



RUSHMOOR BOROUGH COUNCIL

CABINET

*at the Council Offices, Farnborough on
Tuesday, 20th October, 2026 at 7.00 pm*

To:

Cllr Gareth Williams, Leader of the Council
Cllr Sophie Porter, Deputy Leader and Healthy Communities & Active Lives Portfolio Holder

Cllr Gaynor Austin, Finance & Resources Portfolio Holder
Cllr Keith Dibble, Housing, Planning & Property Portfolio Holder
Cllr Christine Guinness, Pride in Place / Neighbourhood Services Portfolio Holder
Cllr Julie Hall, Economy, Skills & Regeneration Portfolio Holder

Enquiries regarding this agenda should be referred to Chris Todd, Democratic Support Officer, on 01252 398825 or e-mail: 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 - 4)

To confirm the Minutes of the meeting held on 15th September, 2026 (copy attached).

3. **BUDGET MANAGEMENT - MONTH 4** – (Pages 5 - 22)
(Cllr Gaynor Austin, Finance & Resources Portfolio Holder)

To consider Report No. FIN2617 (copy attached), which sets out the Council's forecasted financial position for 2026/27 as at the end of July, 2026.

4. **CLIMATE CHANGE ANNUAL REPORT 2025/26** – (Pages 23 - 64)
(Cllr Sophie Porter, Healthy Communities & Active Lives Portfolio Holder)

To consider Report No. ED2617 (copy attached), which sets out an update on progress made against the Council's Climate Change Action Plan 2025-28.

5. **TEMPORARY ACCOMMODATION PLACEMENT POLICY** – (Pages 65 - 94)
(Cllr Keith Dibble, Housing, Planning & Property Portfolio Holder)

To consider Report No. PG2617 (copy attached), which sets out a proposed Temporary Accommodation Placement Policy for the Council.

6. **FARNBOROUGH CIVIC QUARTER REGENERATION - STRATEGIC DELIVERY REVIEW** – (Pages 95 - 294)
(Cllr Julie Hall, Economy, Skills & Regeneration Portfolio Holder)

To consider Report No. REG2604 (copy attached), which sets out the findings of the Strategic Delivery Review of the Farnborough Civic Quarter Project.

CABINET

Meeting held on Tuesday, 15th September, 2026 at the Council Offices, Farnborough at 7.00 pm.

Voting Members

Cllr Gareth Williams, Leader of the Council
Cllr Sophie Porter, Deputy Leader and Healthy Communities & Active Lives Portfolio Holder

Cllr Keith Dibble, Housing, Planning & Property Portfolio Holder
Cllr Christine Guinness, Pride in Place / Neighbourhood Services Portfolio Holder
Cllr Julie Hall, Economy, Skills & Regeneration Portfolio Holder

An apology for absence was submitted on behalf of Cllr Gaynor Austin.

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 **28th September, 2026**.

28. DECLARATIONS OF INTEREST –

Having regard to the Council's Code of Conduct for Councillors, no declarations of interest were made.

29. MINUTES –

The Minutes of the meeting of the Cabinet held on 20th August, 2026 were confirmed and signed by the Chair.

30. CRISIS AND RESILIENCE FUND –

(Cllr Sophie Porter, Healthy Communities & Active Lives Portfolio Holder)

The Cabinet considered Report No. ED2615, which set out changes to national welfare provision through the new Crisis and Resilience Fund.

Members were informed that, in April, 2026, the Government had replaced the Household Support Fund (HSF) with the Crisis and Resilience Fund (CRF). The CRF was intended to help people on low incomes that were struggling with money and/or facing an unexpected financial shock. It was reported that the CRF was a three-year programme whereas the HSF had been an annual process and it was hoped that this would enable longer-term planning for those in need. CRF funding was delegated to county councils and full details of how the scheme would operate were still in development at district and county level.

The Cabinet was supportive of the Crisis and Resilience Fund as an important part of broader support for residents that were struggling with cost of living pressures.

The Cabinet RESOLVED that the information within Report No. ED2615, including work underway to support residents' financial resilience, be noted.

31. **YOUNG PEOPLE'S PLAN –**

(Cllr Sophie Porter, Healthy Communities & Active Lives Portfolio Holder)

The Cabinet considered Report No. PG2616, which set out how the Young People's Plan had been developed and included a draft of the Council's Young People's Plan (YPP) for 2026-2028.

It was reported that the YPP would outline a proposed approach for how the Council would help to improve opportunities for children and young people in Rushmoor and support them to live happy, healthy and rewarding lives. The Plan would focus on four priorities:

- Safety, trusted spaces and support;
- Health, resilience and active lives;
- Aspirations, skills and employment; and
- Belonging and community connection.

Members were informed that the new YPP would build on the Council's first Plan (2025/26) and would maintain the internal work developed over that year, whilst adding a new element of engaging external partners more closely, based on feedback received from partner organisations, Members and young people themselves.

Members were advised that officers and the Portfolio Holder had received feedback since the report was published and that it was proposed to update the plan before it was published to respond to this feedback. It was proposed that, as a result, the production and publication of the YPP should be delegated to the Executive Director, in consultation with the Portfolio Holder. The final version would be attached to a Record of Executive Decision, circulated to all Members and then published on the Council's website.

During discussion, Members strongly supported the approach taken in the production of the Young People's Plan, with young people actively engaged at all stages. The Cabinet requested that a 'young person friendly' version of the Plan should be produced.

The Cabinet RESOLVED that

- (i) the approach to the production of the Young People's Plan, including to support and engage with all young people, with a particular focus on reaching young people who experience disadvantage, as set out in Report No. ED2616, be endorsed, noting that, over the lifetime of the plan, further work would be undertaken to refine and develop certain priority areas through ongoing engagement with young people and partners;

- (ii) the Executive Director, in consultation with the Healthy Communities & Active Lives Portfolio Holder, be authorised to agree and publish a final version of the Young People's Plan 2026-2028, to include feedback received from Members and others; and
- (iii) the long-term approach to developing further iterations of the Plan, which seeks to increase young people's role in influencing the work of the Council, as set out in the Report, be endorsed.

32. **EXCLUSION OF THE PUBLIC –**

RESOLVED: That, taking into account the public interest test, the public be excluded from the meeting during the discussion of the under mentioned item to avoid the disclosure of exempt information within the paragraph of Schedule 12A to the Local Government Act, 1972 indicated against the item:

Minute No.	Schedule 12A Para. No.	Category
33	3	Information relating to financial or business affairs

THE FOLLOWING ITEM WAS CONSIDERED IN THE ABSENCE OF THE PUBLIC

33. **DISPOSAL OF 1 WYNDHAM STREET, ALDERSHOT –** (Cllr Keith Dibble, Housing, Planning & Property Portfolio Holder)

The Cabinet considered Exempt Report No. PG2616, which set out a proposal to dispose of the freehold interest in No. 1 Wyndham Street, Aldershot, subject to the finalisation of terms.

Members were informed that the property was the only one owned by the Council on this development of light industrial units. The current leaseholder had occupied the site for many years but had rejected the Council's recent offer of a long leasehold extension. Instead, the leaseholder had expressed an interest in acquiring the freehold of the property and since that time had been carrying out negotiations with the Council's agent, LSH Investment Management regarding price and terms. The price that had been negotiated was considered to provide good value to the Council and would provide a welcome boost to the Council's cash reserves.

The Cabinet expressed support for the proposed approach, that it considered would represent the best value to the Council in relation to this site.

The Cabinet RESOLVED that

- (i) subject to final legal due diligence, the disposal of the freehold interest in No. 1 Wyndham Street, Aldershot, for the consideration set out in Exempt Report No. PG2616, be approved; and

- (ii) the Executive Head of Property and Growth, in consultation with the Executive Head of Governance and Law, be authorised to confirm the final terms of the disposal.

The Meeting closed at 7.30 pm.

CLLR GARETH WILLIAMS, LEADER OF THE COUNCIL

CABINET

COUNCILLOR GARETH WILLIAMS
LEADER OF THE COUNCIL

20TH OCTOBER 2026

REPORT NO. FIN2617

KEY DECISION? NO

BUDGET MANAGEMENT – MONTH 4

SUMMARY AND RECOMMENDATIONS:

This report sets out the forecasted financial position for 2026/27 as at the end of July 2026.

CABINET is recommended to:

- i. Note the Revenue budget forecast as set out in Section 3 of the report;
- ii. Approve the write off's as set out in Section 4 of the report;
- iii. Note the Capital budget forecast as set out in Section 5 of the report.

1. INTRODUCTION

- 1.1. The Budget is a major decision for the Council and setting and maintaining a balanced budget is a statutory requirement. This report provides an update on the forecasted outturn position against approved budget for the current financial year 2026/27 based upon service manager information as at the end of July 2026 with additional finance due diligence. The forecast position presented in this report therefore represents the Heads of Service and Service Managers forecast outturn assumptions and explanations.

2. BACKGROUND AND EXECUTIVE SUMMARY

- 2.1. The Council has a statutory obligation to set and maintain a balanced budget. In February 2026 the Council identified a significant challenge to its future financial sustainability (as set out at the February 2026 Budget Council).
- 2.2. The forecast outturn for 2026/27 projects the council is operating within its approved budget with an overall revenue underspend of £1.2million projected.

3. CURRENT YEAR FINANCIAL PERFORMANCE

Revenue Account

- 3.1. The Original Budget for 2026/27 was approved by Council at their meeting in February 2026. The latest Approved Budget also includes 2025/26 budget carry forwards of £65k as noted in the 2025/26 Outturn report to Cabinet on 4 August, a number of supplementary budget approvals and movements to and from Earmarked reserves. The full month 4 forecast outturn and variance on approved budget is presented in Appendix 1.

- 3.2. The forecast to year end projects an overall £1.2m budget underspend, of which £426k is from services and has been analysed in [Appendix 2](#) to demonstrate the nature of the income and expenditure variances across the service portfolios. Net interest cost on borrowing is forecast to be £758k under budget.

Key Service Variations

- 3.3 The Key Service Variations are as follows:

Variation	£'000	Notes
Business Rates	(508)	Rates on one floor of Ashbourne House delisted by the Valuation office and the Meads Multi Story closed floors and Queens Mead have been appealed. In addition, transitional reliefs have been applied which were not budgeted.
Disabled Facility Grants	(207)	A one-off correction in recovery of staffing costs from prior years.
Staffing	(135)	Mainly due to time lag in recruitment to fill vacant roles, circa £28k due to pay increase agreement at level lower than budgeted assumption. Below the line is a £400k vacancy margin to offset this saving.
Recovery of HB overpayments	(86)	In year recognition of recovery of HB overpayments usually only accounted for at year end.
HB Subsidy Grants	(63)	Additional Subsidy grant received
Valuation Costs	65	Valuation of all assets required as part of accounts closure process due to change in accounting guidance from CIPFA.
Wayleaves	80	Removal of ongoing income budget which is not achievable.
Property Related Income – commercial sites	100	In year adjustments to commercial property leases.
Bereavement Services Income	164	Overestimated Cremation income within, possibly due to increase in direct cremations away from traditional crematorium services.
Homelessness	319	Change in homelessness grant conditions now excludes temporary accommodation. Next year there is a increased cost of circa £700k in the MTFs reported to 4 th August Cabinet.

() represent a saving on budget or additional income

- 3.4 Outside of service variations, a large saving of £758k on interest is projected partially due to disposals, and interest returns on pooled funds. In addition, MRP savings of £427k is projected in year. These disposals are as follows:
- Early repayment of £2.1m loan by Farnborough International
 - Disposal of 168 High Street for £2m
 - Disposal of Optrex Lane for £1.5m
- 3.5 In addition, borrowing required for capital projects in 2025/26 reduced MRP impact in 2026/27.
- 3.6 Changes identified in month 4 from the MTFs position reported on 4 August 2026 to Cabinet is provided in Appendix 3.
- 3.7 Supplementary Estimates within revenue have been approved since the budget was set by Council in February, the estimates for these as at month 4 are as follows:
- Armed Forces Day – £195k
 - Civic Quarter Master Planning - £98k
- 3.8 The updated earmarked reserves position is provided at Appendix 4.

4. Write Offs

- 4.1. As per financial procedure rule (E60) write offs are sought for the following:

Type of Debt	Value	Details	Approval required
Business Rates – Aldershot commercial site	£10,053.80	Debtor absconded, enforcement agents investigated, unable to trace	Cabinet
Business Rates – Farnborough commercial site	£23,398.86	Debtor absconded, enforcement agents investigated, unable to trace	Cabinet

5. Capital

- 5.1. The original Capital Programme estimate for 2026/27 was approved by Council at their meeting in February 2026 totalling £3.1million.
- 5.2. Cabinet also considered slippage requests in August 2026 of £2.8million. The additional project approval for the Leisure Centre site of £10.5m within the current financial year (£27m total project) results in a total revised budget of £16.5m.
- 5.3. The current anticipated outturn forecast for 2026/27 amounts to a spend of £16million – resulting in £531k proposed to be reprofiled to 2027/28. Approval to reschedule these capital project budgets will form part of the outturn position once final project positions are known.

- 5.4. Details of forecast project expenditure and funding are detailed in [Appendix 5](#).
- 5.5. Several of the projects detailed are subject to external requirements or further delegations:
- Commercial Unit fit out contributions depend on lease negotiations and requirements of potential tenants.
 - The Asset Management provision is subject to separate approvals as they arise.

6. Capital Receipts Delivery

- 6.1. The table below outlines the delivery of capital receipts, detailing the sources, values, and timing of receipts received or anticipated during the reporting period.

	Original Planned Disposal Value	Original Planned Disposal Month	2026/27 Budget Planned Disposal Value	2026/27 Budget Planned Disposal Month	Latest Forecast Value	Latest Forecast Disposal Month	Total Change in Value	Total Delay in months	2026/27 Change in Value from budget	2026/27 Delay in months
	£'000		£'000		£'000		£'000		£'000	
Devereux House	1,500	May-25	1,500	May-26	1,500	Nov-26	-	18	-	6
Hawley Lane	3,600	Jul-25	3,600	Apr-26	3,600	Nov-26	-	16	-	7
Meads Block 3	2,000	Oct-25	2,000	Mar-27	2,000	TBC	-	TBC	-	TB
Union Yard - 82 units	15,000	Sep-25	14,400	May-26	13,676	July-26	(1,324)	10	(724)	2

7. Alternative Options

- 7.1. The Council has a legal obligation to produce a balanced budget and therefore there is not a 'Do Nothing' option. The Council must achieve its revenue and capital receipt targets, through implementation of the Financial Recovery Plan.
- 7.2. Progress on identifying and implementing measures is being financially monitored, the council does have the option to introduce targeted or broader temporary expenditure control to hold back expenditure and reduce the drawdown on reserves if the financial situation warrants. The Executive Head of Finance will consult at the earliest indication of this option being required.

8. Consultation

- 8.1. No specific consultations have been undertaken outside of the elected member of the council.

9. IMPLICATIONS

Risks and Uncertainties

- 9.1. The cost of borrowing remains a risk to the council at present for the MTFS period. A proportion of these years planned borrowing has now been put in place for this financial year, with many transactions at or below the original 4.5% assumption however the national economic picture is likely to put pressure on achieving borrowing rates within the MTFS assumptions looking forward. This was reflected in the Mid-Year MTFS review to August Cabinet.
- 9.2. Delays to disposals of capital receipts have had an impact on borrowing costs in the financial year which have been mitigated. Further delays may impact future years within the MTFS depending on how much timeframes slip.
- 9.3. Property portfolio rental streams are a sizable contributor to the council's income, supporting the funding of debt costs. Properties remain at risk of vacancies which both prevent income achievement but can incur additional costs of rates, maintenance, and security.
- 9.4. There are currently two properties within the council's portfolio with leases to businesses considered to be at risk of administration. Therefore, there are risks to future income at these sites and a potential that outstanding debts will be uncollectable.

Legal Implications

- 9.5. Under the Council's Finance Procedure Rules, the Executive Head of Finance is responsible for the proper administration of the Council's financial affairs and advising on the corporate financial position. It is the responsibility of Executive Directors, Heads of Service, Corporate Managers and Service Managers to consult with the Executive Head of Finance and seek approval on any matter liable to affect the Council's finances materially, before any commitments are incurred.

Comments approved by Executive Head of Governance & Law and Monitoring Officer

Financial and Resource Implications

- 9.6. Financial implications are set out within the report.

Equalities Impact Implications

- 9.7. No direct impact.

Other

- 9.8. There are no further implications of this report to consider.

10. CONCLUSIONS

- 10.1. The council set a balanced budget for 2026/27. The latest forecast shows savings of £1.2m are anticipated for the 2026/27 outturn position.
- 10.2. If the in-year financial situation determines, cost controls can be implemented to slow down the rate of expenditure until the situation is resolved.
- 10.3. Overall, the financial position over the MTFS period continues to be challenging. Progress is being made and officers will continue to monitor closely and report updates regularly to councillors.

BACKGROUND DOCUMENTS:

- Budget Management - Outturn 2025/26– 4 August 2026
- General Fund Budget 2026/27 and Medium Term Financial Strategy 2026/27 to 2029/30 - Council – 26 February 2026

CONTACT DETAILS:

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Appendix 1 – Revenue Summary

	2026-27 Original Budget £'000	2026-27 Approved Budget £'000	2026-27 Forecasted Outturn £'000	2026-27 Forecast Variance £'000
Economy, Skills & Regeneration	(5,587)	(5,451)	(5,511)	(60)
Finances & Resources	3,304	3,564	3,248	(316)
Healthy Communities & Active Lives	3,452	4,200	4,187	(14)
Housing & Planning	2,852	3,002	3,080	77
Leader/Communications	(17)	118	0	(118)
Policy, Performance & Sustainability	823	923	949	25
Pride in Place & Neighbourhood Services	7,342	7,621	7,598	(22)
Subtotal	12,169	13,977	13,551	(426)
Less: Reversal of Accounting Entries	(1,199)	(1,009)	(1,009)	-
Net Service Revenue Expenditure	10,970	12,968	12,542	(426)
<u>Corporate Income & Expenditure</u>				
Minimum Revenue Provision (MRP)	2,233	2,233	1,806	(427)
Interest Receivable	(2,011)	(2,011)	(2,041)	(30)
Interest Payable	6,105	6,105	5,377	(728)
Vacancy Savings	(400)	(404)	-	404
Union Yard Holding Hosts Provision	132	-	-	-
LGR Provision	300	300	300	-
Contract Inflation	406	75	75	-
RCCO	-	2	2	-
Movement in Earmarked Reserves	1,269	(289)	(289)	-
Movement in General Reserves	-	26	26	-
Net General Fund Revenue Budget	19,004	19,004	17,798	(1,206)
Funded by:				
Council Tax	(8,325)	(8,325)	(8,325)	-
Business Rates	(5,711)	(5,711)	(5,711)	-
Collection Fund	(35)	(35)	(35)	-
Extended Producer Responsibility	(1,094)	(1,094)	(1,094)	-
Funding Guarantee	(118)	(118)	(118)	-
Revenue Support Grant	(3,721)	(3,721)	(3,721)	-
Total Funding	(19,004)	(19,004)	(19,004)	-
Core (Surplus)/Deficit	-	-	(1,206)	(1,206)

(-) represent a saving on budget or additional income

Appendix 2 – Revenue Service Variance by Nature

	Economy, Skills & Regeneration	Finance & Resources	Healthy Comm & Active Lives	Housing & Planning	Leader	Policy, Perform & Sustain	Pride in Place /N'hood Service	Grand Total
EXPENDITURE								
Staff Costs	84	(21)	1	(9)	(116)	33	(109)	(135)
Contracted Services			8				(33)	(25)
Utilities			(3)				(1)	(4)
NNDR	(389)		(15)				(103)	(508)
Property Costs	(2)							(2)
Other Costs	(4)	(5)	1	242		(3)	40	271
IT costs		(10)				(1)	(1)	(13)
Financial Fees	66	(37)					9	37
Transfer payments		(69)		77				8
INCOME								
Fees & Charges	5		(13)	(29)		(2)	236	196
Property Related Income	100						(24)	76
Government Grant		(63)						(63)
Grants & Contributions				3			(13)	(9)
Other Income	80	(111)	9	(207)	(2)		(24)	(131)
GRAND TOTAL	(60)	(316)	(13)	77	(118)	26	(23)	(426)
Vacancy savings								404
TOTAL								(22)

() represent a saving on budget or additional income

APPENDIX 3

Appendix 3 – Revenue change from August Cabinet to month 4

Description:	2026/27 MTFS - Cabinet 4 August	Month 4 Variance	Notes
Interest, MRP& Inflation	(357,000)	(1,184,749)	MRP and interest savings achieved from property disposals achieved in 2025/26 when anticipated in 2026/27 and interest savings from treasury management and cash management
Pull from DFG Capital Grant for Salaries		(207,000)	Application of DFG grant for staff expenditure in prior years
Brokers' Fees		(37,175)	Borrowing from PWLB and Basingstoke & Deane BC has delivered savings.
Asset Valuation 26/27	0	65,600	Additional Valuation costs to achieve audit assurance in accounts
168 High Street Guildford	35,000	43,964	Property disposed of sooner than anticipated
NNDR	125,000	(51,511)	Transitional relief on NNDR not anticipated in budget setting
NNDR - VO revaluations		(435,744)	3 year refund on Ashbourne House, reduction of Queensmead car park, and closure of top floor of the meads multistorey car park
Homelessness Temporary Accommodation	233,000	242,328	Grant conditions changed after budget setting process
Under-utilised Homelessness Grant	(93,000)	77,325	
Serco contract reprourement	36,000		Costs anticipated to hit 2027/28
Car Park equipment saving		(25,844)	reduction in inventory so maintenance costs reduced.
Pay increase at 3.2% vs 3.5%	(28,000)	(28,000)	No change
Armed Forces Day	195,000		Approval achieved for additional budget
Farnborough Civic Quarter master planning	98,000		Approval achieved for additional budget
LSH Contract Increase	37,000	0	Inflation budget utilised
Saving on Bad Debt Contribution		(68,811)	Anticipated improvement in position of HB debt
Overpayment Recovered on Rent Allowances & Council Tax costs recovered		(110,469)	Realignment of budgets
S106 Income for Briar House		(20,000)	Additional S106 income for General Fund
Loss of carpark income and fines for Queensmead	81,000	91,215	Impact from closure

Volume of cremations is predicted to be lower		164,359	Reduced demand for cremations and more direct cremations
Additional licenses from Farnborough Int'l Airport		(19,946)	Additional applications
Revenues new burdens grant - one off		(62,895)	One off grant income
Wellington Centre profit share lower than anticipated		86,097	Wellington centre lease is linked to profit achieved
Additional income from High St Aldershot		(34,298)	Rent review and back rent due
ICT Telephony Saving		(10,131)	saving anticipated
Parks & Recs Rents Reviews		(17,465)	Rent reviews achieved to deliver additional income
Serco waste book sale retention		(20,009)	Commercial waste service sale additional income due to retained customers
Wheeled bins		(11,302)	Additional income
Underachieved historical covenant release and wayleave income	80,000	80,000	Property income that does not have pipeline of likely income to support
Other Variances below £10k		(8,963)	
Non staffing forecast variances	442,000	(1,503,424)	
Establishment savings to date		(107,407)	
Vacancy target full year		404,375	
Vacancy target still to be achieved:		296,968	
Reported Variances		(1,206,456)	

() represent a saving on budget or additional income

Appendix 4 – Earmarked Reserves

Reserve description	26/27					
	Opening Balance	Opening Budgeted Use	Additional Budgeted Use	Opening Budgeted Trf In	Additional Budgeted Trd in	Projected closing balance 26/27
Rowhill SANG	(2,534,337)	20,500		(93,382)		(2,607,219)
Farnborough Aerodrome s106	(123,481)					(123,481)
Carry Forwards (20)	(64,795)		64,795			-
Flexible Housing Grant (36)	(409,078)		216,000			(193,078)
Domestic abuse (54)	(71,112)					(71,112)
Biodiversity Grant (DEFRA funding) 65	(26,752)		11,910			(14,842)
Esso Environment Improvement Programme (66)	(79,973)					(79,973)
Afghan relocation scheme (68)	(20,287)		7,500			(12,787)
Homes for Ukraine support (A) 69	(349,569)	99,783	156,673		(99,783)	(192,896)
homes for Ukraine Expenses (B) 70	(3,896)		2,000			(1,896)
Esso Pipeline Income (72)	(50,113)					(50,113)
DLHUC Levelling Up Local Digital Fund (74)	(34,500)		6,208			(28,292)
LAHF Balance (76)	(79,732)		28,260			(51,472)
Asylum Dispersal (77)	(304,422)		125,664			(178,758)
Supported & Temporary Accommodation work (78)	(7,069)					(7,069)
Get Cyber Assessment Ready (80)	(15,000)					(15,000)
Youth Club Farnborough - PCC (81)	(12,000)					(12,000)
Local Growth Capacity Support Payment (82)	(20,096)		20,096			-
Community Recovery Fund (83)	(167,209)		146,816			(20,393)
Urban Tree Challenge (84)	(3,687)					(3,687)
New Burdens Elections (85)	(6,118)	4,424				(1,694)
QEP Playground - ESSO (86)	(15,000)					(15,000)

Local Plan Funding (87)	(108,475)		108,474			-
Domestic Abuse Related Death Review (88)	(8,000)		8,000			-
Supported Housing Strategies Fund (89)	(48,960)		30,000			(18,960)
Planning Skills Delivery Fund (90)	(3,971)		3,970			-
IDOX Cloud (91)	(48,525)					(48,525)
Renters Rights New Burdens (92)	(31,987)					(31,987)
Whole Housing Approach Domestic Abuse (93)	(14,918)					(14,918)
Guillemont Fields s106 maintenance	(12,580)					(12,580)
Southwood 2 (Woodlands in Perpetuity)	(3,376,902)	16,278		(125,603)		(3,486,227)
Guillemont Tree Maintenance s106	(51,680)	2,654		(1,918)		(50,944)
Civil Parking Enforcement Surplus	(202,618)					(202,618)
Tennis Court Sink Fund	(168,000)					(168,000)
Sports Pitch Land Commuted Sum	(1,164,373)	48,302		(41,755)		(1,157,826)
Insurance Reserve	(252,797)					(252,797)
Stability and Resilience Reserve	(5,180,696)		665,667	(1,068,237)		(5,583,266)
Amenity Areas s106	(298,524)	15,486		(11,195)		(294,233)
Regeneration Reserve	(257,310)					(257,310)
Climate Emergency Reserve	(15,650)	12,503	15,650		(12,503)	-
Deprivation Reserve	(85,865)		15,000			(70,865)
Bus Rates Equalisation Reserve	(3,891,849)					(3,891,849)
Southwood Country Park SANG Earmarked Reserve	(493,127)	69,988		(18,242)		(441,381)
Extended Producer Responsibility	-			(199,000)		(199,000)
	(20,115,032)	289,918	1,632,683	(1,559,332)	(112,286)	(19,864,051)

(-) represents a remaining balance or an addition to balances

Appendix 5 – Capital Programme

Project Title	Opening Budget	Carry Forwards	Additional Approved Schemes	Total Revised Budget	Forecast Outturn	Forecast Variance
CCTV	12,100		-	12,100	13,941	1,841
Food Waste Bins	7,000		-	7,000	7,000	-
Wheeled Bins	120,000		-	120,000	120,000	-
Disabled Facilities Grants	1,493,000		-	1,493,000	1,493,000	-
Aldershot pools & gym buildings refurbishment	70,000		-	70,000	70,000	-
Asset Management Capital expenditure provision	800,000	535,093	-	1,335,093	1,000,000	(335,093)
Disposals			23,710	23,710	23,710	-
IT Equipment Replacement	77,000		-	77,000	77,000	-
IT Infrastructure Investment - Domain Controllers migration	20,000		-	20,000	20,000	-
IT Infrastructure Investment - Firewalls upgrade	100,000		-	100,000	100,000	-
North Town Portacabin	35,000		-	35,000	35,000	-
Playground refurbishments	200,000		-	200,000	200,000	-
Princes Hall	160,000		-	160,000	160,000	-
Southwood Country Club Store Building	25,000		-	25,000	25,000	-
Commercial Unit Lease contributions		251,410	-	251,410	251,410	-

Farnborough Leisure Centre		324,096	10,543,256	10,867,352	10,867,352	-
Union Yard			23,039	23,039	23,039	-
Southwood Park		238,444	-	238,444	40,000	(198,444)
Crematorium		50,000	-	50,000	50,000	-
Loungers		691,143	-	691,143	691,143	-
Aldershot Pools Solar panels		28,933	-	28,933	28,933	-
Aldershot Ski Centre		96,040	-	96,040	96,040	-
VM Ware		157,000	-	157,000	157,000	-
Network/Wi-Fi refresh		150,000	-	150,000	150,000	-
Playground Renewal - S106		38,055	-	38,055	38,055	-
Manor Park - S106		46,380	-	46,380	46,380	-
Queen Elizabeth Park - S106		50,000	-	50,000	50,000	-
King George V - S106		79,500	-	79,500	79,500	-
Rectory Road - S106		48,548	-	48,548	48,548	-
Queens Road - S106		48,875	-	48,875	48,875	-
	3,119,100	2,833,517	10,590,005	16,542,622	16,010,926	(531,696)

() represent a saving or a carry forward

Funding Source	Opening Budget	Carry Forwards	Additional Approved Schemes	Total Revised Budget
Developer contributions	20,000	311,358		331,358
DFG Grant	1,493,000			1,493,000
Swimming Pool Fund		28,933		28,933
Levelling Up Fund		324,096	10,543,256	10,867,352
Capital Receipts	1,606,100	1,573,686	46,749	3,226,535
SANG		238,444		238,444
Borrowing		357,000		357,000
	3,119,100	2,833,517	10,590,005	16,542,622

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CABINET

COUNCILLOR SOPHIE PORTER
HEALTHY COMMUNITIES & ACTIVE LIVES
PORTFOLIO HOLDER

20 OCTOBER 26

REPORT NO. ED2617

KEY DECISION? NO

CLIMATE CHANGE ANNUAL REPORT 2025/26

SUMMARY AND RECOMMENDATIONS:

The purpose of this report is to inform Cabinet on the progress of the Climate Change Action Plan 2025-28 through the Climate Change Annual Report 2025-26, including an update on the introduction of Climate Change Impact Assessments.

Recommendation:

Cabinet is recommended to note:

- a. The progress made in delivering Climate Action within Rushmoor as detailed in the Climate Change Annual Report 2025-26, to support the Council's Climate Change commitments of becoming a carbon neutral Council and a greener and more sustainable borough.
- b. The introduction of the Climate Change Impact Assessments for Cabinet Decisions from August 2026.

1. INTRODUCTION

- 1.1. In June 2019, the Council declared a climate emergency with a motion unanimously passed by Council and pledged to make:

- The Council's operational emissions to be carbon neutral by 2030.
- A greener and more sustainable Rushmoor.

The Climate Change Strategy and Action Plan details how it is planned to make progress against these targets.

- 1.2. The Climate Change Annual Report 2025-26 (Appendix 1) sets out the progress made against the Council's Climate Change Action Plan 2025-28 over the 2025-26 municipal year, and outlines the positive impacts achieved through the projects that have been delivered.
- 1.3. This report also provides an update on the implementation of the Climate Change Impact Assessments, which are now required to be considered in Cabinet Reporting for Cabinet decisions. This aims to inform decision makers on the potential climate or environmental impacts of proposals.

2. BACKGROUND

- 2.1. The Climate Change Strategy was revised in March 2025, along with a refreshed Action Plan 2025-28. This was a revision of the Climate Change Action Plan 2023-2026.
- 2.2. The Climate Change Action Plan 2023-2026 was developed in an evidence-based way, with the actions linking back to the Council's two targets: The reduction in the Council's Operation Carbon Footprint, and to become a greener and more sustainable borough. The 2025-28 Action Plan built upon this.
- 2.3. When developing the approach to climate change action planning, independent advice was sought in order to seek recommendations for targeted actions, which could be achievable, taking into account financial and technological constraints.
- 2.4. The Action Plan 2025-28 contains ten priority actions. The Action Plan does not aim to summarise all activity that the Council is undertaking to support the climate change and biodiversity agenda, much of which is undertaken as business-as-usual activity following changes in recent years and progress already made. The Annual report, as set out in Action 10, allows for a range of associated activity to be reported on an annual basis.
- 2.5. A review and refresh of the Climate Change Action Plan will be undertaken in the next year, to assess progress and update priorities.

Consultation

- 2.6. Rushmoor Climate Community Group was launched in October 2024. One of the objectives of this group is to consult on policy and plans that the Council is undertaking relating to Climate and the environment where appropriate. The Council sought feedback on the previous Climate Change Action Plan (2023-26), and recommendations to be considered for the Climate Change Action Plan 2025-28.
- 2.7. As a result of the feedback gathered by the Rushmoor Climate Community Group, the changes to the plan were presented to the Policy, Project Advisory Board (PPAB). Similar feedback was sought from the committee, informed the final draft of the plan.
- 2.8. These recommendations were considered and incorporated into the plan.

3. ANNUAL REPORT 2025-26

Progress on the Climate Change Action Plan 2025-28

- 3.1. The Climate Change Annual Report 2025/26 (Appendix 1), details progress to date on the current Climate Change Action Plan, as well as other associated activity that has been undertaken by the Council over the last municipal year.

- 3.2. The Climate Change Action Plan 2025-28 is comprised of ten priority actions. Of these, two have not yet commenced, three are currently in progress, and five are ongoing, with initial delivery completed and further activity continuing.
- 3.3. Some actions, including the transition to renewable energy tariffs and lower carbon fleet alternatives, continue to be reviewed, and will be progressed further where appropriate, as set out in the plan. Delivery of these aspects of these actions will be subject to financial viability.
- 3.4. Two actions have yet to commence:
- **Action 4** (relating to single-use plastics): whilst some considerations are being made, no strategic work has been done, this will be picked up in 27/28.
 - **Action 5** (relating to Council's Carbon offsetting approach): work will be undertaken nearer to the 2030 target date to take into account best practice. Work on this action will also depend on the Local Government Reorganisation timeline, dependent on the approach of the potential new unitary authority.
- 3.5. Five actions within the plan are ongoing. This references where the most activity has been delivered. This includes work where initial delivery has been undertaken and ongoing work continues. Examples of this are community engagement initiatives such as the Rushmoor Climate Community forum, the Youth Climate Ambassador group, and the continuation of hosting an annual Eco Festival.

Youth Climate Ambassadors

- 3.6. The Youth Climate Ambassador (YCA) group was established in June 2025 to strengthen young people's involvement in local climate action. Eleven representatives from local secondary schools and colleges participated in seven monthly sessions during the 2025/26 academic year.
- 3.7. The YCAs gave feedback and their recommendations on Council and partner initiatives such as on the Eco Festival 2026 and an upcoming project, which were considered as part of the planning for these initiatives. The YCAs also planned a Climate Art Competition for the Eco Festival 2026 as part of these discussions.

Youth Climate Debate

- 3.8. Wavell School was invited to take part in the Council's first climate debate, which was held in the Council Chamber. This hosted 16 students who came to the Council for the afternoon to debate a climate change motion of their choosing: "*Fossil fuels are essential for the future of the UK*". This gave students the opportunity to link their interest in the natural environment and climate action, alongside developing skills in critical thinking, persuasive argument and public speaking, as well as deepening their understanding of the democratic process.

Rushmoor Climate Community Group & Monthly Updates

- 3.9. The Rushmoor Climate Community (RCC) Group was established in October 2024. Three sessions were held in 25/26 where the group came together to hear updates on the Council's climate action, hear from other local residents and community groups, and gave feedback on future Council initiatives.
- 3.10. In response to the group's request for more regular communication, the Council introduced a monthly update covering Council activity, community contributions, events, volunteering opportunities, energy efficiency and grants. Ten updates were issued during 2025/26 and were also shared with Councillors and officers.

Rushmoor Eco Festival 2025

- 3.11. Previously known as the Eco Fair, the Rushmoor Eco Festival was renamed to reflect the expanded range of activities and opportunities the event offers. The Festival also moved from the Southwood Visitor Centre, to the West End Centre in Aldershot allowing the introduction of a programme of activities, shows and talks alongside the stalls.
- 3.12. A total of 17 stallholders attended the Festival, representing greenspace groups, charities and local businesses. They offered a variety of different activities, competitions and workshops so there was something for all ages. There were also locally made and sustainable products, promoting and encouraging sustainable living.
- 3.13. Action 10 of the Annual Report allows for additional activity to be captured. As well as this, there is also a commitment to publish the Council's Climate Action Scorecard and the Council's Operational Carbon Footprint.

Climate Action Scorecard

- 3.14. Climate Emergency UK publish Climate Action Scorecards for all Council's in the UK. This assesses Council's on the actions taken to mitigate and adapt to climate change.
- 3.15. The scorecard is based around seven themes, with multiple questions within each of these. There is set criteria for each question, which outlines how to achieve marks for each. Each question is weighted differently (e.g. low, medium, high), these are used to calculate an overall percentage.
- 3.16. In order to achieve marks for climate action, this activity had to have been undertaken between January 2020 - October 2024. Therefore, anything delivered after this cut-off isn't eligible for inclusion within this current scorecard.
- 3.17. The scorecards are marked in multiple ways, such as national datasets, FOI requests (Freedom of Information) and volunteer research. All information has to be publicly available information, therefore if something isn't available on The Council's website, then it cannot be awarded marks.

- 3.18. The following table presents a summary of the Climate Action Scorecards marks for Rushmoor Borough Council. Rushmoor has made positive progress in many categories, achieving a 10% increase compared to its score in 2023.

Climate action scorecard	2023	2025
Buildings & Heat	27%	45%
Transport	-10%	-4%
Planning & Land Use	9%	16%
Governance & Finance	11%	25%
Biodiversity	30%	27%
Collaboration & Engagement	57%	51%
Waste Reduction & Food	23%	42%
RBC's Total	21%	31%

Note: Transport has negative scoring questions, which have improved since 2023.

- 3.19. Additional progress has already been made in various areas since marking closed (Oct 2024), more information on this progress, as well as context and commentary as to why marks may or may not have been awarded. This document was published earlier this year and is referenced in the annual report.
- 3.20. The scorecards are not meant to act as a league table for local authorities, but rather as a way to understand where progress is being made and understand areas where future action could be taken. The average score for district Councils is 36% (ranging from 11-69%).

Carbon Footprint

- 3.21. The Council's Operational Carbon Footprint is Calculated annually using SUSTRAX MX, by Carbon Footprint Ltd.
- 3.22. The carbon footprint is comprised of three scopes and includes both direct and indirect emissions. The data that each scope encompasses within Rushmoor Borough Council's carbon footprint is shown in the table below.

Scope 1	Direct Emissions	Gas (Heating) & Council Owned Vehicles (Operational Fleet)
Scope 2	Indirect Emissions	Purchased Electricity
Scope 3	Indirect Emissions	Business Travel, Paper, Waste, Water & Supply Chain (Procured Goods & Services)

- 3.23. The carbon footprint is expressed as an absolute amount of tCO₂e. This is the amount of greenhouse gas emissions as represented by tonnes of carbon dioxide equivalence, meaning other greenhouse gases impact are quantified using carbon dioxide's warming effect as reference. The methodology that is used in SUSTRAX is aligned with the Greenhouse Gas Protocol and in relation to supply chain data; DEFRA recommended conversion factors.

- 3.24. Our carbon footprint is calculated using the SUSTRAX MX system, which uses updated conversion factors and additional WTT (well to tank) emissions than the previous SUSTRAX system. This has meant an increase in our total carbon emissions compared to previous calculations, though this is ensuring its as accurate as possible.
- 3.25. An estimate for Rushmoor Borough Council's Scope 1, Scope 2, and part of its Scope 3 emissions as follows:

	22/23	23/24	24/25
Scope 1	445.63	409.09	232.99
Scope 2	222.71	200.72	168.36
Scope 3	734.38	702.73	468.35
Total:	1402.72	1312.55	869.70

- 3.26. It should be noted these figures do not include all of Rushmoor Borough Council's Scope 3 emissions for our procured goods & services, which will be assessed further. The Council's operational carbon footprint will be reported in full following a verification of its emissions during the 26/27 year, which will include 25/26's emissions figures (There is a delay in reporting due to available data after the previous year had concluded). This will ensure there is informed decision making on future emission reduction measures and any residual carbon offsetting requirements in the future can be properly assessed with regard to its carbon neutrality target.

4. CLIMATE CHANGE IMPACT ASSESSMENTS

- 4.1. From August 2026, officers preparing Cabinet decision reports have been required to complete the CCIA screening process and, where indicated, a full assessment.

Background

- 4.2. A Sustainability Motion was agreed at Council in November 2024, where it was agreed that Climate Change Impact Assessments would be introduced for Council Decisions for new projects and proposals.
- 4.3. The Climate Change Impact Assessment (CCIA) is a practical tool to help the Council understand, assess, and respond to climate impacts across projects, ensuring environmental considerations are integrated into decision-making. Over time, this will help to embed climate action across the organisation.
- 4.4. This tool ensures that the impacts of a proposal are identified and understood. In relation to negative impacts, any relevant mitigation can be put in place to reduce these, where feasible. This can also highlight any positive outcomes in relation to climate change, the natural environment, or sustainability. It should

also be noted that not all impacts will be able to be mitigated due to factors such as financial viability or legal obligations.

- 4.5. Officers are not expected to be climate experts and guidance documents are available to aid completion. Training through an external provider was given to Senior Leadership, Service Managers and report writers, to build their knowledge and understanding on climate related impacts. This also provided general guidance on the CCIA's, when they are required and how to complete them.
- 4.6. Climate Change Impact Assessments are not to be done as an alternative to an Environmental Impact Assessment, which is a statutory requirement for (Sch 1/2) UK planning applications, or a Strategic Environmental Assessment, which is a statutory requirement for local plans and other planning policy documents.
- 4.7. The Climate Change Impact Assessments were developed for implementation after the Equalities Impact Assessments had been introduced and embedded. This phased approach was intended to avoid placing several new report-writing requirements on service managers and report writers at the same time.

Screener & Full Assessment

- 4.8. There is a two-step process to undertaking a climate change impact assessment. A screener is undertaken first, to enable officers to quickly establish if a full assessment is required. This screener considers whether the proposal will have an impact on the Council's operational carbon footprint, as well as wider impacts (both positive and negative).
- 4.9. The full assessment is split into eight categories:
 1. Energy
 2. Transport
 3. Natural Environment & Biodiversity
 4. Water
 5. Waste & Materials
 6. Social Value & Climate Justice
 7. Adaptation
 8. Other

It is unlikely that most proposals will address every category. The relevant categories are expected to become evident through the screening process.

- 4.10. Within the CCIA, there is space to detail the potential positive and negative impacts for each relevant category. There is additional space then to detail the mitigations or justifications for each of these impacts. Justifications might include financial feasibility, overriding need, legal obligations or no mitigation being available.
- 4.11. An overall impact is then given for each category. The rationale for each impact rating is given in the table below:

Impact Rating	Use when:
---------------	-----------

Positive Impact	There are overall positive outcomes within this category.	The project includes improved environmental outcomes, reduces emissions, risks, or inequalities associated with climate change.
No Impact / No Cause for Concern	Not applicable: There are no expected implications arising from this project within this category OR No cause for concern.	There is no meaningful change to the baseline, no benefit or harm.
Medium Impact	Slight negative impact as a result of this project AND / OR shorter-term impact. (<i>Manageable and not long term</i>)	Impact is negative but: - Short term - Easily mitigated - Moderate in scale (affecting small area, or team) - Low-medium severity
High Impact	Significant negative impact as a result of this project AND / OR longer-term impact.	Impact is negative and is: - Longer-term or permanent - Cannot be mitigated - Larger scale (affecting services, large areas, borough wide) - High severity

- 4.12. Once all relevant categories have been completed, the assessment will automatically generate an overall impact rating for the project. This rating may be amended where it is not considered appropriate, provided that a clear justification is recorded.
- 4.13. An overview of the assessment should be included in the Climate Change Implications section within the Cabinet Report, and the full assessment (if required) should then be included as an appendix.

CCIAs completed to date

- 4.14. To date, seven screeners have been undertaken, of which two have progressed to a full assessment. A further three reports have included climate change implications, either before they were a mandatory requirement, or where no decision was needed as an outcome of the report.

5. IMPLICATIONS

Risks

- 5.1. The Council set out two targets when declaring a climate emergency in 2019, not achieving the targets as set out within the climate change strategy poses a

reputational risk to the organisation and this is reflected in the Council's corporate risk register.

- 5.2. The main risks to the Council achieving carbon neutrality for its operational emissions, are financial constraints affecting emission-reduction and future offsetting activity, limited organisational capacity to manage and deliver this work, and uncertainty arising from Local Government Reorganisation.

Legal Implications

- 5.3. There are no legal implications arising from the content of this report.
Legal commentary by Amanda Bancroft, Executive Head of Governance & Law (Monitoring Officer) 08/10/2026

Financial Implications

- 5.4. There are no direct budgetary or ongoing financial implications from this report.
Finance commentary by Peter Vickers, CFO s151 25/09/2026

Resource Implications

- 5.5. The coordination of delivery of the climate change action plan is supported by the Climate Change Officer.

Equalities Impact Implications

- 5.6. An equality impact check found that this recommendation would have a positive or neutral impact on people with protected characteristics. Therefore, a full assessment is not required. (See appendix 2).

Climate Change Implications

- 5.7. This report provides an update on progress in delivering the Climate Change Action Plan 2025-28 and is not making a proposal requiring a decision. A Climate Change Impact Assessment is therefore not required.
- 5.8. The purpose of the Climate Change Action Plan, and the activity reported within it, is to support positive climate outcomes through the reduction in the Council's operational emissions and contributing to becoming a greener and more sustainable borough.

6 CONCLUSIONS

- 6.1. Progress has been made across eight of the ten actions within the Climate Change Action Plan 2025-28. During 2025-26 this included the Council strengthening community and youth engagement, delivered the Rushmoor Eco Festival, and introduced Climate Change Impact Assessments for Cabinet decision reports.

- 6.2. Progress against all ten actions will continue to be monitored and included in future annual reporting. The Climate Change Action Plan will be reviewed and refreshed over the next year to ensure that progress is noted against existing actions and update priorities to ensure that it remains effective and achievable.
- 6.3. Cabinet is to note the progress made during the 2025-26 municipal year in delivering the Climate Change Action Plan 2025-28, showing the positive impact towards the Council's Climate change commitments.

LIST OF APPENDICES/ANNEXES:

1. Climate Change Annual Report 25/26
2. Equalities Impact Assessment Screener

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ANNUAL REPORT 2025-26



**CLIMATE CHANGE
ACTION PLAN 2025-28**



RUSHMOOR
Climate Community

FOREWORD

Climate change continues to be a challenge facing our communities, and taking meaningful action remains a priority for Rushmoor.

Our response is not only about reducing the Council's own environmental impact. It is also about working with our residents, businesses and partners to create a greener, healthier and more resilient borough.

This Annual Report highlights the progress we have made during 2025/26. Over the past year, we have continued to support active and sustainable travel, engage young people in conversations about climate and the environment, and work alongside our communities on practical environmental projects across the borough.

Importantly, climate considerations are also becoming more firmly embedded in the way the Council makes decisions. This matters because responding effectively to climate change cannot sit within one service or one programme of work, it needs to be part of how we think about the future of Rushmoor as a whole.

There is, of course, more to do. Meeting the challenges ahead will require sustained action, ambition and collaboration. The Council cannot achieve this alone, and our continued partnership with residents, community organisations, businesses and other public-sector partners will be essential.

I would like to thank everyone who has contributed to this work over the past year, our residents, volunteers, community groups, partners, councillors and council officers.

By continuing to work together, we can build on the progress already made and create a more sustainable, resilient and healthier future for everyone in Rushmoor.



CLLR SOPHIE PORTER

Deputy Leader and Portfolio Holder for
Healthy Communities and Active Lives
Rushmoor Borough Council

CLIMATE CHANGE ANNUAL REPORT 2025-26

CLIMATE EMERGENCY

The Council took the unanimous decision in June 2019 to address climate change locally, by declaring a climate emergency and agreed two targets:

- **Becoming a carbon neutral Council by 2030**
- **Becoming a greener & more sustainable borough**

CLIMATE CHANGE STRATEGY

The Climate Change Strategy & Action Plan outlines how we intend to make progress against these targets.

The Climate Change vision for Rushmoor is that Rushmoor Borough Council will seek to have a positive impact on future generations by working with businesses, communities, and organisations to protect and enhance Rushmoor's environment. Through direct action and by encouraging and supporting others, Rushmoor will address the challenges and opportunities presented by climate change.

Our strategy also highlights the important role the Council plays in tackling climate as a leader, facilitator, enabler and deliverer of services to Aldershot and Farnborough and beyond.

CLIMATE CHANGE ACTION PLAN 2025-2028

The Council's refreshed Climate Change Strategy & Action Plan 2025-2028 was approved by Cabinet in March 2025. The strategy sets out the Council's approach to addressing climate change and the action plan includes a programme of priority actions to be delivered over the three-year period.

This report sets out a progress update on the delivery of each of those actions, as well as other related activity that has been delivered over the last year.

CLIMATE CHANGE ACTION PLAN

2025-28

Action	Status	High level next steps
1 Consider opportunities arising to reduce gas consumption and increase renewable energy generation, including continued commitment to review the feasibility of transitioning electricity across the Council's sites to 100% renewable tariffs.	Work underway	A renewable energy generation project has taken place. This action will be continually reviewed and taken forward further when financially viable.
2 To continue to explore options for switching the Council's remaining vehicles to lower carbon alternatives, as well as exploring opportunities to work with contractors on the Council's broader fleet. To continue to support the improvement of access to electric vehicle charging facilities across the Borough.	Work underway	Contractor vehicle fleet options are currently being considered as part of the waste collection contract extension. The Council will support Hampshire County Council when this project progresses further.
3 To review processes for the Council's capital programme so that environmental impacts are incorporated into business case development and whole life cycle carbon assessments are undertaken. To develop and introduce Climate Change Impact Assessments (CCIA) for new Council projects and proposals.	Work underway	Climate Change Impact Assessments will be launched in August 2026.
4 Identify and reduce the use of single use plastics across all council buildings and events.	Not yet started	Whilst some considerations have taken place, no strategic work has started. This will be considered during 2027/28.
5 To develop the Council's offsetting approach with a view to ensuring that any offsetting undertaken by the Council has a local impact.	Not yet started	Commencement will depend on the Local Government Reorganisation timeline.

Action		Status	High level next steps
6	To continue to engage young people on climate change. This includes the ongoing Climate Trackers Scheme in partnership with Wonderseekers (Winchester Science Centre), as well as introducing a Youth Climate Ambassadors Group to increase the offering for young people in the Borough.	Ongoing	Continuation of the Youth Climate Ambassadors Scheme and to increase number of schools and colleges represented within this group.
7	To use the Council's communications channels (including through Member engagement) to promote opportunities for residents and local businesses to reduce their own carbon footprint, including promoting schemes to improve the energy efficiency of their home or business.	Ongoing	Continuation of relevant information to be disseminated and promoted through the appropriate channels.
8	Continue to engage with the wider community on climate change, to allow residents to find out more of how they can reduce their negative environmental impact. This includes the annual Eco Fair, development of the Rushmoor Climate Community Group and community initiatives.	Ongoing	Eco Festival 2026 will be held in September. Rushmoor Climate Community Group sessions and monthly updates will continue, with a focus on growing the membership.
9	To encourage and promote active travel, by removing barriers and promoting initiatives, which will also lead to improved health and wellbeing.	Ongoing	A greenspace map linking with health and wellbeing will be developed over the next municipal year (26/27).
10	To review, update and publish the Council's carbon footprint on an annual basis, publish an annual report detailing all that the Council has achieved in relation to its climate action plan and associated strategies (e.g. Green Infrastructure Plan). To publish the Council's Climate Action Scorecard, assessed by Climate Emergency UK, with commentary to provide context.	Ongoing	This will continue to be reviewed and updated.

BECOMING CARBON NEUTRAL BY 2030 (COUNCIL'S OPERATIONAL EMISSIONS)

ACTION 1

Consider opportunities arising to reduce gas consumption and increase renewable energy generation, including continued commitment to review the feasibility of transitioning electricity across the Council's sites to 100% renewable tariffs

Solar Panels were installed at Aldershot Pools & Fitness Centre. These have been funded through the government and Sport England's Swimming Pool Support Fund. Phase Two of this project will be completed in Autumn 2026, where solar panels will be installed on a canopy inside the Lido grounds, providing a shaded area to the customers, whilst increasing our solar yield.



As part of this funding, energy efficiency improvement projects at the Centre are also included. This involves installing two pool covers for the pools, which aid in retaining heat overnight and consequently reduce energy consumption at the Centre.



The Council's energy tariffs are being continually reviewed, to understand opportunities to switch to renewable tariffs where feasible.

ACTION 2

To continue to explore options for switching the council's remaining vehicles to lower carbon alternatives, as well as exploring opportunities to work with contractors on the council's broader fleet.

To continue to support the improvement of access to electric vehicle charging facilities across the borough

Rushmoor Borough Council's Vehicle Fleet

Last year the Council procured three new electric vehicles to replace the Place Protection fleet with electric alternatives. For the remaining vehicles, such as those used by our maintenance team, the Council will continue to assess options to evaluate the feasibility of transitioning to lower-carbon alternatives.



Working with contractors on the council's broader fleet.

The Council are currently exploring and reviewing options for lower carbon alternatives for refuse collection vehicles as part of a potential extension to the contract with the waste collection contractor.

Supporting the improvement of access to electric vehicle charging facilities across the borough

Hampshire County Council secured Local Electric Vehicle Infrastructure (LEVI) funding to support the expansion of electric vehicle charging infrastructure across the county.

In June, Hampshire County Council announced the award of a 15-year concession contract to Believ. The contract is currently in the mobilisation phase, with further details on the deployment programme expected in due course.

The primary focus of the contract is the installation of on-street electric vehicle charge points (EVCPs) in locations where residents do not have access to off-street parking. Rushmoor Borough Council will support the delivery of this programme where appropriate.

ACTION 3

To review processes for the Council's capital programme so that environmental impacts are incorporated into business case development and whole life cycle carbon assessments are undertaken. To develop and introduce Climate Change Impact Assessments (CCIA) for new Council projects and proposals

Climate Change Impact Assessments (CCIA) will become mandatory for Cabinet Reporting from August 2026. The CCIA is a practical, evolving tool to help the Council understand, assess, and respond to climate impacts of proposed projects, policies and decisions.

The introduction of CCIAs aims to build awareness of impacts relating to climate change and to ensure environmental considerations are integrated in the decision making process. Over time, this will help to embed climate action across the organisation.

The aims of using a CCIA within decision making:

- To support and inform decision makers
- By understanding the impacts of a project or proposal, these can be minimised, mitigated against, or modified to reduce these impacts
- Supporting the reduction of the Council's Operational Carbon Footprint
- Identifying and promoting positive environmental outcomes.

The assessment is split into eight categories:

1. Energy
2. Transport
3. Natural Environment & Biodiversity
4. Water
5. Waste & Materials
6. Social Value & Climate Justice
7. Adaptation
8. Other

To support the implementation of the CCIAs, staff training was delivered to the Senior Leadership team, Service Managers and report writers. The training aimed to provide a greater understanding of Climate Change and its impacts, as well as implications for local authorities and guidance for completion of the CCIAs.

ACTION 4

Identify and reduce the use of single use plastics across all council buildings and events

The Council are exploring and considering ways to reduce single-use plastics within the Princes Hall site. Wider work on this action will take place in the future.

ACTION 5

To develop the Council's offsetting approach with a view to ensuring that any offsetting undertaken by the Council has a local impact

The Council's approach to offsetting emissions will be developed further as we progress toward 2030. This will ensure that the most up-to-date opportunities and recognised best practice are taken into account.

BECOMING A GREENER & MORE SUSTAINABLE BOROUGH

ACTION 6

To continue to engage young people on climate change. This includes the ongoing Climate Trackers Scheme in partnership with Wonderseekers (Winchester Science Centre), as well as introducing a Youth Climate Ambassadors Group to increase the offering for young people in the Borough.

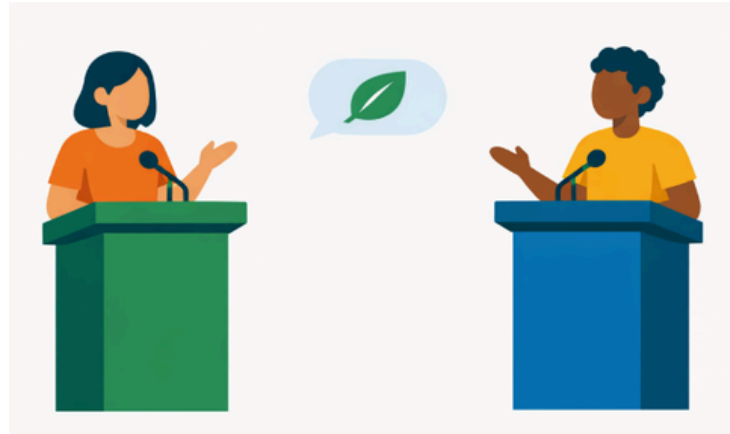
CLIMATE TRACKERS / CATERPILLAR CHAMPIONS

In addition to Climate Trackers, Wonderseekers have also worked with some of our year 2's on a scheme called Caterpillar Champions which focuses on biodiversity and lifecycles, aligning with STEAM (Science, Technology, Engineering, Art & Mathematics). Both of these strands use a repeat engagement model, to embed knowledge, understanding, and encourage critical thinking. For 25/26, this was funded through the Farnborough Airport Community Environmental Fund. A further update will be included in the Fund's Annual Report after the project has concluded.

CLIMATE DEBATE

The Council invited Wavell School to a Climate Debate, which was held in the Council Chamber, where they debated the Motion of **'Fossil Fuels are essential for the future of the UK'**. The motion was chosen by the school and were put into random teams, noting that some students would be debating for a side that didn't align with their personal views. The debate was moderated by Rushmoor's Mayor and the judging panel included the Portfolio Holder for Healthy Communities & Active Lives, the Council's Climate Change Officer and the schools English Teacher.

This gave students the opportunity to link their interest in the natural environment and climate change action, alongside developing skills in critical thinking, persuasive argument and public speaking, as well as deepening their understanding of the democratic process.



YOUTH CLIMATE AMBASSADORS

The Youth Climate Ambassador (YCA) group was introduced in June 2025, with monthly sessions held during term times, which highlights the importance of youth engagement within Climate action and in how we respond to the challenges and opportunities presented by climate change.

Each YCA received a welcome pack containing resources to help deepen their knowledge of sustainability and environmental topics, along with local resources and guidance for managing eco-anxiety.

Some examples of the activities that the Youth Climate Ambassadors have undertaken in 2025-26:



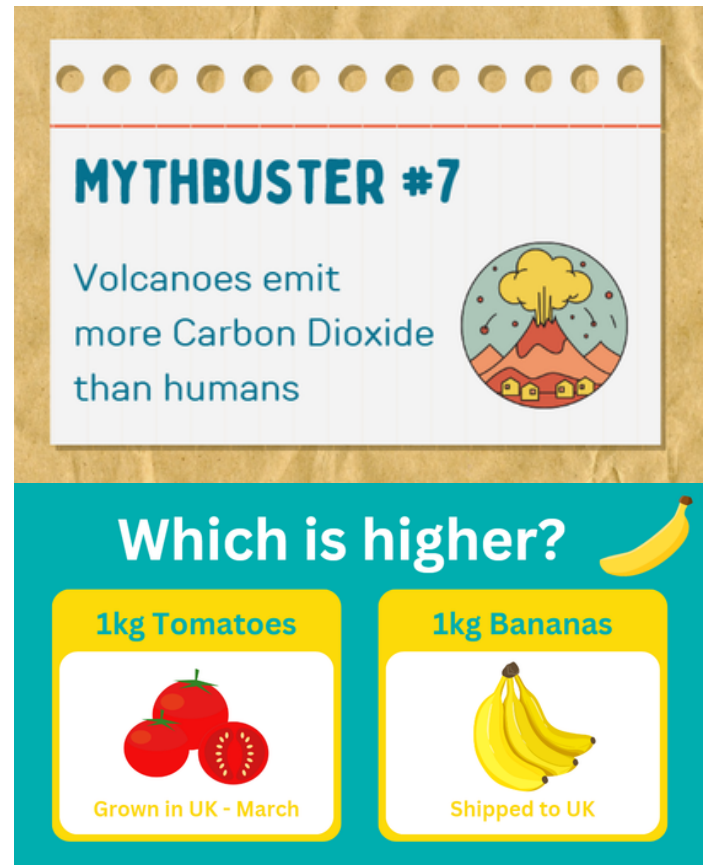
COP30 session: An introduction to the purpose and function of the UN Climate COPs, followed by a practical climate-finance negotiation exercise in which participants adopted randomly assigned roles. This provided insight into the complexities of international geopolitics and supported the development of negotiation skills.

Climate Mythbusters: A critical-thinking exercise in which participants examined common climate misconceptions, categorising statements as either fact or myth. This was particularly valuable given the prevalence of climate-related misinformation online.

How bad are bananas?: Drawing on Mike Berners-Lee's book, this activity compared the carbon impacts of various actions, from everyday activities, such as an internet search to larger events such as football world cups or volcanic eruptions. It highlighted that assumptions are not always accurate and reinforced the importance of detailed analysis and critical thinking.

The group has given feedback on Council and partner climate events, such as the Rushmoor Eco Festival and Green Fringe Festival. They also shared valuable insights to an upcoming Council initiative around greenspace mapping, linking to health & wellbeing.

Our Youth Climate Ambassadors were invited to a session at Runways End Outdoor Activity Centre, where they got to take part in sustainable bushcraft activities to develop practical skills and outdoor learning.



ACTION 7

To use the Council's communications channels (including through Member engagement) to promote opportunities for residents and local businesses to reduce their own carbon footprint, including promoting schemes to improve the energy efficiency of their home or business.

Over the course of 2025/26 the following communications have appeared on the Council's communications channels:

Health & Wellbeing	- Local Trails - Mental Health - My Home Made Better
Travel	- Active Travel - Cycling in Rushmoor - RVS wellbeing Walks
Events & Groups	- Eco Festival - Eco Explorers - Rushmoor Repair Cafe - Plant Based Market - Warm & Welcome (Libraries)
Waste & Recycling	- Food waste - Walk this Waste - Electrical recycling - Binfluencers
Local Greenspaces	- Blackwater Valley Countryside Partnership - Rowhill Nature Reserve - Southwood Country Park - Wellesley Woodlands
Other	- Grants - Rushmoor Community in Bloom - Spring Flowers

In addition, the following has been shared with the business community within the Borough:

Sustainable Business Network

Rushmoor Borough Council contributes to the Sustainable Business Network (North Hants). Which supports the development of the Sustainable Business Network seminars to improve support and mentoring to SMEs on carbon reduction and sustainable business measures.

It is free to join and open to any local businesses in North Hampshire.

This is organised and run by Carbon Footprint Ltd. SME's can register to join the network for free and have access to the full video library of past sessions. [More information can be found here.](#)

2025/26 sessions have included topics such as:

- Simpler Recycling
- Retrofits to Cut Carbon
- Sustainable Procurement

ACTION 8

Continue to engage with the wider community on climate change, to allow residents to find out more of how they can reduce their negative environmental impact. This includes the annual Eco Fair, development of the Rushmoor Climate Community Group and community initiatives.

ECO FESTIVAL

The Eco Fair was rebranded to the Eco Festival to reflect the expanded range of activities and opportunities the event offers. The Festival also moved from the Southwood Visitor Centre, to the West End Centre in Aldershot allowing the introduction of a programme of activities, shows and talks alongside the traditional stallholders.

A total of 17 stallholders attended the Festival, representing greenspace groups, charities and local businesses. They offered a variety of different activities, competitions and workshops so there was something for all ages. There were also locally made and sustainable products, promoting and encouraging sustainable living.



Shows & Talks included:

- Nature Tales with Wonderseekers
- Wild-erful Warriors with Junk Jodie
- The Places that Link Us Project – Talk & Activity with Judita Vivas
- Water Testing Locally with Blackwater Valley Action for Rivers



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RUSHMOOR CLIMATE COMMUNITY

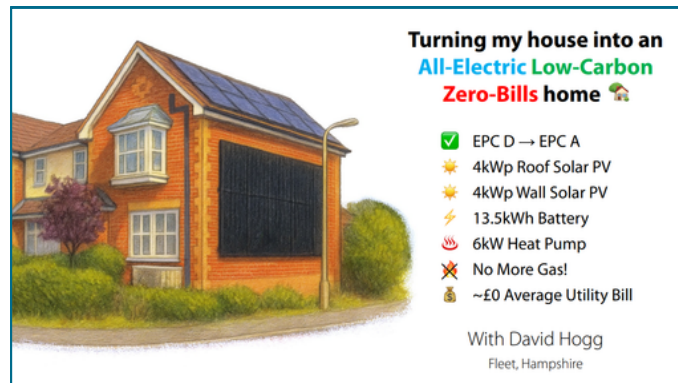
The Rushmoor Climate Community Group launched in October 2024. This is a forum for residents that live, work or volunteer within the borough to engage with the Council on climate, environmental and sustainability issues within Rushmoor.

Aims of the RCC Group are:

- To **ENGAGE** Rushmoor residents in caring for, protecting, and enhancing our natural environment
- To **CONSULT** and ask for opinions and feedback on Rushmoor Borough Council's existing policies and help shape and inform future policies and plans.
- To **NETWORK & SHARE** information & resources and form partnerships between people and organisations.
- To **CREATE** initiatives by and for residents
- To **RAISE AWARENESS** of climate, environmental and sustainability issues across the community and beyond

In the past year, the Rushmoor Climate Community group have given feedback on future areas of work, such as greenspace mapping and active travel resources.

At December's meeting, we welcomed local resident, David Hogg to give a presentation on his journey in 'Turning my House into an All-Electric Low-Carbon Zero-Bills home'.



This talk included their experience on the numerous measures that he has undertaken within their house.

A recording of this talk can be found on his [youtube channel here](#).

RUSHMOOR CLIMATE COMMUNITY MONTHLY UPDATES

The Rushmoor Climate Community (RCC) group expressed interest in staying better informed and to be able to share information within the group. After exploring ideas together, we now send out RCC Monthly Updates. These have been sent out monthly since May 2025.

These updates include the following information: News & Updates, Community Contributions, Events, Volunteering Opportunities, Energy Efficiency, Surveys & Consultations and Grants.

More information and to sign up to join and receive monthly updates and information on future meetings, please visit: rushmoor.gov.uk/climatecommunity.



ACTION 9

To encourage and promote active travel, by removing barriers and promoting initiatives, which will lead to improved health and wellbeing.

ACTIVE TRAVEL GRANT

The Council secured an Active Travel Grant from Hampshire County Council to deliver active travel initiatives in schools.

Balance Glide and Ride

This included the delivery of the Balance, Glide and Ride programme in Rushmoor schools, teaching children in Reception and Year One to learn to ride on a balance bike.

The delivery of balance bikes and helmets to four schools to encourage children to continue cycling on the balance bikes after the programme had ended.

As part of the sessions, there was a pupil with cerebral palsy, who couldn't join in. After contacting local bike initiatives and shops, a trike was kindly donated so he was able to join in - highlighting the value in working collaboratively in the community.



After School Cycling Club

The delivery of an afterschool cycling club at Farnborough Grange Infant school, with a family led ride during the school holidays.

WORK WITH HCC

Rushmoor Borough Council continue to work with Hampshire County Council's Active Travel team to encourage and engage in schools with active travel initiatives.

Bikeability

Hampshire County Council deliver the bikeability programme in Rushmoor Schools in year 6, alongside other initiatives.

OTHER INITIATIVES SUPPORTED

Grants were also awarded to the following initiatives that support cycling:

Adult confidence bike sessions - Balance, Glide & Ride (*Supporting Communities Grant Fund*).

V-Team - Recycling & employability project - The Source Young People's Charity (*Farnborough Airport Community Environmental Fund*).

BECOMING A GREENER & MORE SUSTAINABLE BOROUGH

ACTION 10

To review, update and publish the council’s carbon footprint on an annual basis, publish an annual report detailing all that the council has achieved in relation to its climate action plan and associated strategies (e.g. Green Infrastructure Plan). To publish the council’s Climate Action Scorecard, assessed by Climate Emergency UK, with commentary to provide context.

Action 10 of the Climate Change Action Plan states that the Annual Report will include updates of other relevant initiatives and projects delivered in the last year. These are detailed in the next section.

The Council’s Operational Carbon Footprint is Calculated annually using SUSTRAX MX, by Carbon Footprint Ltd. The carbon footprint is comprised of three scopes and includes both direct and indirect emissions.

An estimate for Rushmoor Borough Council’s Scope 1, Scope 2, and part of it’s Scope 3 emissions as follows:

	22/23	23/24	24/25
Scope 1	445.63	409.09	232.99
Scope 2	222.71	200.72	168.36
Scope 3	734.38	702.73	468.35
Total:	1402.72	1312.55	869.7

The carbon footprint is expressed as an absolute amount of tCO2e. This is the amount of greenhouse gas emissions as represented by tonnes of carbon dioxide equivalence, meaning other greenhouse gases impact are quantified using carbon dioxide’s warming effect as reference.

It should be noted these figures do not include all of Rushmoor Borough Council’s Scope 3 emissions for our procured goods & services, which will be assessed further. The Council’s operational carbon footprint will be reported in full following a verification of it’s emissions during the 26/27 year, which will include 25/26’s emissions figures.

COUNCIL CLIMATE ACTION SCORECARD

Climate Emergency UK publish Climate Action Scorecards for all Council's in the UK. This assesses Council's on the actions taken to mitigate and adapt to climate change.

The scorecard is based around seven themes, with multiple questions within each of these. There is set criteria for each question, which outlines how to achieve marks for each. Each question is weighted differently (eg. low, medium, high), these are used to calculate an overall percentage.

In order to achieve marks for climate action, this activity had to have been undertaken between January 2020 – October 2024. Therefore anything delivered after this cut off isn't eligible for inclusion within this current scorecard.

The scorecards are marked in multiple ways, such as National datasets, FOI's (Freedom of Information requests) and volunteer research. All information has to be publicly available information, therefore if something isn't available on our webpages, then it cannot be awarded marks. This document, will hopefully serve to understand where the Council is making progress against some of the questions where marks were not awarded.

For the complete scorecards and additional details on the criteria for achieving marks, please visit the [Climate Change Scorecard website](#).

The table presents a summary of the Climate Action Scorecard marks for Rushmoor Borough Council. Rushmoor has made positive progress in many categories, achieving a 10% increase compared to its score in 2023.

Additional progress has already been made in various areas since marking closed (Oct 2024), more information on this progress, as well as context and commentary can be found here: [Rushmoor's Climate Action Scorecard 2025](#).

Most district councils (including Rushmoor BC) will not be reassessed for 2027, due to Local Government Reorganisation.

Climate action scorecard	2023	2025
Buildings & Heat	27%	45%
Transport	-10%	-4%
Planning & Land Use	9%	16%
Governance & Finance	11%	25%
Biodiversity	30%	27%
Collaboration & Engagement	57%	51%
Waste Reduction & Food	23%	42%
RBC's Total	21%	31%

ASSOCIATED STRATEGIES & FURTHER CLIMATE ACTION

GREEN INFRASTRUCTURE STRATEGY

The Green Infrastructure Strategy for Rushmoor was adopted by the Council in July 2022. The Strategy includes a vision, objectives, and a number of broad priorities. In order to deliver these priorities, the Strategy identifies a number of potential projects. It is noted in the Strategy that these projects were identified as having potential, but their inclusion did not represent a commitment to delivery or assume that partnership working has been agreed.

Since the adoption of the Strategy, the Council has reviewed the potential projects and started to make progress on those considered to be of high priority. These included:

- PP3 – A biodiversity net gain off-site compensation scoping project.
- PP6 – Review of Potential SANG Sites
- PP7 – Carbon reduction through tree planting.

It is acknowledged that the current Green Infrastructure Strategy is now going out of date. The Planning Policy Team are in the early stages of preparing a new Local Plan.

To inform this, we need to gather and evaluate a significant amount of supporting evidence and data. Part of this will be a review of our GI Strategy.

The Council is intending to have a Strategy which is primarily map based and which is informed through structured conversations with relevant local stakeholders. The mapping will identify existing green infrastructure across Rushmoor and opportunities for creation of new, and restoration or enhancement of this existing network. Creation, restoration and enhancement can be worked into a suite of aspirational projects.

With regards to the existing Green Infrastructure Strategy, the Update given within the 2024/25 report is still appropriate to be rolled forwards to 2025/26. Many of these projects have been superseded and are no longer required in the form presented in the Green Infrastructure Strategy. The exception is tree planting project PP7. We have now planted all 194 trees and are into the watering and aftercare phase. Trees are establishing well with very few lost, despite the heatwave and drought weather.



WASTE & RECYCLING

PRINCES HALL

The addition of recycling bins throughout Princes Hall are now in place. This aims to ensure that waste streams are properly separated throughout the venue. This has been well received in the venue, ensuring waste streams are separated across the venue.



WALK THIS WASTE

The Walk This Waste trial was well received by residents who used it. Nine events were run between Dec 24 – June 2025. Across these events, 178 residents used the free service, bringing 333 bulky household items for disposal.



ELECTRICAL RECYCLING

The Council have rolled out new pink electrical recycling bins across the borough and have been a huge success. There has been approx. 17 tonnes collected for recycling.



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TOWN CENTRES



ECO EXPLORERS

The Eco Explorers Club takes place in our Town Centres on the first weekend of every month between May-October. These free drop-in sessions feature interactive environmental-themed storytelling, alongside a hands-on activity focused on topics such as pollination, growing and gardening, global warming, green energy, plastic, recycling and wildlife. This attracts approximately 200 visitors each weekend.

More information: [Monthly Eco Explorers Club – Rushmoor Borough Council](#)

COMMUNITY GARDENING IN OUR TOWN CENTRES

We had over 75 people attend community gardening sessions across three dates to plant new beds in The Landing (Farnborough's new town square), and the new planters in Union Yard, Aldershot.

WORKING WITH PARTNERS

RUSHMOOR COMMUNITY IN BLOOM

Rushmoor Borough Council supports the Rushmoor Community in Bloom competition organised by Rushmoor Voluntary Services. In addition to providing grant funding towards the competition, the Council's Climate Change Officer supports within the planning team, as well as judging the Best Wildlife Friendly Garden category. Sustainability considerations are part of the judging criteria across all categories.

An awards event takes place in September, where winners are celebrated for their hard work and dedication throughout the borough. This initiative promotes pride in local communities and contributes to greening the area.

The competition continues to grow, and for 2026, additional categories were added for the schools competition including Design Your Own Garden. An additional event is held for schools, where representatives are invited to receive their awards.

More information:

[Rushmoor](#)
[Community in](#)
[Bloom 2026](#)



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WARM HOMES - ENERGY EFFICIENCY

The Council Provides support to residents on energy efficiency measures, by sign posting to various initiatives. This is by done through Council support, as well as through other communications, such as the Rushmoor Climate Community Group and monthly RCC updates.

WARM HOMES LOCAL GRANT

Warmer Homes helps residents to make their homes more energy efficient.

Warmer Homes provide a range of fully-funded energy efficiency improvements for your home and is led by Portsmouth City Council, working in partnership with a consortium of 32 other local authorities. These improvements are funded by Warm Homes: Local Grant, which is administered by the Government's Department for Energy Security & Net Zero (DESNZ).

Residents could be eligible if:

- They have a total household income of £36k or less per year
- They receive means tested benefit
- Their Home has an EPC rating of D, E, F or G.
- They are a homeowner or private tenant

More information: [energy-efficiency home improvements | Warmer Homes](#)

HITTING THE COLD SPOTS

This service delivered by the Environment Centre provides advice to residents (particularly those who are vulnerable) on heating, insulation, energy bills, smart meters and switching energy tariffs. It also has a small budget to help residents with heating repairs and can provide portable heaters if a heating system breaks.

More information: [Hitting the cold spots](#)

MY HOME MADE BETTER

This service delivered by the Environment Centre provides free, impartial, tailored advice to residents in Hampshire.

They help homeowners:

- Make informed decisions based on their individual circumstances
- Explore energy independence
- Find ways to maintain comfortable temperatures all year round
- Find reputable installers in the local area.
- Find details of grants available and how to apply

More information: [My Home Made Better](#)

FURTHER ENGAGEMENT

BIO BLITZ

For Earth Day in April, staff were invited to join in a BioBlitz around the Council Office Grounds, to highlight how much biodiversity there is, even in unseemingly places. Whilst the BioBlitz ran throughout the work day, two targeted sessions were held with the Assistant Ecologist and Climate Change Officer.

The number of species in the grounds around the Council Offices:

- 54 plant species
- 11 tree species
- 9 bird species
- 1 mammal species
- 7 invertebrate species



LIBRARY EVENTS

The Council supported events at the libraries throughout the year including:

Green & Thrifty

As part of the Green & Thrifty programme, we attended a session at Farnborough Library to promote the Rushmoor Climate Community group and monthly newsletter, as well as promoting other related schemes and opportunities available to residents.

Warm & Welcome

We supported and attended a Warm and Welcome event at Aldershot Library, which aims to support those struggling with energy bills and cost of living.

FARNBOROUGH AIRPORT COMMUNITY ENVIRONMENTAL FUND

The Farnborough Airport Community Environmental Fund is a grant fund for community environmental improvement projects.

The airport pays a levy of £2 for every take-off or landing, or £5 (depending on the aircraft size). This money goes into the Farnborough airport community environmental fund, which the Council administers.

In 2025, the fund awarded 10 projects grants totaling £72.5k to projects such as community gardens, young people's education and active travel. More information can be found in the Annual Report 2025, which can be found here: www.rushmoor.gov.uk/airportfund.

Along with Farnborough Airport, we hosted a celebration event for those who received funding in 2024, to showcase the impact that the fund has had.

The event included presentations from three projects that were awarded funding in 2024.

Each shared the amazing work these groups are undertaking that is benefiting the local community and the positive impact that the funding has had on the surrounding environment.

TOTAL
AWARDED FOR
2025:

£72,513





CLIMATE CHANGE ACTION PLAN 2025-2028

ANNUAL REPORT 2025/26



climatechange@rushmoor.gov.uk



communitydevelopment@rushmoor.gov.uk



rushmoor.gov.uk/climatechange

The artwork featured on the front cover of this report comes from the talented young individuals who participated in our Climate Art for Action Competition 2026. This initiative was planned by our Youth Climate Ambassadors.



RUSHMOOR
Climate Community

Equality Impact Assessment: Screening Tool

The **Equality Impact Assessment (EIA) Screening Tool** should be completed for any new proposal, plan or project. It helps staff check if their proposal will positively, neutrally, or negatively affect residents, staff, or service users. If the impact is positive or neutral, a full EIA isn't needed.

A **full EIA** is required if the screening shows a negative impact on specific groups. We also advise that a full EIA should be completed when a [key decision](#) is being made. Key decisions are executive actions likely to:

- Significantly affect Council tax, budget balances, or contingencies.
- Have a major impact on communities across two or more Borough wards.
- Expenditure or savings over £100,000 qualify as significant, with a £250,000 threshold for property transactions.

Furthermore, for staff, we generally consider the impact on more than 25 people as significant, which would require a full EIA. If you're unsure, you can seek guidance from the Policy Team.

***After screening, if you identify the need for a full Equality Impact Assessment, you can use your existing answers as a foundation for the full assessment.**

Name of Project	Climate Change Annual Report 25/26
Reference number (if applicable)	
Service Area	Community & Partnerships
Date screening completed	16/09/2026
Screening author name	Sophie Rogers
Policy Team sign off	Martin Iyawe
Authorising Director/Head of Service name	Karen Edwards

1. Please provide a summary of the proposal

The aims of the Climate Change Action Plan are for the Council's Operational Emissions to be carbon neutral by 2030, as well as to create a greener more sustainable borough. This will seek to have a positive impact on the local community for all those that live, work and volunteer within. This will not just reduce emissions and benefit the natural environment but also create a healthier and more resilient borough.

Additionally, during 2025/26 the Climate Change Action Plan delivered a range of projects and initiatives including Youth Climate Ambassadors, Climate Community Group engagement, active travel initiatives, energy efficiency and warm homes signposting, decarbonisation activity and biodiversity improvements. The Annual Report provides an update on progress against the Climate Change Action Plan 2025-2028 and highlights benefits for residents, businesses and communities across the borough.

2. Who will the proposal impact? Please indicate Yes or No

Group of people	Impacted?
Residents	Yes
Businesses	Yes
Visitors to Rushmoor	Yes
Voluntary or community groups	Yes
Council staff	Yes
Trade unions	No
Other public sector Organisations	Yes
Others	Please specify: Schools, community organisations and partner agencies

3. What impact will this change have on staff? Please complete where relevant:

The Climate Change Action Plan will impact staff by increasing awareness of Climate and nature issues, as well as increasing resilience through engagement and training. The Climate Change Annual Report 25/26 details progress made in the last year against this plan. Staff also contribute to delivery of actions across service areas, helping embed climate considerations into day-to-day decision making.

4. What consultation or engagement will you be leading (with residents, staff, or other stakeholders) as part of this project?

During the process of drafting the Climate Change Action Plan 2025-2028 the Council consulted with elected members through PPAB, as well as consulting with the Rushmoor Climate Community Forum, which includes local residents and representatives from local community groups, charities and other organisations.

Some activity and initiatives that have come out of the plan have gathered feedback from the Rushmoor Climate Community Group, and the Youth Climate Ambassadors.

5. What impact will this change have on people with protected characteristics and/or from disadvantaged groups?

Direct and indirect impacts

When completing this table, please consider both **direct and indirect impacts**, see helpful guidance.

Direct discrimination occurs when someone is treated less favourably than another person because of a **protected characteristic**. This includes:

- **Actual possession** of a protected characteristic.
- **Perceived possession** of a protected characteristic (discrimination by perception).
- **Association** with someone who has a protected characteristic (discrimination by association).

A valid comparison must show that someone without the protected characteristic would have been treated better in similar circumstances. It can still be direct discrimination even if the person treating you unfairly shares the same characteristic.

Note: Age discrimination may be lawful if it can be objectively justified. For other protected characteristics, direct discrimination is unlawful regardless of intent or justification.

Indirect discrimination happens when a **policy, rule, or practice** applies to everyone but puts people with a protected characteristic at a **particular disadvantage**. It occurs when:

- A policy is applied equally to all.
- It disadvantages a group sharing a protected characteristic.
- You are personally disadvantaged by it.
- The organisation cannot justify the policy as a proportionate means of achieving a legitimate aim.

If the policy can be objectively justified, it is not considered indirect discrimination.

For example: Closing public toilets may be an example of indirect discrimination, as it affects everyone but disproportionately disadvantages women, due to toilet frequency, alternative options and safety/hygiene factors.

Likely impact

For the groups identified earlier, tick the likely impact (both direct and indirect) on people with protected characteristics (e.g., age, disability, race, etc.):

- **Neutral:** No impact.
- **Positive:** Benefits people with protected characteristics.
- **Negative:** Harms people with protected characteristics.
- **Not Sure:** It's unclear how this affects people with protected characteristics, or more information is needed.

Rate the negative impact as **low**, **medium**, or **high**. Also, consider whether the proposal may be seen as controversial or negative by some groups. See the guidance for help.

Protected characteristic - Age

(for example, young people under 25, older people over 65)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
Yes		N/A		Engagement with Young people, such as through the Youth Climate Ambassadors, Climate debates, and events. Developing skills, aspirations and positive environmental stewardship. Relating particularly to Action 6. In Summary, the Action Plan supports climate education, participation and leadership opportunities for young people through schools-based programmes and youth engagement activity.

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>

Protected characteristic – Disability

(include people with physical disabilities, people with learning disabilities, blind and partially sighted people, Deaf or hard of hearing people, neurodiverse people. This also includes carers.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
Yes		N/A		Some climate-related initiatives may have positive indirect impacts for disabled residents, particularly where they improve home energy efficiency, reduce fuel poverty or improve access to information and support. The Climate Change Action Plan also promotes healthier and more resilient communities.

Protected characteristic - Gender reassignment and identity

(Include people who identify across the trans* umbrella, not only those who have undergone gender reassignment surgery. This is inclusive of girls and or/women, men and/or boys, non-binary and genderfluid people and people who are transitioning) *Trans is an umbrella term to describe people whose gender is not the same as, or does not sit comfortably with, the sex they were assigned at birth.

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
	Yes	N/A		No specific positive or negative impacts have been identified. Activities are open and accessible to all residents regardless of gender identity.

Protected characteristic - Marriage and Civil Partnership

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
	Yes	N/A		No specific positive or negative impacts have been identified. The proposal does not affect residents differently based on marital or civil partnership status.

Protected characteristic – Pregnancy and Maternity

(Include people who are pregnant in or returning to the workplace after pregnancy. Could also include working parents.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
	Yes	N/A		No specific positive or negative impacts have been identified. However, wider benefits may arise

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
				through improved environmental quality and healthier communities.

Protected characteristic – Race or ethnicity

(include on the basis of colour, nationality, citizenship, ethnic or national origins)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
Yes		N/A		The Action Plan includes community engagement activities designed to reach a broad range of residents. Climate action and support initiatives are intended to benefit all communities across the borough

Protected characteristic – Religion or belief

(include no faith)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
	Yes	N/A		No specific impacts have been identified. Community engagement opportunities are open to residents regardless of faith or belief.

Protected characteristic - Sex

(Under the Equality Act 2010 and following the 2025 Supreme Court ruling on 15 April 20205, a person's legal sex is defined as their biological sex as recorded at birth. Trans individuals are still protected from discrimination under the characteristic of gender reassignment.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
	Yes	N/A		No specific positive or negative impacts have been identified. The Climate Change Action Plan is intended to benefit all residents equally.

Protected characteristic - Sexual Orientation

(Include people from across the LGBTQ+ umbrella, for example, people who identify as lesbian, gay, bisexual, pansexual or asexual.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
	Yes	N/A		No specific impacts have been identified. Activities associated with the Action Plan are open to all residents.

Protected characteristic - Other

(e.g. people on low incomes, people living in poverty, looked after children, people with care experience, people who are homeless, people with mental health problems, people who are prison leavers, people affected by menopause, people affected by menstruation and/or period poverty)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
Yes		N/A		Positive impact on those who by be on low incomes and/or who need cost of living support through schemes relating to areas such as energy efficiency and warm homes.

6. Screening Decision

Outcome	Yes or No
Neutral or Positive – no full EIA needed*.	Yes
Negative – Low Impact – full EIA at the service director's discretion*.	No
Negative – Medium or High Impact – must complete a full EIA.	No
Is a full EIA required? Service decision:	No
Is a full EIA required? [Policy Team] sign off recommendation:	No
Flag for DPIA (will include engagement that collects personal data). [Policy Team]:	No
Flag for ethics (high risk / will involve engagement with vulnerable residents):	No

Once you've completed the screening tool and determined that the proposal is likely to have a positive or neutral impact on people with protected characteristics, the following can be included in the 'Equality Impact Assessment' part of the report. ***'An equality impact check found that this proposal would have a positive or neutral impact on people with protected characteristics. Therefore, a full assessment is not required.'***

Please send this completed EIA Screening Tool to Policy@rushmoor.gov.uk for quality checking by the policy team.

If required, please continue to the full assessment below.

CABINET

**CLLR KEITH DIBBLE
HOUSING, PLANNING & PROPERTY
PORTFOLIO HOLDER**

20TH OCTOBER 2026

REPORT NO. PG2617

KEY DECISION: YES

TEMPORARY ACCOMMODATION PLACEMENT POLICY

SUMMARY AND RECOMMENDATIONS:

This report seeks Cabinet approval to adopt the Rushmoor Borough Council Temporary Accommodation Placement Policy (the Policy) for statutory homeless households. The Policy sets out how the Council will secure, allocate, manage and review temporary accommodation for applicants owed homelessness accommodation duties, ensuring decisions are lawful, fair, transparent and based on assessed need.

Cabinet is recommended to: Approve the Policy; delegate authority to the Chief Operating Officer, in consultation with the Portfolio Holder, to make minor operational amendments required to keep the Policy up to date; and note that the Policy will be reviewed at annually or sooner where required by legislative, statutory guidance, case law or service delivery changes.

1. INTRODUCTION

1.1. The purpose of this report is to seek approval for the Council's Temporary Accommodation Placement Policy for statutory homeless households.

1.1. The Policy provides a clear framework for officers, applicants and Members on how temporary accommodation will be used, how suitability will be assessed and reviewed, and how households will be supported to move on to settled accommodation.

2. BACKGROUND

2.1. The Council has statutory duties under Part 7 of the Housing Act 1996, as amended by the Homelessness Reduction Act 2017, to assist eligible applicants who are homeless or threatened with homelessness and, in specific circumstances, to secure suitable accommodation. Demand for temporary accommodation continues to place pressure on local authorities nationally, with limited availability of suitable accommodation and increasing complexity in household need.

- 2.2. The Policy supports the Council's housing and homelessness responsibilities by promoting lawful decision making, consistent practice, safeguarding of vulnerable residents, effective use of accommodation and public funds, and improved move-on outcomes for households in temporary accommodation.
- 2.3. The Policy also supports the Council's wider strategic objectives by helping to prevent and relieve homelessness, safeguard vulnerable residents, manage demand for temporary accommodation, support financial sustainability and provide a stronger basis for consistent and transparent decision making.
- 2.4. Authority for Cabinet to approve the Policy is set out in section 3.5. of the Council's Scheme of Delegation, Matters reserved to the Cabinet, point 5: Approval of cooperate strategies, policies and organisations programmes (and updates) prepared within the overall budget and policy framework agreed by the Council.

3. DETAILS OF THE PROPOSAL

General

- 3.1. Cabinet is asked to approve the Policy. The Policy will apply to temporary accommodation provided or secured by the Council for households to whom the Council owes, or may owe, homelessness accommodation duties, including interim accommodation, accommodation during relief enquiries, accommodation pending review or appeal where discretion is exercised, and accommodation provided while the main housing duty is owed.
- 3.2. The Policy reflects the Council's legal framework, including the Housing Act 1996, Homelessness Act 2002, Homelessness Reduction Act 2017, Homelessness Code of Guidance for Local Authorities 2018, Equality Act 2010, Children Acts 1989 and 2004, Care Act 2014, Human Rights Act 1998, Data Protection Act 2018 and UK GDPR. It confirms that accommodation secured under homelessness powers and duties must be suitable for the applicant and all household members who normally live with them or might reasonably be expected to live with them.
- 3.3. The Policy affects the whole borough and all statutory homeless households requiring temporary accommodation. It establishes how the Council will assess suitability, prioritise placements and transfers where demand exceeds supply, manage out-of-area placements, minimise use of bed and breakfast accommodation, set expectations around charges and household responsibilities, and keep placements under review.
- 3.4. Implementation will include officer guidance, clear case recording expectations, decision-making templates where appropriate, staff briefings and management oversight. This will help ensure that suitability assessments, placement decisions, transfer requests and reviews are evidenced consistently and in line with the Policy.

- 3.5. Performance will be monitored through indicators including the number of households in temporary accommodation, length of stay, use of bed and breakfast accommodation, number and duration of family or pregnant applicant placements in bed and breakfast accommodation, out-of-area placements, transfer requests, suitability reviews, complaints, rent arrears, move-on outcomes and equality impacts where data is available.

Available Options

- 3.6. Option 1: Approve the Policy. This will provide an agreed and transparent framework for decision making, strengthen governance and support consistency in service delivery.
- 3.7. Option 2: Do not approve the Policy. Not recommended because the Council would not have an agreed policy framework for how temporary accommodation is used, prioritised and reviewed. This increases the risk of poorer outcomes for households, inconsistency in decision making and greater likelihood of challenge.

Consultation

- 3.8. The draft Policy has been prepared by the Housing Service. It has been reviewed by the Council's Legal and Financial services. The Policy has also been screened for an Equalities Impact Assessment (required and attached at Appendix 2) and a Climate Change Impact Assessment (Appendix 3).

Members of the Strategic Housing Local Plan and Housing Oversight Groups have been consulted and reviewed the draft documentation.

4. IMPLICATIONS

Risks

- 4.1. Key risks include insufficient suitable temporary accommodation supply, increased use of nightly-paid or bed and breakfast accommodation, difficulty securing accommodation within the borough, legal challenge where suitability assessments are not adequately evidenced, safeguarding risks for vulnerable households, equality impacts and budget pressures. These risks will be mitigated through clear policy requirements, robust case recording, management oversight, ongoing review of suitability, monitoring of key performance information and continued focus on move-on into settled accommodation.

Legal Implications

- 4.2. Whilst there is no statutory duty to adopt the Policy, the Supreme Court in *Nzolameso v City of Westminster* [2015] UKSC 22 highlighted the importance of local authorities having a publicly available policy setting out how temporary accommodation is procured and allocated.

- 4.3. The Policy is intended to support compliance with the Council's statutory housing duties under Part 7 of the Housing Act 1996 and reflects guidance from Homelessness Code of Guidance for Local Authorities 2018. It ensures that the Council continues to meet its statutory duties to provide suitable accommodation, particularly for vulnerable individuals and supports safeguarding by promoting appropriate placements for those at-risk.
- 4.4. Failure to adopt or follow the Policy may result in complaints, reputational damage, and increased officer time spent managing reviews and appeals. It may also lead to investigations by the Local Government and Social Care Ombudsman and increase the risk of legal challenge, including Judicial Review. Consistent application of the Policy is therefore essential to minimise legal, financial, and reputational risk.

Commentary by Oksana Haraieva 02/10/2026

Financial Implications

- 4.5. Approval of the Policy does not in itself create any additional budget requirement or financial commitment. However, temporary accommodation remains a significant area of demand-led expenditure and financial risk for the Council. The Policy establishes a framework intended to support consistent and lawful placement decisions, appropriate use of available accommodation, minimisation of higher-cost emergency provision where suitable alternatives are available, effective recovery of accommodation charges and timely move-on into settled housing. The financial performance of the temporary accommodation service will continue to be monitored through existing budget management and performance monitoring arrangements.

Commentary by Peter Vickers S151 21/09/2026

Resource Implications

- 4.6. Implementation will be managed within the Housing Service. The Policy will support officers by providing a clear framework for assessing suitability, prioritising placements, recording decisions and monitoring use of temporary accommodation.

Equalities Impact Implications

- 4.7. The Policy includes specific provisions on equality and accessibility and requires decision makers to consider the needs of applicants and household members with protected characteristics. This includes disability, pregnancy and maternity, age, race, religion or belief, sex, sexual orientation and gender reassignment, as well as associated accommodation, communication and support needs. An Equality Impact Assessment has been completed and is attached as Appendix 2.

Climate Change Impact Assessment

- 4.8. The Policy has been taken through council's Climate Change Impact Assessment (CCIA) screening process (Appendix 3). A full Impact Assessment is not required as there are no direct climate implications arising from approval of the Policy. However, where accommodation options are available, the Council will consider location, accessibility to services, transport links and the need to avoid unnecessary travel as part of the wider suitability assessment. Any future procurement or commissioning of temporary accommodation should have regard to the Council's climate commitments and relevant property standards.

Other

- 4.9. No additional property, IT, crime and disorder or corporate resource implications have been identified at this stage. Any operational impacts arising from implementation will be managed through existing service planning arrangements.

5. CONCLUSIONS

- 5.1 Approval of the Policy will provide a clear and consistent basis for securing, allocating, managing and reviewing temporary accommodation for statutory homeless households.
- 5.2 The Policy will support lawful and transparent decision making, strengthen safeguarding and equality considerations, improve monitoring of temporary accommodation use and help the Council manage demand and financial pressures.
- 5.3 For these reasons, Cabinet is recommended to approve the Policy and authorise its implementation, subject to final legal, financial, equality and governance checks.

LIST OF APPENDICES:

- Appendix 1: Temporary Accommodation Placement Policy for Statutory Homeless Households
- Appendix 2: Equality Impact Assessment screening document
- Appendix 3: Climate Change Assessment screening document

BACKGROUND DOCUMENTS:

- Housing Act 1996, Part 7
- Homelessness Act 2002
- Homelessness Reduction Act 2017
- Homelessness Code of Guidance for Local Authorities 2018
- Domestic Abuse Act 2021
- Equality Act 2010
- Children Act 1989
- Children Act 2024
- Care Act 2014

- Human Rights Act 1998
- Data Protection Act 2018 and UK GDPR 2018

CONTACT DETAILS:

Report Authors Zoe Paine Strategic Housing Manager & Suzannah Hellicar, Service Manager Housing

Heads of Service Tim Mills Executive Head of Property and Growth, David Philips Executive Head of Operations

**Rushmoor Borough Council
Temporary Accommodation Placement Policy**

October 2026

Executive Summary

This policy explains how Rushmoor Borough Council provides temporary accommodation to people who are homeless or at risk of homelessness. It sets out:

- The legal duties the Council must follow
- The types of temporary accommodation available
- How placements are decided
- How suitability, affordability and accessibility are assessed.

The Council aims to provide safe, appropriate temporary housing while managing limited resources fairly.

This policy guides officers, partners, and stakeholders involved in making temporary accommodation assessments and providing housing services and provides information to Rushmoor residents who need to live in temporary accommodation.

The policy will be reviewed annually to ensure it remains compliant and effective.

1. Introduction

This policy explains how Rushmoor Borough Council ('the Council') assists people who need temporary accommodation while homelessness assessments are carried out or while they wait for an offer of settled accommodation.

There are times when people face emergencies that leave them without a home. In these situations, the council may have a legal duty to provide temporary accommodation to help them regain stability.

1.1 The Council's Statutory Duty

The Council must provide temporary accommodation in certain circumstances, as set out in the Housing Act 1996 and the Homelessness Code of Guidance for Local Authorities 2018.

1.2. Demand and supply of temporary accommodation

Demand for temporary accommodation is high, and the Council has a limited amount of its own temporary accommodation stock. Temporary accommodation must therefore be allocated fairly and proportionately. This policy explains how decisions are made to ensure the placements are suitable and equitable.

1.2 The role of elected members

The policy has been approved by the Council's Cabinet with delegated authority given to the Executive Director of Operational Services to agree general updates. The Council's Housing Oversight Group provides member oversight to the implementation of the policy. Ward councillors may become involved in individual cases.

1.3 The role of council officers

Housing Options officers assess individual circumstances and cases and make decisions in line with this policy. When doing so officers are acting on behalf of 'the Council'.

2. Legal Framework

2.1. The Council must comply with a range of legislation and guidance when making decisions about temporary accommodation, including:

- Sections 188, 193, 206, 208 and 210 of the Housing Act 1996
- The Homelessness Act 2002
- The Homelessness Code of Guidance for Local Authorities 2018
- The Homelessness (Suitability of Accommodation) (England) Order 2003
- The Homelessness (Suitability of Accommodation) (England) Order 2012

- The Homelessness Reduction Act 2017
- The Equality Act 2010
- The Localism Act 2011
- The Domestic Abuse Act 2021
- Section 17 of the Children's Act 1989
- Section 11 of the Children's Act 2004
- Relevant case law

2.2. Section 188 of the Housing Act 1996, Interim duty

The Council must provide temporary accommodation if it has reason to believe an applicant may be homeless, eligible and in priority need. This duty continues until a final decision is made.

2.3. Section 193 of the Housing Act 1996, Main housing duty

If the Council decides an applicant is homeless, eligible, in priority need and not intentionally homeless, and homelessness has not been prevented or relieved, it must secure suitable accommodation until the duty ends.

2.4. Section 206 of the Housing Act 1996, Suitability

Any accommodation provided under section 188 or 193, whether temporary or otherwise, must be suitable.

2.5. Chapter 17 of the Homelessness Code of Guidance

This sets out the factors local authorities should consider when deciding whether accommodation is suitable. These factors include the physical condition and standards of the accommodation, its size, affordability, location, facilities, and the individual needs and circumstances of the household.

2.6. Section 208 of the Housing Act 1996, Location

Requires that accommodation should be within Rushmoor where it is reasonably practicable. When accommodation is provided out of the area, the Council should notify the receiving local authority in whose area the accommodation is situated.

2.7. The Homelessness (Suitability of Accommodation) (England) Order 2012

Requires that when deciding suitability, the Council must consider:

- The distance of the accommodation from Rushmoor;
- The level of any disruption to work, caring responsibilities or education;

- Access to medical facilities and support
- Access to local services and transport

2.8. The Homelessness (Suitability of Accommodation) (England) Order 2003

Requires that households with children or pregnant women should only be housed in 'bed and breakfast' accommodation where no other accommodation is available, and for no longer than 6 weeks.

2.9. Section 11 of the Children's Act 2004

Requires that the Council must safeguard and promote the welfare of children.

2.10. The Equality Act 2010

Requires the Council to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic and those who do not.

3. Offers of Temporary Accommodation

3.1. Interim duty-based offer

Where the interim duty applies and the applicant has nowhere suitable to stay, the Council will offer temporary accommodation while enquiries continue.

3.1.1 Suitability will be assessed using the factors set out in section 5 of this policy.

3.1.2. If the applicant refuses the offer of temporary accommodation they will be asked to give their reasons. The Council will consider the reasons given. If the Council determines that the accommodation is unsuitable, the offer will be withdrawn and a further offer will be made.

3.1.3. If the Council reviews the applicants' reasons for refusal but considers the accommodation suitable and the applicant still refuses, the interim duty ends.

3.1.4. There is no statutory right to review the suitability of interim accommodation provided under the interim duty. However, the Council will consider any concerns raised.

3.2. Main duty-based offer

Where the main housing duty applies and the applicant has no suitable accommodation, the Council will offer temporary accommodation until a settled home is provided or the duty ends.

3.2.1. Suitability will be assessed using the factors set out in section 5 of this policy.

3.2.2. If the applicant refuses the offer of temporary accommodation, they will be asked to give their reasons. The Council will consider the reasons given. If the Council determines that the accommodation is unsuitable, the offer will be withdrawn and a further offer will be made.

3.2.3. If the Council reviews the applicants' reasons for refusal but considers the accommodation suitable and the applicant still refuses, the offer will be withdrawn and 'the main homelessness duty' will end.

3.2.4. Applicants have a statutory right to review suitability under the main duty.

3.3. Accommodation provider expectations

Applicants placed into temporary accommodation must sign an agreement with their accommodation provider setting out expectations of living in temporary accommodation.

3.4. Agreement breach

If an applicant is asked to leave due to breaching the terms of the agreement the Council may treat this as refusing accommodation. The Council will consider the nature of the breach, warnings given and the applicant's personal circumstances. The consequences for refusing temporary accommodation are set out in Sections 3.1 and 3.2 of this policy.

3.5. Move to alternative temporary accommodation

Applicants may be asked to move to alternative temporary accommodation for several reasons, for example, to provide the most appropriate accommodation, or because an external provider has brought the provision to an end. Such requests will be treated as an offer of temporary accommodation as set out in Sections 3.1, 3.2 and 5 of this policy.

4. Types of Accommodation

The Council uses a mix of accommodation types, some owned or managed directly and others provided by external partners. These include self-contained which can include privately owned leased accommodation, accommodation with shared facilities such as bed and breakfast accommodation and Hostel accommodation which can be either self-contained or with shared facilities.

4.1. Self-contained accommodation

4.1.1 Leased accommodation means privately owned separate and self-contained premises (flats, maisonettes and houses) which the Council has leased for the purpose of providing temporary accommodation.

4.1.2 Leased accommodation is provided unfurnished but some discretionary help is available for households who are unable to source their own furniture and/or white goods, subject to an assessment of need.

4.1.3. Leased accommodation is only usually provided for those in longer-term temporary accommodation in performance of the 'main housing duty'.

4.2 Accommodation with shared facilities such as 'Bed & Breakfast' and hotels

4.2.1. 'Bed and breakfast' accommodation means accommodation (whether breakfast is included or not) which is not separate and self-contained premises, and where one or more of the following amenities is shared by more than one household: a toilet, personal washing facilities, cooking facilities. This can take the form of a hotel or traditional 'bed and breakfast' setting and is usually not owned or managed by the Council.

4.2.2. Bed and breakfast accommodation can be provided to households in performance of either of the interim or main duties.

4.2.3. Bed and breakfast accommodation can offer residents limited space, privacy, and amenities such as cooking and laundry facilities. The Council aims to avoid the use of such accommodation where possible.

4.2.4 Bed and breakfast accommodation may be considered suitable if emergency accommodation is needed at very short notice or if there is simply no better alternative available.

4.2.5 Bed and breakfast accommodation should only be provided to households containing children or pregnant women as a very last resort. Where this is the case, the Council will move households into more suitable accommodation within six weeks.

4.3. Hostel accommodation

4.3.1. Hostel accommodation means accommodation which may or may not be self-contained. Self-contained accommodation may also include aspects of shared facilities, such as a laundry.

4.3.2. Hostel accommodation can be provided to households in performance of either the interim or main duties.

4.4. Costs

Applicants must pay a weekly charge for the use and occupation of the premises. Those on a low income may claim Housing Benefit to help pay all or some of the charge.

4.5 Security of Tenure

Temporary accommodation offers limited security of tenure. Depending on the accommodation offered, applicants will have either a licence to occupy or a non-secure tenancy and do not have rights such as right to buy or right to exchange.

5. Suitability of temporary accommodation

The Council aims to avoid out of the area placements and bed and breakfast placements for families wherever reasonably practicable. There will be occasions where it is not reasonably practicable and such placements are necessary. The factors below should be considered when decisions are made.

5.1 Assessments

Assessment of the suitability of temporary accommodation are made based on the individual circumstances relating to any given applicant and their household. The Council's officers are experienced and have been trained in the legislation and assessment criteria, decision making is supported and recorded using a check list and casework notes. Assessments consider the applicability and significance of any of the below factors, as well as the competing demands for accommodation and the availability of accommodation at that time. The assessment takes account of all the relevant factors and circumstances together for each case.

5.1.1 Overcrowding

The size and the number of bedrooms is considered. Due to high demand and a shortage of available accommodation households may be placed in smaller accommodation than would be suitable long-term.

5.1.2 Affordability

Any temporary accommodation provided should be affordable for the applicant. Affordability is determined by the Council, in consultation with the applicant.

5.1.3 Location

Wherever reasonably practicable, temporary accommodation will be provided in Rushmoor. It is recognised that the location of accommodation is of particular importance in cases of domestic abuse or when personal safety is at risk for other reasons. Accommodation provided out of the area will be as close to Rushmoor as can be found.

5.1.4 Disruption to employment

Account will be taken of any disruption to employment that would be caused by the location of the temporary accommodation.

5.1.5 Safeguarding children and minimising disruption to education

Account will be taken of the following:

- The need to promote the welfare of and safeguard children. This includes consideration of the physical, mental and emotional wellbeing of children being placed in temporary accommodation.
- Disruption to education that would be caused by the location of the temporary accommodation, which includes but is not limited to the impact that might be felt around exam times. Any temporary accommodation provided out of the area in performance of the 'main housing duty' is likely to be for a very limited time until accommodation is found in Rushmoor. It would not usually be necessary, for example, for children to have to move school.
- Disruption to caring responsibilities that would be caused by the location of the temporary accommodation.
- The proximity and accessibility of any accommodation to medical facilities essential for wellbeing, and to transport, amenities and local services.

5.1.6. Health and support needs

Account will be taken of the following:

- Any health needs of the applicant or a member of their household should be considered when considering the suitability of any temporary accommodation. Any likely impact of the accommodation on those health needs would be relevant factors.
- Any support needs identified as part of the housing assessment would also be relevant considerations, including what the impact would be of any existing support being removed.

- Any information provided from health professionals, social care departments and other agencies will be considered.
- Provisions made for pets in the Renter's Rights Act for settled accommodation do not apply to temporary or emergency accommodation. This is because the accommodation is usually occupied on either a licence or non-secure tenancy. The Council's disability, health and support needs assessment include the need for an assistance animal. Generally, pets are only permitted in temporary accommodation when the accommodation provider allows it, where it is practical and reasonable in relation to the type of accommodation, health and safety considerations, and the needs of other residents. If a pet cannot be accommodated the Council will consider this as part of the overall suitability assessment however, this will not prevent an offer being made if the accommodation is suitable in all other respects.
- The proximity of existing family and community support networks and services, recognising their role for vulnerable households and individuals.

5.1.7. Expected length of occupation

The length of time any temporary accommodation is likely to be occupied is a relevant consideration. Accommodation that might not be considered reasonable to occupy indefinitely or for several years, may well be considered suitable for a number of days or weeks.

5.1.8. The Availability of suitable temporary accommodation

Because there is a limited supply of Temporary Accommodation account will be taken of the following:

- Housing conditions in Rushmoor and the surrounding area;
- The availability of suitable temporary accommodation locally;
- The resources available to the Council;
- Any general or acute difficulties in sourcing suitable accommodation locally;
- Competition and demand for temporary accommodation including the needs of other households requiring accommodation and the severity of those needs.

5.2 The Public Sector Equality Duty

The Council will consider whether the applicant has any protected characteristics under the Equality Act 2010, how significant they are, and how they might affect the suitability of any temporary accommodation being offered.

5.3 Any other special reasons

Consideration will be given to any other special circumstances that apply to any given applicant or their household.

6. Challenges to the suitability of temporary accommodation

6.1. Initial offer reservations

The Council aims to offer suitable accommodation the first time it makes an offer. If applicants have any concerns about the suitability of accommodation they should speak with the officer managing their homelessness application in the first instance.

6.2. Review – interim duty

There is no statutory right to review the suitability of accommodation provided under the interim duty. If an applicant refuses a suitable offer of such accommodation, they may not be owed any further accommodation duty.

6.3. Review – main duty

The suitability of accommodation provided in performance of the main housing duty is subject to a statutory right to review. Applicants owed such a duty are advised in writing of this right and how to exercise it. If an applicant refuses a suitable offer of such accommodation, they may not be owed any further accommodation duty under this section.

6.4. Review- of the policy and monitoring

The implementation of this policy is monitored by the Council's Housing Oversight Group.

6.5 Complaints

Customers can make a formal complaint about the service they receive from the Council at any time by using the Council's formal complaints process.

Equality Impact Assessment: Screening Tool

The **Equality Impact Assessment (EIA) Screening Tool** should be completed for any new proposal. It helps staff check if their proposal will positively, neutrally, or negatively affect residents, staff, or service users. If the impact is positive or neutral, a full EIA isn't needed.

A **full EIA** is required if the screening shows a negative impact on specific groups. We also advise that a full EIA should be completed when a [key decision](#) is being made. Key decisions are executive actions likely to:

- Significantly affect Council tax, budget balances, or contingencies.
- Have a major impact on communities across two or more Borough wards.
- Expenditure or savings over £100,000 qualify as significant, with a £250,000 threshold for property transactions.

Furthermore, for staff, we generally consider the impact on more than 25 people as significant, which would require a full EIA. If you're unsure, you can seek guidance from the Policy Team.

Name of Project	Temporary Accommodation Placement Policy
Reference number (if applicable)	
Service Area	Housing
Date screening completed	25/8/26
Screening author name	Zoe Paine
Policy Team sign off	Louise Ansell
Authorising Director/Head of Service name	David Philips

1. Please provide a summary of the proposal

This policy sets out how Rushmoor Borough Council will secure, allocate, manage and review temporary accommodation for applicants owed homelessness accommodation duties.

It is intended to ensure that accommodation is used lawfully, fairly, transparently and effectively, while recognising the limited availability of suitable accommodation and Rushmoor Borough Council's duty to safeguard vulnerable residents.

Whilst it doesn't deliver defined savings, the policy will support the council to deliver temporary accommodation in the most cost-effective way and minimise the use of expensive B&B accommodation.

Vulnerable households experiencing housing crisis are involved, including households with children.

The policy aims to:

- Meet statutory homelessness duties.
- Ensure temporary accommodation is suitable, safe and proportionate to household need.
- Prioritise placements fairly where demand exceeds supply.
- Minimise the use of bed and breakfast accommodation, particularly for households with children and pregnant applicants.
- Support households to move into settled accommodation as quickly as possible.
- Ensure equality considerations are actively considered when accommodation decisions are made.

The policy sets out that; decision makers must be able to demonstrate that equality considerations have been actively considered before a placement decision is made or reviewed.

Case records should show the relevant protected characteristics or vulnerabilities identified, the accommodation needs arising from them, any disadvantages that may arise from the proposed placement, any reasonable adjustments considered or made, and the reasons for the final decision.

This duty does not require Rushmoor Borough Council to achieve a particular outcome in every case, but it does require conscientious consideration of equality impacts at the time decisions are made. Some applicants may need to be treated more favourably than others to remove or minimise disadvantage linked to disability or another protected characteristic. Officers are trained in housing and equalities legislation, and decision making is supported by use of a tool kit.

2. Who will the proposal impact? Delete as appropriate.	
Group of people	Impacted?
Residents	☒ Yes/ ☐ No
Businesses	☐ Yes/ ☒ No
Visitors to Rushmoor	☐ Yes/ ☒ No
Voluntary or community groups	☐ Yes/ ☒ No
Council staff	☒ Yes/ ☐ No
Trade unions	☐ Yes/ ☒ No
Other public sector Organisations	☒ Yes/ ☐ No
Others	Please specify:

3. What impact will this change have on staff? Please complete where relevant.
Housing staff will have a clear published policy to support decision making in respect of placing households into temporary accommodation. There are no implications for staffing structures or working methods.

4. What consultation or engagement will you be leading (with residents, staff, or other stakeholders) as part of this project?
Consultation will be via RBC councillors and staff. Members of the Housing Oversight Group, the Portfolio Holder and staff team as well as key partners delivering temporary accommodation in the borough will review the draft policy before it is taken to Cabinet.

5. What impact will this change have on people with protected characteristics and/or from disadvantaged groups?

Direct and indirect impacts

When completing this table, please consider both **direct and indirect impacts**, see helpful

Direct discrimination occurs when someone is treated less favourably than another person because of a **protected characteristic**. This includes:

- **Actual possession** of a protected characteristic.
- **Perceived possession** of a protected characteristic (discrimination by perception).
- **Association** with someone who has a protected characteristic (discrimination by association).

A valid comparison must show that someone without the protected characteristic would have been treated better in similar circumstances. It can still be direct discrimination even if the person treating you unfairly shares the same characteristic.

Note: Age discrimination may be lawful if it can be objectively justified. For other protected characteristics, direct discrimination is unlawful regardless of intent or justification.

Indirect discrimination happens when a **policy, rule, or practice** applies to everyone but puts people with a protected characteristic at a **particular disadvantage**. It occurs when:

- A policy is applied equally to all.
- It disadvantages a group sharing a protected characteristic.
- You are personally disadvantaged by it.
- The organisation cannot justify the policy as a proportionate means of achieving a legitimate aim.

If the policy can be objectively justified, it is not considered indirect discrimination.

For example: Closing public toilets may be an example of indirect discrimination, as it affects everyone but disproportionately disadvantages women, due to toilet frequency, alternative options and safety/hygiene factors.

Likely impact

For the groups identified earlier, tick the likely impact (both direct and indirect) on people with protected characteristics (e.g., age, disability, race, etc.):

- **Neutral:** No impact.
- **Positive:** Benefits people with protected characteristics.
- **Negative:** Harms people with protected characteristics.
- **Not Sure:** It's unclear how this affects people with protected characteristics, or more information is needed.

Rate the negative impact as **low**, **medium**, or **high**. Also, consider whether the proposal may be seen as controversial or negative by some groups. See the guidance for help.

Protected Characteristic – Age
(for example, young people under 25, older people over 65)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
☒	☐	Choose an item.	☐	Staff will consider impacts on children's welfare including safeguarding risks in shared B&B, adequate space for play/school work, proximity to education, impact of instability with frequent moves. Older adults will be monitored for mobility issues, access to health care, isolation. Younger adults: vulnerability to exploitation, MH needs, stability for their education or work.

Protected characteristic - Disability

(include people with physical disabilities, people with learning disabilities, blind and partially sighted people, Deaf or hard of hearing people, neurodiverse people. This also includes carers.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
☒	☐	Choose an item.	☐	Staff will consider impacts on disabled residents' welfare giving due regard to disability and medical need.

Protected characteristic - Gender reassignment and identity

(Include people who identify across the trans* umbrella, not only those who have undergone gender reassignment surgery. This is inclusive of girls and or/women, men and/or boys, non-binary and genderfluid people and people who are transitioning) *Trans is an umbrella term to describe people whose gender is not the same as, or does not sit comfortably with, the sex they were assigned at birth.

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
☒	☐	Choose an item.	☐	Staff will need to take into consideration the need for privacy in any shared accommodation and the potential for heightened risk of discrimination towards this group..

Protected characteristics - Marriage and Civil Partnership

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
☒	☐	Choose an item.	☐	No specific impacts have been identified.

Protected characteristics - Pregnancy and Maternity

(Include people who are pregnant in or returning to the workplace after pregnancy. Could also include working parents.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
☒	☐	Choose an item.	☐	Suitability of accommodation checks will take into account the needs of pregnant women and ensure facilities are appropriate and safe for young children

Protected characteristics - Race or ethnicity

(include on the basis of colour, nationality, citizenship, ethnic or national origins)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
☒	☐	Choose an item.	☐	Language barriers will be addressed with appropriate interpretation service and support workers where appropriate. Cultural needs will be met as far as is practically possible with the limited housing stock available for placements.

Protected characteristics - Religion or belief

(include no faith)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
☒	☐	Choose an item.	☐	Religion and belief will be respected. In borough community based accommodation located is near to a range of places of worship.

Protected characteristics - Sex

(Under the Equality Act 2010 and following the 2025 Supreme Court ruling on 15 April 2025, a person's legal sex is defined as their biological sex as recorded at birth. Trans individuals are still protected from discrimination under the characteristic of gender reassignment.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
☒	☐	Choose an item.	☐	Women and girls safety is considered based on the suitability of accommodation, this is particularly important for those fleeing domestic violence. Other gender based vulnerabilities are considered

Protected characteristics - Sexual Orientation

(Include people from across the LGBTQ+ umbrella, for example, people who identify as lesbian, gay, bisexual, pansexual or asexual.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
☒	☐	Choose an item.	☐	Consideration will be given to the potential impact of placements in shared accommodation where LGBTQ people may face discrimination.

Protected characteristics - Other

(e.g. people on low incomes, people living in poverty, looked after children, people with care experience, people who are homeless, people with mental health problems, people who are prison leavers, people affected by menopause, people affected by menstruation and/or period poverty)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
☒	☐	Choose an item.	☐	Support and signposting is available to help people with benefit claims to maximise income and other specific support needs.

Screening Decision	Outcome
Neutral or Positive – no full EIA needed*.	☒ Yes/ ☒ No
Negative – Low Impact – full EIA at the service director's discretion*.	☐ Yes/ ☐ No
Negative – Medium or High Impact – must complete a full EIA.	☐ Yes/ ☐ No
Is a full EIA required? Service decision:	☐ Yes/ ☐ No
Is a full EIA required? [Policy Team] sign off recommendation:	☐ Yes/ ☐ No
Flag for DPIA (will include engagement that collects personal data). [Policy Team]:	☐ Yes/ ☐ No
Flag for ethics (high risk / will involve engagement with vulnerable residents):	☐ Yes/ ☐ No

CCIA – Screening Tool

The Climate Change Impact Assessment (CCIA) Screening Tool should be undertaken for any new proposal. It helps staff to understand if there could or will be any positive or negative impacts relating to climate change within their proposal, whilst ensuring a full assessment isn't required for no/low-impact proposals. A full CCIA is required if the screening tool shows there to be a positive or negative impact on either the Council's Operational Carbon Footprint and/or within one of the seven categories.

Project Summary

Name of Project:	Temporary Accommodation Placement Policy
Brief Summary of Project:	The policy sets out how Rushmoor Borough Council will secure, allocate, manage and review temporary accommodation for applicants owed homelessness accommodation duties. It is intended to ensure that accommodation is used lawfully, fairly, transparently and effectively, while recognising the limited availability of suitable accommodation and Rushmoor Borough Council's duty to safeguard vulnerable residents.
Date Completed:	18-08-2026
Completed by:	Zoe Paine
Service:	Housing

How to use the Screening Tool

For each question, select Yes, No, or Unsure (select one option per row):

- Select Yes where the proposal is likely to have a meaningful positive or negative climate change impact, including any change to emissions, resource use, climate resilience or environmental outcomes. Select Yes only where the impact is likely to be more than negligible i.e. it:
 - Will or could affect more than a small activity
 - OR
 - Lasts beyond the short-term and has an ongoing or long-term effects
 - OR
 - Results in a meaningful increase or decrease
- Select No where there is no expected impact that you are aware of or the impacts are minor or negligible.
- Select Unsure where further information is needed.

1. Will the proposal have an impact on the Council's Operational Carbon Footprint?

Will the project involve any activity that could have an impact on the reported operational emissions by Rushmoor Borough Council? This would be a reduction or increase on any of the categories below:

Scope		Yes	No	Unsure
Scope 1 Emissions	Natural gas usage (e.g. heating Council-owned buildings)		x	
	Council's fleet (vehicle mileage or fuel)		x	
Scope 2 Emissions	Purchased electricity usage		x	
Scope 3 Emissions	Staff business travel (personal vehicle use for business purposes, rail / public transport)		x	
	Water usage (e.g. within Council buildings)		x	
	Waste volumes (including refuse collections)		x	
	Contractor vehicle mileage		x	

2. Will the proposal have an impact on any of the following areas?

If unsure then refer to the considerations document for more potential impacts within this category to assess if the project or proposal would have an impact in this area.

Category		Yes	No	Unsure
Energy	Will this project increase or decrease energy use?		x	
	Will this involve building heating, lighting or site/service wide equipment changes?		x	
Transport	Will this change travel patterns for staff, contractors, residents or visitors?		x	
	Will this involve vehicles, including the Council's fleet, contractors' vehicles, site visits or deliveries?		x	
Natural Environment & Biodiversity	Could this affect green spaces, trees, habitats or biodiversity?		x	
	Does this involve land use, landscaping or outdoor works?		x	
Water	Will this change water use or water efficiency?		x	
	Will this improve or reduce water quality?		x	
Waste & Materials	Will this project increase or decrease waste?		x	
	Will this involve procuring products or materials?		x	
Social Value & Climate Justice	Could this improve outcomes, put increased pressure on, or otherwise affect vulnerable residents to the impacts of climate change?		x	
	Does the proposal have social value initiatives related to climate change or the natural environment, including education, or green skills & jobs?		x	
Adaptation	Could climate change affect this project, e.g. extreme weather: flooding, heat or drought,		x	

	or service disruption? Climate change could increase demand for temporary accommodation, for example if properties were uninhabitable due to fire or flood			
	Does the project increase or reduce resilience to climate risks? Possibly in relation to above		x	
Other	Are there any other positive or negative impacts that may arise from this project, e.g. emissions offsetting?		x	

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CABINET

**COUNCILLOR JULIE HALL
ECONOMY, SKILLS & REGENERATION
PORTFOLIO HOLDER**

20 OCTOBER 2026

REPORT NO. REG2604

KEY DECISION? NO

**FARNBOROUGH CIVIC QUARTER REGENERATION - STRATEGIC DELIVERY
REVIEW**

SUMMARY AND RECOMMENDATIONS:

In April 2026 Cabinet considered Report No. REG2602 and approved proceeding with a Strategic Delivery Review of the Farnborough Civic Quarter Project. The review is now complete and this report presents its findings along with a series of recommendations to move forward with regeneration on the Civic Quarter sites.

The outcome of the review confirms that the outline masterplan cannot proceed as originally planned due to a variety of external factors, new proposals are set out to deliver improvements for residents and to increase the vibrancy of the town centre. These would build on the successes of related projects, including the Landing town square, the Farnborough Pools & Fitness Centre and the new Loungers restaurant at The Meads Shopping Centre, to support a wider regeneration narrative for Farnborough.

Cabinet is RECOMMENDED to:

1. Note the outcome of the Strategic Delivery Review exercise.
2. Agree key principles (section 5.1) to guide the next stages of regeneration of the Civic Quarter sites
3. Delegate authority to dispose of land within the Civic Quarter for the purposes of housing and/or other uses within the wider scope of the existing Masterplan to the Executive Head of Property & Growth, Executive Head of Governance & Law and Executive Head of Finance & Section 151 Officer in consultation with the Housing, Planning & Property Portfolio Holder and note that associated legal and agency fees will be met from the capital receipt in due course.
4. Delegate authority to agree a variation of the grant agreement with One Public Estate for the Brownfield Land Release Fund and Phase 9 funding to the Executive Director, Executive Head of Governance & Law and Executive Head of Finance & Section 151 Officer in consultation with the Economy Skills & Regeneration Portfolio Holder

5. Having considered the options aimed at bringing vacant CQ plots back into use as well as improving the wider public realm environment as set out in Section 5, request that officers identify funding of £36,159 from the 26/27 budget for consultancy and works to enable the first stages of the proposed projects as set out in the draft project briefs and that the Executive Head of Finance be authorised to make any necessary virements.
6. Request officers make contact with Hampshire County Council to explore options for traffic calming alongside the installation of a new crossing on Meudon Avenue.

1. INTRODUCTION

- 1.1. This report presents the findings of the recent Strategic Delivery Review (SDR), which was agreed by Cabinet at its meeting on 21st April 2026. It also sets out the next steps in regenerating the Farnborough Civic Quarter (FCQ) area and resolves the question of how to manage the Council's commitments under grant agreements with One Public Estate.

2. BACKGROUND

Masterplan

- 2.1. Farnborough Civic Quarter is the area of land to the south of the main retail area in the town centre. It currently comprises public open space, together with the skate park and the vacant and hoarded sites previously occupied by the leisure centre (Plot B), community centre and police station. It also includes the new Farnborough Pools and Fitness Centre under construction, and the current Council Offices site. A red line plan of the wider site area has been included as Appendix 1 to this report.
- 2.2. An outline masterplan was developed for the site (including some of the surrounding land) and was approved by the Council's Development Management Committee in February 2022. Following its preparation, and in consultation with the Council's development partner at the time, the masterplan was determined as unviable and the scheme was unable to proceed any further. Significant contributors to the lack of viability were the significant costs associated with the introduction of a T-junction, increases in costs of materials and more recently, further increases to development costs for apartment developments over 18m following the introduction of the Building Safety Act (2022).
- 2.3. As a result, and to enable some progress and retention of Levelling Up funding the Council moved away from some of the parameters established in the 2022 masterplan. The highway changes in the masterplan were not considered realistic and the new Farnborough Pools and Fitness facility, currently under construction, was relocated to the Queensmead Car Park.. This left the

remainder of the masterplan site to the west of the Pinehurst Roundabout unencumbered by a leisure facility and able to be brought forward at any point. This was important given the links with grant funding received from Government to enable progression of the masterplan and the delivery of housing. See below

- 2.4. In April 2026 Cabinet agreed to a Strategic Delivery Review of the masterplan proposals to determine what development options might be possible for the remainder of Civic Quarter site. Atkins Realis were subsequently appointed to carry this out over the summer. The results of this are set out in Section 3 of this report.

Grant Funding linked to delivery of the Masterplan

- 2.5. In August 2023 the Council was granted £1,725,636 in capital funding from One Public Estate (OPE) under the Brownfield Land Release Fund (BLRF) to support the delivery of the masterplan. This funding was secured on the basis that it would be used to prepare and remediate land for housing development in line with the masterplan.
- 2.6. Given the changes to the location of the proposed leisure facility, at its meeting in February 2024 Cabinet considered report No. REG2402 which recommended the inclusion of the OPE grant moneys within the capital programme. This funding was intended to enable the demolition of the Pinehurst Car Park alongside support site preparation and utilities works across the various other CQ plots as required. The expectation at that time was that the disposal of other plots on the Civic Quarter for the development of housing across the remainder of the site would come forward within the grant timelines. Currently the longstop date for Land Release is 31 March 2027, but it is possible to extend these dates if there is a clear alternative pathway to the delivery of housing.
- 2.7. £662k of the available grant was spent on the demolition of Pinehurst Car Park. If the requirements of the Grant Agreement relating to Land Release are not met at some point, taking into account the ability to extend dates, this amount plus the remainder of the unspent grant will need to be returned.
- 2.8. The Council was also provided with a £300k grant obtained in 2024 under the One Public Estate Phase 9 programme which was used for design work related to the proposed Public Sector Hub. £225k of this grant is refundable and was linked to the sale of the Council Offices site, as at the time the offices were proposed to be relocated to the Leisure and Cultural Hub. With the move from the ambitious and subsequently unaffordable Leisure and Cultural Hub to the smaller Farnborough Pools and Fitness facility and the commencement of Local Government Reorganisation (LGR) the sale of the Council Offices site was put on hold. The repayment of the £225k is currently due by June 2027. Again, this date is negotiable provided there is a clear intent and could be linked to the disposal of an alternative plot on the Civic Quarter.

3. MASTERPLAN REVIEW

- 3.1. The Atkins Realis (AR) review is included in confidential Appendix 2. It considers a revised masterplan site adjusted as set out in Appendix 1 together with 3 other alternative scenarios based on a mix of uses.
- 3.2. None of the scenarios tested were viable in that they did not result in a positive land value. The review also demonstrated that the project has become substantially less viable since the 2022 planning decision.
- 3.3. The key reasons for this are as follows:
- Geopolitical events (Brexit, the pandemic, the Ukraine war, more recently Iran) have resulted in an increase in material and construction costs
 - The Building Safety Act (2022) has made the construction of taller buildings more expensive
 - Property values have remained relatively flat in real terms
 - Interest rates have increased substantially – the cost of debt to fund development is a large component of its cost
 - Absorption rates in Farnborough are low – it is a relatively small market, so it takes a long time for large developments to sell, and this increases development cost as debt must be held for longer.
- 3.4. The masterplan funding model was based sale of private residential to fund infrastructure, affordable housing and other wider benefits. This no longer works, as evidenced by the fact that when AR ran a scenario maximising the number of units of housing delivered, viability substantially worsened.
- 3.5. In summary, the review concluded that the masterplan was not deliverable via the expected route of either a development agreement or a joint venture with a developer taking on the entire site for the envisaged mixed use scheme. This was not only for the economic and regulatory reasons set out above, but also due to the Council's position in respect of Local Government Reorganisation (LGR); potential partners would not be certain as to the entity with which they were negotiating until the new unitary came into existence. This situation has been made more complex by Government's recent announcement that it was withdrawing its decision regarding LGR in Hampshire.

4. SOFT MARKET TESTING

- 4.1. As part of the strategic review Vail Williams (VW) were engaged to provide input on values and planning. They have also carried out a soft market testing exercise in respect of the FCQ site and their report is included as confidential Appendix 3 below.
- 4.2. The soft market testing engaged with three sectors that had been assessed during the Strategic Delivery Review to have potential interest in Farnborough Town Centre:

- Registered Providers (housing associations)
 - Care Home Developers
 - Build To Rent Developers
- 4.3. All three sectors expressed an interest in individual plots on the FCQ site, though in respect of residential, there was limited enthusiasm for high density development such as apartments. This is because a Master Developer would be responsible for wider site infrastructure and public benefit such as public open space, skatepark etc but a plot disposal contains cost and risk to the specific site for development.
- 4.4. It should be noted that all those contacted as part of the market testing exercise stated that they would only be interested in purchase on a subject to planning basis; there was no appetite for an unconditional purchase. This should be born in mind when considering the timescales and resource requirements for any land sale.

5. NEXT STEPS

Principles

- 5.1. Dissatisfaction with town centres remains the biggest concern to local residents. In the absence of a deliverable masterplan, it is important to consider how regeneration can be progressed and appropriate control of development and use of the site can be achieved if individual plots were to be sold. Whilst planning controls are a tool, unless the Council is directly involved in any partnership or other vehicle taking forward development there are limitations on what can be done to ensure development comes forward in desired timescales and achieves the desired outcomes.
- 5.2. It is proposed that the Cabinet agree some key principles to guide the next stages of regeneration on this site.
- 5.3. Key principles proposed for the next steps on Civic Quarter are as follows:
- Sale of land to satisfy OPE grant requirements, generate capital receipt, and provide new development in the town centre in line with the uses and outcomes identified in the current Masterplan
 - Achieves the earliest removal of hoardings around vacant town centre land
 - Provides new permanent or temporary amenities for residents and visitors adding vibrancy to the town centre environment
 - Achieves improvement of public realm upgrading the look and feel of the town centre's primary green public open space

Land Disposal

- 5.4. Given that the masterplan cannot proceed as originally intended there is a need for an alternative way forward. The Civic Quarter area cannot remain as it is

indefinitely with three large, prominent sites vacant and surrounded by hoardings. Between them the police station, community centre and ex-leisure centre sites constitute a large part of the town centre.

- 5.5. The AR report suggests that, as an alternative to taking the entire masterplan area forward, a strategy of 'parcellisation' could be considered and may be more attractive to the market. This would entail the Council selling a plot or plots with an indication of preferred use(s) but not setting out a full masterplan for the site.
- 5.6. A significant benefit of this approach would be that sale of part of the site would meet the terms of the grant agreement the council has entered into with the OPE in respect of Land Release and therefore would remove the risk of having to return the expended grant at some point.
- 5.7. Further, OPE has confirmed that the remaining unexpended grant could be novated to the purchaser for preparation and decontamination of the site, subject to the Council monitoring the proper use of these funds. This would allow the Council to avoid risks relating to procurement and contract management.
- 5.8. OPE has also stated that it expects the repayable element of the Phase 9 grant (£225k) to be returned on sale of land within the masterplan area.
- 5.9. In terms of delivery of development, sale of land to a Registered Provider could bring forward delivery of housing in the town centre. As well as providing much needed affordable accommodation, increasing the town centre population will benefit local businesses by increasing footfall. It will also help to provide more passive surveillance of the surrounding public space, reducing anti-social behaviour.
- 5.10. There is also interest from build to rent developers and care providers. A detailed marketing and disposal strategy will be developed as part of the next stage of this project if this approach is agreed.
- 5.11. The preferred first site for disposal would be the ex-leisure centre site as it is cleared, has good access and is ready for redevelopment. However, further engagement with potential purchasers is required before a final decision on parcelisation options is made.
- 5.12. Costs for marketing/commercial advice in relation to disposal would be budgeted in the same way as previous disposals, being deducted from capital receipts upon completion.
- 5.13. The other two hoarded areas in the Civic Quarter are the ex-police station and ex-community centre sites. The police station closed in 2014 and was demolished in 2017. The community centre closed in 2019 and was demolished 2021/22
- 5.14. It is not sustainable for large sites to remain unused in Farnborough town centre for such a long time. The prospect of imminent regeneration would provide temporary justification, but it is clear from the AR report that this is now unlikely until more favourable economic conditions return, and there is no timescale for this.

Meanwhile or Interim uses and improvements

- 5.15. The disposal of individual plots does present issues for those areas not being taken forward and Members have indicated that they would wish to consider alternative options other than leaving development sites hoarded.
- 5.16. Farnborough is far from alone in being in this position and there is a growing regeneration practice of finding and developing meanwhile uses for these sorts of sites. Typically, sites are leased for a period of 5-10 years during which it is hoped that the economic conditions for permanent redevelopment improve.
- 5.17. Categories of use include food/beverage, sports/leisure and cultural. There are many precedents for these sorts of developments, which can be relatively quickly delivered, and can help to revitalise an urban setting where the usual model of using private sale to fund wider benefits is not working. Crucially, these uses can be delivered by leasing land to specialist developers, which will produce a revenue stream for the Council.
- 5.18. It is acknowledged that the introduction of these meanwhile uses on leases ranging between 5 and 10 years will prevent disposal of the land they are on for that period. However, through the Strategic Delivery Review exercise it was clear that Farnborough's market could not support a significant volume of transaction sales simultaneously across multiple development plots. As a result, utilising these sites for meanwhile uses as part of a phased parcelisation approach is a sensible choice for the strategic management of the wider masterplan area over the short to medium term. This approach also allows RBC to retain control and react to changes in the market when considering subsequent plot sales.
- 5.19. A further strand of intervention is to the public open space and potentially to the roads in the area. Currently the central green area is maintained by the Council but has suffered from lower investment in seating and border maintenance. Further south towards Meudon Avenue or west towards the skatepark the environment deteriorates with the hoarding around the ex-community centre increasingly tired and due to its extent generating spaces that are not overlooked and can encourage anti-social behaviour.
- 5.20. If there is interest in the ex-community centre or police station sites, then the surrounding areas will have to be improved. Given that wider redevelopment is unlikely in the near or even medium term the portfolio holder has asked that improvement schemes be developed now and that a supporting business case be prepared.
- 5.21. The skatepark is in need of improvement but as it was due to be relocated if the masterplan was delivered this has not yet been coordinated. As the masterplan is not being delivered, then the skatepark should be refurbished and the surrounding environment improved and where possible opportunities taken to increase passive surveillance and reduce opportunities for anti-social behaviour.
- 5.22. In regeneration terms these are all relatively low cost interventions and will have a disproportionately positive impact on the town centre, increasing the value of Council-owned assets in the process.

Meudon Avenue

- 5.23. Meudon Avenue itself does not add to the overall environment. Currently it creates a barrier between the Civic Gardens and the rest of Farnborough to the South. A speed limit of 40 mph means that noise and pollution are increased. If Meudon Avenue could be reduced, then this impact could be reduced. There is also the possibility of creating a new pelican crossing between the open space and Elles Close play area to the south. This in turn could provide a new above-ground pedestrian and cycle route from the station and town centre south towards the business park, residential area and airport. Any scheme would need to be taken forward in partnership with Hampshire County Council.
- 5.24. Cabinet are recommended to approve officers contacting relevant HCC colleagues to explore taking forward a scheme on the lines of this proposal.

6. Alternative Options

- 6.1. Do nothing – there is an option to leave the site as it is and not carry out any further activity. This is not recommended as it would result in the council having to return the £1.7m BLRF funding, and in 2027 refund £225k from the Phase 9 sustainable grant funding without the offset benefit of a capital receipt. Furthermore, failure to undertake any improvement, regeneration or interim use activity would not improve Farnborough town centre and is likely to have a negative overall impact on the value of Council assets.
- 6.2. Sell part of the site but take no further action on interim or meanwhile uses. This option would mean that obligations in respect of OPE funding are met but would not provide any benefits to Farnborough town centre or residents/visitors beyond the prospect of new housing development, which could itself be imperilled by the lack of any wider improvements. While expenditure may be saved in the short term, some interventions are unavoidable in the longer term and costs are only likely to increase over time. Whilst these costs could have been picked up by a new unitary authority that is currently not likely in any event before 2029/30. There are also costs relating to the continual deterioration and vandalism of the hoardings and dealing with the increased growth of vegetation within them that will continue to increase as time goes on.

7. Consultation

- 7.1. Officers and members were consulted as part of the Strategic Delivery Review process.

IMPLICATIONS (of proposed course of action)

8. Risks

- 8.1. There are limited risks in respect of the proposed course of action. Sale of land would reduce the Council's risk in relation to the OPE grant funding. Any further

interventions or actions as a result of feasibility studies would require business cases to be agreed and further approval.

9. Legal Implications

- 9.1. There are no additional legal implications arising from the content of the report. Legal support will be required and appropriated budgeted as implementation moves forward, funded from the capital receipt. There is a governance issue raised in paragraph 10.1 which needs to be addressed.

Amanda Bancroft, 09.10.26

10. Financial Implications

- 10.1. The issue of the OPE monies being repaid needs to be revisited and reconciled to the information Cabinet was provided with when the Officer recommendation to demolish Pinehurst was progressed. The repayment of this money will have a significant detrimental impact on the council's available depleting reserves.
- 10.2. The proposals to refurbish the skate park, Meudon Avenue reduced speed limit and develop the 'Farnborough Fields' utilising the ex- community centre and police station sites are three projects that should be considered in their own individual merits with outline business cases (i.e., Project Initiation Documents) being worked up including objectives, resources, funding, ongoing management and revenue implications, risks, delivery methods, expected outcomes etc before Cabinet commits to any further budget provision to explore and involve consultancy surveys and other expenditure.
- 10.3. Sale of the former leisure centre site will be expedient in attempting to mitigate the OPE funds repayment and align with central government housing policy.
- 10.4. In line with the approved capital and borrowing strategy, the net capital receipt generated will be applied to reduce the £7.4m outstanding borrowing incurred in the land accumulation and demolition of the Civic Quarter site, with an annual revenue impact cost of £418,000 in interest and MRP payable for the next 47 years.
- 10.5. It will be appropriate to hold back any further expenditure decisions including the requested £36,159 until a clear direction has been agreed on the post LGR MTFS deficit to prevent any further drain of reserves to support the ability to set a legally balanced budget and MTFS with the use of reserves.

Finance commentary by Peter Vickers CFO s151 24/09/2026

11. Resource Implications

- 11.1. Human resource needs in respect of the recommendations will be met by existing resources. As stated above at 5.23 there is a request for feasibility funding of £36,159

12. Equalities Impact Implications

12.1. The Equality Impact Screening Assessment (Appendix 5) identified that the impacts were positive or neutral for all protected characteristics and therefore a full Equality Impact Assessment is not required.

13. Climate Change Implications

- 13.1 The Council's Climate Change Impact Assessment Screening Tool was used to determine any potential positive or negative impacts relating to climate change arising from the report's recommendations.
- 13.2 Given the proposals relate both to the approval to proceed with the disposal of a plot/s and early feasibility works to enable the first stages of the proposed projects, neither offers a fixed outcome that can be appropriately assessed using the full CCIA matrix.
- 13.3 Only once a preferred purchaser has been identified for the plot disposal/s and detailed proposals supported by business cases have been prepared for the interim use and public realm interventions can the climate change impacts be properly considered.
- 13.4 The CCIA Screening Tool and full CCIA Matrix will be revisited by Officers at both of these stages.

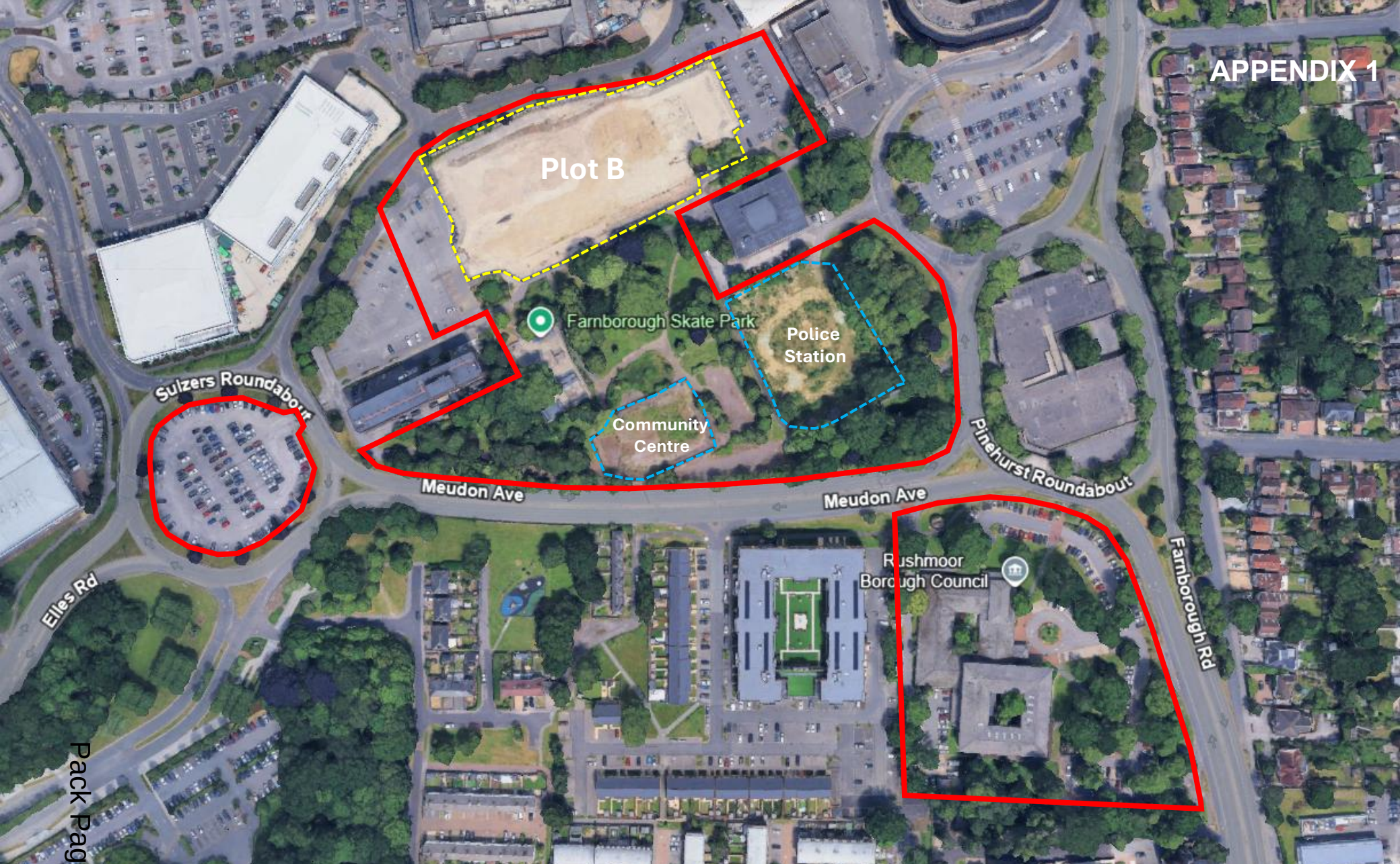
LIST OF APPENDICES/ANNEXES:

1. Site Plan
2. (Confidential) Atkins Realis Viability Report
3. (Confidential) Vail Williams Soft Market Testing Report
4. Draft Project Brief Documents
5. Equalities Impact Screening Assessment

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Project Brief
Farnborough Open Space & Public Realm

Document Control

Version History

<i>Version</i>	<i>Date</i>	<i>Comments</i>
0.1	29.09.2026	Initial draft completed by PW & CH.

Document Distribution

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Document Reviewed By

<i>Name</i>	<i>Title</i>	<i>Comments</i>
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Project Name	<i>Farnborough Open Space & Public Realm</i>
Brief Description of Project	
Feasibility works to propose a series of interventions to improve the wider public realm environment across the Civic Quarter site including discussions with HCC regarding traffic calming measures and a new crossing across Meudon Avenue.	
Project Initiation/Background	
This project aims to improve the wider public realm environment forming part of the Civic Quarter regeneration site following the conclusion of the Strategic Delivery Review of the masterplan which confirmed that the ambitious scope of the outline consent is not deliverable in the current economic climate.	
The review has concluded that parcellisation, i.e. selling part of the site, is the best way forward if development is to occur. This parcellisation approach does, however, mean the public spaces in between plots are left outside of the development framework and so require a series of focussed interventions to ensure they are not left behind to the detriment of the town centre.	
Project Outcomes/Benefits	
1. The public space around the Civic Gardens will be of an acceptable quality and accessibility 2. Wayfinding to, and through the Civic Gardens will be enhanced, with connection to the rest of the town centre in the north, and across Meudon Avenue to the south 3. The skatepark will be refurbished and will be better visually connected to the wider Civic Gardens area 4. Meudon Avenue will be less of a barrier to pedestrian movements between the Civic Quarter and Farnborough Business Park increasing the permeability of the wider town centre environment.	
Project Consultees	
This item will be raised with SLT during their meeting on 06/10/2026 as part of the wider Cabinet Report covering the results of the Strategic Review of Farnborough's Civic Quarter.	
Relevant operational colleagues (Park, Play & Open Spaces Manager, Service Manager Environmental Contracts, Town Centres Manager etc.) will be consulted in due course to confirm any ongoing revenue liability arising as a result of the proposals.	
Strategic Alignment	
This exercise aligns with the objectives articulated in the Council's Delivery Plan, particularly the priority theme relating to Skills, Economy and Regeneration. This project will directly support meeting the Council's objective to 'partner with experts to deliver transformation of town centres and neighbourhoods'.	
Dependencies	

Beyond feasibility stage the project is dependent on the sale of land for development. While capital receipts are not ringfenced, the council is not in a position to commit to further expenditure without a reasonable prospect of funds being received. It is suggested that, even if feasibility shows the project can be delivered, further work is paused until the council has received offers on land within the civic quarter site. Any construction activity should wait until contracts have been exchanged.

In respect of reducing speed limits and creating a pelican crossing on Meuden Avenue, the project is dependent on Hampshire County Council's agreement, there is a process for this which will be scoped as part of feasibility

Project Resource Allocation	
Role	Name
Sponsor	Karen Edwards
Project Executive	Peter Wright
Project Manager	Charlie Heavens
Internal Technical (Surveyor)	Simon Ross
Finance Lead	TBC
Legal Lead	TBC
Property Lead	Helen Jones
Economic Development Lead	Diane Hight
Operational Leads	Andy Ford - Park, Play & Open Spaces Manager Ruth Whaymand - Service Manager Environmental Contracts David Lipscombe - Community Safety Manager

Use	Amount (£)
Cost consultancy	£5,000
Landscape Architecture	£10,000
Urban design (Queensmead connection)	£5,000
Transport consultancy/surveys	£10,000
Specialist consultancy for skatepark	£2,500
Contingency	£5,000
	£42,500

Project Status and next steps

1. Given that the project is currently unfunded the immediate next step is to decide whether or not to proceed with feasibility. This is the subject of the cabinet report to which this brief is an appendix.
2. If funding is approved then cost, landscape and urban design consultancy will be procured as a first stage, to work up a more detailed brief on the back of high-level design and generate some options around cost programme for further approval before undertaking transport and skatepark design.
3. Once the feasibility is complete then the project will need a decision as to whether to proceed, which will be related to progress on land sale and the availability of further funding

Estimated Project Start Date	October 2026
Estimated Project Completion Date	April 2026

Project Approval	Cabinet Decision
Date	20.10.2026

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

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Equality Impact Assessment: Screening Tool

The **Equality Impact Assessment (EIA) Screening Tool** should be completed for any new proposal, plan or project. It helps staff check if their proposal will positively, neutrally, or negatively affect residents, staff, or service users. If the impact is positive or neutral, a full EIA isn't needed.

A **full EIA** is required if the screening shows a negative impact on specific groups. We also advise that a full EIA should be completed when a [key decision](#) is being made. Key decisions are executive actions likely to:

- Significantly affect Council tax, budget balances, or contingencies.
- Have a major impact on communities across two or more Borough wards.
- Expenditure or savings over £100,000 qualify as significant, with a £250,000 threshold for property transactions.

Furthermore, for staff, we generally consider the impact on more than 25 people as significant, which would require a full EIA. If you're unsure, you can seek guidance from the Policy Team.

***After screening, if you identify the need for a full Equality Impact Assessment, you can use your existing answers as a foundation for the full assessment.**

Name of Project	Civic Quarter Next Steps
Reference number (if applicable)	
Service Area	Regeneration
Date screening completed	30 September 2026
Screening author name	Peter Wright
Policy Team sign off	
Authorising Director/Head of Service name	Karen Edwards

1. Please provide a summary of the proposal

Please outline:

- What are the aims / objectives of this proposal?
- Will this deliver any savings?
- What benefits or change will we see from this proposal?
- Which key groups of people or areas of the borough are involved?

Proposal is to sell land and carry out feasibility studies for meanwhile uses and improvements to the public realm on Farnborough Civic Quarter

2. Who will the proposal impact? Please indicate Yes or No

Group of people	Impacted?
Residents	Yes
Businesses	Yes
Visitors to Rushmoor	Yes
Voluntary or community groups	No
Council staff	No
Trade unions	No
Other public sector Organisations	No
Others	Please specify:

3. What impact will this change have on staff? Please complete where relevant:

Please outline in brief:

- Who will be impacted? For example, which services, teams, or buildings?
- How many staff members?
- What will the impact be? (e.g., changes to structure, staffing levels, responsibilities, relocation, or new working methods)

N/A

4. What consultation or engagement will you be leading (with residents, staff, or other stakeholders) as part of this project?

Please outline in brief:

- Which groups will you consult (residents, staff, other stakeholders)?
- Will you collect personal data?
- How will you engage (e.g., surveys, focus groups)?
- How will you use the feedback?

If no engagement is planned, explain why

There will be some stakeholder engagement as part of the specialist advice on meanwhile uses, the exact groups are yet to be defined

5. What impact will this change have on people with protected characteristics and/or from disadvantaged groups?

Direct and indirect impacts

When completing this table, please consider both **direct and indirect impacts**, see helpful guidance.

Direct discrimination occurs when someone is treated less favourably than another person because of a **protected characteristic**. This includes:

- **Actual possession** of a protected characteristic.
- **Perceived possession** of a protected characteristic (discrimination by perception).
- **Association** with someone who has a protected characteristic (discrimination by association).

A valid comparison must show that someone without the protected characteristic would have been treated better in similar circumstances. It can still be direct discrimination even if the person treating you unfairly shares the same characteristic.

Note: Age discrimination may be lawful if it can be objectively justified. For other protected characteristics, direct discrimination is unlawful regardless of intent or justification.

Indirect discrimination happens when a **policy, rule, or practice** applies to everyone but puts people with a protected characteristic at a **particular disadvantage**. It occurs when:

- A policy is applied equally to all.
- It disadvantages a group sharing a protected characteristic.
- You are personally disadvantaged by it.
- The organisation cannot justify the policy as a proportionate means of achieving a legitimate aim.

If the policy can be objectively justified, it is not considered indirect discrimination.

For example: Closing public toilets may be an example of indirect discrimination, as it affects everyone but disproportionately disadvantages women, due to toilet frequency, alternative options and safety/hygiene factors.

Likely impact

For the groups identified earlier, tick the likely impact (both direct and indirect) on people with protected characteristics (e.g., age, disability, race, etc.):

- **Neutral:** No impact.
- **Positive:** Benefits people with protected characteristics.
- **Negative:** Harms people with protected characteristics.
- **Not Sure:** It's unclear how this affects people with protected characteristics, or more information is needed.

Rate the negative impact as **low**, **medium**, or **high**. Also, consider whether the proposal may be seen as controversial or negative by some groups. See the guidance for help.

Protected characteristic - Age

(for example, young people under 25, older people over 65)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
No	Yes	N/A	No	

Protected characteristic – Disability

(include people with physical disabilities, people with learning disabilities, blind and partially sighted people, Deaf or hard of hearing people, neurodiverse people. This also includes carers.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
No	Yes	N/A	No	

Protected characteristic - Gender reassignment and identity

(Include people who identify across the trans* umbrella, not only those who have undergone gender reassignment surgery. This is inclusive of girls and or/women, men and/or boys, non-binary and genderfluid people and people who are transitioning) *Trans is an umbrella term to describe people whose gender is not the same as, or does not sit comfortably with, the sex they were assigned at birth.

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
No	Yes	N/A	No	

Protected characteristic - Marriage and Civil Partnership

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
No	Yes	N/A	No	

Protected characteristic – Pregnancy and Maternity

(Include people who are pregnant in or returning to the workplace after pregnancy. Could also include working parents.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
No	Yes	N/A	No	

Protected characteristic – Race or ethnicity

(include on the basis of colour, nationality, citizenship, ethnic or national origins)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
No	Yes	N/A	No	

Protected characteristic – Religion or belief

(include no faith)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
No	Yes	N/A	Yes or No	

Protected characteristic - Sex

(Under the Equality Act 2010 and following the 2025 Supreme Court ruling on 15 April 2025, a person's legal sex is defined as their biological sex as recorded at birth. Trans individuals are still protected from discrimination under the characteristic of gender reassignment.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
No	Yes	N/A	No	

Protected characteristic - Sexual Orientation

(Include people from across the LGBTQ+ umbrella, for example, people who identify as lesbian, gay, bisexual, pansexual or asexual.)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
No	Yes	N/A	No	

Protected characteristic - Other

(e.g. people on low incomes, people living in poverty, looked after children, people with care experience, people who are homeless, people with mental health problems, people who are prison leavers, people affected by menopause, people affected by menstruation and/or period poverty)

Positive impact	Neutral impact	Negative impact	Not Sure	Description of the impact (if applicable) <i>Consider both direct and indirect impacts when completing this table</i>
No	Yes	N/A	Yes or No	

6. Screening Decision

Outcome	Yes or No
Neutral or Positive – no full EIA needed*.	Yes

Negative – Low Impact – full EIA at the service director’s discretion*.	
Negative – Medium or High Impact – must complete a full EIA.	
Is a full EIA required? Service decision:	
Is a full EIA required? [Policy Team] sign off recommendation:	
Flag for DPIA (will include engagement that collects personal data). [Policy Team]:	
Flag for ethics (high risk / will involve engagement with vulnerable residents):	

Once you've completed the screening tool and determined that the proposal is likely to have a positive or neutral impact on people with protected characteristics, the following can be included in the 'Equality Impact Assessment' part of the report. ***'An equality impact check found that this proposal would have a positive or neutral impact on people with protected characteristics. Therefore, a full assessment is not required.'***

Please send this completed EIA Screening Tool to Policy@rushmoor.gov.uk for quality checking by the policy team.

If required, please continue to the full assessment below.

Equalities Impact Assessment:

Full Assessment

Before completing this form, you should have filled out an Equality Screening Tool and obtained approval from your Head of Service and the Policy Team. This Equality Impact Assessment should be completed if the Screening Tool identifies a potentially negative impact on one or more specific groups or there is a large-scale proposal or impact. It can also be used to highlight positive impacts.

We also advise that a full EIA should be completed when a [key decision](#) is being made. Key decisions are executive actions likely to:

- Significantly affect Council tax, budget balances, or contingencies.
- Have a major impact on communities across two or more Borough wards.
- Expenditure or savings over £100,000 qualify as significant, with a £250,000 threshold for property transactions.

If unsure, contact the Policy Team.

Furthermore, for staff, we generally consider the impact on more than 25 people as significant, which would require a full EIA. If you're unsure, you can seek guidance from the Policy Team.

Name of Project	
Reference number (if applicable)	
Service Area	
Date assessment completed	

Before completing the EIA, please read the guidance and FAQs. For further help and advice please contact Policy@rushmoor.gov.uk

1. Please provide a summary of the proposal

Please provide:

- How the service works now (if relevant) and what changes are being suggested.
- Who will benefit from the proposal and what the results will be.
- Any savings the proposal might bring.

2. What impact will this change have on different groups of people?

This section of the assessment examines the broad impacts of the proposed changes on different groups, such as service users, local communities, and businesses.

2A. Who will your proposal impact?

Please consider:

- Will the impact mostly affect people outside the council, inside, or both?
- Who will be affected – residents, service users, local communities, businesses, visitors, or others? The effect on staff will be looked at separately.
- What will the impact be – for example, less access to services or travel disruptions?

2B. What impact will this change have on staff?

Please consider:

- Who will be impacted? For example, which services, teams or buildings? How many staff?
- What will the impact be? For example, changes to structure, reporting lines, staff levels, responsibilities, location, access to services, new working methods, or development opportunities.

3. What impact will this change have on people with protected characteristics and/or from disadvantaged groups?

This section of the assessment looks in detail at the likely impacts of the proposed changes on different sections of our diverse community.

3A. What data have you used to assess impacts?

Please provide:

- Details of the evidence used to check the impact on people with protected characteristics and disadvantaged groups (see guidance for help).
- A breakdown of service user details, if possible.
- A short summary of what the findings mean.

3B: Assessing the Impacts on People with Protected Characteristics and Disadvantaged Groups in the table below.

Direct and indirect impacts

When completing this table, please consider both **direct and indirect impacts**, see helpful

Direct discrimination occurs when someone is treated less favourably than another person because of a **protected characteristic**. This includes:

- **Actual possession** of a protected characteristic.
- **Perceived possession** of a protected characteristic (discrimination by perception).
- **Association** with someone who has a protected characteristic (discrimination by association).

A valid comparison must show that someone without the protected characteristic would have been treated better in similar circumstances. It can still be direct discrimination even if the person treating you unfairly shares the same characteristic.

Note: Age discrimination may be lawful if it can be objectively justified. For other protected characteristics, direct discrimination is unlawful regardless of intent or justification.

Indirect discrimination happens when a **policy, rule, or practice** applies to everyone but puts people with a protected characteristic at a **particular disadvantage**. It occurs when:

- A policy is applied equally to all.
- It disadvantages a group sharing a protected characteristic.
- You are personally disadvantaged by it.
- The organisation cannot justify the policy as a proportionate means of achieving a legitimate aim.

If the policy can be objectively justified, it is not considered indirect discrimination.

For example: Closing public toilets may be an example of indirect discrimination, as it affects everyone but disproportionately disadvantages women, due to toilet frequency, alternative options and safety/hygiene factors.

Likely impact

For the groups identified earlier, tick the likely impact (both direct and indirect) on people with protected characteristics (e.g., age, disability, race, etc.):

- **Neutral:** No impact.
- **Positive:** Benefits people with protected characteristics.
- **Negative:** Harms people with protected characteristics.
- **Not Sure:** It's unclear how this affects people with protected characteristics, or more information is needed.

Rate the negative impact as **low**, **medium**, or **high**. Also, consider whether the proposal may be seen as controversial or negative by some groups. See the guidance for help.

Protected characteristic - Age

(for example, young people under 25, older people over 65)

Positive/ Neutral/ Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced? <i>Consider both direct and indirect impacts when completing this table</i>
Choose an item.		

Protected characteristic – Disability

(include people with physical disabilities, people with learning disabilities, blind and partially sighted people, Deaf or hard of hearing people, neurodiverse people. This also includes carers.)

Positive/ Neutral/ Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced? <i>Consider both direct and indirect impacts when completing this table</i>
Choose an item.		

Protected characteristic - Gender reassignment and identity

(Include people who identify across the trans* umbrella, not only those who have undergone gender reassignment surgery. This is inclusive of girls and or/women, men and/or boys, non-binary and genderfluid people and people who are transitioning) *Trans is an umbrella term to describe people whose gender is not the same as, or does not sit comfortably with, the sex they were assigned at birth.

Positive/ Neutral/ Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced? <i>Consider both direct and indirect impacts when completing this table</i>
Choose an item.		

Protected characteristic - Marriage and Civil Partnership

Positive/ Neutral/ Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced? <i>Consider both direct and indirect impacts when completing this table</i>
Choose an item.		

Protected characteristic – Pregnancy and Maternity

(Include people who are pregnant in or returning to the workplace after pregnancy. Could also include working parents.)

Positive/ Neutral/ Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced? <i>Consider both direct and indirect impacts when completing this table</i>
Choose an item.		

Protected characteristic – Race or ethnicity

(include on the basis of colour, nationality, citizenship, ethnic or national origins)

Positive/ Neutral/ Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced? <i>Consider both direct and indirect impacts when completing this table</i>
Choose an item.		

Protected characteristic – Religion or belief

(include no faith)

Positive/ Neutral/ Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced? <i>Consider both direct and indirect impacts when completing this table</i>
Choose an item.		

Protected characteristic - Sex

(Under the Equality Act 2010 and following the 2025 Supreme Court ruling on 15 April 2025, a person's legal sex is defined as their biological sex as recorded at birth. Trans individuals are still protected from discrimination under the characteristic of gender reassignment.)

Positive/ Neutral/ Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced? <i>Consider both direct and indirect impacts when completing this table</i>
Choose an item.		

Protected characteristic - Sexual Orientation

(Include people from across the LGBTQ+ umbrella, for example, people who identify as lesbian, gay, bisexual, pansexual or asexual.)

Positive/ Neutral/ Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced? <i>Consider both direct and indirect impacts when completing this table</i>
Choose an item.		

Protected characteristic - Other

(e.g. people on low incomes, people living in poverty, looked after children, people with care experience, people who are homeless, people with mental health problems, people who are prison leavers, people affected by menopause, people affected by menstruation and/or period poverty)

Positive/ Neutral/ Negative	What are the positive and/or negative impacts?	How will potential benefits be enhanced or negative impacts be eliminated or reduced? <i>Consider both direct and indirect impacts when completing this table</i>
Choose an item.		

4. How do you plan to mitigate negative impacts?

Please provide:

- An outline of actions and the expected outcomes
- Any governance and funding which will support these actions if relevant

5. Please provide details of your consultation and/or engagement plans.

Please provide:

- Details of what steps you have taken or plan to take to consult or engage the whole community or specific groups affected by the proposal.
- Who has been or will be consulted or engaged with?
- Methods used or that will be used to engage or consult.
- Key findings or feedback (if completed)

If you are planning or completing key strategic participation and engagement work or if you need guidance and support, please get in touch with the communications team

communications@rushmoor.gov.uk

If you have **not** completed any engagement activity and do not plan to, you should outline why this decision has been made.

6. Once the proposal has been implemented, how will impacts be monitored and reviewed?

Please provide details in the table below.

Action	Responsible team or officer	Deadline

Please send the completed EIA to Policy@rushmoor.gov.uk for quality checking by the policy team. All Equality Impact Assessments must be attached with any report to a decision-making board and should be made publicly available on request.

This Equality Impact Assessment has been completed in accordance with the guidance and using appropriate evidence.

Member	Name	Signed	Date
Staff member completing this form			
Policy Team			
Director or Head of Service			