deliver its aim of having strong communities who are proud of their area.	6	Medium	Community engagement work may identify some changes ahead of them being reported in data sets. Review and analyse publicly available datasets, alongside those held by the Council. Work with partners to understand trends that exist at a larger geography and potential implications (e.g. aging populations)	6	Medium	Review census information and share widely across the Council and with partners so that trends and their implications are understood – Dec 2022	6	Medium

**Standing Corporate Risks (SC) - Total 17 (+1), 2 not suitable for Public Register, 2 Redacted**

<p>Financial Sustainability</p>	Ross Brown	SC	Government funding declines putting financial sustainability at risk Business Rates base reduces due to lower economic activity Council cannot afford to deliver services on current cost configuration Lack of engagement from officers and members with the financial challenge Savings Programme does not deliver required savings Poor decision making on financial commitments Decisions taken in isolation and do not form part of wider strategy Council does not have adequate reserves to mitigate financial risks June 2022 - Inflationary pressures and increase in PWLB/Other LA interest rates places additional pressure on the Council's finances in 2022/23. Little prospect of Government support October 2022 - Impact from mini-budget in September 2022 has pushed short and long-term interest rates up by 1%. Inflation at 9.9%. Government committed to financial envelope of CSR so looking for Govt.	16	High	MTFS (February 2022) indicates scale of funding gap with regular updates to ELT and Cabinet Positive level of balances (CIPFA FR Index) Revised Savings Programme (CREP) already commenced with ELT sponsorship Council Tax increase maximised for 2022/23 and assumed in MTFS CREP identified a number of savings opportunities Further challenge through STP budget setting process Provisional Local Government Finance Settlement for 2022/23 - rollover with additional funding £1m Challenge with engagement from SMEs Balances and Reserves Strategy 2023/24 to consider how reserve balances will be maintained at adequate level. June 2022 - Cabinet report on High Risk budgets being considered on July 5th. October 2022 - MTFS Update due at Cabinet in Nov 2022 with scenarios and credible plan. Review of in-year savings/STP to have a single, consistent savings approach.	12	High	Delivery of £3m of savings/cost reduction by 2023/24 critical Reserves held for risk (Commercial Property) and long-term liabilities (Pension) Asset disposals for commercial property where cost of holding is high Review of service delivery options Review of Capital expenditure plans Capitalisation direction could be sought S114 notice consideration Future of NHB Consultation Transitional arrangements likely Reprioritisation of resources to ensure financial sustainability can be maintained. June 2022 - Further work planned for P1 Budget Monitoring and additional savings to be identified to mitigate risk October 2022 - Review of emerging Capital Programme to ensure revenue budget is not disturbed by future capital commitments. Development of new savings strategy using new methodologies.	9	High
<p>Threat of Cybercrime &amp; Data Loss</p>	Nick Harding	SC	Threat of outside malicious forces attempting to breach RBC's network. Breach could lead to data loss, loss of service(s) & potential unknown financial loss and possible enforcement action by the ICO. Inability to operate in whole or in part until the breach is addressed Inability to source goods and services to manage IT estate due to pressure on world wide supply chain which could result in unsupported infrastructure/ software or inability to move forward	16	High	Redacted. Full remediation plan in place – details are not included in this report due to their sensitive nature.	12	High	Redacted. Full remediation plan in place – details are not included in this report due to their sensitive nature.	12	High
<p>Major Data Breach – non-technical (human and physical)</p>	Nick Harding	SC	Loss/accidental destruction of/ alteration of/unauthorised access to personal data caused by ineffective processes or lack of training or understanding of training. Shared office space. Home working/hybrid working has additional risks.	12	High	Mandatory training for all; encouraging breach reporting and continuing communication on training and lessons learned from data breaches that have occurred. Access controls – council offices/systems/archive management.	8	High	Corporately follow-up to ensure staff are up to date with the mandatory training	8	High

<p><b>Management of external debt - Interest rate/refinancing risk, access to capital finance</b></p>	<p>Ross Brown</p>	<p>SC</p>	<p>Council debt portfolio (£100m as at 26/08/2022) cannot be refinanced at affordable interest rates/within resources set aside in MTFS Volatility in capital/money markets due to political uncertainty Contraction of inter-authority lending market Ability to manage debt portfolio significant resource and skill requirement Changes to PWLB Lending Terms announced 25/11/2020 by Government with further clarification in August 2021 Council is unable to access PWLB borrowing due to non-compliance with lending rules Council does not consider refinancing or interest rate risk on debt portfolio PWLB rates increase more than Arlingclose forecasts due to economic pressures Increase in BoE base rate in September 2022 to 2.25% - likely to increase further (Arlingclose estimates. 2.75%) Following the mini-budget on 23/09/2022 cost of UK Gilts has increased by around 1% which in turn feeds through into PWLB rates. Cost of borrowing likely to be 4% to 5% over coming months. Lack of clarity on Council's capital expenditure plans may lead to sub-optimal borrowing decision making Asset Management Plan does not provide clear indication of asset holding period making TM decision making more difficult PWLB rates have been increasing since January 2022 and are above MTFS forecasts May 2022 – provisions in the Levelling Up and Regeneration Bill propose ministerial intervention powers on capital finance</p>	<p>12</p>	<p>High</p>	<p>Continual monitoring of debt position and market interest rates Engagement with Arlingclose (Council's Treasury advisors) Treasury Management Strategy sets borrowing limits and interest rate exposure limits External borrowing - refinancing risk mitigated through planned move to longer term borrowing PWLB Lending terms - compliance through TMS and Capital Strategy for 2022/23 Lending from other LAs is available but rates have increased from 0.10% to &gt;4.0%. Arlingclose advice sought and gained Continual review of debt portfolio and refinancing opportunities as part of BAU Development of Asset Management plans including asset disposal to inform debt position MTFS (February 2022) included forecast of higher interest rates on debt Improved cashflow forecasting/future borrowing need tied to Union Yard contract sums Proactive monitoring of metrics to ensure financial risk is mitigated/contained</p>	<p>9</p>	<p>High</p>	<p>Utilising revenue savings of capital receipts to repay debt Further budget and efficiency savings to offset increased borrowing costs Reduce borrowing for future schemes (i.e. risk on existing debt is high so can't take on additional debt) S151 leading management of capital programme to focus on peak debt, affordability and revenue impact of borrowing Target risk likely to remain high given current borrowing level and forecasts Divestment of commercial property assets</p>	<p>4</p>	<p>Medium</p>
<p><b>PCI DSS compliance</b></p>	<p>Ross Brown</p>	<p>SC</p>	<p>Council is not currently fully compliant with PCI DSS which may lead to data breach Fines and investigatory costs from regulator Lack of understanding of PCI DSS options Lack of knowledge and skills across IT, Finance to implement changes that mitigate</p>	<p>12</p>	<p>High</p>	<p>Redacted. Full remediation plan in place – details are not included in this report due to their sensitive nature.</p>	<p>8</p>	<p>High</p>	<p>Redacted. Full remediation plan in place – details are not included in this report due to their sensitive nature.</p>	<p>4</p>	<p>Medium</p>
<p><b>Lack of employee alignment, engagement and development will reduce organisational performance</b></p>	<p>Belinda Tam</p>	<p>SC</p>	<p>A high performing organisations requires employees to be engaged, aligned and developed – significant risk of performance targets not being achieved if these areas are not developed. Increased risk of inability to recruit - and retain.</p>	<p>12</p>	<p>High</p>	<p>Developmental activities: •Annual Development Reviews May-Aug, with learning needs feeding into the corporate Learning and Development plan, and individual service L&amp;D needs/CPD identified •My Learning e-platform for compliance and developmental training, with reminders when training due •Bespoke leadership development – Service/Corporate Manager and Corporate Management team – ongoing Communications via Staff Live, Yammer, People Portal, email, team meetings, 121s Regular and ongoing engagement activities e.g. around savings/transformation and other priority areas. Further people engagement projects to be scoped.</p>	<p>8</p>	<p>High</p>	<p>Continue development and implementation of People Strategy</p>	<p>6</p>	<p>Medium</p>
<p><b>Insufficient funding to proceed with projects</b></p>	<p>Karen Edwards</p>	<p>SC</p>	<p>The Council cannot commit to fund the programme of projects, within the regeneration and property programme. Failure to deliver the schemes as a result of a lack of funding and team resources will not meet the overarching strategy objective as stated in the Council Business Plan to deliver additional income or capital and regenerate our town centres.</p>	<p>16</p>	<p>High</p>	<p>Secured some external grant funding to assist with bridging funding gaps. Review of capital and investment position overall and mindful of CIPFA consultation on debt funding. Ensuring finance colleagues are kept up to date with both current / forecast project spending and potential sales of assets. A capital and investment strategy is being drafted to consider the wider financing needs and timing of receipts.</p>	<p>16</p>	<p>High</p>	<p>Seek additional grant funding to mitigate the risk to the Council. Obtain detailed expert advice and carry out due diligence on major projects and capital commitments. Consider joint ventures and other methods of delivery in order to share the risk/reward. Continue to review financial position in order to determine capacity to support regeneration and property projects. Review opportunities for receipts in the context of income received from these assets. Work with members to establish priorities for commitment of available funding against regeneration programme</p>	<p>4</p>	<p>Medium</p>

<p>External Audit opinion</p>	<p>Ross Brown</p>	<p>SC</p>	<p>Inability to publish Statement of Accounts by statutory deadline  Council is not able to secure an unqualified opinion of the financial statements  Significant governance issues across the authority results in a qualified V/M opinion  National position shows 76 audit opinions from 2019/20 audit have not yet been finalised (Q2 2021)  90% of audit opinions for 2020/21 were not provided by the statutory date (Sept 2021)  Inadequate record keeping or documentation to support key financial statements and accounting judgements  External auditor recommendations are not considered by the Council  Council cannot complete Annual Statement of Accounts by statutory deadline    Council cannot amend draft Statement of Accounts due to lack of suitably qualified/experienced staff and loss of staff through absence  Property unable to find records or respond adequately to EY queries may lead to a limitation of scope opinion or a qualified opinion  Council does not prioritise asset valuation work or responding to audit queries leading to EY to lose confidence in the authority.  Oct 2022 - Opinion for 2019/20 likely in October 2022. Opinion for 2020/21 planned for December 2022. Start of 2021/22 audit tbc</p>	<p>8</p>	<p>High</p>	<p>Finance Manager in post and leading on Statement of Accounts production and liaison with EY  Continued effort to recruit Capital Accountant and Principal Accountant (T&amp;T) to provide adequately resourced, qualified, experienced team  FIP restructure identifies resource requirements within finance  Review of Integra over longer-term to produce accounting information  PSAA aware of local audit performance but remains difficult to address supply-side issues  Audit opinion fatigue - gap between audit is required to ensure learning from previous year can be actioned  Statutory deadlines extended for next 2 audit periods  Delay in implementation of new Accounting Standards</p>	<p>6</p>	<p>Medium</p>	<p>Improved working/information sharing between finance and property given focus on PPE valuations  Increase awareness at HoS and SM level around service responsibilities for final accounts  Impact from 2019/20 onto 2020/21 and 2021/22 process  EY Resourcing not improved  No real prospect of significant improvement over short-term. Significant risk that 2020/21 audit opinion is not available Autumn 2022 with 2021/22 audit opinion being received after statutory deadline  Improvement in management of information across the Council – Concerto, Property team, finance</p>	<p>4</p>	<p>Medium</p>
<p>Loss of Accommodation/ Building (temporary &amp; permanent)</p>	<p>Nick Harding</p>	<p>SC</p>	<p>The councils main building may be lost to natural causes, unforeseeable events of crisis, outside malicious forces or fire    The loss of the building would prevent the council operating at 100% capacity until such time as a secondary building(s) could be set up for officers to work    The financial costs would be extreme, albeit partially if not wholly covered by insurance policies    There is a risk of loss of life for any officers or member of public who may be in the building at the time of said event(s)</p>	<p>8</p>	<p>High</p>	<p>Business continuity plan &amp; IT Disaster recovery plans in place    Contract with Daisy Recovery Services Ltd in place.    Multiple copies of BC/DR Plans have been disseminated also available on Resilience Direct    Fire risk assessments undertaken regularly    Building condition survey undertaken with recommendation</p>	<p>6</p>	<p>Medium</p>	<p>Business continuity plan and IT Disaster recovery plan to be tested – NS/RS/AM    Review BC plans following improvements made due to Covid-19 – NS/AM/RS - 2022    Condition survey review complete</p>	<p>6</p>	<p>Medium</p>
<p>Climate Change – Failure to deliver ambition for a carbon neutral Council by 2030.</p>	<p>Rachel Barker</p>	<p>SC</p>	<p>Risk of not delivering high profile organisational objective due to insufficient resources or lack of support because of other priorities</p>	<p>9</p>	<p>High</p>	<p>Development of a plan and assessing resourcing requirements. This is kept under review    Allocation of ringfenced resource    Driven by Cabinet Member and Working Group    Annual review of plans and inclusion in quarterly monitoring    Establishment of Programme Officer and Apprentice Roles to deliver action plan support.    System of targets and measures being established</p>	<p>6</p>	<p>Medium</p>	<p>Focus on the issues that make the most difference by identifying priority areas.    Develop arrangements to deliver projects with partners.    Incorporate projects within Service Business Plans as part of the Review of the Climate Change Action Plan.</p>	<p>6</p>	<p>Medium</p>
<p>Governance and Decision Making – Not meeting statutory deadlines. Legal challenge to a high profile, or regeneration related, or high value decision made by the Cabinet, Committees or under delegated powers.</p>	<p>Ian Harrison</p>	<p>SC</p>	<p>Risk of non-compliance with legal requirements. Financial loss from costs of defending, or costs of halting development works.  Reputational risk  Risk of delay in delivering key organisational objectives.</p>	<p>9</p>	<p>High</p>	<p>Governance Group meets weekly to consider more complex decision-making matters including Interests and Member engagement.  Delegated decision making is monitored by the Governance Group.  Strengthening of the governance arrangements with improvements to understanding, learning and development for Members on the CGAS committee.  Recruitment of Independent Person (Audit).  Constitution kept under review and training on decision making provided to CMT/Service Managers. There is a guidance note for Executive Decision Making.  Timetables and reminders for deadlines provided by meeting administrators.  Support Corporate Induction on Constitution for staff</p>	<p>6</p>	<p>Medium</p>	<p>Governance Group participation in on-line seminars and reference to PI Reports – e.g. learning from what can go wrong at other Local Authorities,    Training during 2022/23 to improve CGAS committee's oversight of corporate governance and audit matters and training offered for OSC.    Training on Contracts and Financial Standing Orders for planned for CMT and Service Managers    (JS to co-ordinate arrangements in consultation with DS/procurement 2022/23)</p>	<p>6</p>	<p>Medium</p>
<p>Regeneration of town centres does not deliver economic, community and financial benefits - see major projects</p>	<p>Karen Edwards</p>	<p>SC</p>	<p>Anticipated project expenditure of circa £300m expected to require RBC borrowing / rental guarantees / external funding to fulfil.  High levels of public and political interest in both town centre major projects.  Reputation for delivery will be tested.  High intensity of resource required with many interdependent parts - leisure, civic, public realm, retail, hotel, highways etc  Publicly, politically and financially RBC's regeneration interventions are deemed a failure negatively impacting the Council.</p>	<p>9</p>	<p>High</p>	<p>JV Partnership with Hill Group (Rushmoor Development Partnership) - share risk/reward approach    Comprehensive regeneration programme governance process implemented. (Board meets monthly)    Regular Cabinet and Member reporting    External due diligence engaged    External grant funding secured</p>	<p>4</p>	<p>Medium</p>	<p>Further public/market engagement planned.    Wider Town Centre Strategy commissioned for Farnborough    Programme / scheme viability to be reviewed regularly.    Seek further external grant funding to reduce Council financial exposure - LEP / Homes England / High Street Fund etc.</p>	<p>4</p>	<p>Medium</p>



Power cuts affecting Data Centre *NEW*	Nick Harding	SC	Fuel shortages could result in power cuts during the winter period 2022/23. This means that the council would not have access to IT in the Council Offices or remotely should the data centre be affected. The Council Offices currently has no secondary/emergency power generation on site.	12	High	If power outages are for short periods this can be managed, although office accommodation would be unavailable. IT systems would also become unavailable - due to loss of power to the data centre beyond UPS capability. Cloud services not usually interrupted. Third party contract in place to provide portable generator, on call out basis, within approx. 3 hours subject to availability. Staff can work from home and meet via MS Teams etc, however if the data centre is not operational staff will be affected working from any location, including some critical systems and Office 365.	1	Low	Mobile diesel powered electrical generator being temporarily installed for the winter period (initially November 22 to end February 2023), with option to extend, specifically for data centre only. Facilities manager to liaise with tenants and Service Managers on contingency arrangements.	1	Low
Union Street, Aldershot - Major Project	Karen Edwards	SC	Anticipated project expenditure of circa £40m expected to require RBC borrowing / rental guarantees / external funding to fulfil. High levels of public and political interest in scheme. Reputation for delivery will be tested, particularly as the Council is undertaking development of the scheme. Financial modelling builds in assumptions relating to income that are yet to be secured by way of pre-lets. Publicly, politically and financially RBC's regeneration intervention is deemed a failure negatively impacting the Council.	6	Medium	External grant funding secured (£6.5m) Comprehensive regeneration project governance process implemented. (Board meets 2 monthly) Regular Cabinet and Member reporting. External due diligence engaged. Employers agent appointed to review and approve costs and specifications. Commercial advisors appointed to develop leasing strategy for commercial element of scheme Additional resource appointed (Development Manager) to oversee the scheme Entered into main JCT Design and Build contract with Hill Partnerships at end of October.	4	Medium	Engage commercial advisors to assist with pre-let opportunities Currently soft market exercise to identify a management company to oversee student element of the scheme on behalf of the Council Rushmoor Homes Limited to purchase the market rent units from RBC. Consider funding profile in order to best manage risk exposure Engaging the market to confirm end user for the affordable housing element of the scheme	2	Low
Civic Quarter, Farnborough - Major Project	Karen Edwards	SC	Anticipated project expenditure of circa £250m expected to require RBC borrowing / rental guarantees / external funding to fulfil. High levels of public and political interest in scheme. Reputation for delivery will be tested. Publicly, politically and financially RBC's regeneration intervention is deemed a failure negatively impacting the Council.	6	Medium	JV Partnership with Hill Group (Rushmoor Development Partnership) - share risk/reward approach Comprehensive regeneration project governance process implemented. (Board meets monthly) Regular Cabinet and Member reporting. External due diligence engaged. Public engagement undertaken in September 2021. Planning application submitted in March 2022 in order to establish development parameters for the site.	4	Medium	Programme / scheme viability to be reviewed regularly. Seek further external grant funding to reduce RBC exposure - LEP / Homes England / High Street Fund	2	Low

### Escalated Service Risks (ES) - Total 7 (-2 Total, 3 Removed 1 New)

Escalating building costs as well as materials and skilled labour shortages will increase costs and cause delays to projects	Karen Edwards	ES	Data on building material costs indicates there will be significant cost inflation on building materials. There are also reports of delays from supply chains being disrupted through logistical issues and, as building projects recommence or begin after Covid related delays, shortages of key skills in the construction industry.	16	High	Specialist construction advisors have been engaged to support the projects and this includes cost consultants	12	High	Advise members of the emerging issue and impact upon delivery Look at alternative design and delivery options Review the criticality of timelines Agree increases in budget and borrowing	8	High
Reduced Income from Property Portfolio	Tim Mills	ES	Significant loss of income from the Council's property portfolio arising from a variety of reasons including but not limited to Covid, deteriorating economic conditions, downturn in the property market and changing consumer or business habits.	12	High	Establishment of a Property Investment Advisory Group (PIAG) to monitor performance and advise on necessary actions alongside the appointment of LSH Investment Management (LSHIM) to asset manage part of the portfolio and support current in- house skill, knowledge and capacity. Also, the establishment of a Commercial Property Reserve to act as a buffer for any significant in year loss of income.	9	High	Managing income through payment plans, where necessary. Increased emphasis by the service in managing debts. Working with tenants directly and with LSHIM to identify issues and actions and reporting to PIAG. Implementation of asset management system under way. Identifying additional resource to underpin this important source of income by working on options to re-occupy vacant properties and identifying funds for improving the properties for quicker lettings and reducing the rent-free periods. Evaluating opportunities to create additional income to support the Council's financial position and bring forward where possible. This includes repurposing existing assets and adopting an agreed commercial approach to new ground leases.	6	Medium
Failure to reprovide temporary accommodation	Tim Mills	ES	Failure to reprovide temporary accommodation leads to increased street homelessness with significant impact on Town Centres, much poorer outcomes for homeless people, increased costs for the Council through use of Bed and Breakfast and reputational damage due to impacts on individuals and towns. The economic climate causes increased demand and potential losses of landlords	16	High	Temporary Accommodation project seeking to identify, purchase and repurpose accommodation to replace North Lane Lodge and Clayton Court. Partner to provide turnkey solution identified and in place. Working with Mears and others to continue market search.	9	High	Seek to extend timescales with Grainger beyond end 2023 for at least one of the buildings	4	Medium
Website down time *NEW*	Rachel Barker	ES	Council's website unexpectedly 'goes down' outside of office hours. Whilst systems are in place for key staff to be notified, there are no formal out of hours arrangements in place to investigate and resolve the issue which could result in the website being unavailable to residents for a number of days (if over a weekend or a bank holiday). This could be a particular challenge if there are planned service changes during this time or if the website is required to communicate key messages to residents.	16	High	Notification arrangements in place. Informal arrangements in place for issues to be resolved but these rely on the goodwill of staff.	9	High	Review approach with relevant services (IT, digital, comms and customer services) - November 2022	4	Medium

<p>Inaccurate reporting of financial position</p>	<p>David Stanley</p>	<p>ES</p>	<p>Financial reports to Cabinet provide inaccurate financial information leading to poor decision making            Budget holders provide finance with either inaccurate forecasts or unrealistic estimates of future expenditure and income            Budget holders do not engage with finance            Budget holders unaware of budget and spend position            Inflationary pressures not fully identified            Remote working/working from home may make budget monitoring more difficult            Financial information held in Integra is not reviewed by budget holders            Basis of forecasts/estimates does not take into account relevant financial information            Decisions are made on income/expenditure that Finance are not made aware of            Decisions are made on incorrect assumptions            Decisions are taken on an ad-hoc basis without understanding or consideration of wider financial position</p>	<p>6</p>	<p>Medium</p>	<p>Financial Regulations            Budget monitoring process and quarterly reporting            BH access to Integra            Finance team review of transactions and support to BH            Head of Finance provides additional High-Risk financial information to HoS</p>	<p>6</p>	<p>Medium</p>	<p>Improvement to Integra to provide user friendly/budget holder focussed reporting            High-risk reporting through ELT and CMT            Finance Improvement Plan            Wider discussion on Corporate Priorities            Enforcement of budget monitoring processes            Follow-through of revised budget monitoring process (as per April 2022 Cabinet Report)</p>	<p>4</p>	<p>Medium</p>
<p>Financial System</p>	<p>David Stanley</p>	<p>ES</p>	<p>Integra Financial System is not able to support Council requirements            Lack of knowledge and skills within Finance and IT            Patch Management of Integra weak leading to unsupported release            Lack of development of Integra system within RBC means not fit for purpose            Poor engagement from RBC HoS/SM/BH            Link to risk - inaccurate financial reporting            Reliance on external support from CAPITA may be weakened with focus on CENTROS            Alternative financial records are maintained by services bypassing Integra            Current version of Integration due to be unsupported by Capita from 01/04/2024</p>	<p>9</p>	<p>High</p>	<p>Finance and IT are able to maintain current system            Systems Accountant in post since August 2022            Project team established to review options.            Capita conducting a BPR in October 2022</p>	<p>4</p>	<p>Medium</p>	<p>Business Process Review with Capita likely to provide roadmap            Additional resources bid or wider support from Digital Team            Training and Development of existing team and IT staff to provide more detailed knowledge</p>	<p>4</p>	<p>Medium</p>
<p>Changing priorities and outcomes from either RDP partner</p>	<p>Karen Edwards</p>	<p>ES</p>	<p>RBC and Hill Investment Partnership each represent 50% of the Rushmoor Development Partnership. Decisions must be unanimous, any inability to arrive at a decision results in deadlock and delay. Decisions are often time sensitive, any tension/disagreement/conflict may cause delays. The Council sees no return on its investment in the RDP if shared outcomes and values cannot be agreed or conflict is not resolved and fails to deliver on its regeneration aspirations.</p>	<p>9</p>	<p>High</p>	<p>Members Agreement sets out conflict procedures and arbitration process. Regular meetings between partners scheduled at both Investment Team and Board level to discuss decisions.            Projects are jointly developed and agreed via a project plan setting out project outcomes and expected financial position of both parties post development            Portfolio holder is on the RDP Board (With Ex Director and CEx) and Council Members kept informed of progress and key decisions.</p>	<p>4</p>	<p>Medium</p>	<p>Opportunities for relationship building exercises and different working practices now that Covid restrictions have eased.            Informal discussions at RDP Board level to consider business plan and where the RDP can add most value to both partners.            Increase effort on bringing forward project plans swiftly for consideration following submission of outline planning for civic quarter</p>	<p>1</p>	<p>Low</p>

CABINET

COUNCILLOR MAURICE SHEEHAN  
OPERATIONAL SERVICES  
PORTFOLIO HOLDER

15<sup>th</sup> November 2022

REPORT NO. OS2219

KEY DECISION? NO

## REVIEW OF LICENSING FEES

### SUMMARY AND RECOMMENDATIONS:

This report outlines the background and current fees for the Animal, Scrap Metal and Street Trading licensing regimes and proposes new fee scales as set out in the tables in the appendices.

Cabinet is recommended to:

- Approve the proposed Animal Licensing and Scrap Metal Dealer Fees as outlined in this report.

### 1. INTRODUCTION

- 1.1. The purpose of this report is to seek Cabinet approval for the amendment of the current Animal and Scrap Metal Licensing fees.

### 2. BACKGROUND

- 2.1. The Council is facing significant financial pressures in the current year due to the impact of inflation on costs and uncertainty around interest rates and the wider UK economy.
- 2.2. In common with many other local authorities, the Council is also forecasting a funding gap over the Medium-Term Financial Strategy (MTFS) period. A Savings and Transformation Programme is already in place with the Council working on a number of cost reduction and income generation workstreams to mitigate the financial sustainability risk outlined in the MTFS.
- 2.3. In light of the above, it is essential that services review their costs and ensure fees and charges are set at an appropriate level and on the basis of full cost recovery.

### 3. DETAILS OF THE PROPOSAL

## **General**

- 3.1. Details of the proposed animal licensing fees and how they have been calculated are given in the Corporate Governance and Audit Standards Committee (CGAS) report at Appendix 1.
- 3.2. Details of the proposed scrap metal and street trading licensing fees and how they have been calculated are given in the CGAS report at Appendix
- 3.3. The proposed fees have been referred to CGAS as a consultee who have recommended implementation of the proposed fees, and consultation in accordance with the street trading legislation.

## **Alternative Options**

- 3.4. If the recommendations of this report are not implemented, fees would remain unchanged, and we would not accurately recover the costs, or structure our fees appropriately. Licensing fees would continue to come to Cabinet for approval

## **4. IMPLICATIONS (of proposed course of action)**

### **Risks**

- 4.1. There are no risks associated with this report.

### **Legal Implications**

- 4.2. The Council is obliged to work within the relevant regulations to structure fees appropriately and avoid any income over and above a cost recovery basis. There are no other legal implications for this report

### **Financial and Resource Implications**

- 4.3. If fees are not amended, cost recovery is not achieved, and the budgetary impact is demonstrated in the appendices

### **Equalities Impact Implications**

- 4.4. There are no equalities implications arising from this report.

### **Other**

- 4.5. There are no community safety implications arising from this report.

## **5. CONCLUSIONS**

- 5.1. The proposed fee scale for animal and scrap metal dealer licensing is recommended to Cabinet for approval to ensure cost recovery is achieved in accordance with legislation

### **BACKGROUND DOCUMENTS:**

None

### **CONTACT DETAILS:**

**Report Author** – Shelley Bowman - Licensing Manager  
**Head of Service** – James Duggin – Head of Operations



## Appendix 1 CGAS Report in respect of Animal Licensing Fees

**CORPORATE  
GOVERNANCE & AUDIT  
STANDARDS  
COMMITTEE**

**COUNCILLOR MAURICE SHEEHAN  
(OPERATIONAL SERVICES PORTFOLIO  
HOLDER)**

26<sup>th</sup> July 2022

REPORT NO. OS2212

KEY DECISION? NO

### REVIEW OF ANIMAL LICENSING FEES

#### **SUMMARY AND RECOMMENDATIONS:**

This report outlines background and current fees for the Animal Licensing regime and proposes a new fee scale as set out in the table in Appendix A to take effect from 1<sup>st</sup> August 2022.

Recommendation to the Cabinet that these proposed new fees are agreed to take effect from that date.

#### **6. INTRODUCTION**

- 6.1. The purpose of this report is to seek the Committee's approval for the amendment of the current Animal Licensing fees from 1<sup>st</sup> August 2022.

#### **7. BACKGROUND**

- 7.1. The Council is facing significant financial pressures in the current financial year due to the impact of inflation on costs and uncertainty around interest rates and the wider UK economy.
- 7.2. In common with many other local authorities, the Council is also forecasting a funding gap over the Medium-Term Financial Strategy (MTFS) period. A Savings and Transformation Programme is already in place with the Council working on a number of cost reduction and income generation workstreams to mitigate the financial sustainability risk outlined in the MTFS.
- 7.3. In light of the current year's financial pressures and the funding gap over the medium-term, services are expected to review their services to ensure costs are minimised and income from fees and charges take into account issues of cost recovery. This report sets out the position on Animal Fees and should be seen in the wider context of strong budgetary control and robust financial management as a proportionate and balanced response.

- 7.4. Responsibility for the Animal Licensing regime has recently moved from Environmental Health to the Licensing Team. The previous qualified inspector left the authority some time ago, and therefore the inspection activities are currently contracted to the City of London. The fees and charges for the service have not been reviewed since this change was made and a new fee structure is essential to secure cost recovery.

## **8. DETAILS OF THE PROPOSAL**

### **General**

- 8.1. Under the Animal Welfare Act 2018, local authorities may only charge on a cost recovery basis and there is guidance in respect of how fees should be calculated.
- 8.2. The current costs are not recovered by the Council.
- 8.3. Our current fees are generally below our neighbouring authorities, whereas the proposed fees would put us above a number of the authorities, although not all. Some have a different fee scale for some licence types. The comparison with neighbouring authorities is outlined in Appendix B.
- 8.4. It is proposed that fees are amended for the ongoing service to achieve full cost recovery as far as we are able to in accordance with the legislation. The proposed new fee scale is outlined in Appendix A.
- 8.5. The difference that the proposed fees are likely to make to the budget for the remainder of this financial year, and next financial year are outlined in Appendix C.

### **Alternative Options**

- 8.6. No change. Fees would remain unchanged and we would not recover the costs we are able to.
- 8.7. The Licensing Team are currently producing a business case to consider training an animal inspector in-house, which is likely to reduce costs, and therefore enable us to set our fees accordingly. However, if this is the agreed course of action, it takes some time for someone to become qualified, as there is a lengthy period of study, followed by the requirement to carry out a number of supervised inspections to demonstrate competence. Therefore, this will not resolve the issue in the short term, so it is appropriate to set fees based on the current arrangements, as they will be reviewed again on a regular basis.

## **9. IMPLICATIONS**

### **Risks**

- 9.1. There are no risks associated with this report.



### **Legal Implications**

- 9.2. The Council is obliged to work within the relevant regulations to avoid any income over and above a cost recovery basis. There are no other legal implications for this report.

### **Financial and Resource Implications**

- 9.3. If fees are not increased, cost recovery is not achieved and there will continue to be a budgetary shortfall in running the animal licensing service as demonstrated by Appendix C.

### **Equalities Impact Implications**

- 9.4. There are no equalities implications arising from this report.

### **Community Safety Implications**

- 9.5. There are no community safety implications arising from this report.

## **10. CONCLUSIONS**

- 10.1. The new fee scale is recommended to the Committee to be implemented from 1<sup>st</sup> August 2022 to ensure cost recovery is achieved in accordance with the legislation.

### **BACKGROUND DOCUMENTS:**

None

### **CONTACT DETAILS:**

**Report Author** – Shelley Bowman - Licensing Manager  
**Head of Service** – James Duggin – Head of Operations

**Appendix A** Current and proposed fees

Licence Types		Proposed Fees					Current Fees	
		Application Fee	Enforcement fee (dependent on length of licence)				Application Fee	Enforcement Fee
1 yr	2yr		3yr					
Kennels and catteries	New	£460.59	£193.18	£193.18	£193.18		£219.00	£71.00
	Renewal	£370.92	£193.18	£193.18	£193.18		£101.00	£71.00
Home Boarders	New	£344.31	£193.18	£193.18	£193.18		£212.00	£59.00
	Renewal	£295.03	£193.18	£193.18	£193.18		£101.00	£59.00
Dog Day Care	New	£437.33	£193.18	£193.18	£193.18		£212.00	£59.00
	Renewal	£382.25	£193.18	£193.18	£193.18		£101.00	£59.00
Breeders	New	£477.72	£206.77	£220.37	£233.96	+Vet fee*	£240.00	£72.00
	Renewal	£370.92	£206.77	£220.37	£233.96		£125.00	£72.00
Pets for Sale	New	£554.83	£206.77	£220.37	£233.96		£240.00	£72.00
	Renewal	£466.39	£206.77	£220.37	£233.96		£125.00	£72.00
Animals for exhibition	New	£554.83	£0.00				£212.00	£59.00
	Renewal	£466.39	£0.00				£101.00	£59.00
Dangerous Wild Animals	New	£554.83	£0.00	£0.00	£0.00	+ Vet Fee*	Enquire	
	Renewal	£466.39	£0.00	£0.00	£0.00	+ Vet Fee*	Enquire	
Hiring Horses	New	£570.75	£324.15	£455.12	£586.09	+ Fee per Horse	£240.00	£79.00
	Renewal	£433.66	£324.15	£455.12	£586.09	+ Fee per Horse	£139.00	£79.00
	Fee per horse			First 10 horses		£18.00	*Vet Fee as invoiced to RBC	
				Next 11-50 horses		£12.00		
			Each horse over 51		£9.60			

Zoo	New / Renewal	Price on Application					Price on Application	
<b>Miscellaneous</b>								
Minor Variation		£15.10					£75.00	
Re-Rating or Major variation		£159.53					£50.00	
Additional copy of Licence		£5.92					£30.00	

## Appendix B Current fees charged by neighbouring authorities

Licence Types	Basingstoke & Deane			Guildford			Hart			Surrey Heath			Waverley			Rushmoor Proposed			
	App	Enf	Total	App	Enf	Total	App	Enf	Total	App	Enf	Total	App	Enf	Total	App	Enf	Total	
Kennels and catteries	New	*270	*268	<b>538</b>	400	123	<b>523</b>	*352	N/A	<b>352</b>	195	113	<b>308</b>	398	312	<b>710</b>	460.59	193.18	<b>653.77</b>
	Renewal	*206	*258	<b>464</b>	400	123	<b>523</b>	*352	N/A	<b>352</b>	185	113	<b>298</b>	398	312	<b>710</b>	370.92	193.18	<b>564.10</b>
Home Boarders	New	215	215	<b>430</b>	400	123	<b>523</b>	252	N/A	<b>252</b>	155	86	<b>241</b>	346	312	<b>658</b>	344.31	193.18	<b>537.49</b>
	Renewal	153	208	<b>361</b>	400	123	<b>523</b>	252	N/A	<b>252</b>	145	86	<b>231</b>	346	312	<b>658</b>	295.03	193.18	<b>488.21</b>
Dog day care	New	N/A	N/A	<b>N/A</b>	400	123	<b>523</b>	252	N/A	<b>252</b>	155	86	<b>241</b>	398	312	<b>710</b>	437.33	193.18	<b>630.51</b>
	Renewal	N/A	N/A	<b>N/A</b>	400	123	<b>523</b>	252	N/A	<b>252</b>	145	86	<b>231</b>	398	312	<b>710</b>	382.25	193.18	<b>575.43</b>
Breeders	New	*270	*268	<b>538</b>	400	123	<b>523</b>	**277/377	N/A	<b>277/377</b>	195	113	<b>308</b>	346	312	<b>658</b>	477.72	206.77	<b>684.49</b>
	Renewal	*206	*258	<b>464</b>	400	123	<b>523</b>	**277/377	N/A	<b>277/377</b>	185	113	<b>298</b>	346	312	<b>658</b>	370.92	206.77	<b>577.70</b>
Pets for Sale	New	270	268	<b>538</b>	400	123	<b>523</b>	***252/352	N/A	<b>252/352</b>	195	113	<b>308</b>	346	312	<b>658</b>	554.83	206.77	<b>761.60</b>
	Renewal	206	258	<b>464</b>	400	123	<b>523</b>	***252/352	N/A	<b>252/352</b>	185	113	<b>298</b>	346	312	<b>658</b>	466.39	206.77	<b>673.17</b>
Animals for exhibition	New	270	268	<b>538</b>	143	72	<b>215</b>	352	N/A	<b>352</b>	0	0	<b>0</b>	346	312	<b>658</b>	554.83	0.00	<b>554.83</b>
	Renewal	206	258	<b>464</b>	143	72	<b>215</b>	352	N/A	<b>352</b>	0	0	<b>0</b>	346	312	<b>658</b>	466.39	0.00	<b>466.39</b>
Dangerous Wild Animals	New	N/A	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	377	N/A	<b>377</b>	*2172	0	<b>2172</b>	N/A	N/A	<b>N/A</b>	554.83	0.00	<b>554.83</b>
	Renewal	N/A	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	377	N/A	<b>377</b>	*1086	0	<b>1086</b>	N/A	N/A	<b>N/A</b>	466.39	0.00	<b>466.39</b>
Hiring Horse	New	270	268	<b>538</b>	400	123	<b>523</b>	#275/375	N/A	<b>275/375</b>	N/A	N/A	<b>N/A</b>	*398/476/549	338	<b>736 - 887</b>	570.75	324.15	<b>894.90</b>
	Renewal	206	258	<b>464</b>	400	123	<b>523</b>	#275/375	N/A	<b>275/375</b>	N/A	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	433.66	324.15	<b>757.81</b>
Zoo	New	683	0	<b>683</b>	N/A	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	On App	On App	<b>On App</b>
	Renewal	411	0	<b>411</b>	N/A	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	On App	On App	<b>On App</b>
Minor Variation		24	N/A	<b>24</b>	92	N/A	<b>92</b>	126	N/A	<b>126</b>	53	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	15.10	N/A	<b>15.10</b>
Re-Rating or Major variation		233	N/A	<b>233</b>	224	N/A	<b>233</b>	126	N/A	<b>126</b>	100	N/A	<b>N/A</b>	208	N/A	<b>208</b>	159.53	N/A	<b>159.53</b>
Additional copy of Licence		24	N/A	<b>24</b>	N/A	N/A	<b>24</b>	126	N/A	<b>126</b>	28	N/A	<b>N/A</b>	N/A	N/A	<b>N/A</b>	5.92	N/A	<b>5.92</b>
Notes		* more than 20 animals or 1 bitch: otherwise as per home boarders						*over 20 animals **less than/more than 3 bitches ***Domestic/Commercial #up to 20/over 20			* per animal			* 1-8/9-15/15+ horses NB: £156 for each additional visit / inspection			Enforcement fee may differ dependent on duration of licence granted. The above is based on a 1 year licence.		

NB: All authorities add Vets fees where required based on the assessment needed at the time

### Appendix C Expected income

August 2022 – March 2023			Financial Year 23/24		
Current Fees	Proposed Fees	Difference	Current Fees	Proposed Fees	Difference
£1890	£4442.56	+£2552.56	£3177	£9466.98	+£6289.98



## Appendix 2 CGAS Report in respect of Street Trading and Scrap Metal Fees

**CORPORATE  
GOVERNANCE & AUDIT  
STANDARDS  
COMMITTEE**

**COUNCILLOR MAURICE SHEEHAN  
(OPERATIONAL SERVICES PORTFOLIO  
HOLDER)**

**26<sup>th</sup> September 2022**

**REPORT NO. OS2216**

**KEY DECISION? NO**

### **REVIEW OF SCRAP METAL AND STREET TRADING LICENSING FEES**

#### **SUMMARY AND RECOMMENDATIONS:**

This report outlines background and current fees for the Scrap Metal and Street Trading licensing regimes and proposes a new fee scale as set out in the tables in Appendix A.

The Corporate Governance and Audit Standards Committee are recommended to:

- Approve the proposed Scrap Metal Dealer Fees as outlined in this report, to take effect from 1<sup>st</sup> October 2022; and
- Approve consultation in accordance with legislation in respect of the Proposed Street Trading Fees and where no significant representations are received that they take effect from 1<sup>st</sup> December 2022

#### **11. INTRODUCTION**

11.1. The purpose of this report is to seek the Committee's approval for the amendment of the current Scrap Metal and Street Trading Licensing fees.

#### **12. BACKGROUND**

12.1. The Council is facing significant financial pressures in the current financial year due to the impact of inflation on costs and uncertainty around interest rates and the wider UK economy.

12.2. In common with many other local authorities, the Council is also forecasting a funding gap over the Medium-Term Financial Strategy (MTFS) period. A Savings and Transformation Programme is already in place with the Council working on a number of cost reduction and income generation workstreams to mitigate the financial sustainability risk outlined in the MTFS.

- 12.3. In light of the current year's financial pressures and the funding gap over the medium-term, services are expected to review their services to ensure costs are minimised and income from fees and charges take into account issues of cost recovery. This report sets out the position on Scrap Metal and Street Trading Fees and should be seen in the wider context of strong budgetary control and robust financial management as a proportionate and balanced response.
- 12.4. In addition, the current fee structure for these regimes does not separate the administration and enforcement costs as required by the Provision of Services Regulations 2009.

### **13. DETAILS OF THE PROPOSALS**

#### **General**

##### **Scrap Metal Dealers**

- 13.1. Under the Scrap Metal Dealers Act 2013, local authorities may only charge on a cost recovery basis and there is guidance in respect of how fees should be calculated.
- 13.2. Having reviewed our current costs against some recent changes in structure and process, our current fees no longer accurately reflect the cost of administering the regime.
- 13.3. Our current fees are generally below our neighbouring authorities, the proposed fees would put us below some and above others dependent on the licence type. The comparison with neighbouring authorities is outlined in Appendix B – Table 1.
- 13.4. It is proposed that fees are amended for the ongoing service to achieve full cost recovery as far as we are able to in accordance with the legislation. The proposed new fee scale is outlined in Appendix A – Table 1.
- 13.5. The difference that the proposed fees are likely to make to the budget for the remainder of this financial year, and next financial year are outlined in Appendix C – Table 1.

##### **Street Trading**

- 13.6. Under the Local Government (Miscellaneous Provisions) Act 1982, local authorities may charge what is reasonable for the grant of a street trading consent.
- 13.7. Having reviewed our current costs against some recent changes in structure and process, our current fees and fee structure no longer accurately reflect the cost of administering the regime.
- 13.8. Both our current and the proposed fees are generally below our neighbouring authorities, although fee structures differ between authorities. The



comparison with neighbouring authorities is outlined in Appendix B – Table 2. It also appears that some authorities include the cost of rent of the pitch itself where on Council land e.g. town centres. Rushmoor charge separately for the rent of any land which is owned by them, therefore the fees proposed cover only the street trading consent element.

- 13.9. It is proposed that fees are amended for the ongoing service to achieve full cost recovery as far as we are able to in accordance with associated legislation. The proposed new fee scale is outlined in Appendix A – Table 2.
- 13.10. As part of this proposal, it is recommended that we remove the current fee for charitable street trading. If a trader is giving the profits from their trading to charity, this would fall under a charitable collection permitted by other legislation and licensed with no fee and is therefore exempt from street trading. In light of this, the charitable fee is not applied to any street trading application and is therefore not necessary.
- 13.11. The difference that the proposed fees are likely to make to the budget for the remainder of this financial year, and next financial year, based on current applications are outlined in Appendix C – Table 2. However, several event organisers choose not to have street trading at their event on liaison with the licensing team due to the current fee. Given that it is proposed that we separate events and have a different fee for them in the new structure, in acknowledgement of the short-term duration of the licence, we may see an increase in applications of this nature.
- 13.12. Before varying changes to the fees, the legislation requires local authorities to give notice to current licence holders and publish a notice in a local newspaper advertising the proposed changes and giving a reasonable period for representations. It is proposed that we allow a period of 28 days for representations, and if there are no significant representations received within this period, that the proposed fees are implemented with effect from 1<sup>st</sup> December 2022.

### **Alternative Options**

- 13.13. No change. Fees would remain unchanged and we would not accurately recover the costs, or structure our fees appropriately.

## **14. IMPLICATIONS**

### **Risks**

- 14.1. There are no risks associated with this report.

### **Legal Implications**

- 14.2. The Council is obliged to work within the relevant regulations to structure fees appropriately and avoid any income over and above a cost recovery basis. There are no other legal implications for this report.

### **Financial and Resource Implications**

- 14.3. If fees are not amended, cost recovery is not achieved, and the budgetary impact is demonstrated by Appendix C.

### **Equalities Impact Implications**

- 14.4. There are no equalities implications arising from this report.

### **Community Safety Implications**

- 14.5. There are no community safety implications arising from this report.

## **15. CONCLUSIONS**

- 15.1. The proposed fee scale for scrap metal dealers is recommended to the Committee to be implemented from 1<sup>st</sup> October 2022 to ensure cost recovery is achieved in accordance with the legislation.
- 15.2. The proposed fee scale for street trading is recommended to the Committee to be subject to public consultation for a period of 28 days, and if no significant representations are received to be implemented from 1<sup>st</sup> December 2022. Where significant representations are received, it is recommended that they are bought back to the Committee for consideration.

### **BACKGROUND DOCUMENTS:**

None

### **CONTACT DETAILS:**

**Report Author** – Shelley Bowman - Licensing Manager  
**Head of Service** – James Duggin – Head of Operations

**Appendix A** Current and proposed fees

**Table 1 – Scrap Metal Dealers**

	<b>Current Fee</b>	<b>Proposed Application Fee</b>	<b>Proposed Enforcement Fee (payable on grant)</b>	<b>Proposed Total</b>	<b>Variance (£)</b>	<b>Variance (%)</b>
<b>Collectors Licence</b>						
New	£160	£228.07	£45.31	£273.38	+£113.38	+71%
Renewal	£160	£202.20	£45.31	£247.51	+£87.51	+55%
Change of details / replacement licence	-	£18	-	£18	-	-
<b>Site Licence</b>						
New	£400	£283.95	£90.62	£374.57	-£25.43	-6%
Renewal	£400	£193.33	£90.62	£283.95	-£116.05	-29%
Variation of Licence	£80	£193.33	-	£193.33	+£113.33	+71%
Change of details / replacement licence	-	£5.92	-	£5.92	-	-

**Table 2 – Street Trading**

	<b>Current Fee</b>	<b>Proposed Application Fee</b>	<b>Proposed Enforcement Fee (payable on grant)</b>	<b>Proposed Total</b>	<b>Variance (£)</b>	<b>Variance (%)</b>
New	£342	£183.60	£67.97	£251.56	-£90.44	-26%
Renewal	£342	£160.94	£67.97	£228.91	-£113.09	-33%
Charitable	£117.50	-	-	-	-	-
One off Event (up to 7 days)	£342	£183.60	-	£183.60	-£158.40	-46%
Change of Details (e.g. name, address)	-	£5.92	-	-	-	

**Appendix B** Current fees charged by neighbouring authorities

**Table 1 – Scrap Metal Dealers**

	<b>Basingstoke &amp; Deane</b>	<b>Guildford</b>	<b>Hart</b>	<b>Surrey Heath</b>	<b>Waverley</b>	<b>Rushmoor Proposed</b>
<b>Collectors Licence</b>						
New	£313	£187	£363	£219	£443	£273.38
Renewal	£313	£187	£363	£219	£237	£247.51
Change of details / replacement licence	£28	-	£56	-	£422	£18
<b>Site Licence</b>						
New	£423	£204	£405	£435	£484	£374.57
Renewal	£423	£204	£405	£435	£278	£283.95
Variation of Licence	£79	-	£118	-	£484	£193.33
Change of details / replacement licence	£28	-	£36	-	-	£5.92

**Table 2 – Street Trading**

Basingstoke & Deane		Hart		Surrey Heath			Waverley		Rushmoor Proposed			
Street trading consents		<ul style="list-style-type: none"> <li>• 12 months: £513</li> <li>• three months: £131 (seasonal consent, only one issued per calendar year)</li> </ul>		Charge For	Initial Cost	Renewal Cost	Total Cost	Description	Fee	New	251.56	
Annual street trading consents (new)	£860			Fast Food / Ice Cream Vehicles or stalls	£2,158	£1,079	N/A	Sole trader, annual consent	£376	Renewal	228.91	
Annual street trading consents (renewal)	£503			Other Food Vehicles or Stalls / Non-Food Traders (incl stalls)	£1,262	£631	N/A	Schedule 2 event, up to 50 traders, annual consent	£484	One off event	183.60	
Each additional van	£36			Daily Charge for Stall in Town Centre	N/A	N/A	£48	Schedule 2 event, 51 traders or more, annual consent	£497			
Short term consents (monthly for example Xmas trees)	£276			Weekly Charge for Stall in Town Centre	N/A	N/A	£202	Schedule 2 event, up to 50 traders, single event	£441			
Replacement badge	£28			Monthly Charge for Stall in Town Centre	N/A	N/A	£664	Schedule 2 event, 51 traders or more, single event	£454			
Replacement consent	£28			Annual Charge – Out of Town Food Traders (One day per week)	£586	£293	N/A					
				Annual Charge – Camberley Town Centre – markets/events 37 days a year (to include 25 markets and 12 events)	£2,482	£1,241	N/A					
				Initial Licence Premium = Renewal x 2								

## Appendix C Expected impact on income

### Table 1 – Scrap Metal Dealers

October 2022 – March 2023			Financial Year 23/24		
Current Fees	Proposed Fees	Difference	Current Fees	Proposed Fees	Difference
£400	£283.95	-£116.05	£880	£1026.48	+£146.48

### Table 2 – Street Trading

December 2022 – March 2023			Financial Year 23/24		
Current Fees	Proposed Fees	Difference	Current Fees	Proposed Fees	Difference
£1368	£915.64	-£452.36	£5130	£3343.03	-£1786.97

CABINET

COUNCILLOR ADRIAN NEWELL  
PLANNING AND ECONOMY PORTFOLIO HOLDER15<sup>th</sup> NOVEMBER 2022

REPORT NO. EPSH2234

KEY DECISION? NO

**CONSERVATION AREA APPRAISALS AND MANAGEMENT PLANS****SUMMARY AND RECOMMENDATIONS:**

This report seeks Cabinet's approval to:

- a. adopt the St Michael's Abbey Conservation Area appraisal and management plan (Appendix 1);
- b. adopt the Farnborough Hill Conservation Area appraisal and management plan (Appendix 2);
- c. agree to reconsult on the revised appraisal for Farnborough Street Conservation Area (Appendix 3) solely to seek views on whether it should be extended to include the Station Master's House, and thereafter delegate authority to the Head of Economy, Planning and Strategic Housing (in consultation with the Portfolio Holder) to make any necessary final amendments to this boundary in the light of consultee comments received before it is finally adopted.
- d. consult on a draft Aldershot West Conservation Area appraisal and management plan (Appendix 4) and give delegated authority to the Head of Economy, Planning and Strategic Housing (in consultation with the Portfolio Holder) to make any minor revisions to the text of the appraisal in the light of consultee comments received before it is finally adopted.

**1. INTRODUCTION**

- 1.1. The Planning team has been reviewing the borough's conservation areas over the last three years. In previous rounds, the Cabinet has approved appraisals for Military Town, Basingstoke Canal, Cargate and Manor Park that have seen some revisions to boundaries.
- 1.2. This report now seeks approval for the next tranche of conservation area appraisals and management plans.
- 1.3. It is proposed to "cancel" the current Farnborough Hill Conservation Area as it stands and "split" it into two separate areas (Farnborough Hill and Farnborough Street). The current St Michael's Abbey Conservation Area has also been reviewed. All three appraisals recommend that parts of the current areas are no longer included within conservation area boundaries.

The proposal to do so was the subject of a consultation exercise during November and December 2021 and the findings of this exercise are reported below.

- 1.4. Finally, this report confirms the findings of a review of the Aldershot West Conservation Area undertaken in July 2022. It recommends that no alterations are made to its boundaries.

## **2. BACKGROUND**

- 2.1 A conservation area is “an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance” which local authorities such as Rushmoor have the right to establish. There are currently eight of these in Rushmoor. By law, the council must keep these areas under review ‘from time to time’<sup>1</sup>. This means, the council can extend, alter or reduce their boundaries. The council made a commitment in the Rushmoor Local Plan (Policy HE3) to do this.
- 2.2 The National Planning Policy Framework states that “when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.”
- 2.3 The council published an overall framework for this review when work began in 2019.

## **3 DETAILS OF THE PROPOSAL**

### **St Michael’s Abbey CA (Appendix 1)**

- 3.1 This conservation area is located north of Farnborough and centred on the historic St Michael’s Abbey and its grounds with its northern boundary formed by the mainline railway line to London Waterloo. The appraisal acknowledges the intrinsic merit of the conservation area but recommends the removal of parts of it including the Rectory Road recreational area, the modern housing developments on Abbey Way, Douai Close and Monks Close as well as Salisbury Road, Rectory Road and Rapallo Close as they lack sufficient architectural or historic interest overall. Trees of value in these removed areas not already covered by Tree Preservation Orders, will be subject to new orders where there is a justification.

### **Farnborough Hill/ Farnborough Street CA (Appendices 2 and 3)**

- 3.2 The current Farnborough Hill Conservation Area covers a swathe of land north of Farnborough town centre. It was last reviewed in 1989. Early research as part of this latest appraisal recommended that the conservation area be split into two, as Farnborough Hill and Farnborough Street are different in their character and land use and, following proposed boundary changes, no longer adjoining. Farnborough Hill is dominated by the school

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<sup>1</sup> S69(1) Planning (Listed Buildings and Conservation Areas) Act 1990



and its grounds whereas Farnborough Street is a distinct, historic residential neighbourhood.

- 3.3 The review for the Farnborough Hill Conservation Area recommends the removal of the modern houses built along Woodland Crescent and Ship Lane after the designation of the original conservation area, the 1960s housing on Woodstocks and The Chase, and houses in Home Farm Close, Highgate Lane, Chingford Avenue and Chapel Street which are not considered to be of sufficient historic or architectural significance or character to justify continued inclusion in the conservation area. Relevant trees affected by the boundary changes will be protected by Tree Preservation Orders where there is a justification to do so. The presence of the former Station Master's House on the east side of the tracks adjacent to Farnborough North Station and the recent planning permission to use it for community purposes has raised the question as to whether it should be included within the Conservation Area Boundary. This is considered appropriate, and as per the recommendation above, further consultation will be necessary before the associated alteration to the boundary can form part of the conservation area.

#### **Aldershot West Conservation Area (Appendix 4)**

- 3.4 This conservation area was designated in 1980 but has never been formally appraised or reviewed. It has a mixed character but is distinctive overall because it retains examples of Aldershot town centre as it was in the early 20<sup>th</sup> century. It is recommended that the boundaries be retained as they currently are and not extended.
- 3.5 Officers considered taking the 1980s Highview Lodge sheltered flats out of the conservation area but it is considered that these flats acknowledge their setting within a conservation area. Moreover, the relationship between these flats and the Municipal Gardens to the south is an important one that should continue to be protected.
- 3.6 The Planning team will consult on this appraisal. Delegated authority is sought to allow the Head of Economy, Planning and Strategic Housing to make any minor revisions following this consultation before it is finalised.

#### **4 DETAILS OF THE CONSULTATION FINDINGS**

- 4.1 We consulted on the Farnborough Hill/ Farnborough Street/ St Michael's Abbey conservation area appraisals between 1 November and 13 December 2021.
- 4.2 We used a mix of outreach methods to raise awareness of the appraisals. These included: neighbourhood leaflet drop; notification of all interested bodies about the proposals including Historic England and all civic amenity groups as well as email notification to people registered on the Local Plan database and residents in the area who had previously expressed an interest in the topic. The details of the appraisals were published online and publicised through the council's social media outlets. Two online sessions

were held along with “drop in” sessions at the council offices for members of the public who could not attend online.

### St Michael’s Abbey

- 4.3 The consultation recorded 27 responses to this consultation including one response signed by 10 residents on Rectory Road. These responses are summarised below along with officers’ responses.

Issue	Response
Concern that areas are being removed from the conservation area	The last review of St Michael’s Abbey Conservation Area took place in 1989. As with Farnborough Hill, this appraisal complies with obligations given in our Local Plan and the Planning (Listed Buildings and Conservation Areas) Act 1990. National policy makes clear that the concept of conservation should not be devalued through the designation of areas that lack special interest.
Concern that development has been allowed within the conservation area which now requires boundaries to be amended	The purpose of conservation area designation is not to prevent development. Change is inevitable but as a planning authority we seek to manage change in a way that conserves and enhances the character and appearance of historic areas. It is important to note that some development in or adjoining conservation areas that could be considered detrimental to their character and appearance do not require planning permission. Planning applications are determined in accordance with the Local Plan unless material considerations indicate otherwise. The preparation of a character appraisal provides information on the significance of the area and identifies threats to its special architectural or historic interest. The adopted character appraisal will be a material consideration in decision making.
Concern that the de-designation of open spaces will lead to development of open land (sub areas 1 & 2)	Sub area 1 (St Michael’s Abbey and Grounds) – The consultation draft document identifies that the Listed Building status of the abbey and mausoleum provides protection to the buildings and their curtilage, and requires the council to consider their setting in decision making. On balance, Sub Area 1 demonstrates special historic interest that is desirable to preserve in the form of the landscaped setting of the listed building, reflecting its continued use by the Abbey. Sub Area 1 will therefore remain in the conservation area. This will ensure that the setting and views of the buildings are considered in decision making. The management of the

Issue	Response
	<p>conservation area would also require the landowner to notify the council of works to trees.</p> <p>Sub Area 2 (Rectory Road Recreation Area) - This public open space is owned and managed by the council. The recreation ground is already protected through Local Plan policy given the limited opportunity to create new open space in the borough. In addition, the playing pitches are protected by Local Plan and this sub area is designated as an Important Open Area in the Rushmoor Local Plan. The longstanding break in ownership and use of the land for sport and recreation means that this area does not demonstrate special historic interest.</p>
<p>Concern that the de-designation will impact the woodland at end of Monks Close / there is no defined plan for the preservation of trees and woodland</p>	<p>The majority of the open spaces in and around Monks Close / Abbey Way are the responsibility of Hampshire County Council as they are located within the designated highway verge. The County Council is deemed to be a responsible tree owner. S115 of the Environment Act 2021 has introduced a new duty on Highway Authorities to consult members of the public before considering the felling of street trees subject to certain exemptions. The woodland area above the green is in private ownership and the trees will be surveyed, and Tree Preservation Orders served where justified.</p>
<p>Abbey Way protects the view of Farnborough Abbey</p>	<p>Conservation areas are a heritage designation that applies to areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance. Conservation areas should be supported by conservation area appraisals in order to justify their designation. Sub Area 3 (Abbey Way, Douai Close and Monks Close) does not demonstrate special architectural or historic interest and therefore should not be designated as a Conservation Area.</p>
<p>Full information has not been made available to the general public, especially those that are not online for various reasons</p>	<p>Due to the Covid 19 pandemic the opportunity for face-to-face public consultation was limited. However, for those who did not have access to the internet, material was circulated to residents in the conservation area by post, and the draft documents were available to view at local libraries and the council offices. In addition, officers were available to discuss the proposals by telephone and we held an in person drop in information event at the Council offices on 19 November 2021.</p>

## Farnborough Hill/ Farnborough Street responses

- 4.4 We received 70 responses to this consultation. The main issues raised are summarised below along with officers' responses.

Issue	Response
What is the need for the review?	The council gave a commitment to do this review in the Rushmoor Local Plan (2019). We are also legally obliged to do this. The last review was undertaken in 1989. This review has identified some areas that should be removed because they do not demonstrate special architectural or historic interest consistent with advice in National Planning Policy.
Concern that the de-designation of open spaces will lead to development of open land	The listed building status of Farnborough Hill School provides protection to the buildings and their curtilage and requires the council to consider their setting in decision making. The school and its grounds are also designated as an Important Open Area in the Local Plan and the playing fields are therefore protected by Local and National Planning Policy. On balance, we consider that Farnborough Hill School and its grounds demonstrates special historic interest that is desirable to preserve in the form of the landscaped setting of the listed building. It is therefore proposed that Farnborough Hill School and its grounds retain conservation area status and are designated as a 'stand alone' conservation area supported by a character appraisal and management plan. This will ensure that the setting and views of the listed building are considered in decision making. The management of the conservation area would also require the landowner to notify the council of works to trees.
Value in retaining the grounds of the Nationally Listed School as a Conservation Area	Historic England advise that the amalgamation of buildings and landscaping represent an area that gains value from each of the elements within it and, as such the consideration should be given to retaining the protection that the conservation area gives to each of the different elements whether they are protected by other heritage designations or not. It is therefore proposed that the school will keep its conservation area designation.
Loss of street trees and other trees	The protection offered by other designations are not affected by the conservation area review process, such as trees protected by Tree Preservation Orders. Trees on highway land are

Issue	Response
	<p>managed and maintained by Hampshire County Council, the highway authority, which is considered to be a responsible tree owner. There are new requirements on the highway authority in relation to proposals to fell street trees introduced by S115 of the recently enacted Environment Act 2021.</p>
<p>Concern that change is to enable development</p>	<p>The purpose of the review programme is to ensure that the council has up-to-date evidence (character appraisals) to justify the extent of its conservation areas and what makes them of special architectural or historic interest. The council has no control over the submission of planning applications and is required to determine all valid applications that are submitted. Any proposed development would be determined against the Rushmoor Local Plan and relevant supplementary guidance as well as National Planning Policy. There are a wide range of development types that are permitted development both within and outside of conservation areas. These include removal of boundary walls, replacement windows, replacing front gardens with parking areas.</p>
<p>Concerns at the removal of Highgate Lane and Chingford Avenue from the Conservation Area (examples of interwar "Tudorbethan" housing, good quality, distinctive style, many of the original residents worked at the Royal Aircraft Establishment, wrong to break link between Farnborough Hill and St Michaels)</p>	<p>Officers have carefully reviewed these comments but determine that the properties / streets in question do not demonstrate 'special' architectural or historic interest. To be of special architectural interest a building must be of importance in its design, decoration or craftsmanship. Special interest may also apply to particularly significant examples of building types or techniques and significant planned forms. To be able to justify special historic interest a building must illustrate important aspects of history.</p> <p>Buildings which have been built from 1850 to 1945 have to be carefully assessed due to the increased number of buildings erected and having survived to the present day. Progressively greater selection is necessary as more recently constructed building have yet to stand the test of time. Conservation Areas are more than just buildings, they encompass evidence of the area's historic development. This includes its form, townscape, character and architectural style as well as its historic associations and how the setting contributes and effects the historic assets within the conservation</p>

Issue	Response
	<p>area. The setting of a conservation area includes, for example, boundary treatments, street furniture and trees, which are important in creating a sense of place which makes an area unique and of special interest. Highgate Lane and Chingford Avenue were assessed against factors other than the buildings which are summarised below:</p> <ul style="list-style-type: none"> <li>• Gardens and Trees - The trees are almost exclusively to the north of Highgate Lane (which will retain conservation area status) and are a defining feature. However, the houses along the southern side of the lane have lost their front gardens to hardstanding parking areas. There are a few ornamental trees in the front gardens of Chingford Avenue, but the focal point trees at the highest and lowest points of the street are important for the character of the area.</li> <li>• Streetscape and boundaries - early photographs of the houses on the south of Highgate Lane show hedge boundaries with wooden gates for each property and rough driveways. This soft green edge to the street has now been replaced with mainly brick and fence boundary treatments, with paved drives. In Chingford Avenue boundary treatments are mainly brick, with some fencing. In some places the boundary has been lost and the house plot is fully open to the road. Front gardens have been reduced in size or completely replaced with hard standing. The street furniture within this area consists of modern streetlighting, and minimal road signs within the public realm. To conclude, the residential properties and streetscape do not demonstrate special architectural or historic interest.</li> </ul>
<p>Removing Highgate Lane from the conservation area contradicts a recent planning officer's report at 6 Highgate Lane (21/000516/FULPP) which refers to the important townscape qualities of this part</p>	<p>No up-to-date appraisal was ready when that report was prepared. The planning application in question was refused permission but was later allowed on appeal to the Planning Inspectorate. The inspector in that case was "not persuaded that the side extensions would materially detract from the established visual character and appearance of the street scene nor would it be unsympathetic and materially harmful to the established character and appearance of Highgate Lane street scene within the</p>

Issue	Response
of the conservation area	<p>Farnborough Hill Conservation Area". This is an indication that that inspector did not find the characteristics of this particular area to be of special architectural or historic merit.</p> <p>The current appraisal is the informed view of the council that has taken on the expert advice of the council's Conservation and Design Officer.</p>
Errors within the document	These have been corrected.
Suggestions to expand conservation area (Empress Estate/ Queen Elizabeth Park)	The areas in question are not considered to demonstrate special architectural or historic interest. In addition, Queen Elizabeth Country Park is owned and maintained by the council.
Support for reviewing conservation area boundaries	It is sensible to re-align conservation areas to eliminate the necessity of seeking permission to make any material changes to relatively modern buildings.

- 4.5 The potential inclusion of the former Station Master's House on the east side of the tracks adjacent to Farnborough North Station has been discussed on a number of occasions and raised by local councillors and other parties.
- 4.6 Early proposals by Network Rail for a new ramped footbridge would have resulted in its removal, which could have taken place under permitted development rights as it stands on operational railway land and its inclusion in the conservation area boundary could not have prevented this. Plans for a new footbridge are now under development in a different form and planning permission to use the building for community purposes has been granted. Its proposed inclusion within the Farnborough Street Conservation Area boundary is consequently considered appropriate and this current review provides the opportunity to effect that. As per the recommendation above, further consultation will be necessary before the associated alteration to the boundary can take place.

### **Aldershot West**

- 4.6 This conservation area appraisal is in draft and will be reviewed/ finalised following consultation.

## **5 IMPLICATIONS (of proposed course of action)**

### **Risks**

- 5.1 None.

## **Legal Implications**

- 5.2 The council has a statutory duty to review its conservation areas under Section 69(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. There is no statutory duty to consult the Secretary of State, prior to designating, removing or altering the designation of conservation areas, however the council has a separate duty to consult when considering how to carry out its statutory functions. This has been done as set out in the report. In addition, paragraph 5.4 below, sets out the council's compliance with its public sector equality duty. That duty is a continuing duty, any actions flowing from this report will have regard to that duty and if necessary, further report will be made to the Cabinet.

## **Financial and Resource Implications**

- 5.3 None. The review of these conservation areas and consultation on the Aldershot West Conservation Area will be carried out from within existing staff and budget resources.

## **Equalities Impact Implications**

- 5.4 The council's public sector equality duty applies to the designation, revocation or amendment of conservation areas. No direct implications arise from the process itself. However, the duty also applies to public consultations on conservation areas. The duty has been accepted and carried out by making the proposals available in multiple formats as well as physical copies being made available in the council's offices and officers holding 'drop in' sessions for the benefit of the public and by the holding of public meetings in the affected areas.

## **Other**

- 5.5 None.

## **CONCLUSIONS**

- 5.6 This latest round of reviews has been carried out in line with the council's legal duties and fulfils a commitment given in the Rushmoor Local Plan. The next conservation area to be reviewed will be Farnborough South.
- 5.7 The adoption of the documents will help preserve and enhance the character and appearance of Farnborough Hill/ Farnborough Street, St Michael's Abbey and Aldershot West Conservation Areas, by providing a framework for determining planning applications and ensuring that development proposals are of a high quality.



**BACKGROUND DOCUMENTS:**

Appendix 1 – St Michael’s Abbey Conservation Area appraisal and management plan

Appendix 2 – Farnborough Hill Conservation Area appraisal and management plan

Appendix 3 – Farnborough Street Conservation Area appraisal and management plan

Appendix 4 – Aldershot West draft Conservation Area appraisal and management plan

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# Conservation Area

appraisal and management plan



## St Michael's Abbey



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## 1 Introduction

- 1.1 This document should be read alongside the [Rushmoor Conservation Area Overview document](#)<sup>1</sup> which sets out the context in which conservation areas in Rushmoor have been designated. This includes the legislative and planning policy framework as well as the geographic and historic setting of the borough. The Overview document also explains what you need planning permission for when living in a conservation area.
- 1.2 A conservation area is a place of special architectural or historic interest, the character or appearance of which it is desirable to conserve or enhance. Building groups, walls, trees and hedges, open spaces, views and historic settlement patterns all combine to create a sense of place. It is this character, which is required, rather than simply individual buildings, that the designation of conservation area status seeks to protect. The location of the boundary for a conservation area is a qualitative decision relating to character. It is essential for the protection of conservation areas that only areas which are a heritage asset are designated so that the concept of conservation is not devalued (National Planning Policy Framework, Paragraph 191).

### Appraisal

- 1.3 This Appraisal document sets out the special architectural and historic interest of the St Michael's Abbey Conservation Area, the character or appearance of which it is desirable to preserve or enhance. The Appraisal identifies which features of the conservation area make a positive or negative contribution to its significance and is accompanied by a Management Plan which sets out ways in which change can be managed in a way that conserves and enhances the historic area.
- 1.4 Character appraisals and management plans provide a framework and guide to enable planning decisions to be made on a site-specific basis, within the context of national planning policy and the adopted Local Plan.
- 1.5 Every effort has been made to include or analyse those elements key to the special character of the area. However, where buildings, structures or features have not been specifically highlighted, it does not necessarily follow that they are of no visual or historic value.

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<sup>1</sup> Available to view at <https://www.rushmoor.gov.uk/planning-and-building-control/conservation-and-heritage-assets/conservation-areas/>.

## **2 Overview of St Michael's Abbey Conservation Area**

### **Designation History**

- 2.1 The St Michael's Abbey Conservation Area was first designated in 1977 and has since been reviewed in 1989 and 2022.

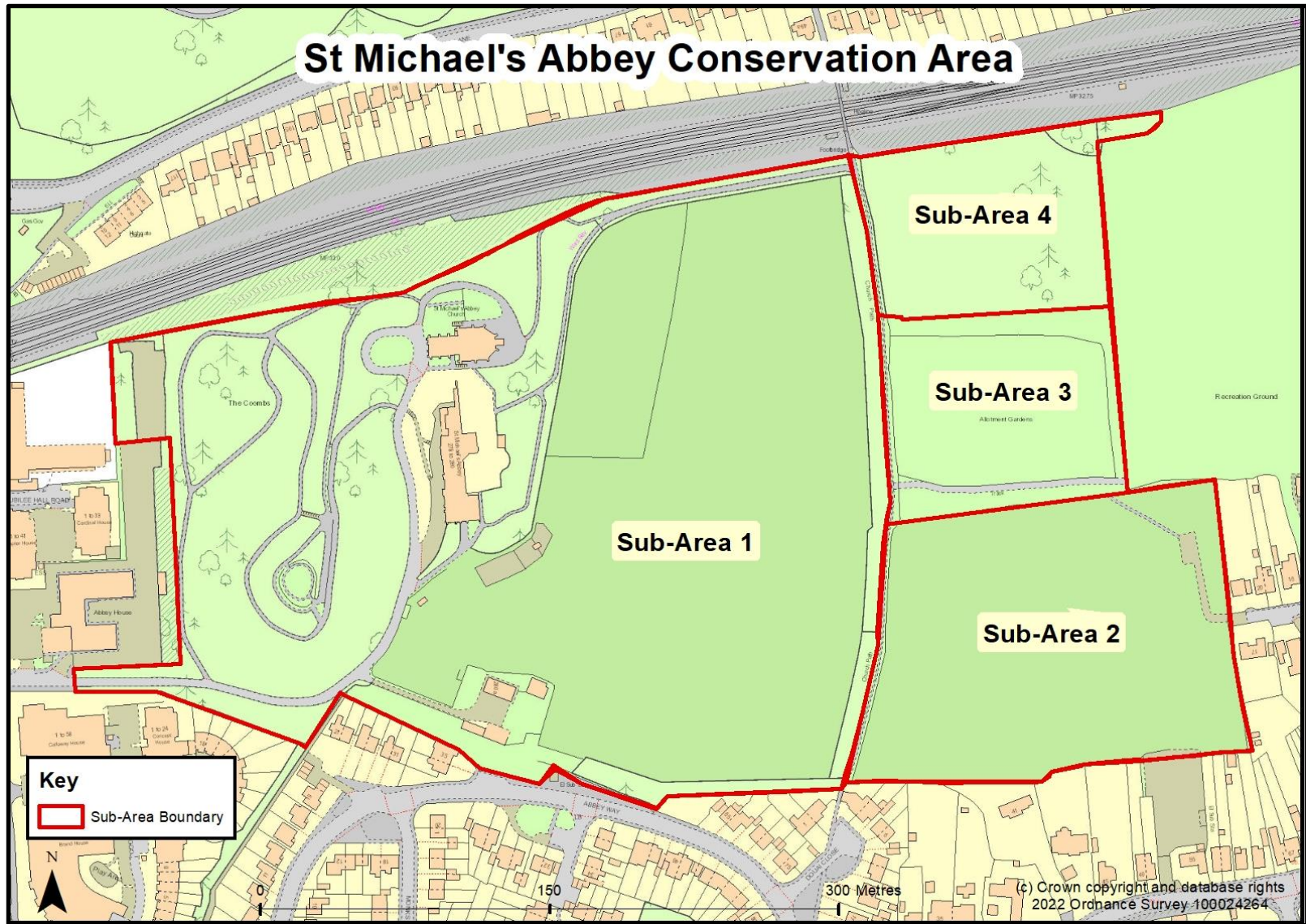
### **Location**

- 2.2 The St Michael's Abbey Conservation Area is located on the north-eastern periphery of modern Farnborough and centred on St Michael's Abbey and its grounds, with the northern boundary of the Conservation Area formed by the South West Main Line railway line.

### **Area Development**

- 2.3 The name Farnborough is thought to derive from the old English *Ferneberg* or *Ferneberga* or 'hill of ferns' and refers to the extensive areas of undulating heathland that originally covered the area. With a small station at Farnborough Street Village, the area became readily accessible from London and increased the number of houses and buildings in the area. The manorial estate included all of Farnborough, apart from the common, and was held by a succession of families until the late 19th century, when the Farnborough Park Estate was broken up and sold for residential development, forming much of the modern housing in the area today.





### 3 St Michael's Abbey and Grounds

#### Area Summary

- 3.1 Until the early 19th century, much of Windmill Hill, now Farnborough Hill, was still part of the common lands of Farnborough Manor. A separate house on the western flanks of the hill was originally recorded on maps during the mid-18th century. In 1860, the wealthy Victorian publisher Thomas Longman acquired the house at Farnborough Hill, including the now substantial grounds. He redeveloped the old house and relocated the new mansion to the present hilltop site, where it became known as 'Farnborough Hill'.
- 3.2 On the death of Thomas Longman in 1879, the mansion and grounds were bought by the Empress Eugénie, the widow of Napoléon III of France. The house then became her home in exile from 1880 to 1920. In addition to the Farnborough Hill estate, she acquired the wooded hillside beyond the railway line to the south of the existing parkland. Here, on the summit of the opposing mount, she constructed a permanent mausoleum for the bodies of her husband and son in a church that she could view from her private rooms. The mausoleum included a monastery building and lands for a permanent community of monks to serve the chapel. At first it was the Premonstratensian Order, then later, as it is today, the Benedictine Order. The Priory was raised to Abbey status in 1903 and is held in trust as a Benedictine monastery.
- 3.3 There are different development patterns between the sub-areas of the Abbey grounds. Together, they provide an insight into the shifting social and cultural development of the Abbey and surrounding landscape. These spaces are contrasted by the expansion of housing to the surrounding area.
- 3.4 A public footpath (the 'Church Path') runs through the grounds of the Abbey north to south, which is predominantly tree lined. A security fence (palisade fencing) also tracks the western boundary of the footpath, although approximately halfway along the path is a recessed viewing area which provides views of the Abbey Church and Monastery.
- 3.5 The three fields to the east of the footpath did not originally belong to the Abbey but belonged to Farnborough Manor. They are believed to have been purchased in the early 20th century to enable the Abbey to extend its farm. These are:
  - The North Field, where extensive tree-planting has taken place to create a new area of woodland. This land is publicly accessible;
  - The Central Field, where the Jubilee Allotment Gardens were established in 2012; and



- The larger Laundry Field, which remains open agricultural land.

## Sub-Area 1: The Abbey and Monastery

### Area Summary

- 3.6 The Abbey and Monastery are situated on the brow of the hill, with evergreen wooded trees and shrubs to the front, west facing. This wooded area, 'The Coombs', stretches from the railway line to the north, along the western boundary with the modern flat development, and follows the entrance track from the road, up to the Abbey. The area has a number of paths that weave through the area.

### Views

- 3.7 The predominant views of the Abbey are the upper storey, dome and cupola. A border of trees and shrubs screen the lower levels of the buildings and mark a change from the buildings to the remaining lawn/grassland in this area. The area is generally well enclosed, with trees with dense tree coverage on the northern boundary adjacent to the railway cutting, and a dense tree belt along the western boundary ('The Coombs'). As a result, there is a degree of enclosure within a sizeable part of the conservation area.

### Building Form and Details

- 3.8 Within the conservation area boundary are two nationally listed buildings:
- **Abbey Church of St Michael:** this Grade I listed building was built for the Empress Eugénie as a memorial to her husband Napoléon III, the crypt serving as a mausoleum, to house the remains of Napoléon III, the Prince Impérial, and the Empress Eugénie in granite sarcophagi. The mausoleum is of late French Gothic style.
  - **Monastic Building to Abbey Church of St Michael:** this Grade II listed building was also built for the Empress, so that the monks could act as custodians of the tombs. At first Premonstratensian, later (and now) Benedictine; as a Priory, raised to Abbey status in 1903.
- 3.9 The Abbey and Monastery have their own curtilage and wider setting which are protected under the statutory listing under the Planning (Listed Buildings and Conservation Areas) Act 1990 (Part I, Section 16 (2), and Part 1, Section 66 (1) and (2)) and the National Planning Policy Framework.

### Open Spaces, Gardens, Trees

- 3.10 The Abbey Church of St Michael and its associated monastic buildings are entered via a gated drive from the main Farnborough Road. This approach winds uphill through overhanging tree canopies to the monastery buildings. The mature tree-planted boundaries and grounds buffer the site in all

directions. The original entrance had a lodge and gates, now demolished, at the foot of the inclined and wooded driveway to the buildings.

- 3.11 The Abbey has a tree buffer to the north, between it and the railway. This section of dense planting reduces to the rear east-facing elevation of the Abbey. An avenue of trees runs along the land adjacent to the railway and joins up with the path boundary. The land to the east of the Abbey is predominately grassland on slightly undulating topography that slopes away from the Abbey on the hilltop. The majority of the area is bounded by trees, some shrubs and low-level planting. The main fencing around the land is metal post and wire, with some timber post and panel fencing.
- 3.12 The eastern boundary to this sub-area is a footpath, 'Church Path', which has a tree and shrub-lined walk and is a medieval right of way. The path provides views back up to the Abbey and access to the Laundry Field (Sub-Area 2), allotments (Sub-Area 3) and scrub woodland (Sub-Area 4), areas that bound the path to the east and are in the ownership of the Abbey.

### Sub-Area 1: The Abbey and Monastery



Entrance to the Abbey



View towards the Abbey



View of St Michael's Abbey



View of Abbey



View from the Abbey



View from the Abbey

## **Sub-Area 2: The Laundry Field**

### **Area Summary**

- 3.13 The Laundry Field is open scrubby grassland, bounded by trees and shrubs to the north, south and west. It is called Laundry Field as it used to be adjacent to a laundry.

### **Views**

- 3.14 The eastern side of the area has low-level screening. Access for vehicles is through the eastern boundary from Priory Street. Views through to the Abbey and surrounding fields are to the west, with the connection of previous use to the Abbey as significant.



### Sub-Area 2: The Laundry Field



North entrance to The Laundry Field



View of The Laundry Field



View of The Laundry Field

### **Sub-Area 3: The Allotments**

#### **Area Summary**

- 3.15 The allotments are called the Jubilee Allotment Gardens and were established in 2022 through the Friends of Farnborough Abbey. The area is accessed through the Laundry Field, off Priory Street.

#### **Views**

- 3.16 The area is bounded by trees and shrubs, with the access path on the south of the site. There are limited views out through to the Abbey due to the boundary hedging and soft landscaping, providing clearer long-distance views in winter.



### Sub-Area 3: The Allotments



View of Allotments



View of Allotments



Allotments



## **Sub-Area 4: Woodland**

### **Area Summary**

- 3.17 This is a wooded area, with dense trees bounding the railway and mixed-tree covered with the middle area, where it opens out. There are paths through the area. The trees continue into Recreation Area, where it bounds the railway.

### **Views**

- 3.18 There are limited views out to the Abbey due to the soft landscaping, shrubs and trees. The dense trees and planting cover the majority of the area, with areas that open out into clearings and along paths. The clear views are from Church Path up to the Abbey.

### Sub-Area 4: Woodland



Path



View east from the path towards woodland



Woodlands



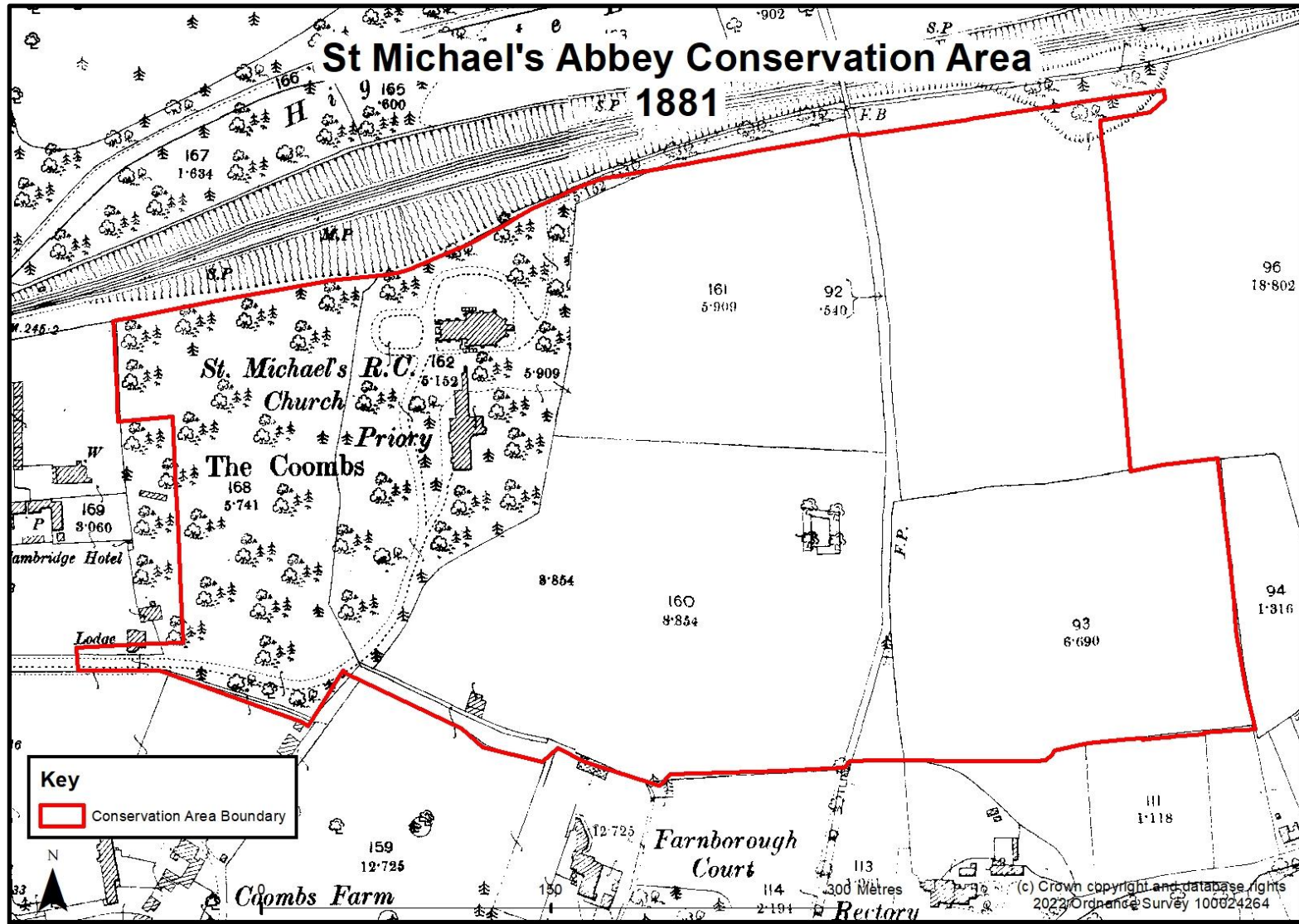
View of path

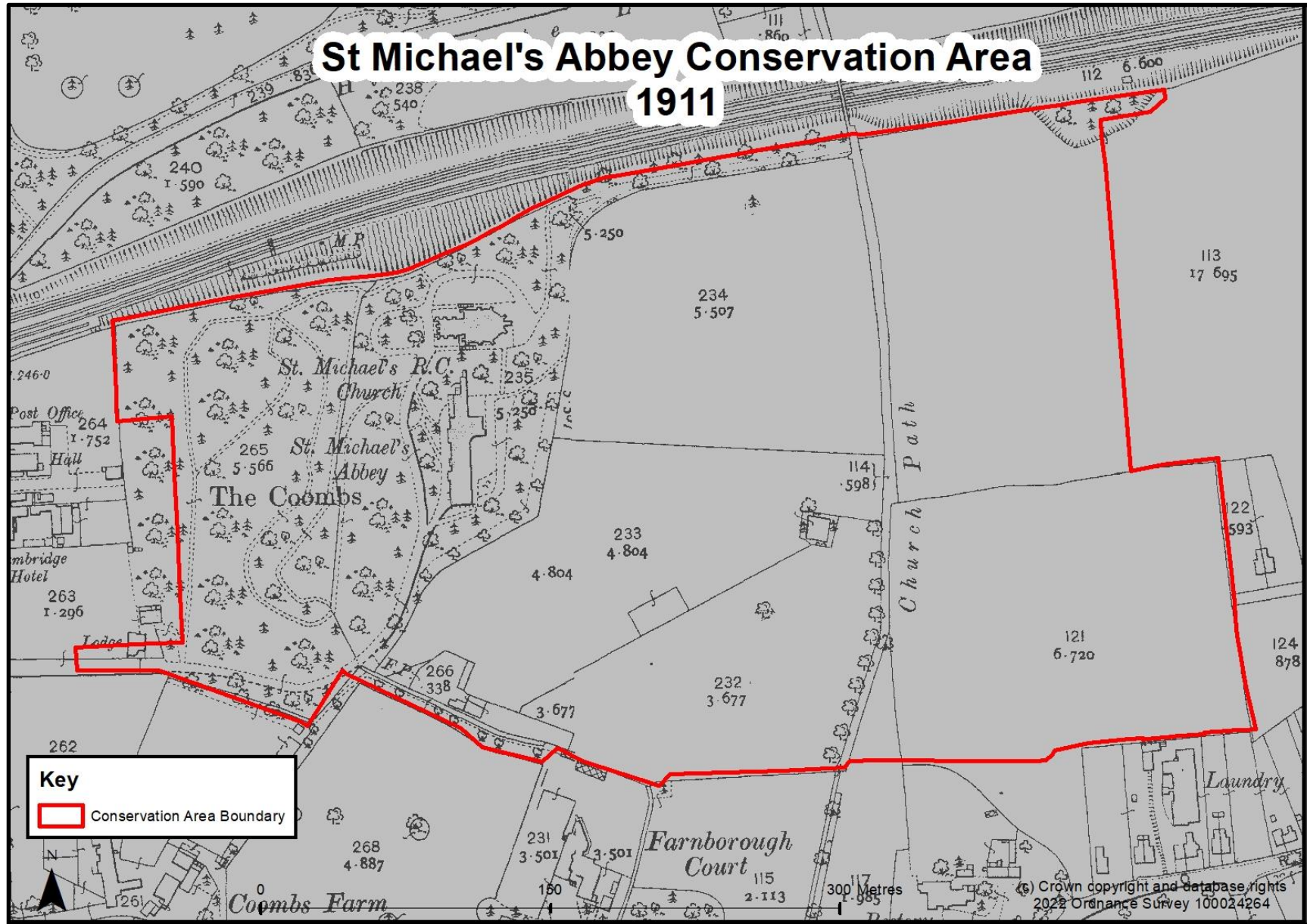


View of path

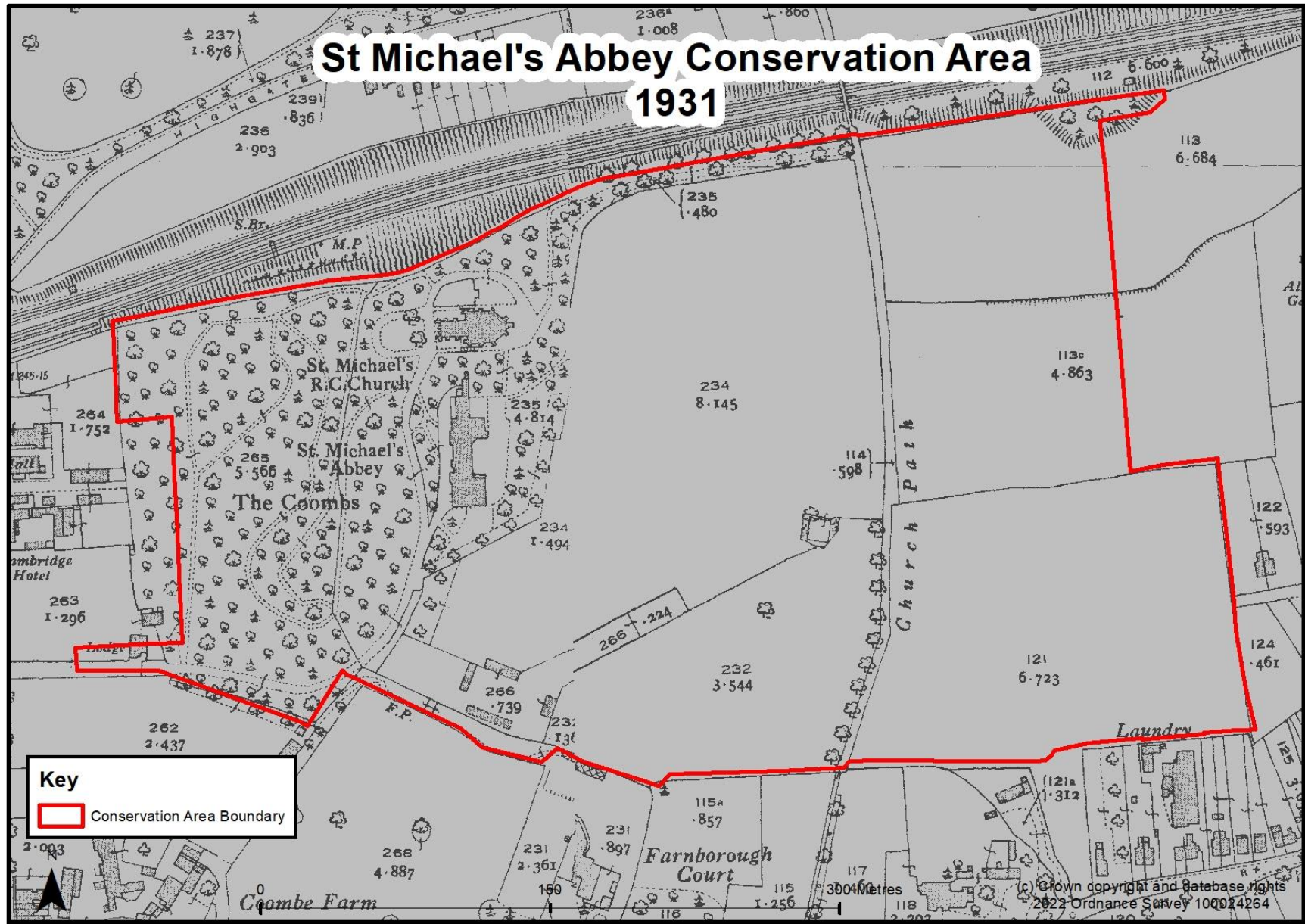


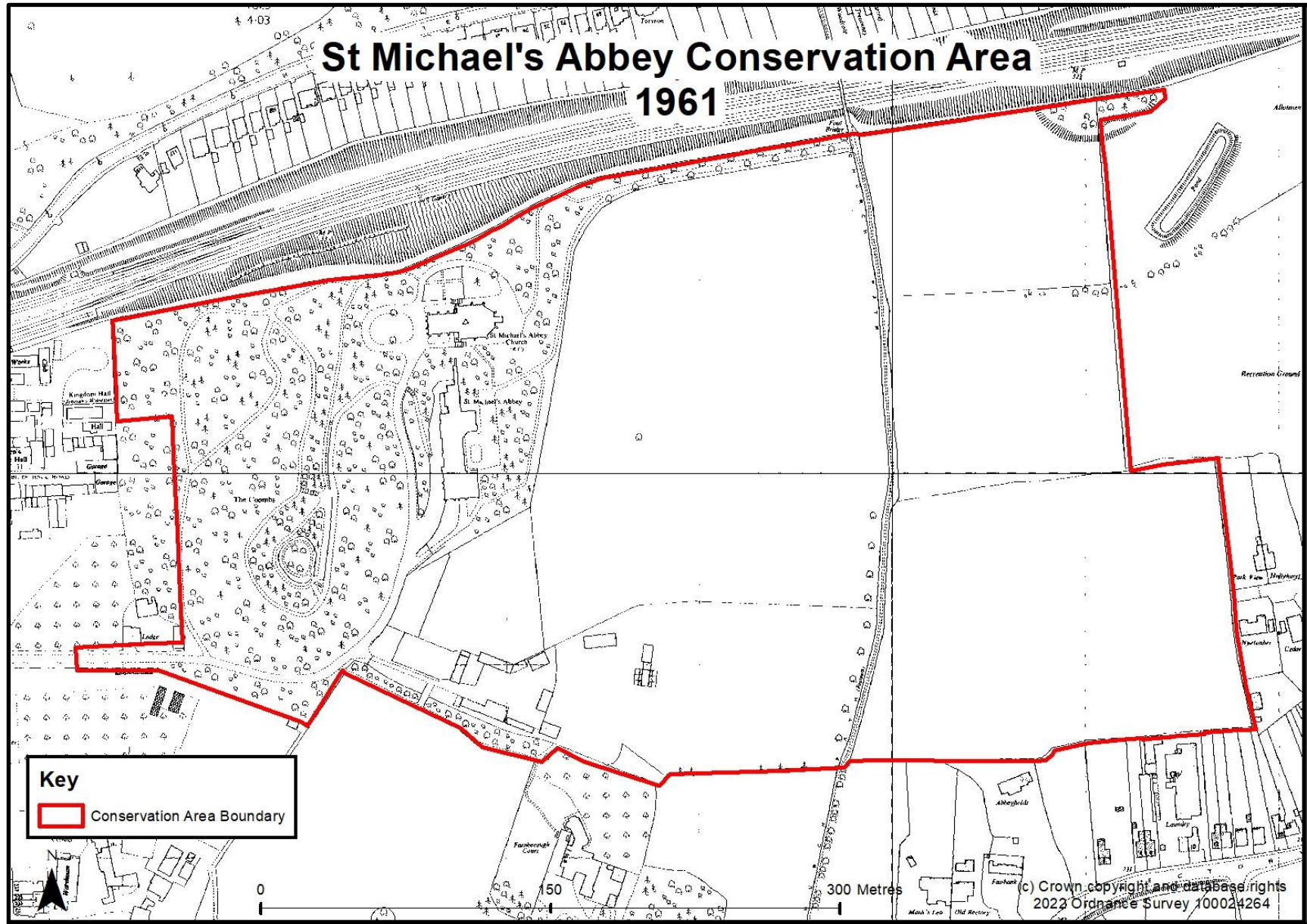
## 4 Historic Maps











### 5 Listed Buildings or Structures

<b>Name</b>	<b>Grade</b>	<b>Link to Historic England Website</b>
Abbey Church of St Michael	I	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1155639">https://historicengland.org.uk/listing/the-list/list-entry/1155639</a>
Monastic Buildings	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092632">https://historicengland.org.uk/listing/the-list/list-entry/1092632</a>

## **6 Management Plan**

### **Introduction**

- 6.1 The Management Plan outlines a positive strategy to deal with the threats and opportunities identified in the Conservation Area Appraisal.

### **Good Stewardship**

- 6.2 Rushmoor Borough Council will work with St Michael's Abbey and other relevant partners in managing the land within the conservation area.

### **Development Management**

- 6.3 New development within the setting of the conservation area (within, views into and out of) should also be carefully managed as it has the potential to detract from its character and special interest.
- 6.4 In summary, any change to the conservation area should seek to:
- Preserve its historical features;
  - Enhance, where possible, its special interest;
  - Positively contribute to its established character; and
  - Be of high quality.

### **Implementation and Monitoring**

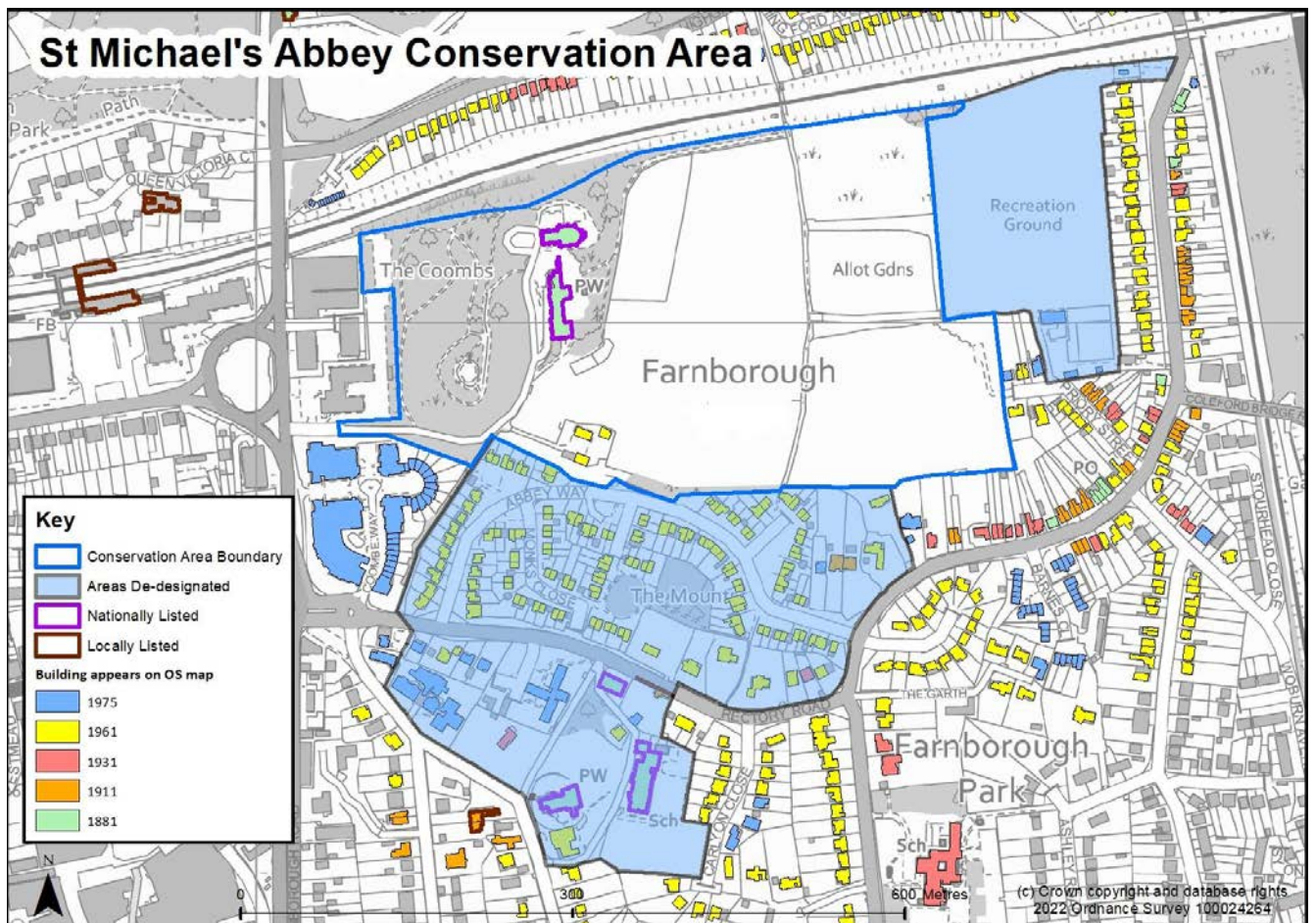
- 6.5 Progress on the implementation of the Management Plan and the extent to which planning policies in the Local Plan are complied with or effective in delivering community aspirations for conservation areas will be monitored through the council's Authority Monitoring Report.
- 6.6 These assessments can then be used to review and, if necessary, modify the planning policies as part of the five-year review of the Local Plan. They can also be used to review and, if necessary, modify this Character Appraisal and Management Plan as part of the ongoing review of the borough's conservation areas.



## Appendix A: Areas Removed from St Michael's Abbey Conservation Area

- A1 Conservation areas are intended to recognise areas of historic or architectural character. The location of the boundary for a conservation area is a qualitative decision relating to character. It is essential for the protection of conservation areas that only areas which are heritage assets are designated so that the concept of conservation is not devalued.
- A2 During the public consultation on the draft Conservation Area Appraisal and Management Plan undertaken between November and December 2021, it was proposed to remove the conservation area designation from the following areas (refer Figure 1).

Figure 1: Areas to Be Removed/De-designated from the St Michael's Abbey Conservation Area



- A3 Whilst objections to the removal of the conservation area designation were received, none provided enough evidence to justify the retention of these areas within the conservation area.

**Rectory Road Recreation Area**

- A4 The playing field provides important public amenity space and is protected by Local Plan Policy DE6 (Open Space, Sport and Recreation), which seeks to prevent the loss of existing open space and to focus on its enhancement, given the limited opportunity to create new open space in the borough. In addition, the playing pitches are protected by Local Plan Policy DE7 (Playing Fields and Ancillary Facilities), which seeks to protect the existing provision of playing fields in the borough to meet current and future demands.
- A5 This area is owned by Rushmoor Borough Council, the buildings and structures are modern, and the playing fields and recreation ground do not demonstrate architectural, archaeological or historic significance to warrant conserving in a conservation area.



Squirrels pre-school; entrance, modern building, car park and tennis courts

**Abbey Way, Douai Close, Monks Close**

- A6 This area is separated from St Michael’s Abbey by a mature boundary of trees within the Abbey’s grounds and some mature trees within the rear gardens of properties along Douai Close and Abbey Way, the majority of which are protected by a Tree Preservation Order.
- A7 The buildings within the area are modern residential properties that have no architectural, archaeological or historic significance to warrant inclusion in a conservation area.



Modern housing along Abbey Way, Salisbury Road and Monks Close.



### Salisbury Road, Rectory Road, Rapallo Close and Church Avenue

- A8 St Peter's School and the Church of St Peter are Grade II listed buildings with curtilage-listed protection. The Lych Gate is locally listed and St Michael's Mews is a Grade II listed building. The buildings, features and curtilages are all protected under the listings, as governed by the Planning (Listed Buildings and Conservation Areas) Act 1990 (Part 1, Section 16 (2), and Part 1, Section 66 (1) and (2)) and the National Planning Policy Framework.



Church of St Peter and St Peter's School

- A9 Cooper Court on Salisbury Road is a modern development that has no architectural, archaeological or historic significance to warrant inclusion in a conservation area. The mature trees within the grounds are already protected by a Tree Preservation Order. To the east of Cooper Court is the Rectory on Church Avenue, constructed between 1911 and 1931. To the east of the Grade II listed Church of St Peter is the church hall, which is a modern building.
- A10 Along Rectory Road are several modern properties that are of no architectural, archaeological or historic significance to warrant inclusion in a conservation area. There are a number of historic buildings along Rectory Road which have protection to the properties and their boundaries. The development in Rapallo Close is a modern flatted development. The mature trees within the grounds of the Rapallo Close development are already protected by a Tree Preservation Order.
- A11 The sarsen stone wall by Fernhill Cottage, 30 Rectory Road is a locally listed structure which benefits from protection under national and local planning policy.
- A12 The northern side of Rectory Road (no. 11a-17) is well screened from the highway by vegetation and trees. The remaining houses that lie along Rectory Road (no. 19-29) are modern developments with some mature trees.





# Conservation Area

appraisal and management plan



## Farnborough Hill



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## 1. Introduction

- 1.1. This document should be read alongside the [Rushmoor Conservation Area Overview document](#)<sup>1</sup> which sets out the context of conservation area designation in Rushmoor. This includes information on the legislative and planning policy framework and the geographic and historic setting of the Borough. The Overview document also explains the implications for planning applications if a property is within a conservation area.
- 1.2. Whilst nationally listed buildings may be included within a conservation area, it is the combination of factors such as buildings, walls, trees, hedges, open spaces, views and historic settlement patterns that create the sense of place and give the area its special character and appearance. Less tangible senses and experiences, such as noise or smells, can also play a key part in forming the distinctive character of an area. It is this character, rather than simply individual buildings, that conservation area designation seeks to preserve and enhance.

### Appraisal and Management Plan

- 1.3. This document identifies the special architectural and historic interest of the Farnborough Hill Conservation Area, which justifies its designation as a heritage asset, the character or appearance of which it is desirable to preserve or enhance. The Appraisal also identifies which features of the conservation area make a positive or negative contribution to its significance. It is accompanied by a Management Plan which sets out ways in which homeowners, the local community and the Council can manage change in a way that conserves and enhances the area.
- 1.4. Character appraisals and management plans provide a framework and guide to inform planning decisions to be made on a site-specific basis, within the context of national planning policy and the adopted Local Plan.

### Sub-Character Area Appraisals

- 1.5. There are five areas of different character within the Farnborough Hill Conservation Area:
  - School and Formal Gardens;
  - Woodland and Graveyard to the South;
  - Walled Garden;

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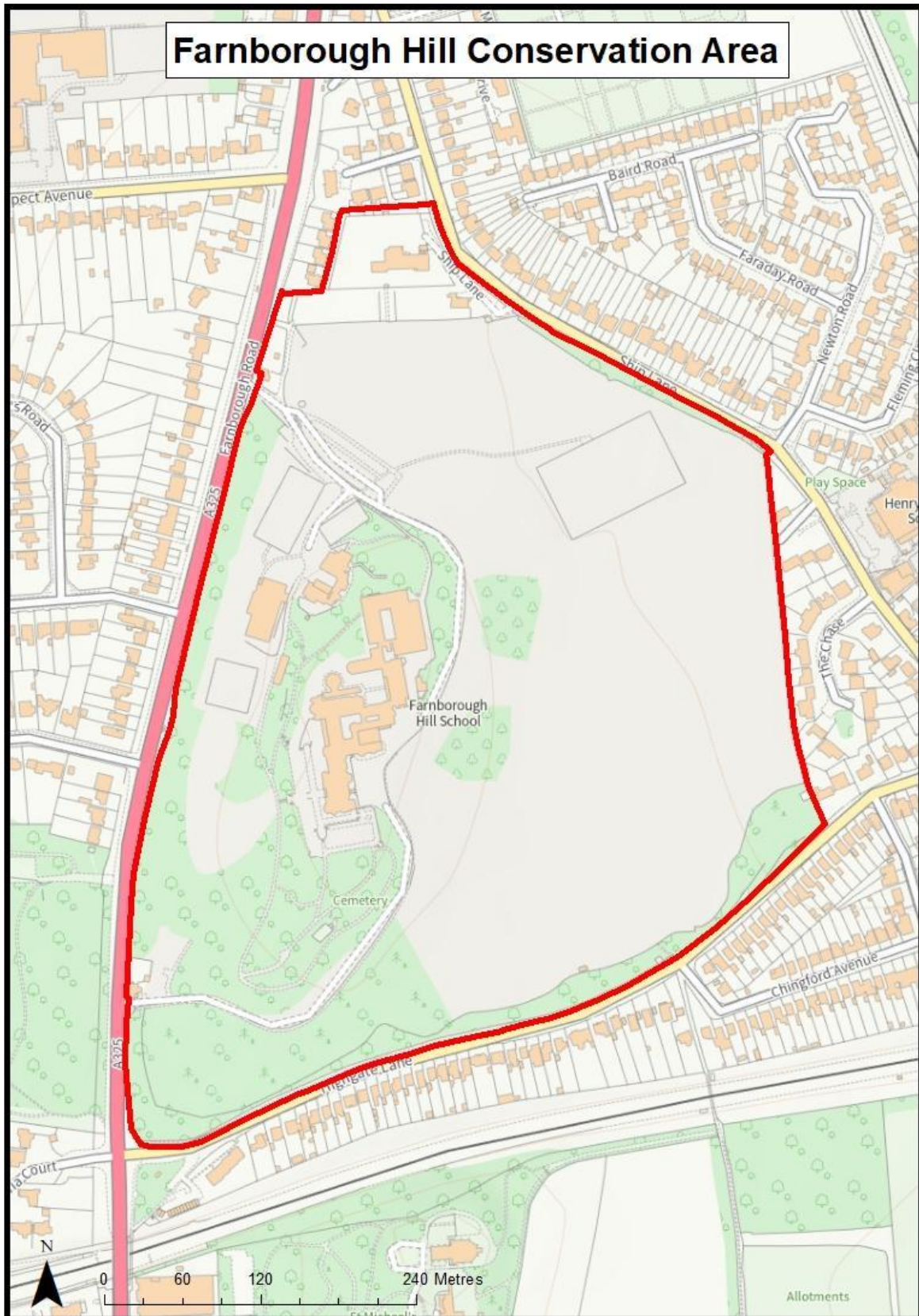
<sup>1</sup> Available to view at <https://www.rushmoor.gov.uk/planning-and-building-control/conservation-and-heritage-assets/conservation-areas/>.

- Parkland; and
- Landscaped Parkland.

1.6. These areas merit protection of their spatial character and architectural qualities, historical development and contribution to the conservation area.

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## 2. Overview of Farnborough Hill Conservation Area

### Designation History

- 2.1. The Farnborough Hill Conservation Area was first designated in 1977 and subsequently reviewed in 1989.

### Location

- 2.2. The Farnborough Hill Conservation area is located on the north-eastern periphery of modern Farnborough and covers an extensive area to the north-west of the settlement of Farnborough Street. It is separated from St Michael's Abbey Conservation Area to the south by the South West Main Line railway line.

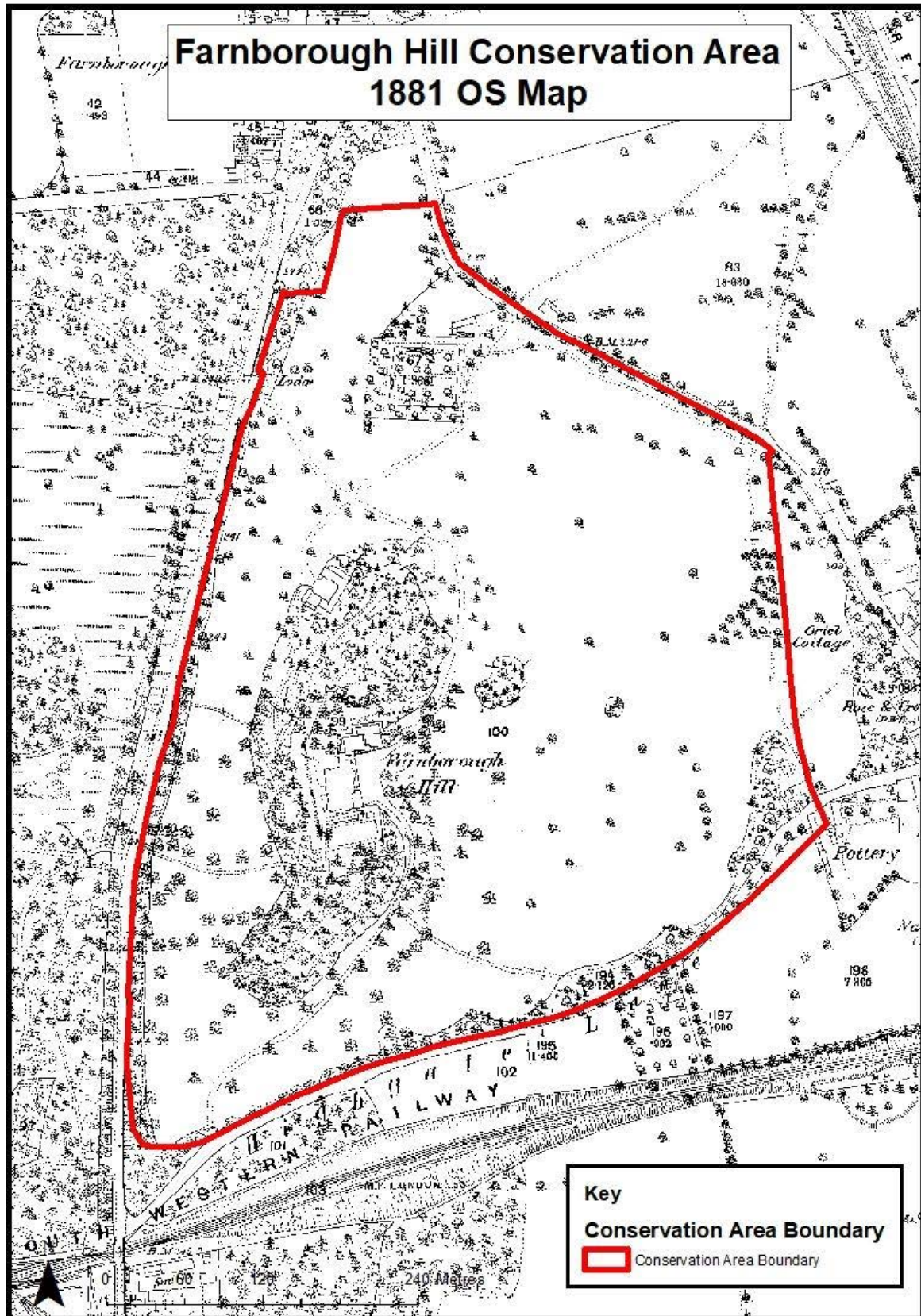
### Area Development

- 2.3. The name Farnborough is thought to derive from the old English *Ferneberg* or *Ferneberga* or 'hill of ferns' which refers to extensive areas of undulating heathland that originally covered the area. Tumuli discovered in the area provide evidence of early human activity. The Manor of Farnborough is mentioned in the Domesday Book as a small farming community, but there is also evidence of a pottery industry which is known to have flourished during the 14th century. This utilised clay from local Reading and London beds, and there is evidence of kilns in the grounds of Farnborough Hill.
- 2.4. By 1839, the London and South Western Railway had been constructed at the foot of the southern slope of the hill, followed in 1849 by the South Eastern Railway, which allowed the area to become readily accessible from London and attractive to new investors looking for a country retreat.
- 2.5. The western boundary of the conservation area is formed by the Farnborough Road, the north-south 19th century turnpike. Until the early 19th century, much of Windmill Hill, now Farnborough Hill, was still part of the common lands of Farnborough Manor. A separate house on the western flanks of the hill is recorded on maps of the mid-18th century. This was rebuilt in 1806, and the new estate expanded with the acquisition of land on either side of the turnpike, including former common lands.
- 2.6. In 1860, the Victorian publisher Thomas Longman acquired a house at Farnborough Hill, including the substantial grounds. He demolished the old house and constructed the new mansion on the present hilltop site, where it became known as 'Farnborough Hill'. The house

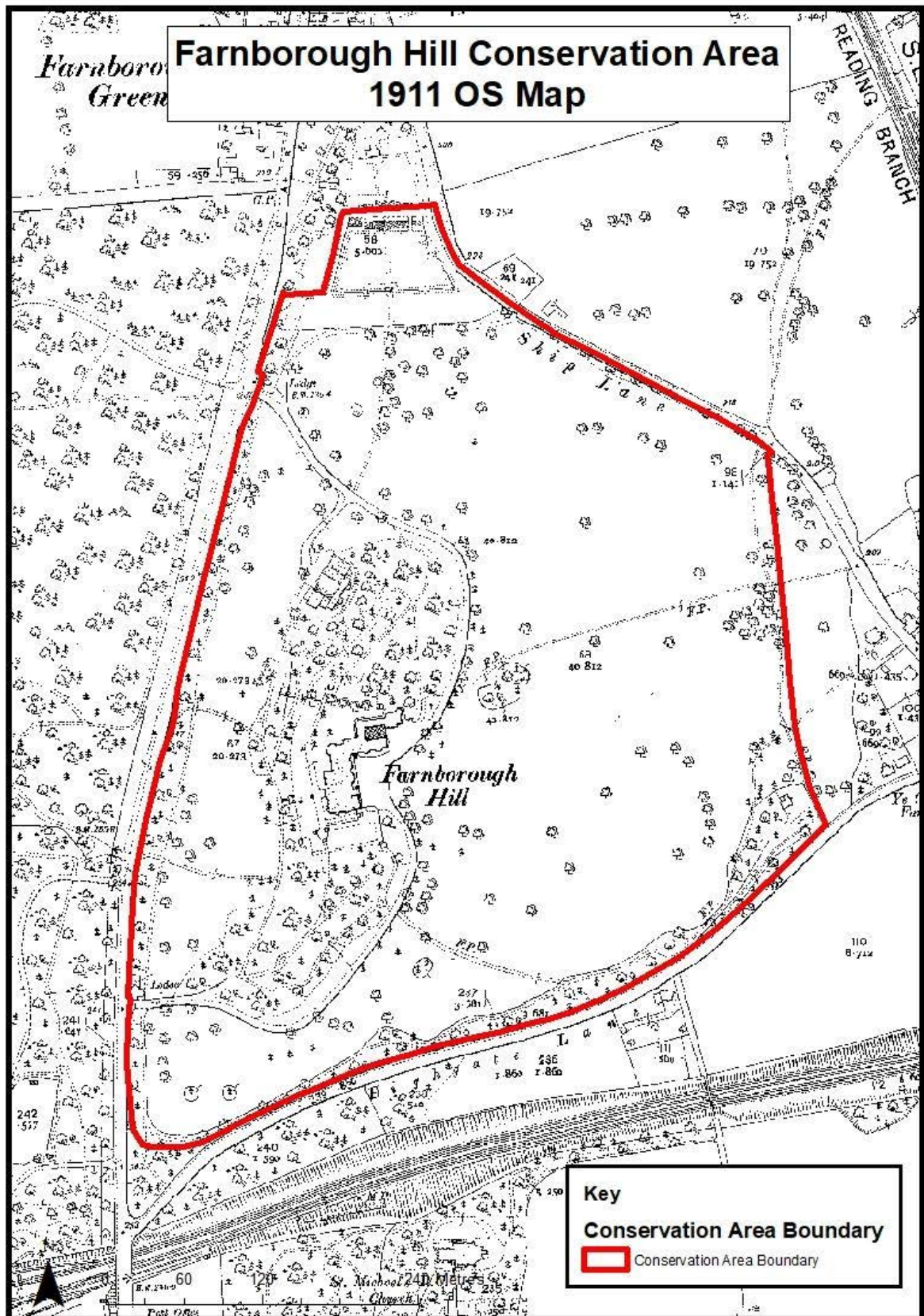
was completed in 1863, with a series of pleasure gardens and parkland grounds surrounding the house leading to a woodland area of walks and carriage drives across the turnpike to the west.

- 2.7. On the death of Thomas Longman in 1879, the mansion and grounds were bought by the Empress Eugénie, widow of Napoléon III of France. The house was to become her home in exile from 1880 until her death in 1920. In addition to the Farnborough Hill estate, she also acquired the wooded hillside beyond the railway line to the south of the existing parkland. Here, on the summit of the opposing mount, she constructed a permanent mausoleum for the bodies of her husband and son in a church that she could view from her private rooms, known today as the complex of St Michael's Abbey.
- 2.8. After the death of the Empress Eugénie, the mansion was sold in 1927 to The Institute of Christian Education, which had already established a convent school in Farnborough. The Institute commissioned Adrian Gilbert Scott to design additional school buildings, including the chapel. In 1994, the Institute of Christian Education transferred ownership to the Farnborough Hill Trust, and the school is now under lay management.
- 2.9. As a result of this pattern of development, it is considered that the Farnborough Hill Conservation Area has five areas with distinct character:
  - School Buildings and Formal Gardens;
  - Woodland and Graveyard to the South;
  - Walled Garden;
  - Parkland;
  - Landscaped Parkland.
- 2.10. Further detail about the special characteristics of each area is set out in the following sections.

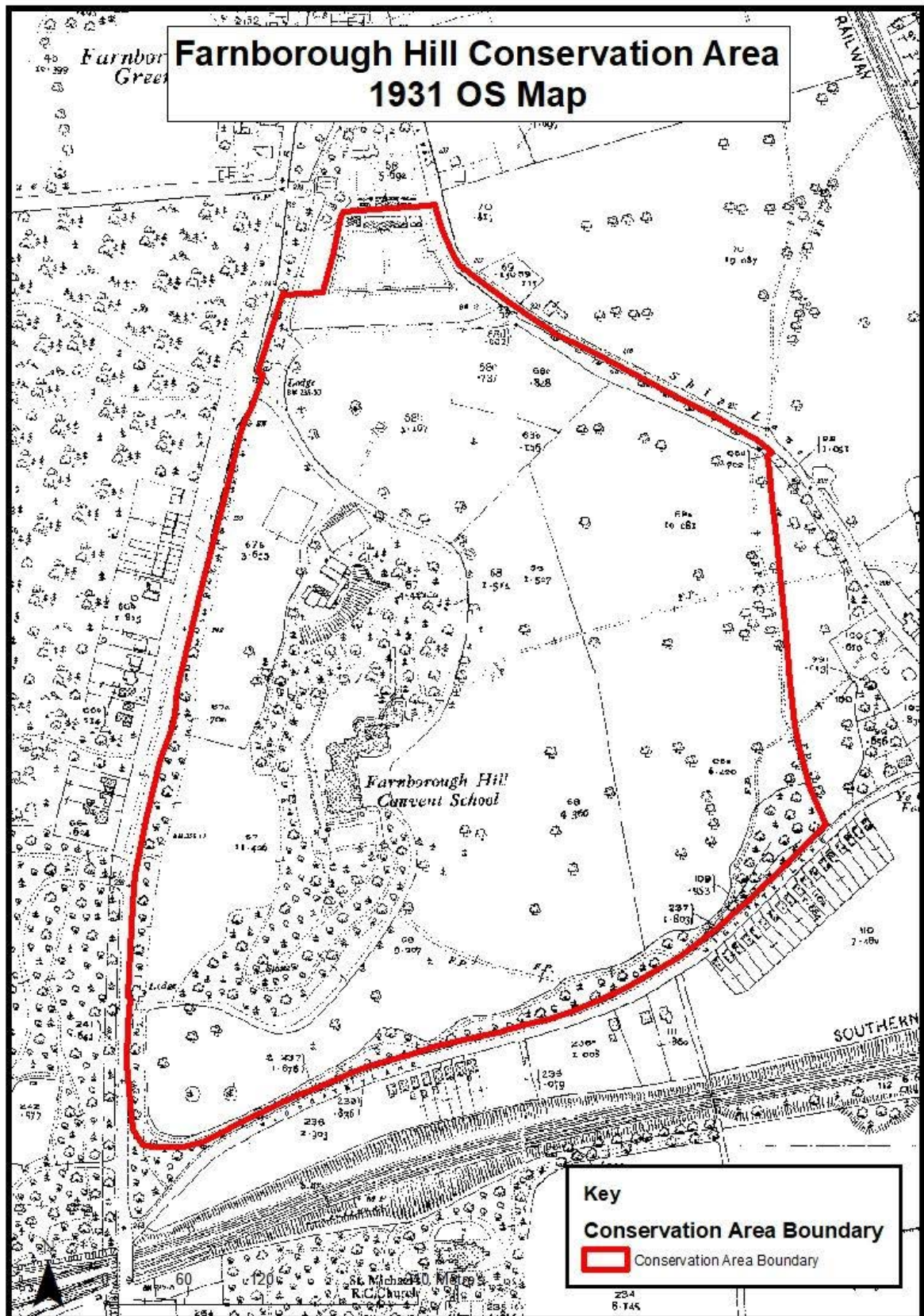




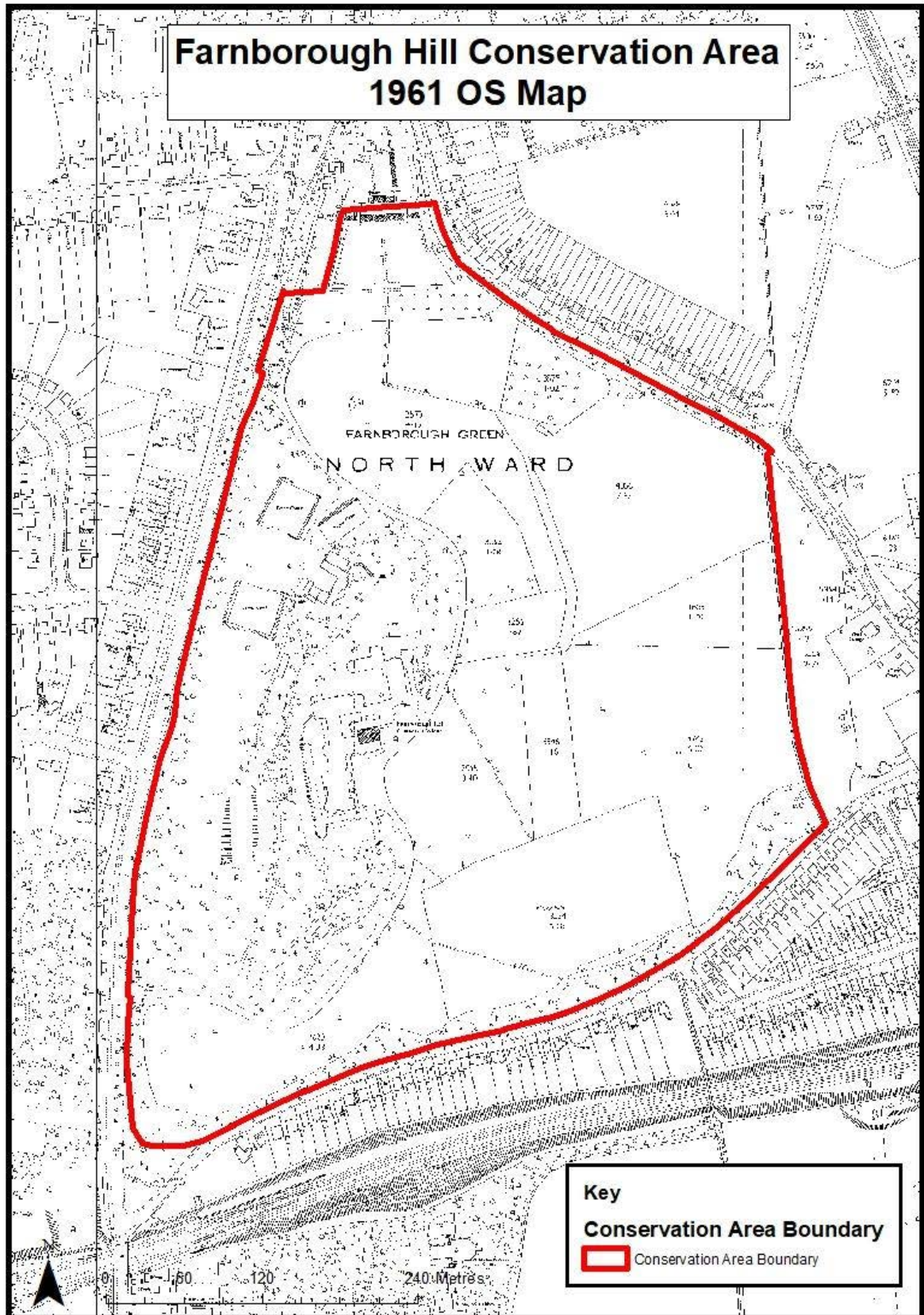












### **3. Sub-Area 1: School Buildings and Formal Garden**

#### **Area Summary**

- 3.1. The school complex is a significant historical and architectural feature within the conservation area. Farnborough Hill School is on elevated ground, which emphasises its grand character, as well as allowing extensive views to and from the surrounding area. The school buildings are set within a private formal garden which includes hedges and trees, as well as shaped topiary.

#### **Views**

- 3.2. The eastern elevation of the school is dominant within the parkland due to its location at the top of the slope, which helps to emphasise its grand historic character and appearance. The boundary of the school grounds is formed by trees and shrubs in places and allows for glimpsed views of the attractive and historically significant building.
- 3.3. From the forecourt of the main house, there are panoramic views of the parkland, Farnborough and the hills beyond. This long view is unusual within the area and maximised by the large windows within the design of the historic building.
- 3.4. From the formal garden area, there are a variety of long and short views of the visually interesting historic facade of the school, which is framed by trees and hedges around a manicured lawn.

#### **Boundaries**

- 3.5. To the west is a dense green barrier. This density gradually decreases around the building, which is completely open to the east with views across the parkland. These significant trees and hedges create visual screening and are an important characteristic.
- 3.6. There are several walls within the grounds, including a walled garden. The wall to the formal garden is divided with pillars in red brick Flemish bond with a stretcher course on either side of decorative dog-tooth courses towards the top.

#### **Open Spaces, Parks and Gardens, and Trees**

- 3.7. A manicured lawn surrounds the historic buildings, with green open space.
- 3.8. The formal gardens within this area feature ornamental trees and cut topiary as a setting. Towards the edge of this area, there are more significant trees and shrubs, including



rhododendron, which helps to divide the conservation area into a series of sections and character areas. This woodland also provides an attractive context for the house.

### **Building Form and Detail**

- 3.9. Farnborough Hill School is an attractive, substantial and extensive building, both in form and external decoration. The main building is two-storey and L-shaped, with a five-storey tower above the main entrance. The building gives the impression of being larger due to the dramatic height of the large sweeping roof. The steep tiled roof is a dominant feature of the building, with many interesting details such as pyramid octagonal lead-covered turrets, mini-hips and gables. There are several chimneys on the ridge and the end walls, with decorative oversailing red brick courses.
- 3.10. The ground floor is constructed in Flemish bond red brick, with Bath stone dressing and corbels. The upper floors have elaborate half-timbered framing with plaster infills. There are bands of decorative relief carving marking the first and second floors. The ground floor windows have stone mullions and transoms, and the upper floors timber, with a mixture of fixed, sash and casements.
- 3.11. The main building has been extended over time, but the historic core of the main building is still dominant. Later additions of note include the chapel at the rear of the main facade.

### **Alterations**

- 3.12. Several modern buildings have been added to the complex which reflect both the change of use and the adaptations needed to operate a viable school based in historic buildings.

### Sub-Area 1: School Buildings and Formal Gardens



View of Farnborough Hill School



Main facade



Side elevation



View of Farnborough Hill School



Formal garden



Red brick garden wall



View Southeast from Farnborough Hill School



View looking West



Chapel



Path facing North

## **4. Sub-Area 2: Woodland and Graveyard to the South**

### **Area Summary**

- 4.1. The area immediately south of the main building and formal gardens is close-wooded with extensive rhododendron growth. Paths run through it, and it includes steep slopes and inclines. An important feature within the woodland is a gated graveyard containing the burial plots of nuns.

### **Views**

- 4.2. There are several footpaths which intersect each other. The dense foliage isolates and constrains the paths so that only short or glimpsed views are possible within the area.
- 4.3. The woodland includes steep slopes and inclines, including the highest point within the conservation area. The changing levels and dense vegetation contribute to a tranquil and secluded character.

### **Boundaries**

- 4.4. The steep ground and the dense vegetation act as a natural barrier within the landscape. The woodland within this area gradually thins towards the western section of this sub-area.
- 4.5. The main tarmac entrance road to the school travels through this sub-area to the south and divides it. The dense foliage continues past this boundary to the edge of the school grounds.

### **Open Spaces, Parks and Gardens, and Trees**

- 4.6. Trees and woodland are fundamental to the character of the conservation area. The dense vegetation is interrupted by paths and clearings that are significant within the setting and appearance of the historic landscape.
- 4.7. The clearing containing the graveyard and other glades form important breaks within the vegetation.

### **Building Form and Detail**

- 4.8. One of the few built structures within this area is the Lych Gate at the entrance to the lower of the two graveyards. This is a simple timber structure, with a gabled roof and seating on each side, as well as a swing gate. This is a traditional feature of graveyards, and the current structure

may be a replacement for an older historic gate. The presence of the Lych Gate is historically significant and marks the boundary of the graveyard.

- 4.9. Another historically and architecturally significant building in this area is South Lodge at the southern entrance to the school on Farnborough Road. South Lodge is locally listed and is significant within the conservation area.

#### **Alterations**

- 4.10. Rhododendron (*Rhododendron ponticum*) is an established non-native invasive species within the UK, threatening a variety of habitats and the associated flora and fauna. It is highly invasive and destroys habitats and causes a decline in native plants and animals.



### Sub-Area 2: Woodland and Graveyard to the South



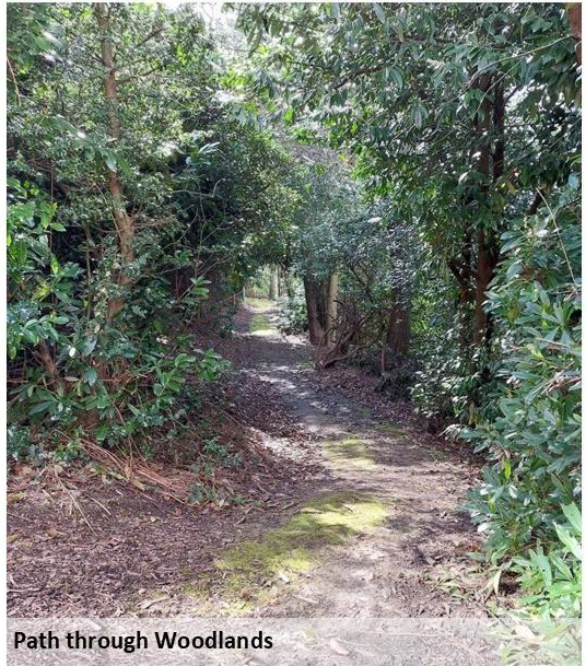
Woodland



Path looking South



Entrance to Graveyard



Path through Woodlands



Path through Woodlands



Path through Woodlands



## **5. Sub-Area 3: Walled Garden**

### **Area Summary**

- 5.1. The walled garden is an important feature of the conservation area linked to the maintenance of the house. It would originally have been a kitchen garden providing fruit and vegetables to the house. There are fruit trees on the outside of the walls, and it has a decorative gateway framing a path leading to the house on the hill above.

### **Views**

- 5.2. Views across the parkland towards the walled garden are interrupted by a hedge line. Passing through the first gate opens views of an arched entrance.
- 5.3. There are long views over the expanse of parkland towards the south of the kitchen garden, punctuated by several substantial trees.

### **Boundaries**

- 5.4. The area of the walled garden is surrounded by modern development to the north and west. To the east is Ship Lane, which follows the eastern line of the wall.
- 5.5. The wall itself is a historically and architecturally significant listed structure, and the hedge to the immediate south of the walled garden is an important penetrable barrier between the sections of this area.

### **Open Spaces, Parks and Gardens, and Trees**

- 5.6. Inside the kitchen garden is a 20th century building with surrounding lawn, most recently used as a convent. The openness within the historic walls is still present and retains the unique historic character of this space.
- 5.7. Between the brick-arched entrance to the walled garden and the parkland is a strip of ground with a central path lined by a beech hedge. This formal entrance to the kitchen gardens also has several shaped conifers which mark the pathway. The break in the parallel hedge to the main parkland is marked by a wrought iron gate.

### **Building Form and Detail**

- 5.8. The Farnborough Hill kitchen garden was enclosed by the rectangular wall which survives. The wall was used to support fruit trees, as well as providing shelter from the wind for plants. The

height of the wall varies, but at the highest point it is at least 10-12 feet (3-3.5 metres). Evidence of the fruit trees on the external walls is still visible in places, and some historic tin plaques indicating the type of fruit tree are still present. The walls are constructed in red brick with lime mortar in English bond, with clay tile capping. Brick was the preferred material for kitchen gardens as the bricks retain heat and the mortar provided a place for nails supporting espalier fruit trees. The walls are supported by buttresses and corner piers with pyramidal capping.

- 5.9. The traditional layout of the kitchen garden has been lost to the modern convent development. The garden would have been subdivided with a central path. The grander and more elaborate entrance to the south was built specifically for the owners of the estate when they visited. The arched southern doorway with large decorative scrolls has a date stone of 1872.

### **Alterations**

- 5.10. Modern development immediately on the outside of the wall has had a negative impact on the historic character of the kitchen garden.
- 5.11. The former convent building inside the walled garden is detached and set back from the walls.
- 5.12. The wall has suffered encroachment by vegetation in some places which has removed mortar and made some of the bricks loose.
- 5.13. In the period preceding and including this Appraisal, the future use and/or development of the convent building and land in and around the walled garden have been the subject of considerable interest and discussion. Ensuring that the conservation area, its character and the integrity of the structures within it are preserved and enhanced will be a very important material consideration in the context of any development proposed for this site.



### Sub-Area 3: Walled Garden



South Entrance to Kitchen Garden



Kitchen Garden Wall



Entrance to Farnborough School Grounds



Path looking South towards Farnborough School



Hedge



Fruit Trees on South side of Walled Garden

## **6. Sub-Area 4: Parkland**

### **Area Summary**

- 6.1. The largest sub-area of this conservation area, this wide-sloping expanse of parkland provides the setting for the listed Farnborough Hill School building at the pinnacle.

### **Views**

- 6.2. The parkland surrounds the house on three sides and allows long sweeping views of the main house from multiple vantage points. There are some fruit trees and deciduous trees within the parkland, but as the main building sits on the top of the hill, they do not interrupt the view.

### **Boundaries**

- 6.3. To the edge of the conservation area, there is a mixture of woodland and hedgerows which mark the current boundary of the estate and provide some screening of the developments outside the parkland.

### **Open Spaces, Parks and Gardens, and Trees**

- 6.4. The open space within the parkland is an important feature as it allows for long views of the historically and architecturally significant building, as well as creating a green setting.
- 6.5. Within this area are a few individually significant trees set within the grass and isolated from other trees. These large, old trees are a valuable asset.

### **Alterations**

- 6.6. To the east of the conservation area, there is a chain-link fence marking the boundary with the residential area. Although a modern addition, the fence has a minimal impact on the views from the main building and the historic interest of the conservation area.



**Sub-Area 4: Parkland**



View looking South East



View looking South towards Farnborough Hill School



View looking East



View looking North



View looking West towards School



View looking South from School

## **7. Sub-Area 5: Landscaped Parkland**

### **Area Summary**

7.1. The area west of the school is open but has a more enclosed character compared to the east. This is due to the narrowness of the space and the tall trees and hedges that surround it. There are some historically and architecturally significant buildings within this part of the school curtilage.

### **Views**

7.2. Views within this area are enclosed by trees and shrubs on almost all sides. Buildings within this area are focused towards the north. The land has a gentle slope from the east. The majority of the land is parkland, with areas levelled for sports pitches.

7.3. Views within the area are broken by hedges and prominent trees and unfold gradually. Trees and woodland are an important characteristic of this area. Variation in the density of the trees divides this area into smaller, more enclosed spaces, changing the landscape and adding interest.

### **Streetscape and Boundaries (Public Realm)**

7.4. The rough road to the east side of this section is edged by grass and links with the paths within the woodland area and towards the northern gatehouse.

7.5. The boundary to the west of Farnborough Road is a dense woodland of mainly native trees, mainly without the encroachment of Rhododendron.

### **Open Spaces, Parks and Gardens, and Trees**

7.6. The pattern of clearings amongst woods is repeated within this sub-area, and there are a variety of trees that contribute to its character. There are prominent trees within the lawn area which, as well as acting as a boundary, provide an important visual screen from Farnborough Road.

7.7. The open space within this area is well tended, with several sports pitches. There are trimmed areas of dense hedges which add character.

### **Building Form and Detail**

7.8. There are several historically and architecturally significant buildings towards the north of this area which originally related to the running of the main house and are now repurposed by the

school. This high-quality group includes a courtyard and stables (E), a coach house (W), laundry (S) and cottage (NW), all of which are curtilage-listed structures. These buildings now include classrooms, accommodation and a swimming pool.

- 7.9. The buildings form a 'U', with a central courtyard paved with stable yard setts. The buildings range from one to two storeys. Works were completed to the stable range in the 1860s, but it encompasses a 17th century timber-frame core. The buildings are pebbledash rendered with a decorative geometric band design in Roman cement and a clay-tiled roof with fish-scale bands. There are several red brick stacks as well as half dormers to the laundry breaking through the eaves with tripartite casements and lattice lights.
- 7.10. The Coach House has five double entrances with original doors and ironwork, as well as a glazed lantern canopy within the forecourt on cast iron columns. The Coach House is constructed in red brick in Flemish bond with yellow brick and ashlar dressings.
- 7.11. The cottage is constructed in yellow brick and has a gabled roof with canted bay window and decorative crested bargeboards.
- 7.12. Another significant building within this area is North Lodge at the northern entrance on Farnborough Road. North Lodge has been identified as an important historic feature and is listed in its own right.

### **Alterations**

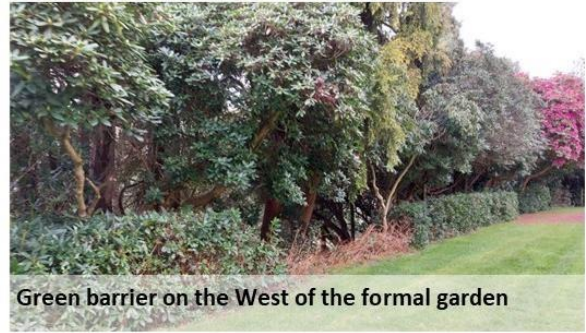
- 7.13. Additional dressing rooms, as well as a modern swimming pool, are located within this area.



### Sub-Area 5: Landscaped Parkland



View looking West towards Landscaped Parkland



Green barrier on the West of the formal garden



View South



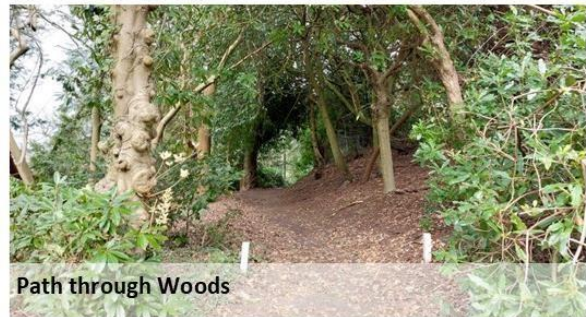
View of courtyard and stables



View South



Cottage



Path through Woods



Landscaped Parkland with prominent tree



## 8. Listed Buildings within the Conservation Area

### Nationally Listed Buildings

Main building to Farnborough Hill convent	Grade I Listed	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1303116">https://historicengland.org.uk/listing/the-list/list-entry/1303116</a>
North Lodge, including attached wall	Grade II Listed	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1390603">https://historicengland.org.uk/listing/the-list/list-entry/1390603</a>

### Locally Listed Heritage Assets

All the buildings detailed below appear on the Council’s Local List. This is in addition to their status as listed structures by virtue of their location within the curtilage of Farnborough Hill convent, a Grade I Listed Building.

Reference	Property Name
LL5114	St Anne’s Buildings, Farnborough Hill School, 312 Farnborough Road, Farnborough, Hampshire
LL5113	South Lodge, 314 Farnborough Road, Farnborough, Hampshire, GU14 8AS
LL5112	Boundary Wall, La Fosse House, 129 Ship Lane, Farnborough, Hampshire

## **9. Management Plan**

### **Introduction**

- 9.1. The Management Plan outlines a positive strategy to deal with the threats and opportunities identified in the Conservation Area Appraisal.
- 9.2. The effect of incremental, small-scale change within a conservation area can be cumulative and negative, particularly when involving the loss of key architectural features such as chimneys, boundary walls or traditional windows and doors. Incremental change is particularly difficult to manage, as it is not managed automatically through the planning system and therefore requires good stewardship by residents and property owners.

### **Good Stewardship**

- 9.3. The active management of small-scale change within the conservation area is the responsibility of the people who live and work in that area. Community-led conservation involves guiding positive change and positive regular maintenance. The owners of properties situated within a conservation area are caretakers of local heritage for future generations, and a commitment to good conservation practice is vital for preserving and enhancing its character and appearance.
- 9.4. Living in a well-maintained conservation area often increases property values and appreciation, as well as the general desirability of the area and its community value. Conservation areas are valued for their distinctiveness, visual appeal and historic character.
- 9.5. Historic England, the Society for the Protection of Ancient Buildings (SPAB) and other heritage bodies publish specialist guidance on the suitable maintenance and repair methods for different historic buildings and buildings affecting conservation areas.

### **Positive and Negative Attributes**

- 9.6. The following section details proposed actions to address some of the main positive and negative features which were identified as part of the Conservation Area Appraisal in order to ensure the continued protection and enhancement of the Farnborough Hill conservation area. There are elements within the conservation area that should be enhanced to help preserve the established character. These are set out below.
- 9.7. The Conservation Area Appraisal identified the following positive features which are considered important to preserve the character of the area and to give it lasting value:

- The clear differentiation between the character areas within the site;
- How the structures on the site reflect their traditional use;
- The strong group value and quality of design of the historic buildings;
- The large open spaces and woodlands within the area;
- The use of landscaping to create a series of informal and formal spaces.

9.8. Some aspects of the conservation area are identified as being eroded by negative changes. The following points were highlighted by the analysis:

- New unsympathetic buildings and development within and around the area;
- Loss of historic trees due to storm damage and disease;
- Invasive rhododendron within the native woodland.

### **Development Management**

9.9. Conservation areas allow greater control over development. Inappropriate changes to the external appearance of buildings can be resisted, as can inappropriately designed new development. Further information is available within the Conservation Areas Overview document and on Rushmoor's Conservation Area webpage. Permitted development rights allow for certain alterations without the need for planning permission. Many of these alterations can have an unintended negative impact on the character and appearance of the area.

9.10. In summary, any change to the conservation area should seek to:

- Preserve its historical features;
- Enhance, where possible, its special interest;
- Contribute positively to its established character; and
- Be of high quality.

### **Implementation and Monitoring**

- 9.11. Progress on the implementation of the Management Plan, and the extent to which planning policies in the Local Plan are complied with or are effective in delivering community aspirations for conservation areas, will be monitored through the Council’s Authority Monitoring Report.
- 9.12. These assessments can then be used to review and, if necessary, modify planning policies as part of the Local Plan review process. They can also be used to review and, if necessary, modify this Character Appraisal and Management Plan as part of the review of the Borough’s conservation areas.

## **Appendix A: Areas Removed from the Conservation Area**

- A.1 Conservation areas are intended to recognise areas of historic or architectural character. The location of the boundary for a conservation area is a qualitative decision relating to character. It is essential for the protection of conservation areas that only areas which are a heritage asset are designated so that the concept of conservation is not devalued (NPPF, Paragraph 186).
- A.2 During the public consultation on the draft Conservation Area Appraisal and Management Plan undertaken between November and December 2021, it was proposed to remove some areas from the conservation area. Whilst some objections to the removal of these areas were received, none provided evidence of special architectural or historic interest sufficient to justify the retention of them within the conservation area.
- A.3 Trees in a conservation area are protected by legislation, and the planning authority must be notified of any works to a tree. Once areas are removed from a conservation area, they no longer benefit from this protection. A review of all trees within the areas removed has been undertaken, and Tree Preservation Orders have been made where necessary.
- A.4 A review of buildings and structures within the areas removed has also been undertaken to determine whether any are worthy of being locally listed on account of their architectural and historic interest.
- A.5 Further information on why the areas were considered inappropriate for inclusion within the conservation area is outlined below.

### **Woodland Crescent and the North of Ship Lane**

- A.6 The properties along Woodland Crescent and on Ship Lane were built after the original designation of the conservation area and do not contribute towards its historic character. The exception is 2 Woodland Crescent, which appears to be an earlier building.

### **Woodstocks and The Chase**

- A.7 This area is comprised of housing development from the 1960s. There are no views from these cul-de-sacs into or out of the conservation area. These infill developments do not add to the historic character of the area, and there are no views or clear linkages between them and the historic core of the village.



### **Home Farm Close**

A.8 This area was undeveloped when the conservation area was first designated. This road consists of modern houses.

### **Highgate Lane and Chingford Avenue**

A.9 The majority of the houses along the south side of Highgate Lane and Chingford Avenue were built in the 1920s/1930s. Although the houses have been finished to a high standard, they are not intrinsically of architectural or historic significance and do not contribute to the distinctive historic character of the conservation area.

### **Chapel Street**

A.10 Chapel Street has had two infill developments along its short length. Due to the absence of historic or architectural character or appearance, this area is no longer included within the conservation area. Whilst 11 Chapel Street appears to have its original brickwork and form, the terraced buildings alongside it have had numerous additions including extensions, rendering and porches.

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 Rushmoor Borough Council

June 2022



# Conservation Area

appraisal and management plan



## Farnborough Street



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## 1. Introduction

- 1.1. This document should be read alongside the [Rushmoor Conservation Area Overview document](#)<sup>1</sup> which sets out the context of conservation area designation in Rushmoor. This includes information on the legislative and planning policy framework and the geographic and historic setting of the Borough. The Overview document also explains the implications for planning applications if a property is within a conservation area.
- 1.2. Whilst nationally listed buildings may be included within a conservation area, it is the combination of factors such as buildings, walls, trees, hedges, open spaces, views and historic settlement patterns that create the sense of place and give the area its special character and appearance. Less tangible senses and experiences, such as noise or smells, can also play a key part in forming the distinctive character of an area. It is this character, rather than simply individual buildings, that conservation area designation seeks to preserve and enhance.

### Appraisal and Management Plan

- 1.3. This document identifies the special architectural and historic interest of the Farnborough Street Conservation Area, which justifies its designation as a heritage asset, and the character or appearance which it is desirable to preserve or enhance. The Appraisal also identifies which features of the conservation area make a positive or negative contribution to its significance. It is accompanied by a Management Plan which sets out ways in which homeowners, the local community and the Council can manage change in a way that conserves and enhances the area.
- 1.4. Character appraisals and management plans provide a framework and guide to inform planning decisions to be made on a site-specific basis, within the context of national planning policy and the adopted Local Plan.

### Sub-Character Area Appraisals

- 1.5. There are three different character areas within the conservation area:
  - Farnborough Street and Ship Lane;
  - Railway and industrial buildings; and
  - Rectory Road.

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<sup>1</sup> Available to view at <https://www.rushmoor.gov.uk/planning-and-building-control/conservation-and-heritage-assets/conservation-areas/>.

- 1.6. These areas merit protection based on their spatial character, architectural qualities and historical development, as well as the contribution they make to the conservation area.



## 2. Overview of Farnborough Street Conservation Area

### Designation History

2.1. The Farnborough Street Conservation Area forms part of the area designated as Farnborough Hill Conservation Area in 1980 and amended in 1982 and 1989. In 2022, as part of the process of review and appraisal, the decision was taken to designate Farnborough Street and Farnborough Hill as two separate conservation areas. The appraisal process identified two areas of very different character which, following boundary changes, would no longer be joined.

### Location

2.2. The Farnborough Street Conservation Area is located on the north-eastern periphery of modern Farnborough and covers an area centred on the historic crossroads of Rectory Road, Ship Lane, Farnborough Street and Highgate Lane.

### Area Development

2.3. Farnborough Street is a compact and now predominantly residential village at the meeting point of several historic routes through the area. It has an informal quality, based around the nucleus of a 17th century hamlet, with 19th century and early 20th century infilling and expansion.

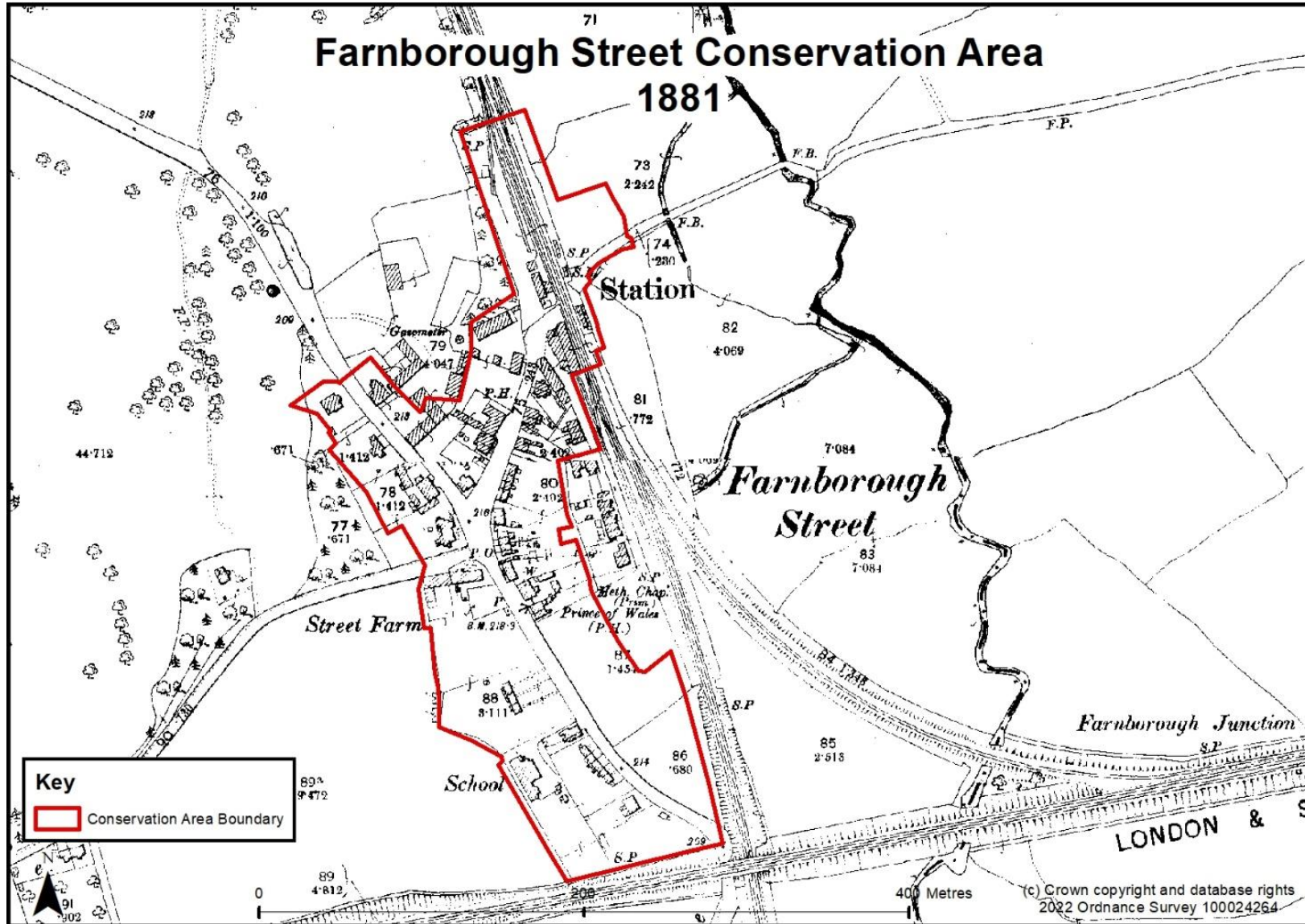
2.4. The historic form of the village is consolidated by a few notable buildings which stand out by virtue of their distinctive character, architectural quality and prominence at key points in the street scene.

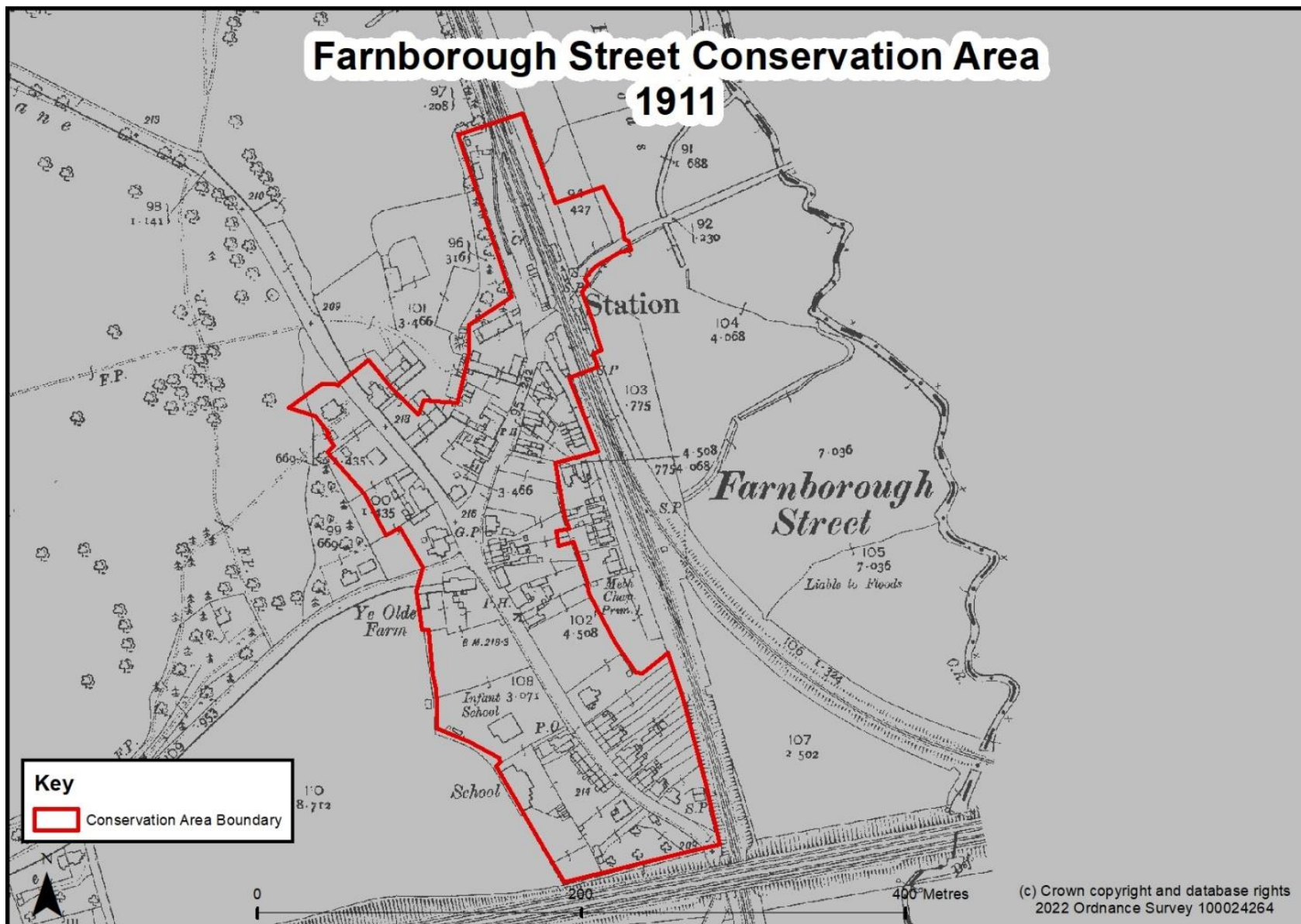
2.5. Some elements of the formerly mixed character of the historic village, which included shops, farms, inns and small-scale commercial premises, are still apparent in surviving buildings and their features, most noticeably along Farnborough Street.

2.6. It is considered that the Farnborough Street Conservation Area has three areas with distinct character:

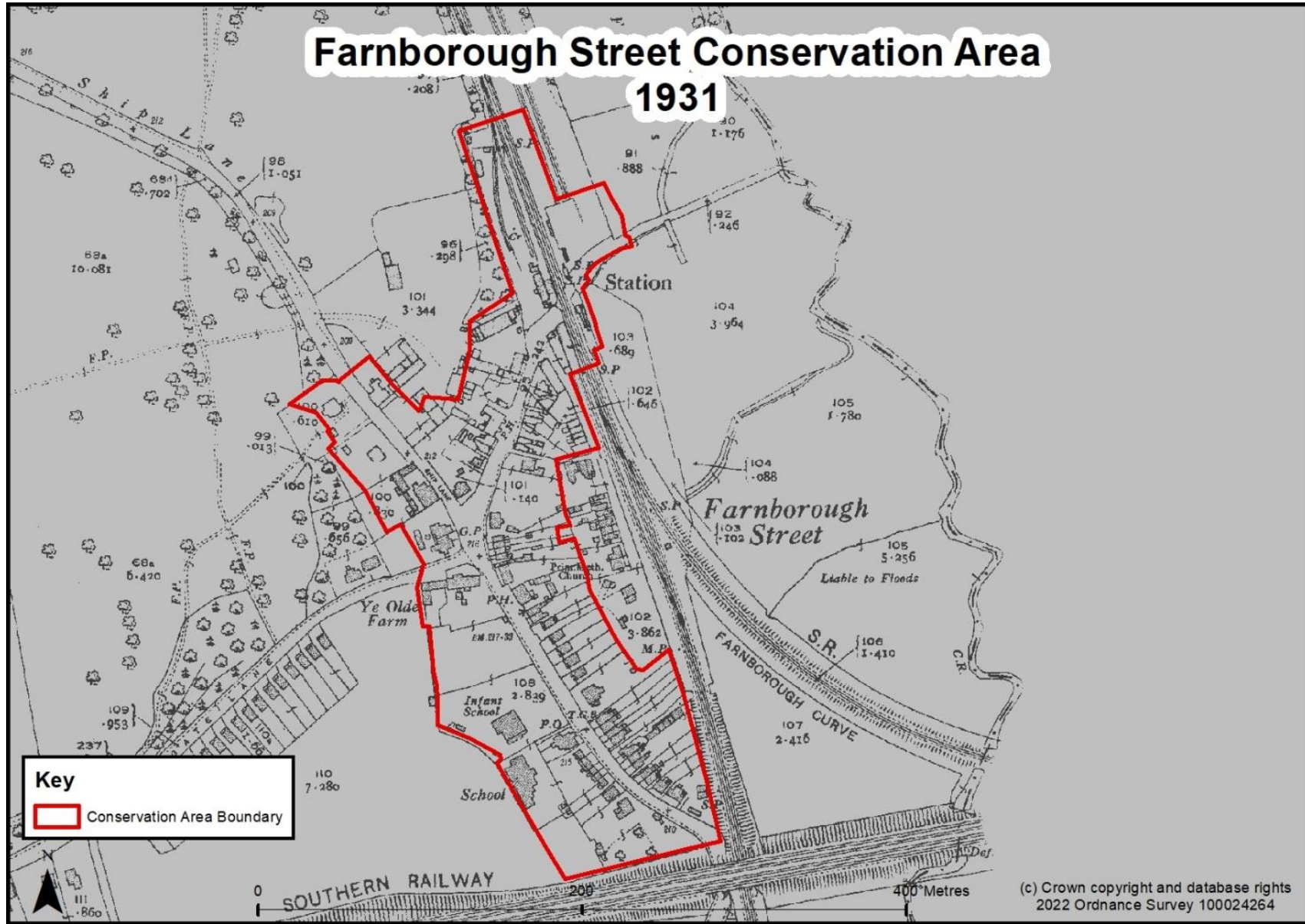
- Farnborough Street and Ship Lane;
- Railway and industrial buildings; and
- Rectory Road.

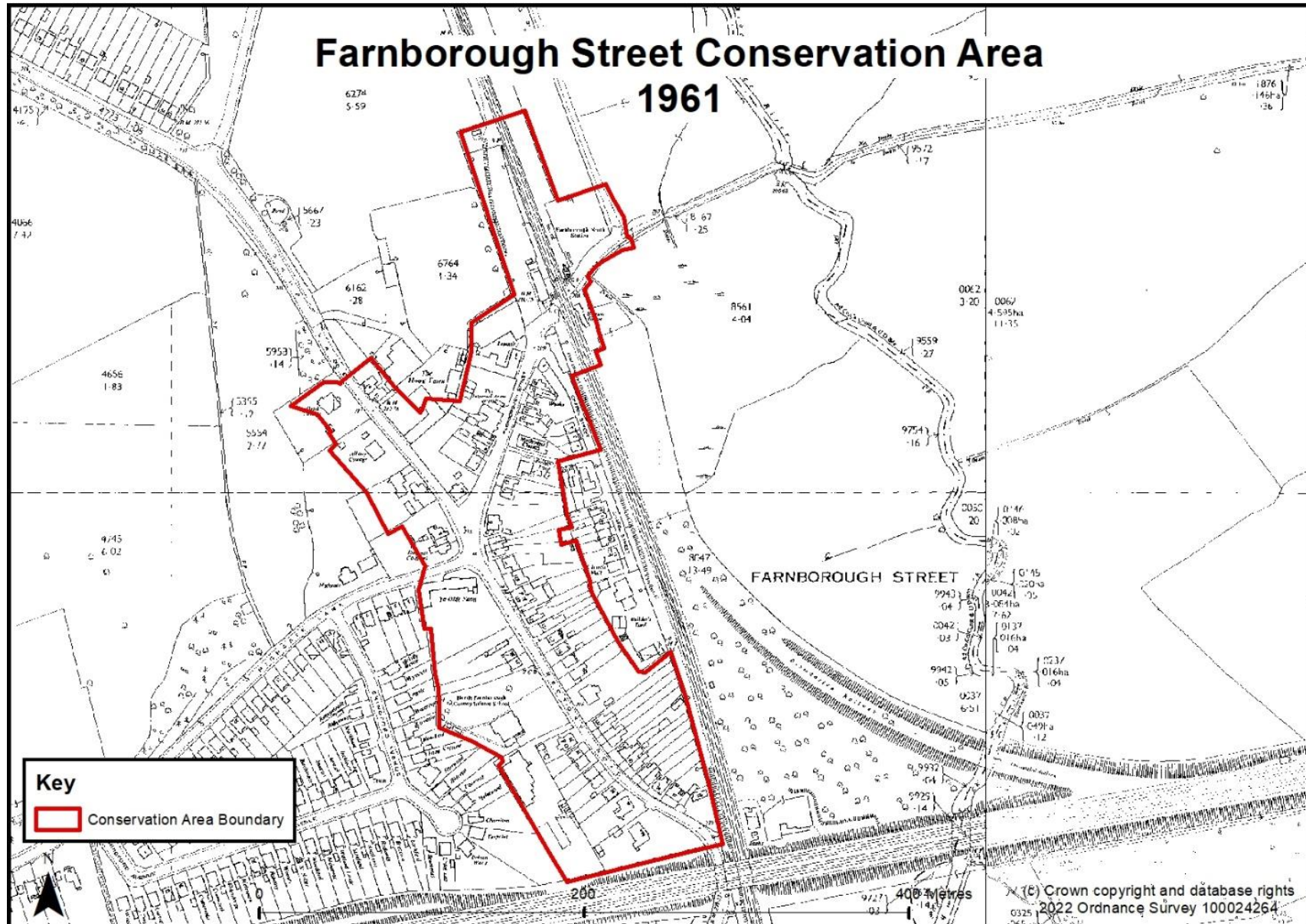
2.7. Further detail about the special characteristics of each of these areas is set out in the following sections.



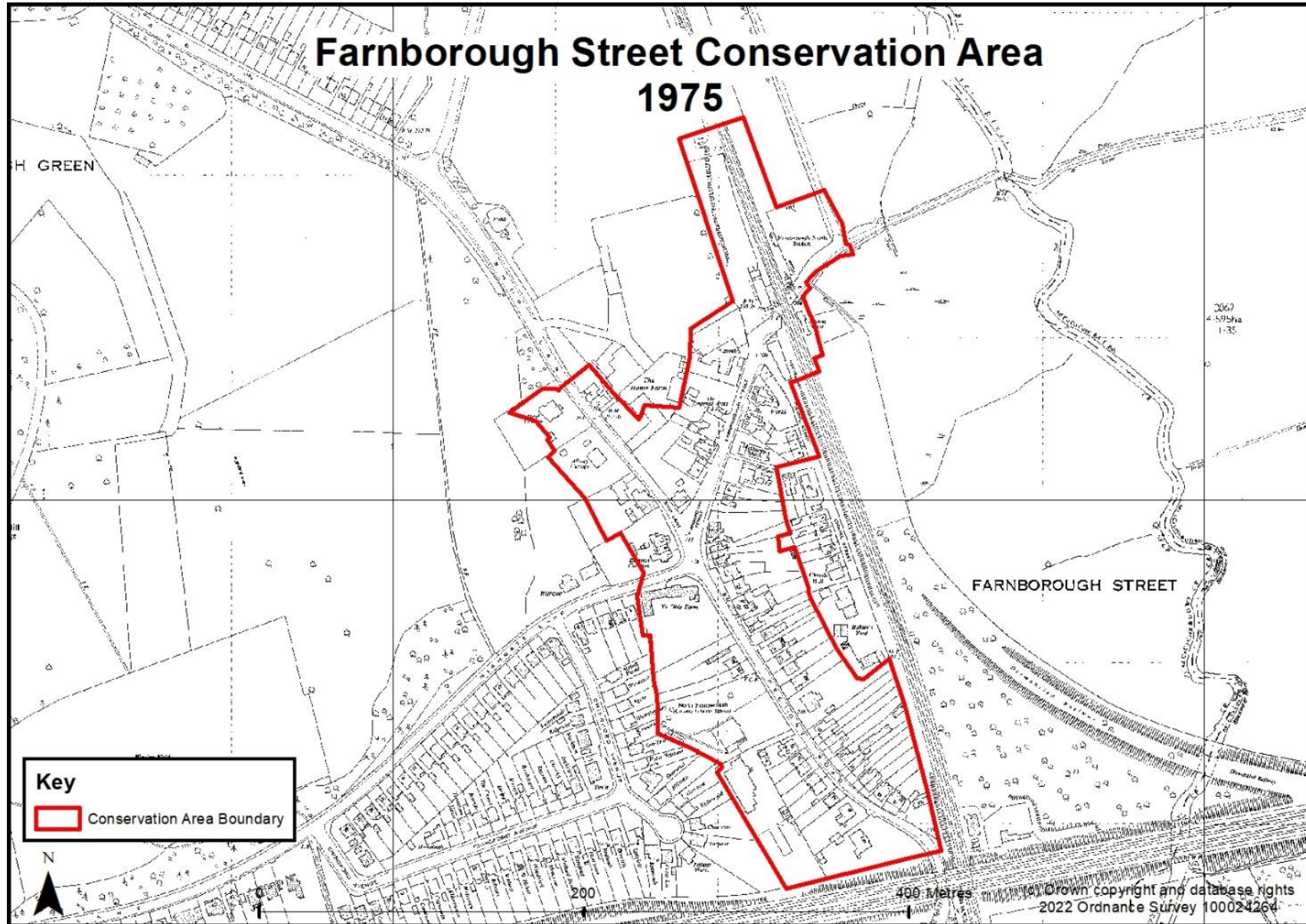




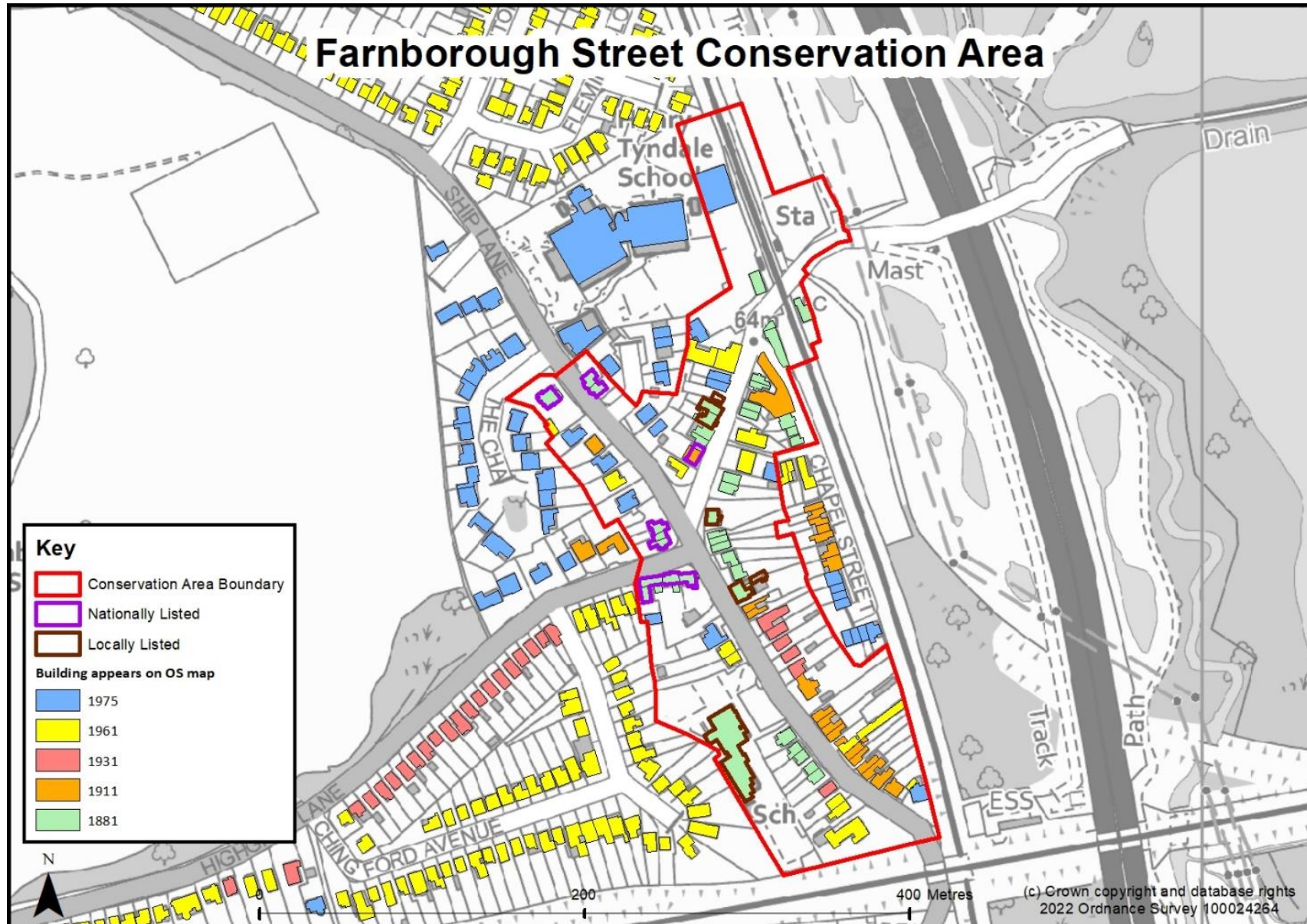












## **Sub-Area 1: Farnborough Street and Ship Lane**

### **Area Summary**

- 2.8. This historic residential area includes the crossroads between Farnborough Street and Ship Lane, which was a focal point for the local community. Distinctive features of this area are Farnborough North Station, a public house and two schools to the north and south.
- 2.9. The area retains a vernacular village aesthetic despite its urban surroundings. This is enhanced by the green backdrop beyond the railway, and the playing fields which surround the area. A distinctive feature is the openness of the crossroads, framed by several substantial historic buildings, some of which are statutorily listed.

### **Views**

- 2.10. This area is relatively flat, and views within are mainly contained within the street. There are several clusters of notable historical buildings, including around the crossroads. The crossroads offers a focal point for views and is a defining feature of the conservation area. The view down Farnborough Street is straight in either direction, but Ship Lane curves gently, providing a gradually unfolding view to those passing along it.

### **Streetscape and Boundaries (Public Realm)**

- 2.11. The road and paving are tarmac, with some traditional lamp posts. Farnborough Street gives the appearance of being narrow and enclosed by houses, creating a constrained street scene. The road widens around the crossroads, where there is a traditional fingerpost road sign in addition to the standard road signs. The varied gaps between buildings illustrate how the area developed informally. Early photographs suggest a mix of boundary treatments included walls, fences and hedges. This remains the case.

### **Open Spaces, Parks and Gardens and Trees**

- 2.12. The principal open area lies around the crossroads. The majority of the houses along Farnborough Street have well-maintained small front gardens, with larger gardens appearing along Ship Lane. There are a number of prominent trees within this area, although several which appear on historic maps of the area are no longer present. Behind the ridge line of the street, the backdrop to the area is very green, with trees visible in gaps between buildings.

### **Building Form and Detail (Architecture)**

- 2.13. Due to the organic vernacular development of the area, most buildings have an individual historic style. Farnborough Street comprises small plots and includes terraced cottages, with larger plots appearing nearer the crossroads and along Ship Lane.
- 2.14. Materials are primarily red brick, with some houses having white render. Some, by virtue of their age, may be timber-framed internally. The majority of the roofs are gabled, with material varying between clay tiles and slate. There are several original chimneys visible within this area. Front doors are wooden, some with half lights, but the majority are modern replacements. Windows are predominantly sash, some of which have been replaced.

### **Alterations**

- 2.15. A distinctive character of the public realm is the division between public and private space in front of the dwellings. Although, in some cases, the front boundary treatment has been lost, these semi-private spaces frame the historic buildings and provide important settings.
- 2.16. There are phone lines across the street in multiple places which affect views.
- 2.17. A large number of windows within this area have been replaced, with varying levels of sensitivity to the historic context. Front doors also appear to have been replaced. However, traditionally styled wooden doors are consistent with the character of the area.
- 2.18. It is apparent from historic photographs that a number of the large trees which framed the crossroads are no longer present. Removing established trees should be discouraged, and consideration should be given towards new and replacement planting.



## Sub-Area 1: Farnborough Street and Ship Lane



3-7 Ship Lane



Oriel Cottage, 23 Ship Lane



14 Ship Lane



Emperor House, Empress Cottage,  
Eugenie Cottage, Ye Olde  
Farmhouse



View of Crossroads



Looking East on Farnborough  
Street



Empress Cottages, 2 Highgate Lane



15 Ship Lane



9 Ship Lane



14 Ship Lane and Rose Cottage 12  
Ship Lane



6-8 Farnborough Street



Yew Tree Cottage, 4 Farnborough  
Street



Oriel Cottage, 23 Ship Lane

## **Sub-Area 2: Railway and Industrial Buildings**

### **Area Summary**

- 2.19. The buildings in this area were constructed to support industry, which developed due to the station and the available access to rail transport. The area retains some commercial use, but there have also been some residential conversions.
- 2.20. The railway has heavily influenced the development of this area and continues to attract footfall and traffic throughout the day.

### **Views**

- 2.21. The area is generally flat, but interest is added by the gentle curve of the street which reveals views towards the station and the railway crossing. The focal point at the end of Farnborough Street is Number 33/33a, a former brewery building from the 19th century. The station building is modest and set back.
- 2.22. From the station car park area, there are views across the railway to the former Station Master's house, as well as into the builders yard next to the station which occupies a former goods yard. South of the station towards Chapel Street, there are two imposing industrial buildings, both of unique vernacular style, which are key to the character of this sub-area. Views within this area are short, with glimpses of yards behind workshops against a backdrop of greenery.

### **Streetscape and Boundaries (Public Realm)**

- 2.23. The east side of Farnborough Street has buildings opening directly on to the pavement, reflecting their industrial history. The buildings have different plot sizes, and no regular alignment between them. Most street furniture consists of street signs relating to parking conditions and the businesses within the buildings around the station.

### **Open Spaces, Parks and Gardens and Trees**

- 2.24. Although there is a lack of trees, the backdrops to this area are trees on the other side of the railway, and the hedge along Chapel Street.

### **Building Form and Detail (Architecture)**

- 2.25. The buildings within this area retain form and features reflecting their industrial history, although buildings have been converted to residential use. The historic fabric of these workshops and storage buildings is still evident within their form and layout.



2.26. Materials are primarily red brick with clay-tiled roofs, which are either gabled or hipped. The factory origins of the buildings is reflected in wooden-slatted doors and a variety of unusually shaped sash windows.

### **Alterations**

2.27. There are numerous signs for businesses, road traffic and relating to the station.

2.28. The builders yard adjacent to the station occupies land formerly used as a goods yard. It remains in commercial use and attracts associated goods vehicles. Whilst it currently has a negative impact on the character and appearance of the conservation area, its retention within the boundary would assist in ensuring any future proposals for re-use or redevelopment could be considered against the requirement to preserve and enhance the surrounding character.

2.29. In the period prior to and covering this appraisal, there have been clear indications that Network Rail intend to close the gated level crossing and erect a new footbridge with lifts. The character and appearance of the conservation area will be an important material consideration both in considering associated planning applications and commenting on works to be carried out under permitted development on operational railway land.

2.30. Planning permission was granted in 2022 for use of the former Station Master's house as a community space. Given that it is an original structure within operational railway land, there is a case for including it within the conservation area boundary.

## Sub-Area 2: Railway and Industrial Buildings



3-7 Ship Lane



33-33a Farnborough Street



14-16 Farnborough Street



27-29 Farnborough Street



View of the corner of Farnborough Street



14 Ship Lane and Rose Cottage 12 Ship Lane



14-16 Farnborough Street

## **Sub-Area 3: Rectory Road**

### **Area Summary**

2.31. Although this area is mainly residential, the school and the Prince of Wales public house along this road influence the character of the area and its historic fabric.

2.32. The area is very active, with substantial car traffic along this road, as well as pedestrians.

### **Views**

2.33. The road is mainly straight, with a curve towards the railway bridge at the southern end. Focal points include several prominent trees in both the public and private realm, as well as North Farnborough Infant School. The views are mainly urban, with the green backdrop of vegetation along the railway line visible behind houses. The imposing façades of buildings provide interesting views along this road.

### **Streetscape and Boundaries (Public Realm)**

2.34. Rectory Road is made up of a series of formal spaces. The street is wide, flat and mainly straight, with a curve towards the southern end. Historic boundary treatments have mainly been hard-surfaced to provide parking spaces. There are numerous signs relating to the school and parking within the area, as well as modern lamp posts.

### **Open Spaces, Parks and Gardens and Trees**

2.35. The road is lined by private spaces. North Farnborough Infant School is set back from the road, creating a more open form. There are several dominant trees within this area which provide visual interest. Combined with the green backdrop of the railway embankment to the south, this provides a green setting to this urban area.

### **Building Form and Detail (Architecture)**

2.36. The general scene is characterised by mainly Victorian and Edwardian housing, with some later infill development. Buildings along the eastern side of Rectory Road are medium in scale, increasing in height towards the southern end. The terraced and semi-detached form of the houses creates the impression of an almost-continuous façade.

2.37. The predominant building material is red brick, with canted bay windows and slate gabled roofs. Embellishments include decorative tiles, brickwork and masonry. There are some decorative chimney pots and stacks, which are an important feature of the roofline. Doors are set within

recessed arches, with skylights above. In some places, traditional wooden sash windows have been replaced with modern units, with varying degrees of success or sympathy to the historic fabric and design.

### **Alterations**

- 2.38. Although windows appear to retain their original openings, many windows have been replaced with varying and sometimes insensitive units.
- 2.39. A distinctive characteristic of properties within this area is a brick front boundary wall. However, many have been removed, to the detriment of the area's character.
- 2.40. There are numerous satellite dishes, aerials and associated wiring which interrupts the façade and the rooflines.



### Sub-Area 3: Rectory Road



148—150 Rectory Road



183—185 Rectory Road



The Prince of Wales,  
184 Rectory Road



North Farnborough Infant School, Rectory Road



146 Rectory Road



160—162 Rectory Road



### 3. Listed Buildings

Name	Grade	Link to Historic England
Empress Cottages, 2 Highgate Lane	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092609">https://historicengland.org.uk/listing/the-list/list-entry/1092609</a>
Oriel Cottage, 23 Ship Lane	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1156289">https://historicengland.org.uk/listing/the-list/list-entry/1156289</a>
14 Ship Lane and Rose Cottage, 12 Ship Lane	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1339699">https://historicengland.org.uk/listing/the-list/list-entry/1339699</a>
Yew Tree Cottage, 4 Farnborough Street	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092634">https://historicengland.org.uk/listing/the-list/list-entry/1092634</a>
Emperor House, Empress Cottage, Eugenie Cottage, Ye Olde Farmhouse	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092639">https://historicengland.org.uk/listing/the-list/list-entry/1092639</a>

#### Locally Listed Heritage Assets (Buildings of Local Interest)

Reference	Name
LL5116	Elm Tree House, 9 Farnborough Street, Farnborough, Hampshire, GU14 8AG
LL5117	(Former) Imperial Arms, 12 Farnborough Street, Farnborough, Hampshire, GU14 8AG
LL5135	North Farnborough Infant School, Rectory Road, Farnborough, Hampshire, GU14 8AJ
LL5137	The Prince of Wales
LL5153	Outbuilding to The Prince of Wales

## 4. Management Plan

- 4.1. The Management Plan outlines a positive strategy to deal with the threats and opportunities identified in the Conservation Area Appraisal.
- 4.2. The effect of incremental, small-scale change within a conservation area can be cumulative and negative, particularly when involving the loss of key architectural features such as chimneys, boundary walls or traditional windows and doors. Incremental change is particularly difficult to manage, as it is not automatically managed through the planning system and therefore requires good stewardship by the residents and property owners.

### Good Stewardship

- 4.3. The active management of small-scale change within the conservation area is the responsibility of the people who live and work in that area. Community-led conservation involves guiding positive change and positive regular maintenance. The owners of properties situated within a conservation area are custodians of local heritage for future generations, and commitment to good conservation practice is vital for preserving and enhancing character and appearance.
- 4.4. Living in a well-maintained conservation area often increases property values and appreciation, as well as the general desirability of the area and its community value. Conservation areas are valued for their distinctiveness, visual appeal and historic character.
- 4.5. Historic England, the Society for the Protection of Ancient Buildings (SPAB) and other heritage bodies publish specialist guidance on the suitable maintenance and repair methods for different historic buildings and buildings affecting conservation areas.

### Positive and Negative Attributes

- 4.6. The following section details proposed actions to address some of the principal positive and negative features which were identified as part of the Character Appraisal in order to ensure the continued protection and enhancement of the conservation area.
- 4.7. The Conservation Area Appraisal identified the following positive features which are considered important to preserve the character of the area and give it lasting value:
  - Trees and greenery in both the public and private domain;
  - Original chimneys and pots on the roofline;

- Boundary walls at the front of properties;
- Areas of private garden of varying sizes between the boundary walls and properties;
- Original decorative features of properties;
- The large plot sizes of properties towards the south of the conservation area.

4.8. Some aspects of the character of the conservation area are identified as being eroded by negative changes. The following points were highlighted by the analysis:

- Satellite dishes visible from the public domain;
- The loss of boundary walls and hard-surfacing of front gardens;
- Properties which have had their brick and/or masonry painted;
- Infill of extensions or developments between properties;
- Phone lines and related items visible from the public domain;
- The replacement of original windows with windows of inappropriate design and materials;
- The replacement of original doors with doors of inappropriate design and material;
- Advertising signs in residential roads;
- Removal of trees.

#### **Development Management and Potential Article 4 Direction**

4.9. Conservation areas allow greater control over development. Inappropriate changes to the external appearance of buildings can be resisted, as can inappropriately designed new development. Further information is available within the Conservation Areas Overview document and on Rushmoor's Conservation Areas webpage. Permitted development rights allow for certain alterations without the need for planning permission. Many of these alterations can have an unintended negative impact on the character and appearance of the area.

4.10. Further protection of the key features of the conservation area could be accomplished by introducing an Article 4 direction. The purpose of serving an Article 4 direction within or in areas adjacent to a conservation area is to encourage the retention and good stewardship of high-quality architectural features and to preserve and enhance character and appearance.

4.11. An Article 4 direction would enable the Council to protect the character of the conservation area by requiring property owners to make a planning application for carrying out certain works. In this conservation area, this could cover the following works to residential properties:

- The replacement, improvement or other alteration of windows or doors;
- The external painting of a house;
- Removal of front boundary walls or fences;
- The provision of a hard surface to the front of a property;
- The erection, alteration or removal of a chimney;
- The alteration or change of roofing material;
- The erection, maintenance or alteration of a gate, fence, wall or other boundary treatment fronting a property;
- The installation or replacement of satellite dishes or aerials;
- The erection or construction of a porch outside an external door to the front of a property;
- Advertising signs.

4.12. It is not the intention of conservation area designation to prevent new development. Instead, it puts in place a process whereby any proposals are more thoroughly studied to ensure that the special interest of the conservation area is protected and opportunities to improve its character are identified. New development can range from entire new buildings to the introduction of new features, however small, on existing buildings. New development within the setting of the conservation area (within, views into and out of) should also be carefully managed, as it has the potential to detract from its character and special interest.

4.13. In summary, any change to the conservation area should seek to:

- Preserve its historical features;
- Enhance, where possible, its special interest;
- Contribute positively to its established character;
- Be of high quality.

### **Implementation and Monitoring**

- 4.14. Progress on the implementation of the Management Plan and the extent to which planning policies in the Local Plan are complied with or effective in protecting the character and appearance of the conservation areas will be monitored through the Council's Authority Monitoring Report.
- 4.15. These assessments can be used to review and, if necessary, modify planning policies as part of the five-year review of the Local Plan. They can also be used to review and, if necessary, modify this Character Appraisal and Management Plan as part of the review of the Borough's conservation areas.

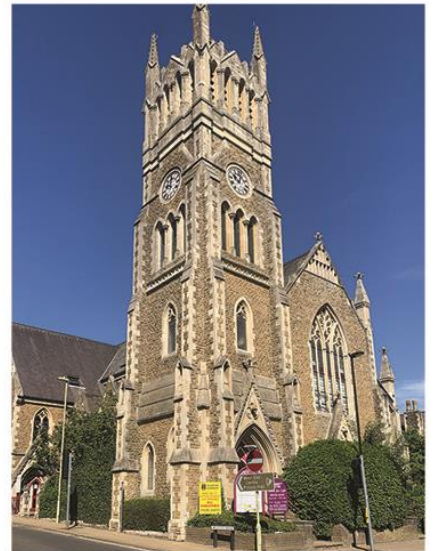




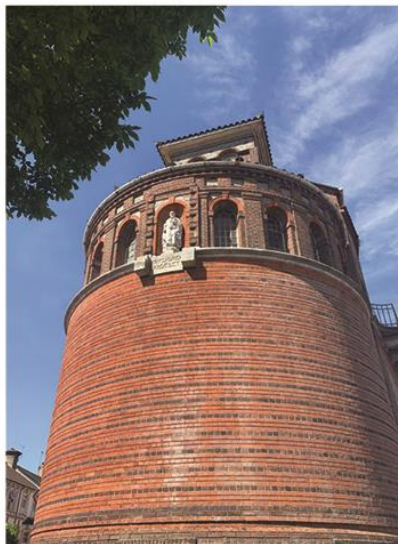


# Conservation Area

character appraisal and management plan



## Aldershot West



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## 1 Introduction

- 1.1 This document should be read alongside the Rushmoor Conservation Area Overview document which sets out the context in which conservation areas in Rushmoor have been designated. This includes the legislative and planning policy framework as well as the geographic and historic setting of the borough. The Overview document also explains what you need planning permission for when living in a conservation area.
- 1.2 A conservation area is a place of special architectural or historic interest, the character or appearance of which it is desirable to conserve or enhance. Building groups, walls, trees and hedges, open spaces, views and historic settlement patterns all combine to create a sense of place. It is this character, rather than simply individual buildings, that the designation of Conservation Area status seeks to protect. The location of the boundary for a conservation area is a qualitative decision relating to character. It is essential for the protection of conservation areas, that only areas which are a heritage asset are designated so that the concept of conservation is not devalued<sup>1</sup>.

### Appraisal

- 1.3 This appraisal document sets out the special architectural and historic interest of the Aldershot West area, the character or appearance of which it is desirable to preserve or enhance. The appraisal identifies which features of the conservation area make a positive or negative contribution to its significance and is accompanied by a management plan setting out ways in which change can be managed to conserve and enhance the area.
- 1.4 Character appraisals and management plans provide a framework and guide to enable planning decisions to be made on a site-specific basis, within the context of national planning policy and the adopted Rushmoor Local Plan. This appraisal has also been prepared having regard to Historic England Advice Note 1 (Second Edition)<sup>2</sup>.
- 1.5 Every effort has been made to include or analyse those elements key to the special character of the area. However, where buildings, structures or features have not been

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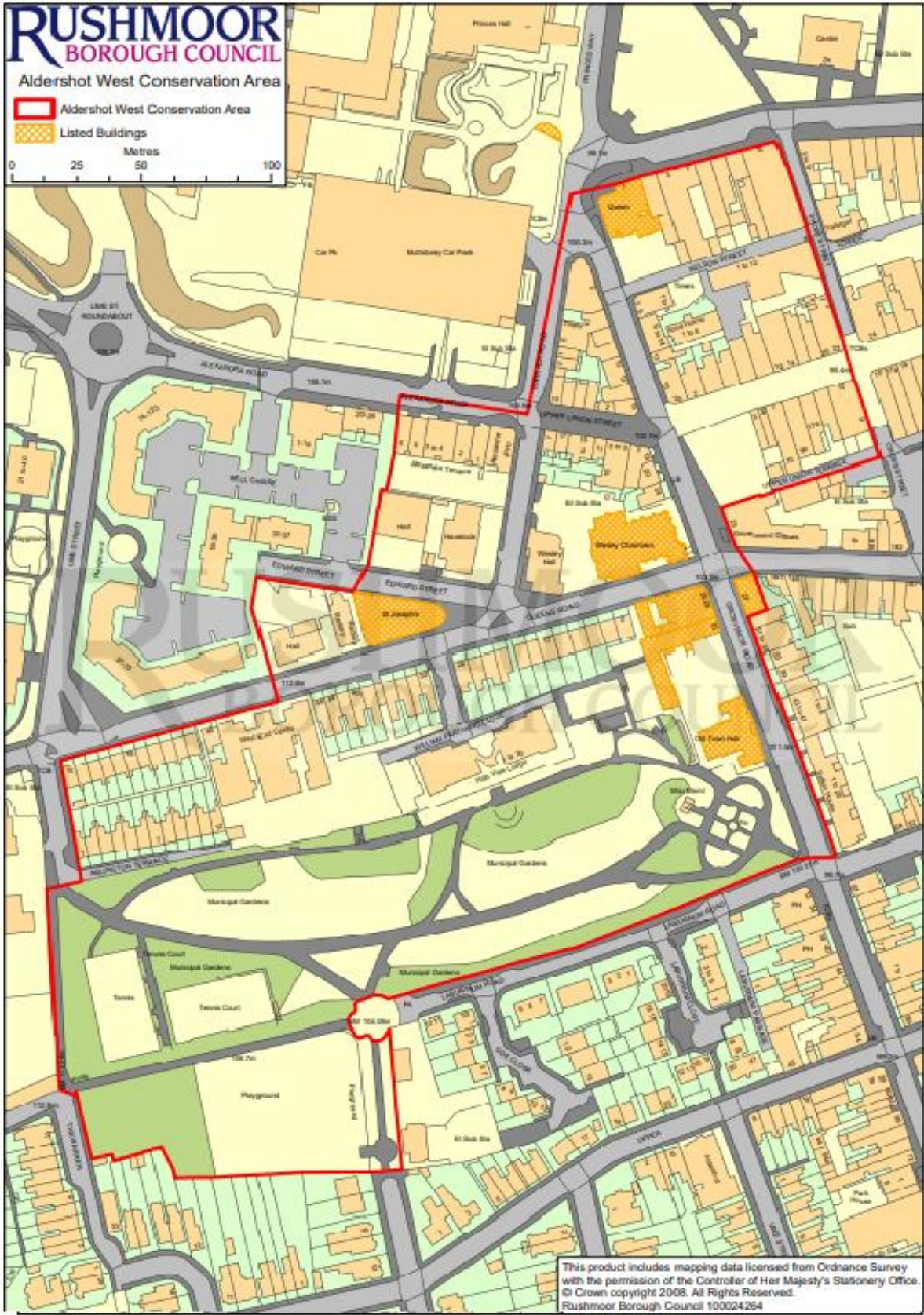
<sup>1</sup> National Planning Policy Framework, paragraph 191

<sup>2</sup> <https://historicengland.org.uk/images-books/publications/conservation-area-appraisal-designation-management-advice-note-1/heag-268-conservation-area-appraisal-designation-management/>



specifically highlighted, it does not necessarily follow that they are of no visual or historic value.

Figure 1 Conservation Area boundary





## 2 Overview of Aldershot West Conservation Area

### Designation History

- 2.1 The Aldershot West Conservation Area was designated in 1980 and reviewed in 1983 and 1989. There is no adopted appraisal and management plan for the area.

### Location

- 2.2 The Aldershot West Conservation Area is located within and beyond the current Aldershot town centre in the Rushmoor Local Plan 2014 to 2031 in the south of the Rushmoor Borough Council administrative area. It lies to the north of the Cargate Conservation Area<sup>3</sup>.

### Area Development

- 2.3 The development of Aldershot Town as a settlement started with the Government's decision in 1853 to establish a permanent military garrison on heathland<sup>4</sup> west of the historic Manor<sup>5</sup> and village of Aldershott<sup>6</sup>, exploiting the area's links to London and Portsmouth.

**Figure 2 1841 Ordnance Survey report showing boundaries of the conservation area**  
(Source: Phillips, S and Picken, G)



<sup>3</sup> [Cargate Conservation Area - Rushmoor Borough Council](#)

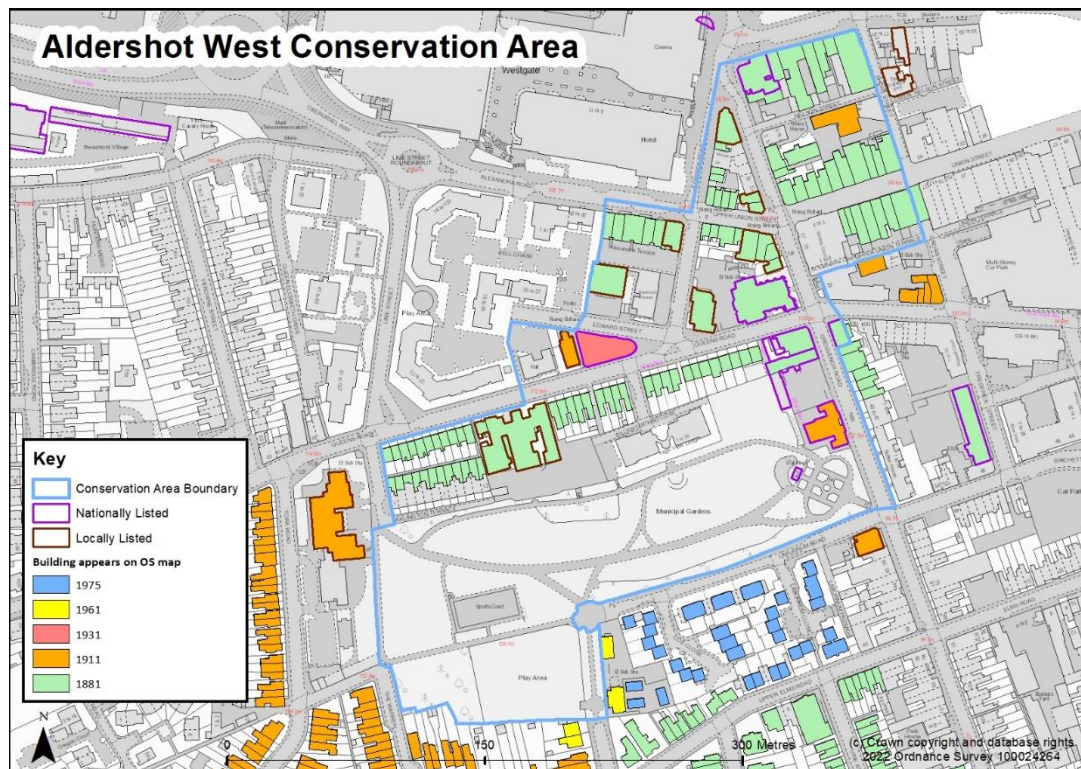
<sup>4</sup> Cole, Howard N (1980) "The Story of Aldershot", Southern Books (Aldershot) Ltd; Phillips, S and Picken, G "Aldershot Past" (2000), Phillimore & Co

<sup>5</sup> Hampshire County Council Archaeology and Historic Environment – Historic settlement surveys [AldershotHistoricRuralSettlementpublication.pdf \(hants.gov.uk\)](#)

<sup>6</sup> The historic Manor and grounds form part of the Manor Park Conservation Area

- 2.4 The establishment of a town serving a civilian population followed from the construction of the garrison between 1854 and 1859. The civilian population of Aldershot was recorded as 685 people in 1841, rising to nearly 5,000 in 1861<sup>7</sup>. The Aldershot Board of Health first met in 1860, the town was connected by rail in 1870 and a range of municipal and civic buildings including the West End Junior School (now the West End cultural centre) and churches to cater for the area’s different religious congregations were constructed in the 1860s and 1870s. By the 1881 Census, much of the existing area now included in the conservation area had been built. The town’s population was over 25,000 people.
- 2.5 The Aldershot Board of Health became the Aldershot Urban District Council following the passing of the Local Government Act 1894. Aldershot Town Hall and Fire Station were built in 1904 and the Urban District Council acquired former allotment land to the south as a public park, “the Municipal Gardens”, laid out formally with distinctive geometrical patterns. A tree planting ceremony took place in the park in 1905 providing an eclectic mix of trees, some of which are still in place. The Municipal Gardens house the town’s distinctive granite War Memorial cenotaph.

**Figure 3 Listed buildings and buildings of local interest in and around Aldershot West**

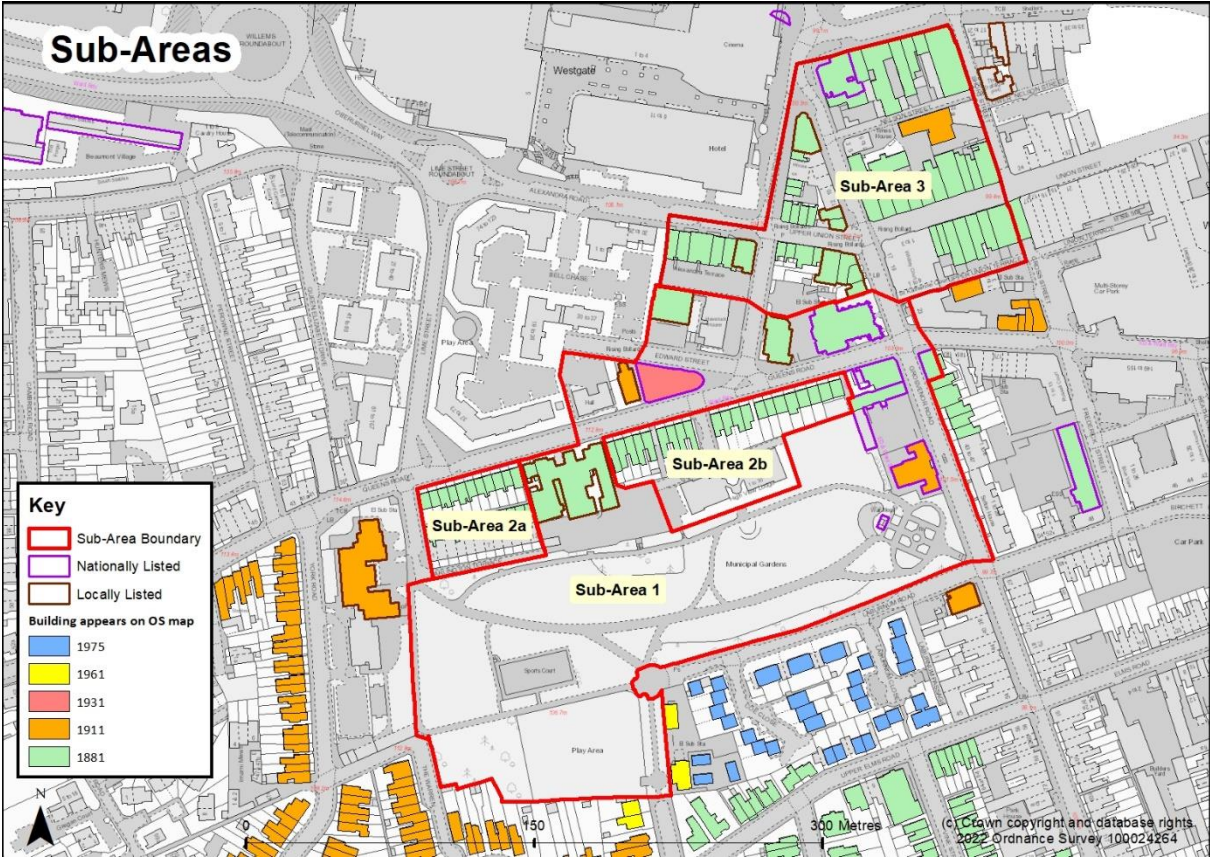


<sup>7</sup> Phillips & Picken, op cit (p5)

- 2.6 Much of the prevailing character of the area has remained largely unchanged although there has been some infill (for example, the sheltered housing flats at Highview Lodge, William Farthing Close) and redevelopment of plots on Grosvenor Road and Barrack Road. While the character of the conservation area is varied in its form and uses, it provides a typical example of Aldershot as it was in the early 20<sup>th</sup> century.
- 2.7 The principal external building materials are orange/red and buff brick with shallow “natural” slate roofs although some of the grander municipal buildings have stucco. Some of the residential frontages (Arlington Terrace) have been rendered and painted over. There are a number of buildings of sandstone construction. The listed Cenotaph is of granite construction.
- 2.8 As a result of the area’s pattern of development and the mix of land uses, the conservation area has been split into three distinct sub areas for the purposes of this analysis:
- **Sub area 1** -The civic and municipal area– this covers the cluster of places of worship and municipal/ commercial buildings fronting the main thoroughfares of Grosvenor Road and Queens Road as well as properties fronting Edward Street, parts of Barrack Road and the Municipal Gardens;
  - **Sub area 2** - Victorian terraced housing on Arlington Terrace and Queens Road west of the West End Centre (sub area 2a), and housing at Queens Road to the west of the West End Centre and Highview Lodge, sheltered housing flats on William Farthing Close built in the 1980s (sub area 2b); and
  - **Sub area 3** - the commercial area covering the northern part of the conservation area with a mix of shops, public houses and other commercial uses with housing above, and other new build housing.



Figure 4 Identification of sub-areas within Aldershot West Conservation Area



### 3 Sub-area 1: Civic and Municipal Quarter

3.1 This area comprises the cluster of civic and religious buildings dating from the Victorian and Edwardian eras.

Figure 5 Landmark buildings and structures in sub-area 1



Former Methodist Church



St Michael's RC Church



Aldershot Town Hall



Aldershot Cenotaph



26-28 Grosvenor Road



St Michael's Church Hall



West End Centre,  
Queens Road



**Building form and details**

- 3.2 This sub area contains a number of listed buildings, the most striking of which is the former Methodist Church (Grade II\*)<sup>8</sup> on the corner of Grosvenor Road and Queens Road; a Gothic sandstone building constructed in 1875 with Early English features. This church has important townscape value too as it is the only significant tower in Aldershot and is visible from a number of points both within and outside of the conservation area.
- 3.3 The Roman Catholic St Michael’s Church (designed by George Drysdale in 1912/13) is located at the junction of Queen’s Road and Edward Road on a tightly-wedged site. It has high flank walls with doorways on both street frontages. The robust external form of brindle banded red brick work and its east end bell turret is a dominant feature in Queens Road and Edward Street. Its cliff-like quality is relieved by its colourful door friezes.



- 3.4 Grosvenor Road is an important route through the town with a number of prominent listed buildings on a tight urban grain offering views through and beyond the conservation area.
- 3.5 The commercial premises at 26 and 28 Grosvenor Road are three-storey buildings (Grade II listed) with a double frontage and a well-articulated façade, the most prominent feature of which is the stucco ground floor formed by wide cambered openings to provide a continuous series of windows along the street frontage.
- 3.6 30 Grosvenor Road has classical details on its front façade sharing features in common with 27 and 28 Grosvenor Road. The integrity in its form gives these buildings contribute to a visually rich and interesting streetscape.
- 3.7 Facing these buildings on the opposite (south-west) corner of the road junction is No.27 Grosvenor Road (Grade II listed). The two main facades again define the double aspect and prominent position of the corner site. The longest frontage is onto Grosvenor Road. It is a two storey building; the upper walling is of yellow brick and the ground floor in rusticated

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<sup>8</sup> Which has now been converted into offices

stucco. These details and the shallow pitched slate roof with wide eaves on brackets give the building a stylistic cohesion with the premises on the west side of the junction.

- 3.8 The Aldershot Town Hall (designed by C.E Hutchinson, 1904) is a three-storey building with two storeyed wings which has a symmetrical façade built in a mix of brick, stone and render. The roofscape too is distinctive, with hipped slate roofs with bell cast and wide eaves, a turret and prominent rendered chimneys. The front façade is situated directly onto Grosvenor Road and, as such, its side elevations are more prominent in views along the road than the main façade. The building's carefully articulated forms and stepped quality make a positive contribution to the streetscape particularly as the building is spatially separated by the car park and Municipal Gardens.
- 3.9 This sub area is also distinguished by a number of buildings of local importance (West End Centre, the St Joseph's presbytery, Wesley and Masonic Halls) associated with the civic and religious history of the area.
- 3.10 The West End Centre, Former Board School, now an arts centre (built c1880s) is a red brick one and two storey building with a clay tile roof. The building is distinguished by its gables that front the road and the very large casement windows to each gable. It is an attractive building in the townscape and, as a local community facility, contributes strongly to the character of the conservation area.
- 3.11 St Joseph's Presbytery (built in 1874) is a red brick building with a natural slate roof that forms part of the group of buildings with the church hall that are associated with the Grade II listed church.
- 3.12 Wesley Hall on the south-eastern junction of Queen's Road and Barrack Road is a mainly rectangular gable ended building with a semicircular turret on its south eastern corner. This provides a focal point and an interesting counterpoint between the former Methodist Church and St Michael's Church.
- 3.13 The Masonic Hall (built in 1863) is a former lecture hall for soldiers built in rubblestone with Bath stone dressings and natural slate roof with stone copings to gable. The original gable

to the building was altered in the 20<sup>th</sup> century. The façade is of red brick (English bond) with stone dressings forming the architectural features.

3.14 The Municipal Gardens has a combination of formal trees and walking routes with an equipped play area to the south. Many of the park’s well-established avenues of trees were planted at its opening in 1905. As open space, it provides important views from the public highway towards the Aldershot Cenotaph (Grade II) and the former Methodist Church, as well as the established terrace of Victorian housing at Arlington Terrace. Its spear topped railings, painted in a gilded colour (of later period), consciously contribute to the heritage value of the park. Perimeter trees outside the gardens soften and blur the boundaries of the garden and create attractive and informal glimpses of surrounding buildings.



**Views**

3.15 The predominant views in this sub area are of the former Methodist Church tower both from the south and the north as well as the distinctive St Michael’s Church which is visible at close distance (Edward Street, Queens Road) but is also viewed from further along Queens Road and Victoria Road closer to the core of the town centre.



#### 4 Sub-areas 2a and 2b: Residential sub area

4.1 This area comprises three areas of housing at Arlington Terrace, Queens Road and William Farthing Close.

Figure 6 Residential areas within sub-area 2



Arlington Terrace



Views towards Arlington Terrace and Highview Lodge from the Municipal Gardens



Queens Road east of West End Centre



Queens Road west of West End Centre

- 4.2 Arlington Terrace is a group of two storey houses, the front elevations of which face southwards onto the Municipal Gardens. A narrow alley separates the back gardens from those of a similar terrace of buildings fronting Queens Road. This terrace fronting the Municipal Gardens has a cottage-like character derived from the unelaborated façades and informal leafy setting. It has a simple ordered rhythm created by the repeated pattern of door and bay windows at ground floor and paired sash windows at first floor, with the façades linked by a continuous ridge line and eaves.
- 4.3 The housing on the south side of Queens Road is articulated by a series of three and four storey buildings which form short terraces. These rows gradually step downwards towards Aldershot town centre. The change in levels is accommodated by a gradual increase in storey height on the lower sections approaching the Grosvenor Road junction. Although the scale of the various rows differs, they exhibit the same ordered patterns of fenestration, strong eaves lines and dominant chimneys as those at the top of the street. Halfway up the hill slope, the projecting brick gables of the West End Centre offer a subtle interruption to the two storey rows, although the well-proportioned massing of the building, skilfully maintains the rhythm and continuity of the street frontage.
- 4.4 The front gardens have generally characterised by rendered boundary walls. Some have railings and piers although a number of these have been demolished.
- 4.5 Many of the original features of these terraces (wooden sash windows, timber doors and slate tile roofs) have been lost. In places the original fenestration pattern has been altered too but the overall terrace form remains intact, as does the row of solid brick chimney stacks which are silhouetted against the sky.
- 4.6 The Highview Lodge sheltered flats, a three-storey building dating from the 1980s, respect their exposed position relative to the Municipal Gardens to the south and the Victorian



housing at Queens Road to the north by reason of its use of brickwork, banding, render and slate-style roof.

**Views**

- 4.7 Arlington Terrace and the terraced houses on Queens Road are visible from the public highway. In addition, Arlington Terrace and Highview Lodge are also visible from the Municipal Gardens.

## 5 Sub-area 3: Commercial area

5.1 This sub area comprises a number of commercial frontages including shops, public houses and some residential conversions/ redevelopment.

Figure 7 Landmark buildings and features within sub area 3



Grosvenor Road (west)

Upper Union Street



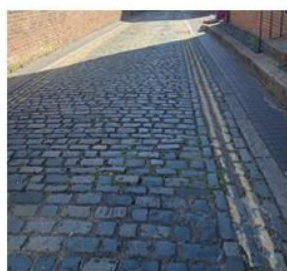
Upper Union Street



The Alexandra Public House



The Queen Hotel Public House



Nelson Street paving

- 5.2 Two landmark late Victorian public houses (The Queen Hotel and The Alexandra) are visible from the northern edges of the conservation area. The Queen Hotel is a Grade II listed three storey building with a stucco finish and a slate roof.
- 5.3 The western side of this end of Grosvenor Road has two landmark “corner shop” buildings dating from the mid and late 19<sup>th</sup> century; Imperial House, 2 Grosvenor Road and 14/16 Grosvenor Road. The shops between have retained features traditional of a Victorian frontage including timber framed shopfronts and stall risers. The eastern side of Grosvenor Road is largely Victorian in appearance. Some redevelopment has taken place (3/5 Grosvenor Road) that respects the bulk and massing of the frontage but has been less successful in its implementation (choice of brick, use of uPVC windows and doors and the introduction of balconies).
- 5.4 By contrast, Barrack Road and Lower Union Street have largely retained their Victorian character. The main character of Barrack Road is the combination of buildings which, because of the topography and road arrangement, are attractively juxtaposed in views. Most notable of these are the views across the rear courtyard of the Wesleyan buildings and in particular the towering, complex, roofscapes and traceried windows of the Methodist Church. Indeed, it is probably the most revealing view of the whole mass and form of the building in all its constituent parts.
- 5.5 The eastern side of Barrack Road forms a continuous perimeter block of small red brick premises. These continue along Upper Union Street to create a perimeter frontage around the triangular block of development and enclosing inner service yards. The Alexandra Hotel otherwise dominates the western side of Barrack Road. It is sited at a prominent corner location and arrests the long views up Barrack Road. Alexandra Terrace, adjoining the Alexandra Hotel is a formal three storey series of articulated townhouse dwellings with columned porches with small balconies and decorative ironwork. Similar to Queens Road, these buildings once formed part of the close-knit development of the town, but now form

the transition between modern apartment buildings and the older commercial part of the town.

- 5.6 Nelson Street is of visual interest within the conservation area because of the use of granite paving and its intimate lane quality.

**Views**

- 5.7 The foregoing analysis has identified prominent landmark commercial buildings which emphasise the character of this sub area within the Conservation Area and relate to the core of Aldershot town centre to the east.

**6 Historic Maps (1864 and Ordnance Surveys: 1881, 1911, 1931 and 1975)**







1881





1911





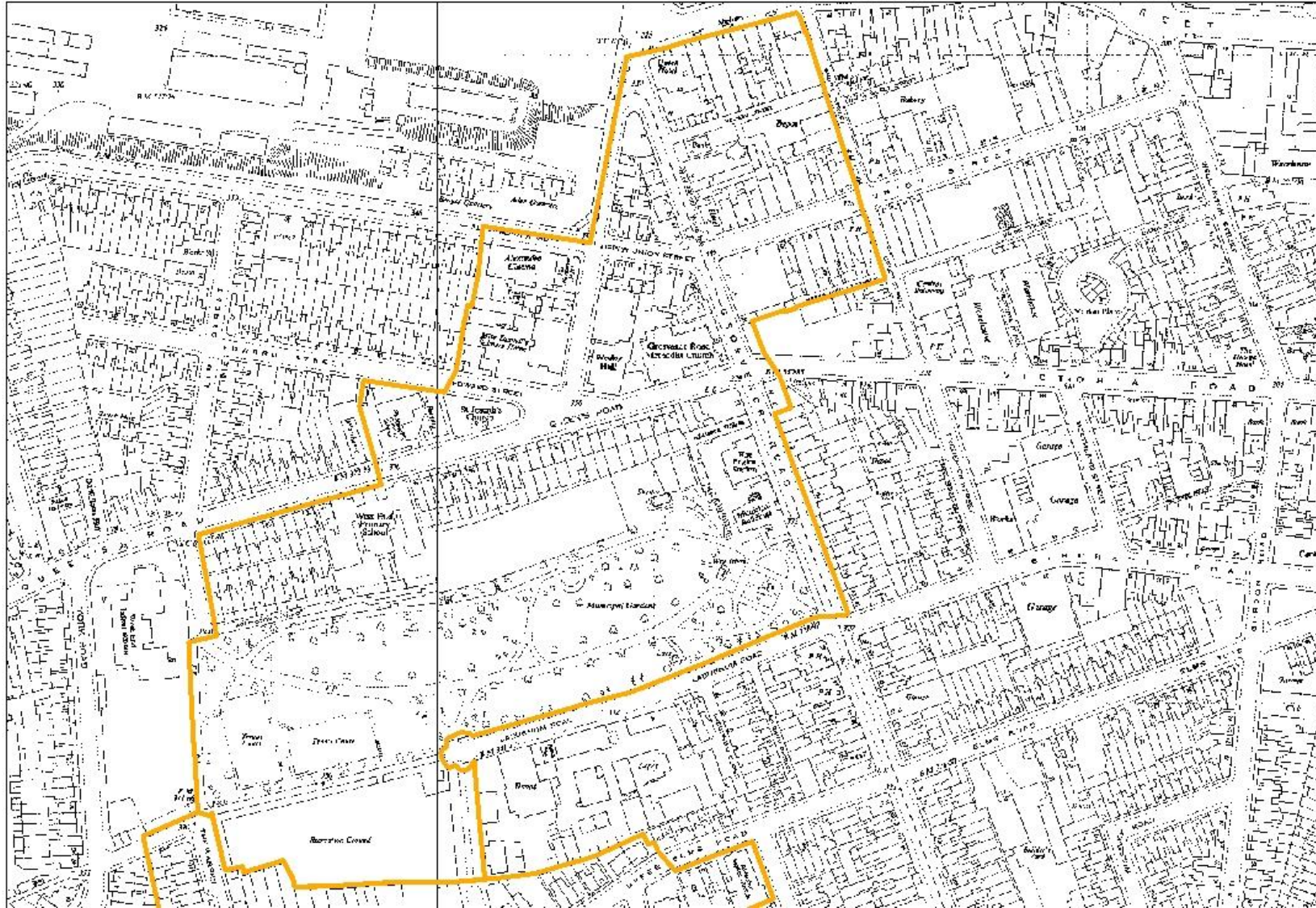
1931





Aldershot West Conservation Area Appraisal – July 2022

1975





## 7 Listed Buildings or Structures

Name	Grade	Link to Historic England
FORMER ALDERSHOT METHODIST CHURCH	II*	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1155955">https://historicengland.org.uk/listing/the-list/list-entry/1155955</a>
QUEEN HOTEL PUBLIC HOUSE	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1339673">https://historicengland.org.uk/listing/the-list/list-entry/1339673</a>
27, GROSVENOR ROAD	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092636">https://historicengland.org.uk/listing/the-list/list-entry/1092636</a>
26 AND 28, GROSVENOR ROAD	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092637">https://historicengland.org.uk/listing/the-list/list-entry/1092637</a>
30, GROSVENOR ROAD	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1155971">https://historicengland.org.uk/listing/the-list/list-entry/1155971</a>
ALDERSHOT TOWN HALL	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092638">https://historicengland.org.uk/listing/the-list/list-entry/1092638</a>
ALDERSHOT CENOTAPH	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1464695">https://historicengland.org.uk/listing/the-list/list-entry/1464695</a>
CHURCH OF ST JOSEPH'S	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092607">https://historicengland.org.uk/listing/the-list/list-entry/1092607</a>

To the immediate north of the conservation area, there are two stone sculptures in front of the Cineworld cinema dating from 1859. These are the surviving elements of the former gateway, at this point, to the East Cavalry (Warburg) Barracks.

Name	Grade	Link to Historic England
TWO STONE SCULPTURES BY ENTRANCE TO PRINCES HALL	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092624">https://historicengland.org.uk/listing/the-list/list-entry/1092624</a>



## **8 Management Plan**

### **Introduction**

- 8.1 The management plan outlines a positive strategy to deal with the threats and opportunities identified in the conservation area appraisal.
- 8.2 This conservation area faces a number of challenges.
- 8.3 The residential areas (especially on Queens Road) have seen the loss of a number of original features such as slate roofs, the introduction of insensitive uPVC windows and alterations to front boundary walls. The council will resist any further loss.
- 8.4 The commercial parts of the conservation area are largely unaltered but there are signs of unauthorised advertisement signs and shutters. The council will resist any further changes of this nature and will investigate the possibility of taking enforcement action where expedient.

### **Development Management**

- 8.5 New development within the setting of the conservation area (within, views into and out of) should also be carefully managed as it has the potential to detract from its character and special interest.
- 8.6 In summary, any development within the conservation area should seek to:
  - Preserve its historical features;
  - Enhance, where possible, its special interest;
  - Positively contribute to its established character; and
  - Be of high quality.

### **Implementation and Monitoring**

- 8.7 Progress on the implementation of the management plan and the extent to which planning policies in the Local Plan are complied with or effective in delivering community aspirations for conservation areas will be monitored through the council's authority monitoring report.
- 8.8 These assessments can then be used to review and, if necessary, modify planning policies as part of the five-year review of the Rushmoor Local Plan. They can also be used to review

and, if necessary, modify this character appraisal and management plan as part of the ongoing review of the borough's conservation areas.

## **9 Review of the conservation area's boundaries**

- 9.1 This is a coherent if mixed conservation area. It contains some high-quality Victorian terraced housing, together with a number of distinctive municipal and public buildings. It is not necessary to alter its boundaries.
- 9.2 Surrounding post-war development to the north and west do not justify an extension in either direction. Rowhill School – west of Arlington Terrace – is an attractive Victorian building with later additions and is on the council's list of Buildings of Local Importance. Any applications for development on this site would be covered by existing protections afforded it in the Rushmoor Local Plan.
- 9.3 The retail core of Aldershot town centre, located east of the existing conservation area boundaries, has been substantially altered through post war development including the Wellington Shopping Centre and Union Square (under construction). Moreover, the original features of the shopfronts on Union Street have been lost. It is not considered appropriate to extend the conservation area eastwards.
- 9.4 The Cargate Conservation Area adjoins the Aldershot West Conservation Area to the south and has a different, entirely residential character.

Council Offices, Farnborough Road, Farnborough, Hants, GU14 7JU	<a href="http://www.rushmoor.gov.uk">www.rushmoor.gov.uk</a> 01252 398 399 <a href="mailto:customerservices@rushmoor.gov.uk">customerservices@rushmoor.gov.uk</a>	 @rushmoorcouncil  Rushmoor Borough Council July 2022
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**CABINET**  
**15 NOVEMBER 2022**

**CHIEF EXECUTIVE**  
**HEAD OF PAID SERVICE**

**KEY DECISION: YES**

**REPORT NO. CEX2202**

**SAVINGS AND TRANSFORMATION AND DELIVERING COUNCIL PRIORITIES –  
 ORGANISATIONAL REDESIGN**

**SUMMARY AND RECOMMENDATIONS:**

The purpose of this report is to provide Cabinet with an update on progress in relation to the Council's transformation and savings programmes and set out proposed changes to the Council's staffing structures arising as a result of a consequential review of organisational design.

The changes result in an ongoing annual saving to the Council's revenue budget between £167,000 and £179,000 with a net transition cost in 2022/23 of £41,000 which will be met from existing budgets.

**Recommendations:**

That Cabinet

- (1) Note the progress to date of the ICE Transformation Programme and the establishment of the Savings and Transformation Programme (STP).
- (2) Note the new Senior Management arrangements
- (3) Note the proposed changes to the staffing establishment set out in the report to enable the delivery of key priorities
- (4) Note that the Chief Executive will take forward further staffing and other service changes through the Savings and Transformation Programme in line with the requirement outlined in the new MTFS, 2023/24 budget and as a result of any further joint working with Hart District Council.
- (5) Approve the revised Chief Officers Pay Scales in line with the new Senior Management arrangements outlined in para 5.12
- (6) Approve an interim amendment to the current pay policy to allow a market supplement of up to £10,000 pa for specific hard to recruit roles while a review of recruitment and retention is underway.
- (7) Authorise the interim Executive Head of Finance to amend in year budgets as required in line with the financial implications set out in this report

**1. INTRODUCTION**

- 1.1 The Council is facing very difficult circumstances across the board with unprecedented challenges and increased uncertainty, the like of which hasn't been seen before. The Council's financial position following the pandemic was extremely challenging and this has been exacerbated by the current financial turmoil, increased demands from residents and the many challenges facing

public and voluntary sector partners. The revised Medium Term Financial Strategy also on this meeting agenda sets out in detail the nature and extent of the financial position of the Council.

- 1.2 In responding to this position, I have found it necessary to consider a number of changes to organisational structures, design and ways of working. These are outlined within this report. The changes proposed will, it is hoped, enable the continued delivery of priorities, particularly the regeneration of Farnborough and Aldershot town centres, whilst also managing increasing and changing demand from customers and help address the Council's savings requirement. The changes set out in this report are significant, but further changes can't be ruled out in response to the external environment and the changing nature of conditions.
- 1.3 The Council recently agreed a "Joint Working Together Statement" with Hart DC which set out a direction of travel where the Councils would consider sharing more services and work together in a strategic way. The first stage of this work was to look at the business case for sharing a Chief Executive across the two authorities, with an intent that a single joint Chief Executive would be better placed to drive forward further shared services which could improve resilience and deliver savings across both Councils. Due to timing, the changes within this report are focused on Rushmoor but have taken the work with Hart into consideration. It is important for Members to note that, in the event both Councils agree to move forward with a shared Chief Executive, then other staffing changes will be required in the near future and the nature of these would be dependent on the outcome of the work and any appointment process.

## **2. ICE PROGRAMME**

- 2.1 In October 2019, the Cabinet agreed the mandate for a transformation programme known as ICE, which built on the Council's previous transformation activity and was focused on
  - Moving to a more customer centric approach;
  - Reducing the ongoing cost of services in a sustainable way; and
  - Creating some financial headroom to help balance the Council's budget and deliver different or better outcomes in line with the 3-year business plan
- 2.2 This report sets out the progress of the ICE programme and explains the background to the establishment of the Savings and Transformation Programme (STP). It recognises the contribution that organisational redesign can make to the ongoing financial sustainability of the Council and sets out proposed changes that I consider, as Head of Paid Service, as necessary to make in order to deliver savings to the STP, whilst addressing key risks and maintaining progress on delivery of the Council Plan.
- 2.3 The ICE programme outcomes agreed at the time by the Member Task and Finish Group were as follows;

### **Improved and modernised core business**

This means:

- The Council will be thinking digitally and understanding how it can use technology to improve services, increase productivity and create capacity and flexibility
- The Council will have redesigned services, targeting its resources on residents' and businesses' needs and our agreed priorities
- Everyone will feel well informed and connected and can collaborate in ways that support the delivery of the Council's collective priorities and not just its individual work
- A clear workforce strategy will be in place to make sure the Council have the skills it needs now – and tomorrow

### **Consistently excellent Customer Experience**

This means:

- The Council will offer consistently excellent customer service with a single/combined customer service as close to the customer as possible. The Council will work towards delivering a single-view of the customer throughout the Council.
- The Council will have implemented and simplified the technology and processes it needs to create consistent and excellent customer journeys for many of its services across multiple channels
- The Council's customers will have more opportunities to 'self-serve', reducing contact and saving time and money
- Customers will be happy and confident to self-serve and use lower-cost channels
- The Council will be more visible out in the Borough and better connected in how it looks after the place
- The Council will be making sure the residents and businesses are well informed about its priorities, services and campaigns

### **Enable efficiencies, delivered savings and generated more income**

This means:

- The Council will have achieved at least £1.5 million of ongoing net expenditure reductions by the end of the programme
- The Council will be thinking about the future of services across the Borough differently and taking opportunities to manage, reduce or turn off demand
- The Council will be thinking and working in a 'commercially aware' way - understanding and managing costs better, and maximising opportunities to generate income and to recover its costs
- The Council will be using procurement to help deliver efficiencies and savings whilst ensuring that wider policy requirements are met.

2.4 Despite the majority of ICE programme activity taking place during the pandemic, the programme has made good progress against many of the desired outcomes and reports progress regularly to the Transformation Task and Finish Group. The ICE programme is currently due to end in March 2023

at which point there will be an end of programme review but included at Appendix A, is a summary of programme deliverables to date. A new Customer, Digital and Technology Strategy will come forward once the approach with Hart is agreed, with an interim digital plan due to be considered as part of this year's budget setting processes.

### **3. SAVINGS AND TRANSFORMATION PROGRAMME (STP)**

- 3.1 Earlier this year, the Council recognised that in order to meet its Medium-Term Financial Strategy (MTFS) it was important to increase the Council's focus and maintain project governance around the delivery of savings. As a result, the STP was established to ensure delivery of the combined savings agreed through the Cost Reduction and Efficiency work (CREP) last year and the transformation aspects of ICE which were most likely to support delivery of future savings.
- 3.2 The IT enablers and IT systems and software change elements of the ICE programme are now managed directly through the ICT and Facilities Service Management arrangements and still overseen by the Executive Director and Digital Portfolio holder.
- 3.3 The STP is currently on target to deliver circa £1.9m through the period 2021-2024. The savings elements of this work are overseen by the Budget Strategy Working Group and Cabinet.
- 3.4 One area of the STP work for this year which has now come to fruition relates to a review of the Council's Organisational Design or staffing structures. This type of review is always a balance between identifying opportunities to reduce spend on staffing to contribute savings to the Council's increasingly challenging financial position, whilst maintaining a focus on delivery of the priorities in the Council Plan.
- 3.5 The review has covered:
  - Opportunities for savings to be delivered from changes to Head of Service and service management arrangements
  - Savings opportunities in services arising from responses to the Council's MARS scheme
  - Changes required resulting from the withdrawal from the Agency arrangements with Hampshire County Council relating to Traffic Management.
  - Areas of increased risk or pressure considered critical to delivery of Council Plan priorities.
  - The impact of an increasingly difficult labour market in areas of the Council, particularly where we are in competition for resources with the private sector

### **4. MANAGEMENT CHANGES - BACKGROUND**

- 4.1 The senior management arrangements currently in place were broadly established in 2018, with further changes in reports in April 2020 and June



2020, the latter of which created the post of Assistant Chief Executive and strengthened the Council's approach to Policy, Strategy, Risk and Performance. The Council currently has its most challenging and ambitious work programme, arguably since it was created. The Council also transformed how it works as a result of working through the pandemic, through changes to patterns and ways of working and increased use of technology.

- 4.2 The Council is increasingly working much more commercially across services and the regeneration programme and other capital projects requires a wider range of skill sets and changes to how people work.
- 4.3 This has impacted on what is needed from senior leaders and service managers. This includes a need for increased flexibility, the desire to adapt and learn alongside with the ability to manage teams, partnerships and third-party contractors working in a wide variety of hybrid arrangements.
- 4.4 I am proposing to amend the current senior leadership team arrangements to broaden the makeup of the Executive Leadership Team (ELT) to reflect the changes and challenges that are faced and to provide a renewed focus on the priorities at Executive level. The Corporate Management Team (CMT) arrangements will also be broadened to expand the number of existing managers able to contribute to the leadership of the organisations and improve the diversity of input to corporate decision making. This wider team will also ensure enhanced capacity in the event that the Council does choose to move forward with a joint Chief Executive with Hart with increased delegations and responsibility passed to those managers.
- 4.5 Key areas of risk to delivery include the service areas of Finance, Property, parts of the IT service, Regeneration and Legal. Changes to the Finance service are well underway and an interim Executive Head of Finance has joined to provide cover whilst longer term arrangements for the permanent appointment to the post are considered. Proposals for the Regeneration and the Property and Estates functions are set out in section 5 below.

## **5. MANAGEMENT CHANGES - PROPOSALS**

- 5.1 A series of opportunities have presented at Head of Service level and the proposals below seek to take advantage of this in the current financial year and beyond whilst developing a different form of senior leadership.

### Head of Democracy and Community

- 5.2 The current Head of Democracy and Community expressed a desire to reduce his work and as a result a proposal has been developed which enables the permanent reduction of the role. The proposal would see the current postholder resign and an interim contract put in place to oversee the running of elections for 2023 and 2024 reporting directly to the Chief Executive as Returning Officer. This support is vital for the next two election cycles as a result of the changes being brought in by Government, such as voter ID.

- 5.3 The day-to-day role of managing democracy and the electoral registration system will in future be undertaken by the current Service Manager in a redesignated Corporate Manager role reporting directly to the Executive Director and Monitoring Officer. This role would also be a designated Deputy Monitoring Officer. This postholder will join the new Corporate Management Team.

#### Assistant Chief Executive (ACE)

- 5.4 The Council's approach to Climate Change has been managed through the Head of Democracy and Community role. In order to strengthen and coordinate this approach, the function will be led by the Assistant Chief Executive thereby forming part of the wider policy and strategy function.
- 5.5 It is envisaged that the Community Development Team will continue to focus on the delivery of the Supporting Communities Strategy and increasingly be engaged with working alongside health partners on the wider determinants of health. In the short term, the team will need to provide support in line with the strategy and the impacts of the cost-of-living crisis and changing economic circumstances. It is therefore proposed that this service area also be located with the ACE. The Community Development Manager role will also provide some direct support to the Executive Director leading on Health and the hours associated with this role will be increased to reflect the additional workload.
- 5.6 In addition, the ACE and her team will support the Policy and Projects Advisory Board going forward whilst Ian Harrison, Executive Director will move to support the Overview and Scrutiny Committee. This is a change to the existing arrangements.

#### Head of Property, Estates and Technical Services

- 5.7 The post of Head of Property, Estates and Technical Services role approved in April 2020 became vacant at beginning of the year. The Property and Estates elements of the service are currently being overseen at Head of Service level by Tim Mills, the Head of Planning and Strategic Housing, reporting to Karen Edwards, Executive Director. This interim role has been working well and despite the property and estates service having a number of permanent roles covered by interim/contract resources, good progress has been made on the service priorities.
- 5.8 My intention is to permanently establish the role currently undertaken by Tim Mills, redesignated as Executive Head of Property and Growth. Under the new arrangements reporting will for the time being continue to both Executive Directors, Ian Harrison for the Development Management, Planning Policy and Building Control aspects of the post and to Karen Edwards for the Property, Estates and other building and capital project related aspects of the role.

### Head of Operations

- 5.9 In line with the designation of the Executive Head of Property and Growth, the Head of Operations has a similarly large and complex portfolio of services. It is proposed to redesignate this role as an Executive Head (of Operations) and this post will join the ELT.
- 5.10 It is worth noting that there is an emerging work programme driven by the move to a new waste collection system across Hampshire and other changes under the Environment Act. This is on top of a wide range of other changes including projects to secure savings and the need to re-procure the Council's leisure services contract. I have therefore asked the Executive Head of Operations to bring forward proposals in relation to the future arrangements in his service area at the appropriate time.
- 5.11 The two new Executive Head posts will join the Executive Leadership Team (ELT), alongside the Chief Executive, both Executive Directors, Executive Head of Finance and the Assistant Chief Executive. Both Executive Heads and the ACE will be moved onto the Executive Head pay scale.
- 5.12 A review of the senior officer pay scales undertaken 2 years ago identified that the Council's pay was mid-range to low when compared to other Hampshire authorities and no action was taken at that time. Recent benchmarking work identified that the Chief Officers Pay Scales have fallen further behind many of those at other local authorities across Hampshire and Surrey. For example, recent Director and Head of Service roles in Hampshire have been advertised at 15-20% more than the top of the Council's existing Chief Officer pay scales. 2 Heads of Service have left in the last 10 months to roles with higher remuneration.
- 5.12 It is therefore also my intention to extend the current Executive Director pay grades with increments added in order to close the gap between Rushmoor and other councils' Executive Directors' pay. In addition, it is in recognition of the reduction in senior management capacity as a result of these proposals and ultimately in delivering the savings outlined. The revised Chief Officer Pay scales can be found at Appendix D of this report.

### Corporate Management Team

- 5.13 The existing corporate management arrangements have worked well but Service Managers will now need to increasingly take more of a role in running services and in managing the day-to-day business, freeing up the Executive Heads to operate more strategically. The Corporate Management Team will be expanded to include all service managers and development of this cohort of managers will continue.

### Regeneration Programme

- 5.14 In terms of the regeneration programme, over the past 2 years the Executive Director, Karen Edwards has been supported by expert and experienced

external resources through an interim Head of Development and an experienced Programme Director. These roles have been providing both expertise and experience, particularly the oversight of Union Yard, involvement with the RDP and project and programme development. Both consultants have actively supported the development of the team with a view to reducing the programme's reliance on contract resources and, through the establishment of a 'project management academy', have increased project management capability across the Council.

5.15 However, with revised sequencing of the whole capital programme driven by the current financial situation, the regeneration programme is being refocused and I believe there is an opportunity now to reduce the level of external expertise supporting the programme. My intention is to establish a new permanent role of Head of Regeneration and Development who will be supported by 4 career-graded development manager roles, one of which will have the additional responsibility for managing the programme office. (Appendix B). The principles behind these changes are to;

- Start to realise the investment made in internal resources to develop skills and capability
- Provide redesigned roles and career progression in line with the regeneration sector where appropriate to support retention of key staff
- Reduce use of consultant resources
- Align roles with specific capital schemes and external funding wherever possible to reduce impact on the revenue budget

5.16 These roles will be appointed where appropriate from the existing team. Consultancy days will be gradually reduced whilst ensuring enough experience is retained to maintain focus and manage risk on the delivery of Union Yard and the delivery of other designated projects. The estimated additional revenue costs of the proposed arrangements are approximately £26,000 in a full year and this will be fed into the 2023/24 budget and offset by reductions in the use of consultancy and increased capitalisation of salaries across the Council.

#### Property Service

5.17 The interim Head of Property and Estates Section has worked with the Executive Director to review the service arrangements, taking into account the emerging asset management plan, proposed acquisitions, the development of Union Yard and the stepping away from new commercial property acquisitions. The service has historically been highly reliant on consultant support for specific projects and the use of consultants to fill vacancies on an interim basis. This reliance on interim resources is linked to the difficult recruitment market and shortage of specialist resources such as estates, property and building surveyors. However, given the Council's financial position and with more clarity on what is needed to run the service effectively, a revised structure (Appendix B) has been developed which aims to develop internal employees and create more of a succession pipeline to assist recruitment and retention.

- 5.18 The changes set out for Property and Regeneration enable the permanent deletion of the Head of Property, Estates and Technical Services. The net cost of the changes in the property service is estimated at £95,500 pa in 2023/24.

#### Legal Service

- 5.19 The Corporate Manager – Legal Services has announced her intention to retire at Christmas and a new appointment has been made. I have also asked the Executive Director responsible for this service to work with the new appointee to review the existing team arrangements to ensure we have the roles we need moving forward and that we can compete in the market in an area that is vital to the delivery of the council priorities.

#### Pay Policy

- 5.20 The service areas in this report are not the only areas of pressure with the Council finding it difficult to fill a number of important roles required to deliver our priorities. As a result, I have commissioned a review of recruitment and retention and as a result a revised pay policy will come forward in due course which will have future pressures on the salaries budget and need to be taken account of in the future savings requirement.
- 5.21 However, in terms of the service changes outlined within this report it is proposed to amend the current pay policy to allow a higher level of market supplement (up to £10k PA against the recruitment of roles to be agreed by the relevant Executive Leadership Team and in consultation with the Cabinet member for Corporate Services) in order to secure the relevant expertise. A budget for this has been included within the figures given.

### **6 MUTUALLY AGREED RESIGNATION SCHEME**

- 6.1 The Council adopted a scheme known as a Mutually Agreed Resignation Scheme (MARS) in 2016 and has promoted the scheme from time to time since. MARS is where an employee agrees with their employer to leave their employment on a future date, in return for a lump sum termination payment. This is different to a redundancy as the work still needs to be done. It offers employees the flexibility to leave the organisation to pursue other opportunities and for the organisation to achieve savings over the medium term.
- 6.2 The MARS scheme is intended to give employees a chance to cease employment with the Council on favourable terms and on a mutually agreed date. As a general guide, any MARS payment will be broadly equivalent to the amount an employee would receive in a redundancy situation but a MARS payment is not a redundancy as it is a mutually agreed settlement. It is not intended to be a substitute for voluntary redundancy or early retirement. As MARS is not a redundancy, no top-ups are paid on reduced pensions should anyone wish to access their pension early. MARS payments or a proportion can be added to the pension as Additional Pensions Contributions (APC's) under the AVC scheme.



- 6.3 MARS works for the Council as it provides an opportunity for roles to be backfilled whilst still achieving a saving. MARS requests are only agreed on the basis of a positive business case. A new MARS 'window' was opened as one of the STP projects and the Council invited applications for MARS from employees who could be interested in leaving the organisation during the next 18 Months.
- 6.4 Seven applications were received, and two are considered as options that can be taken forward. These have been agreed with Heads of Service in consultation with the relevant portfolio holders. The cost of enabling these options is £40,255 and the ongoing saving is £50,203 per annum.

## **7. ENDING OF THE ON-STREET PARKING AND TRAFFIC MANAGEMENT ARRANGEMENTS**

- 7.1 A number of changes will arise from 1 April as a result of the withdrawal by Hampshire County Council of the Agency arrangements. This results in a number of staff transferring to HCC under TUPE arrangements. A revised structure for the residual parking service is being developed and will be put in place by the end of the financial year and the financial implications fed through into the 2023/24 budget.
- 7.2 The withdrawal of the Traffic Management Agency has necessitated a review of the role and operation of the Technical Services Team. The review has identified that the team can be managed within the existing Operations Service and this enables the redundancy of the current Technical Services Manager which will provide an ongoing saving of £83,200 per annum from 2023/24.

## **8. IMPLICATIONS**

### **Financial**

- 8.1 It is important for the Council to review its staffing structures to reduce ongoing costs where appropriate. The balance in this report has been to strengthen areas where there is high priority focus and/or risk while reducing costs in other areas of the organisation. There will need to be further reductions over the MTFS period and these will be developed through the budget setting process for 2022/23 and brought through the Savings and Transformation Programme. The changes in this report result in an estimated net annual saving of between £167,000 and £179,000 per annum after 2022/23 financial year (depending on the basis no revenue costs are charged to capital). With reference to 2022/23, the net position is a cost of £41,000, but this includes taking the full exit costs strain (both pension strain and redundancy payments) all in the current year, thus allowing for larger recurring savings to be fed into future years budget savings. The overall position estimated one-off costs associated with implementing these changes total £162,000. The confidential table at Appendix C sets out the financial implications of the individual elements covered in this report.

It should be noted that further savings potential exists that will arise from a cross Council review of the capitalisation of officer time for those individuals working directly on bringing forward new assets into operational use. This will form part of the 23/24 budget strategy work.

### **Risks**

- 8.2 The proposals in this report seek to mitigate a number of corporate risks associated with the capacity to deliver against the Council Plan and contribute to the Council's savings requirement

### **Equalities Impact Implications**

- 8.3 There are no equalities impact implications directly associated with this report but the proposals support the Council's people strategy in reinforcing the Council's approach to developing its own employees.

## **9. CONCLUSION**

- 9.1 As Head of Paid Service I consider the proposals in this report set out a good balance between enabling ongoing delivery of the Council's services and delivery of the priorities in the Council Plan whilst making a contribution to the Council's significant savings requirement.
- 9.2 The structural changes to the Regeneration and Property teams are essential changes that will better allow the Council to deliver its priorities and enhance and protect its income whilst the other changes are a mix of savings and capacity changes that will enable the Executive Team to lead the wider team through difficult circumstances and challenges.
- 9.3 The proposals reflect the current position of the Council and further adjustments to the establishment may need to come forward as a result of the uncertain financial situation and the proposed savings and transformation programme.

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### **APPENDICES**

- A – ICE Programme Outcomes
- B – Regeneration & Property and Estates, Proposed Structure
- C – CONFIDENTIAL - Table of Costs
- E – Revised Chief Officer Pay Scales



### ICE Programme Outcomes

This appendix sets out the key achievements from the ICE Programme under each of its ambitions

#### Improve and modernise core business

The Council will be thinking digitally and understanding how it can use technology to improve services, increase productivity and create capacity and flexibility

- Created a digital team to work alongside services on change and transformation projects
- Over the last two years, the Council's working practices have been upended. Staff have moved from most people working in the office most of the time, to most people working at home most of the time.
- The Council's technology teams have similarly revolutionised the tools they provide to staff to enable this change. At the start of the pandemic, they expanded our remote working platform from a small group of users to almost everyone. They moved people from desktop to laptop computers and rolled out Teams to allow people to have virtual, collaborative meetings.
- This couldn't have been achieved so quickly without the gradual roll out of Office365 already underway. This software has given us the ability to roll out much better document storage and authoring, improved cybersecurity, and single sign on.
- Moved from providing Windows 7 desktops to Windows 10 laptops, with a new training and engagement role to help people with the change and subsequently improving our digital skills.

The Council will have redesigned services, targeting its resources on residents' and businesses' needs and our agreed priorities

- Developed new digital services for noise nuisance, bonfires and smoke, postal votes, postal votes, clinical waste collections, and council tax e-billing
- Research, designed and started development on a manage my taxi license digital service
- Worked with Housing to identify and understand and improve on core service delivery issues with the support of the Customer Service Team
- Customer services have innovated their service delivery with the introduction of three Nepali speakers to provide bilingual services to their community. Cash payments have been outsourced to the Post Office and walk in card payments are referred to the reception self-service computers to pay online. These changes help the team to focus on delivering services most in need of human assistance.
- Redesigned the flytipping service to increase response times.

Everyone will feel well informed and connected and can collaborate in ways that support the delivery of the Council's collective priorities and not just its individual work

- Core Values and Behaviours co-created and launched by a project team from the Council's Leadership Development programme. Ongoing work to embed the values and behaviours into everyday activity, e.g. recruitment, induction, development, comms etc.
- Regular updates and opportunities for teams to showcase their work on change, transformation and other priority work through Staff Live and the monthly ICE newsletter.
- Staff showcase events to connect colleagues from across the council with each other and help them feel informed about our work and how it's being delivered, linked to our values.
- 'In conversation' workshops for all staff to engage with the savings and transformation programme, ask questions and share ideas.
- Million Pound Challenge – collective challenge for CMT and Service Managers to find savings/income opportunities from within and beyond their service areas, and work on these together.
- Regular Wellbeing and learning weeks with a range of activities for all staff to get involved in and prioritise their health, wellbeing and personal development.
- People Portal launched as a central hub for staff news, information and events and Yammer for all staff to share updates, information and news.
- Staff feedback and views sought through ongoing and one-off surveys e.g. Comms survey to understand how we can best communicate and what staff want to hear about and other routes e.g. Guest issue in annual Development Reviews – this year's theme is Reflections, Connections and New Directions.

A clear workforce strategy will be in place to make sure the Council have the skills it needs now – and tomorrow

- The Council has put in place a People strategy with four strategic themes:
  - *A positive culture enabling high performance*
  - *People are developed to reach their potential*
  - *The Council is an employer of choice*
  - *Engaged people who feel valued and supported*

Some of the outcomes achieved include:

- Values and behaviours in place and work underway to embed these into everyday activities
- People performance management and development frameworks refreshed
- ICE programme work used to showcase lived experiences of change and keep staff informed about what and how change is happening, and how it's benefitting customers/driving efficiencies
- Training and engagement of staff to maximise the roll out of technology that enables remote/flexible working, through Digital skills workshops and support.
- Ongoing leadership development and opportunities for CMT and Service Managers to work closely together on priority work and projects
- Management development online modules launched, accessible 24/7 to support managers/aspiring managers to lead their teams
- Informal learning opportunities offered e.g. show and tell, Action Learning sets



- Ongoing development of My Learning as the Council's e-learning platform
- Encouraging young talent through successfully recruiting apprentices and Kickstarters - T Levels, conversations started looking at April 2023 for an IT apprentice.
- Launch and ongoing development of an employee-centred induction/welcome process to ensure new people understand how the organisation works and its values/beliefs; can quickly become effective in their role; meet new colleagues and senior managers and have access to a 'welcome buddy'; provide feedback on the induction process
- Continue to build resilience through Wellbeing weeks and other initiatives e.g. induction, support for national campaigns, learning and development offerings e.g. personal resilience.
- Supported staff with the move towards hybrid working by developing a Flexible Working Framework, understanding what they need from the work environment and helping managers to manage remote/hybrid teams in a fair and inclusive way.

### **Create a consistently excellent Customer Experience**

The Council will offer consistently excellent customer service with a single/combined customer service as close to the customer as possible. The Council will work towards delivering a single-view of the customer throughout the Council.

- In January 2020, we launched a new Customer Relationship Management (CRM) system for Customer Services – the first to be fully established at the Council. This has transformed our ability to under and respond to customer contact. For the first time, the team have had access to real-time, comprehensive performance data to make informed decisions about the service they offer.
- Since 2021, the Council has transferred greater responsibility for council tax, parking, and other services to Customer Services to take advantage of their greater availability, resilience, and capacity. Total interactions handled by customer services has more than doubled since March 2020, predominately driven by the transfer of responsibilities.

The Council will have implemented and simplified the technology and processes it needs to create consistent and excellent customer journeys for many of its services across multiple channels

- The new CRM system for Customer Services means they have been able to create their knowledge base content and forms by themselves and improve them over time in response to feedback. Mediated versions of our digital services have helped the team deliver those services with minimal training and fewer mistakes.
- Launched a new council website with a new design system, new information architecture, improved content, better accessibility, and new content management system.

The Council's customers will have more opportunities to 'self-serve', reducing contact and saving time and money

- Developed new digital services for noise nuisance, bonfires and smoke, postal votes, postal votes, clinical waste collections, and council tax e-billing.
- Improved and maintained our portfolio of digital products and services, including changes for the start of food waste collections, the introduction of GOV.UK Pay, and the next evolution of customer service technology

Customers will be happy and confident to self-serve and use lower-cost channels

- Where they are available, digital services handle around 72% of demand
- User satisfaction of our digital services around 94% good or excellent

The Council will be more visible out in the borough and better connected in how it looks after the place

- Community patrol priorities refocussed towards community safety and environmental crime
- Rolled out new tablets to improve mobile working in the operations service

The Council will be making sure the residents and businesses are well informed about its priorities, services and campaigns

- 76.2% of residents say the council keeps them feel fairly or very well informed (residents survey 2021). This compares with 57% nationally (LGA residents survey June 2022)
- The Council achieves this through the use of a variety of communications channels, including Arena, email news and social media. Since the start of the ICE programme, email news subscribers have increased by 35%, Facebook followers by 250% and Twitter followers by 54%. The Council has also grown its engagement through other platforms including Instagram, Nextdoor and YouTube
- The Council will be developing a new communications strategy and annual campaign plan following the LGA health check of communications in May 2022

### **Enable efficiencies, savings and generate more income**

The Council will have achieved at least £1.5 million of ongoing net expenditure reductions by the end of the programme

- The programme has supported the delivery of Savings now attributed to the STP (formerly CREP). Whilst the ICE programme will not have delivered £1.5m in isolation the programme delivery has both enabled savings to be made in service areas and provided a solid platform for the next phase of STP.

The Council will be thinking about the future of services across the borough differently and taking opportunities to manage, reduce or turn off demand

- Waste and recycling demand handled via Customer Services has decreased by 10% in the last two years despite the introduction of food waste collections.

The Council will be thinking and working in a 'commercially aware' way - understanding and managing costs better, and maximising opportunities to generate income and to recover its costs

- ICE Programme resources were deployed to work with services to bring proposals forward for the Cost Reduction and Efficiencies Programme that is on track to save nearly £2 million by the end of 2024
- Replaced the tool and found process improvements for sending out revenues and benefit documents

The Council will be using procurement to help deliver efficiencies and savings whilst ensuring that wider policy requirements are met.

- New arrangements with Portsmouth City Council introduced in November 2021 which allows the Council to access specialist procurement advice and is improving organisational capability and compliance overall. The current economic conditions mean that substantial savings from the procurement of new contracts are unlikely to deliver further savings.

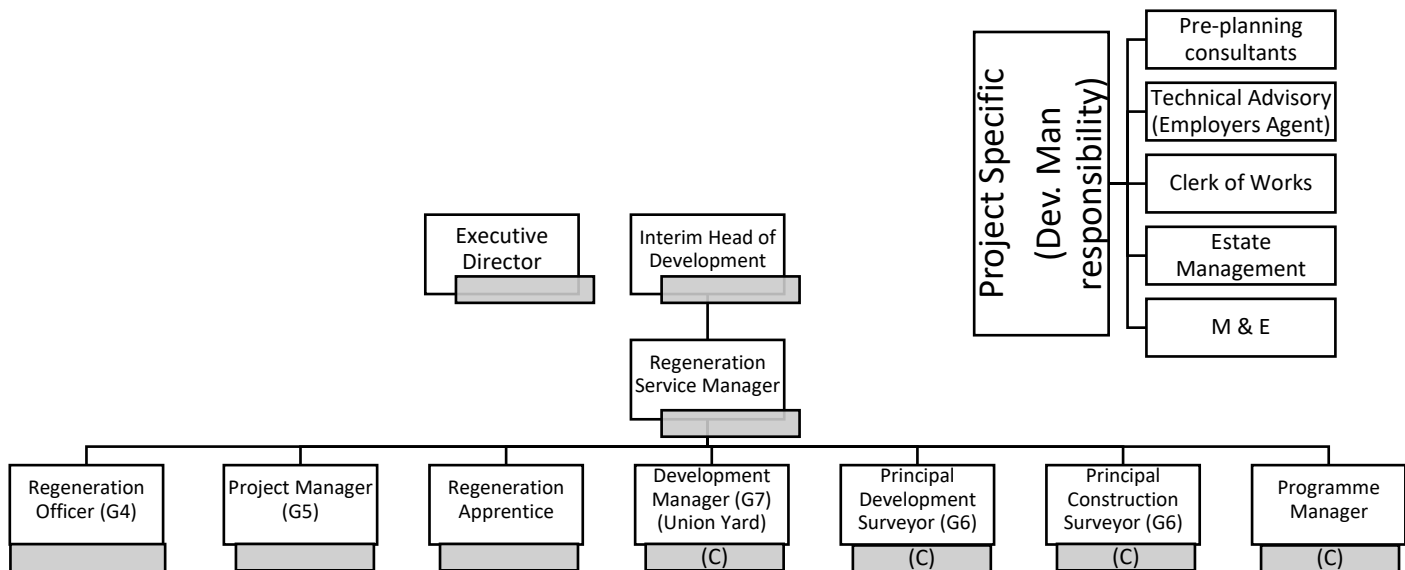


## APPENDIX B

### Regeneration and Property and Estates Services

#### 1. Regeneration

The existing regeneration arrangements have evolved over the last 4 years as the Council's regeneration programme and projects have become established. The current arrangements are as follows:



With proposed reduction of involvement of the RDP with the Civic Quarter the programme delivery arrangements have been reviewed against the following principles

- Enable more focused leadership on individual projects
- Less duplication at project meetings
- Provide career development and training opportunities - recognising the difficult recruitment market
- Reduce consultant support over time
- Shape, remunerate and describe roles more in line with those 'standard' in the regeneration and construction sector and similar roles in local authorities

The proposals and remuneration levels have also been benchmarked against other local authorities who undertake significant levels of regeneration activity and vacancies advertised over the last 6 months.

The revised structures acknowledge the project focus of the roles and the need to manage a diverse range of third parties and technical specialists. The new arrangements will provide the Executive Director with a single leadership point for each project in the programme and allow her to focus more on oversight, programme risk and ensuring more effective management of strategic relationships and



partnerships. The programme management function is to be brought onto the establishment enabling consultant and technical resources to be reduced and better targeted on specific projects as we move from feasibility into delivery. There will still be a need for 'front end' business case work, taking schemes through to planning and also support for our potential disposal pipeline but this will reduce over the next 18 months as we complete design work and property acquisitions and re-sequence the capital programme to a 'capital receipt first' approach to minimise additional borrowing. It is proposed to retain some consultant resource to support the programmes but on a reduced basis. The structure included in this appendix below represents a 'point in time' and will continue to change to meet the evolving needs of the programme and recognise the development and qualification of individual employees.

## **2. Property and Estates**

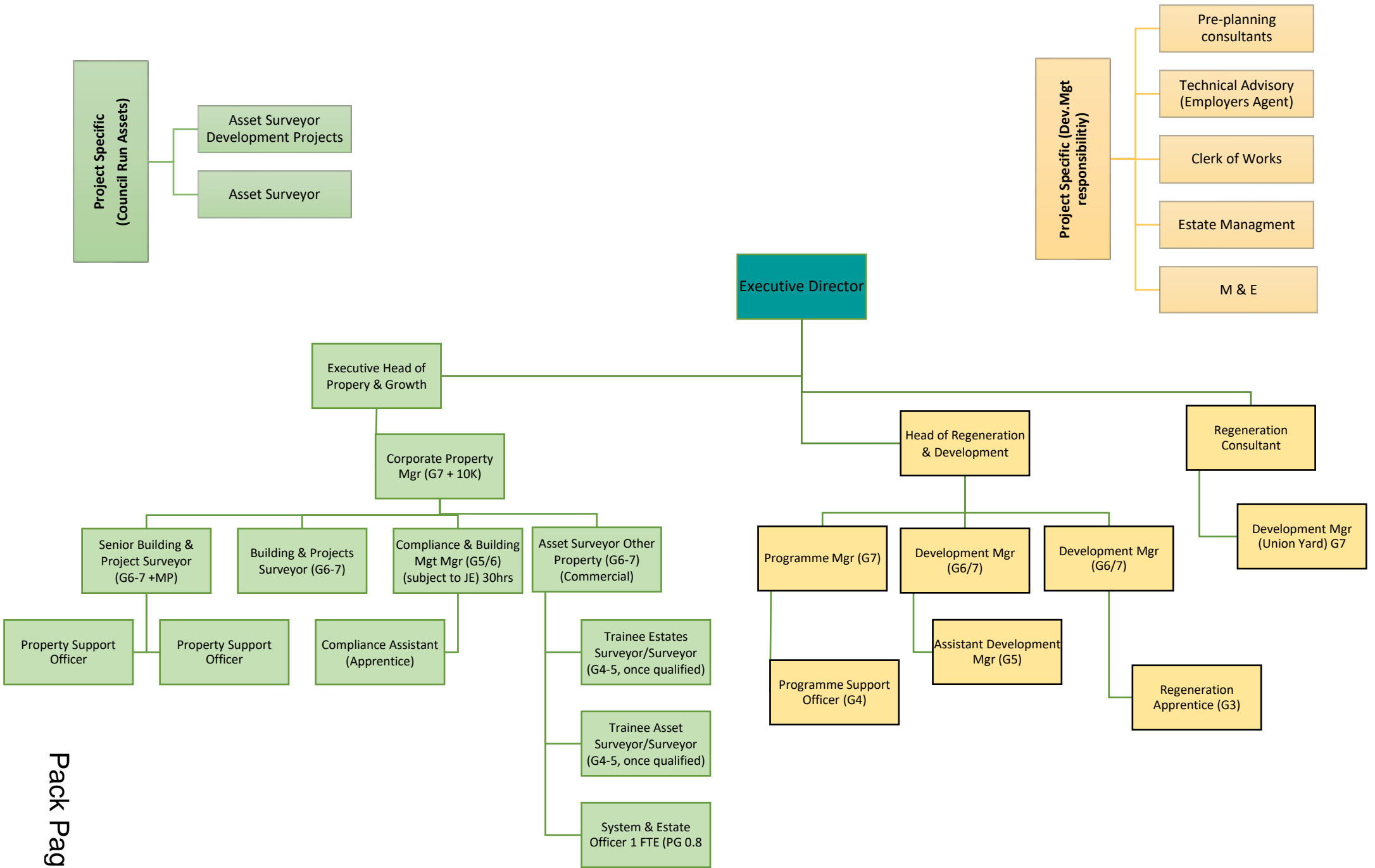
The interim Head of Property and Estates has been working with the Executive Director to propose a Property and Estates Team structure that

- 1) Addresses known gaps in capacity and skills around the core property and estates service to mitigate known risks
- 2) Provides sufficient expertise to effectively manage the Council's Commercial property portfolio and ensure all income streams are maintained and improved where possible
- 3) Provides sufficient expertise to provide advice and input into regeneration schemes e.g. Union Yard to ensure the final 'product' is a commercially viable scheme that meets (or exceeds) forecast income requirements
- 4) Provides sufficient leadership and management capacity

The proposals don't create the capacity to take forward new development projects so any additional capacity needed for this will be factored into the project costs.

New Council assets which are acquired or developed such as Union Yard will fund any additional asset management roles needed to run and maintain those assets from their own income streams.

The existing Property and Estates service arrangements are as follows and the new arrangements are shown alongside the Regeneration service overleaf.





## APPENDIX D

### Revised Chief Officer Pay Scales

Chief Officer Pay Scales		
RBC Scale Point		Salary
96	G15 - CEX	£121,724
95	G15 - CEX	£118,886
94	G15 - CEX	£116,042
93	G15 - CEX	£113,205
92	G15 - CEX	£110,361
86	G14 - EXEC DIR	£97,500
85	G14 - EXEC DIR	£94,500
84	G14 - EXEC DIR	£91,500
83	G14 - EXEC DIR	£88,500
82	G14 - EXEC DIR	£85,500
73	G13 - EXEC HEAD	£82,500
72	G13 - EXEC HEAD	£80,000
71	G13 - EXEC HEAD	£77,500
70	G13 - EXEC HEAD	£75,000
67	G12 - HoS	£69,456
66	G12 - HoS	£68,120
65	G12 - HoS	£66,778
64	G12 - HoS	£65,395
63	G12 - HoS	£64,094
62	G12 - HoS	£62,758
61	G12 - HoS	£61,441
60	G12 - HoS	£60,105

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By virtue of paragraph(s) 1 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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