

# Public Document Pack



## RUSHMOOR BOROUGH COUNCIL

### CABINET

*at the Council Offices, Farnborough on  
Tuesday, 20th September, 2016 at 7.00 pm  
in Concorde Room, Council Offices, Farnborough*

To:

Councillor D.E. Clifford, Leader of the Council  
Councillor K.H. Muschamp, Deputy Leader and Business, Safety and Regulation  
Portfolio

Councillor Sue Carter, Leisure and Youth Portfolio  
Councillor Barbara Hurst, Health and Housing Portfolio  
Councillor G.B. Lyon, Concessions and Community Support Portfolio  
Councillor P.G. Taylor, Corporate Services Portfolio  
Councillor M.J. Tennant, Environment and Service Delivery Portfolio

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A full copy of this agenda can be found here:  
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## AGENDA

1. **MINUTES** – (Pages 1 - 6)

To confirm the Minutes of the Meeting held on 23rd August, 2016 (copy attached).

2. **FINANCIAL STRATEGY AND MEDIUM TERM FINANCIAL FORECAST** – (Pages 7 - 26)  
(Leader of the Council)

To consider the Head of Financial Services' Report No. FIN1619 (copy attached), which sets out the principal elements of the Financial Strategy and provides an update on the Medium Term Financial Forecast.

3. **APPLICATIONS FOR DISCRETIONARY RATE RELIEF** – (Pages 27 - 40)  
(Concessions and Community Support)

To consider the Head of Financial Services' Report No. FIN1617 (copy attached), which gives details of applications for discretionary rate relief.

4. **WAVERLEY BOROUGH COUNCIL'S PRE-SUBMISSION DRAFT LOCAL PLAN PART 1 - STRATEGY AND SITES CONSULTATION** – (Pages 41 - 56)  
(Environment and Service Delivery)

To consider the Head of Planning's Report No. PLN1631 (copy attached), which provides a summary of the content and issues that have been identified with Waverley Borough Council's Pre-Submission Draft Local Plan Part 1: Strategy and Sites consultation, with regard to its potential impact on Rushmoor.

5. **EDUCATIONAL ATTAINMENT - CONSULTATION ON THE CONNAUGHT SCHOOL** – (Pages 57 - 94)  
(Leisure and Youth)

To consider the Corporate Director's Report No. CD1604 (copy attached), which sets out a proposed response to Hampshire County Council's consultation on options for the future of the Connaught School, Aldershot.

6. **CONNAUGHT LEISURE CENTRE, ALDERSHOT - CHANGES TO WEEKDAY OPENING TIMES** – (Pages 95 - 98)  
(Leisure and Youth)

To consider the Head of Community and Environmental Services' Report No. COMM1612 (copy attached), which sets out a proposal to change the weekday opening times at the Connaught Leisure Centre, Aldershot.

7. **HAMPSHIRE COUNTY COUNCIL REVIEW OF AGENCY AGREEMENTS - TRAFFIC MANAGEMENT, HIGHWAYS DEVELOPMENT CONTROL AND ENVIRONMENTAL WORKS** – (Pages 99 - 104)  
(Environment and Service Delivery)

To consider the Head of Community and Environmental Services' Report No. COMM1617 (copy attached), which sets out details of a review of agency agreements by Hampshire County Council.

8. **RUSHMOOR MARKETS AND CAR BOOT SALES - UPDATE** – (Pages 105 - 112)  
(Environment and Service Delivery)

To consider the Head of Community and Environmental Services' Report No. COMM1619 (copy attached), which sets out an update relating to the Council's operation of markets and car boot sales in Aldershot and Farnborough.

9. **CAR PARKING SERVICE - REPLACEMENT OF PAY AND DISPLAY MACHINES AND RELATED MATTERS** – (Pages 113 - 118)  
(Environment and Service Delivery)

To consider the Head of Community and Environmental Services' Report No. COMM1618 (copy attached), which sets out proposals in relation to the replacement of the Council's car parking pay and display machines and related matters.

10. **REDAN ROAD, ALDERSHOT - COMPULSORY PURCHASE** – (Pages 119 - 126)  
(Health and Housing / Corporate Services)

To consider the Solicitor to the Council's Report No. LEG1611 (copy attached), which sets out a proposal for the Council to exercise its compulsory purchase powers to enable the redevelopment of a property for housing.

11. **UNION STREET EAST REGENERATION** – (Pages 127 - 136)  
(Environment and Service Delivery)

To consider the Solicitor to the Council's Report No. LEG1612 (copy attached), which sets out proposals relating to the regeneration of the Union Street East site in Aldershot.

12. **EXCLUSION OF THE PUBLIC** –

To consider resolving:

That, subject to the public interest test, the public be excluded from this meeting during the discussion of the undermentioned items to avoid the disclosure of exempt information within the paragraphs of Schedule 12A to the Local Government Act, 1972 indicated against such items:

<b>Item Nos.</b>	<b>Schedule 12A Para. No.</b>	<b>Category</b>
13 and 14	3	Information relating to financial or business affairs

13. **APPLICATIONS FOR SECTION 49 REMISSION OF NON-DOMESTIC RATES** –  
(Pages 137 - 146)  
(Concessions and Community Support)

To consider the Head of Financial Services' Exempt Report No. FIN1618 (copy attached), which gives details of two applications for the remission of non-domestic rates due to hardship.

14. **FIRST WESSEX COVENANT ISSUES AND DISPOSALS** – (Pages 147 - 154)  
(Corporate Services)

To consider the Solicitor to the Council's Exempt Report No. LEG1613 (copy attached), which sets out proposals to deal with covenant and disposal issues at the North Town Phase Nos. 1 – 4 site and former highways land at Lyndhurst Avenue, Aldershot.

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## RUSHMOOR BOROUGH COUNCIL

### CABINET

***Tuesday, 23rd August, 2016 at 7.00 p.m.***  
*at the Council Offices, Farnborough*

Councillor D.E. Clifford (Leader of the Council)  
Councillor K.H. Muschamp (Deputy Leader and Business, Safety and  
Regulation Portfolio)

Councillor Sue Carter (Leisure and Youth Portfolio)  
Councillor Barbara Hurst (Health and Housing Portfolio)  
Councillor G.B. Lyon (Concessions and Community Support Portfolio)  
Councillor P.G. Taylor (Corporate Services Portfolio)  
Councillor M.J. Tennant (Environment and Service Delivery Portfolio)

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 **6th September, 2016**.

31. **MINUTES –**

The Minutes of the meeting of the Cabinet held on 26th July, 2016 were confirmed and signed by the Chairman.

32. **FINANCIAL MATTERS –**  
(Leader of the Council)

(1) **Revenue Budget Monitoring and Forecasting 2016/17 – Position at July, 2016 –**

The Cabinet considered the Head of Financial Services' Report No. FIN1615, which set out the anticipated financial position for 2016/17, based on the monitoring exercise carried out during July 2016. It was explained that the final outturn position for 2015/16 had shown a marked improvement in the general fund balance of over £0.5 million, which had taken the balance from

£1.492 million as shown in the budget to £2 million, which was at the top of the range set out in the Medium Term Financial Strategy. The Report explained that the Directors' Management Board had carried out a budget challenge exercise to identify ongoing, permanent reductions in net spend. This exercise had identified a total of £357,000 of net reductions, which was made up of reductions in expenditure and increases in income. The Cabinet was informed that the operation of the Business Rate Retention Scheme had caused large variances between accounting years and this unpredictability represented a risk to the Council. Significant adverse variances in the current year had occurred in respect of the operation of markets and car boot sales, parking penalty charge income and car parking income in general. The Report set out the reasons for these shortfalls.

Members considered the Report and expressed satisfaction with the improved revenue budget position and the measures put in place to ensure further progress in the future.

**The Cabinet RESOLVED** that the latest Revenue Budget monitoring position, as set out in the Head of Financial Services' Report No. FIN1615, be noted.

(2) **Capital Programme Monitoring and Forecasting 2016/17 – Position at July, 2016 –**

The Cabinet received the Head of Financial Services' Report No. FIN1616, which provided the latest forecast regarding the Council's Capital Programme for 2016/17. The Report advised that the approved Capital Programme for 2016/17 totalled £30,183,000. This figure included several significant property acquisitions, purchased as part of the Council's sustainability plans, which would start to generate additional revenue income for the Council within the 2016/17 financial year and in future years. It was also reported that the Council would need to borrow money to finance part of its capital programme and that borrowing rates were very low at the current time. The recent monitoring exercise had identified that, due to a number of slippages and underspends, the forecasted outturn was approximately £27,388,000, with a forecasted net reduction in spend of £2,795,000 against the approved Programme. The identified areas of slippage included works at Aldershot Railway Station, under the Activation Aldershot scheme, and works at the new Council depot site.

**The Cabinet RESOLVED** that the latest Capital Programme monitoring position, as set out in the Head of Financial Services' Report No. FIN1616, be noted.

33. **RUSHMOOR GOOD CAUSES LOTTERY –**  
(Concessions and Community Support)

The Cabinet considered the Corporate Director's Report No. CD1603, which set out a proposal to establish a local good causes lottery.

The Report explained that the provision of a local lottery would support the Council's voluntary and community sectors, whilst moving the Council away from being a direct funding provider to the role of enabler. It would also allow the voluntary and community sectors to access lottery funding that was designed for them and at no cost to them. It was explained that Aylesbury Vale District Council had launched the first online local authority lottery in November 2015 and this was, currently, well established. It was proposed to design the Rushmoor delivery model on the successful scheme at Aylesbury but with changes, where necessary, to take account of local circumstances. The potential delivery model was set out in the Report and, as part of the process, the Council would have to procure an External Lottery Manager for the scheme.

Members were supportive of the suggested approach and it was agreed that, in due course, all local charities would be contacted in order to promote the lottery.

**The Cabinet RESOLVED that**

- (i) the principle of establishing a Rushmoor Good Causes Lottery, as set out in the Corporate Director's Report No. CD1603, be approved;
- (ii) the Corporate Director, in consultation with the Cabinet Member for Concessions and Community Support, be authorised to finalise the details of the scheme;
- (iii) the Borough Services Policy and Review Panel, in consultation with the Cabinet Member for Concessions and Community Support, be requested to oversee the development of the eligibility criteria for the good causes wishing to apply to join the scheme;
- (iv) the commencement of the procurement process to secure an External Lottery Manager be approved; and
- (v) the awarding of the contract, based on the procurement criteria specified in the tender process, be approved..

**34. WARD COMMUNITY GRANT SCHEME –**  
(Concessions and Community Support)

The Cabinet considered the Corporate Director's Report No. CD1602, which set out a proposal to establish a pilot Ward Community Grant Scheme.

Members were informed that the proposal was to make £6,500 of the current year's Community Grant Fund budget available to support the pilot scheme, whereby ward councillors would play a greater role in sponsoring community and voluntary groups in their own wards. The total allocation for grants during the pilot period would be £500 per ward per year and the details

of the proposed pilot scheme were set out in Appendix 1 to the Report.

**The Cabinet RESOLVED** that

- (i) the adoption of a Ward Community Grant Scheme on a pilot basis, as set out in Appendix 1 to the Corporate Director's Report No. CD1602, be approved; and
- (ii) the Cabinet Member for Concessions and Community Support be requested to review the effectiveness of this pilot scheme and report back to the Cabinet by 31st March, 2017.

35. **KPI LIMITED – ALTERATION TO DEVELOPMENT AGREEMENT –**  
(Environment and Service Delivery)

The Cabinet considered the Chief Executive's Report No. CEX1601, which provided details of a request by Key Property Investments Limited (KPI) to amend the existing development agreement with the Council, in order to enable the company to bring forward proposals for the outstanding phases of the Farnborough Town Centre North Queensmead redevelopment.

Members were reminded that the redevelopment of Farnborough town centre had been broken down into four development phases. Phases one and two had been completed but there had been some delays in completing the remaining two phases, caused in part by the impacts of the financial recession. The Council, as the freeholder of the site, had entered into a development agreement with KPI Limited at the outset of the scheme. This agreement had provided the Council with 'step-in' rights at a certain point in time, should the development be stalled. This would enable the Council to appoint a new development partner to complete the scheme. The existing agreement stated a step-in date of March 2017. It was reported that KPI Limited had made a request that the time before step-in rights became active be extended by five years. The Council was keen to support the continued implementation of the consented scheme with KPI Limited as the preferred development partner. It was felt, however, that a five year extension would be too long, particularly given that the proposal had been with consent for approximately twelve years. It was, therefore, proposed that KPI Limited should be granted a two year extension, with the possibility of further extensions being granted, subject to there being clear evidence of progress being made.

The Cabinet expressed its support for this approach and stressed the importance of good communication by KPI Limited as the remaining phases were progressed. It was also agreed that KPI Limited should be invited to sign up to the Council's Good Homes Charter, in relation to the provision of the residential accommodation within the scheme.

**The Cabinet RESOLVED** that the proposed amendment to the development agreement between Rushmoor Borough Council and KPI



Limited, to allow an additional two years before the step-in rights are activated, was approved.

The Meeting closed at 7.35 p.m.

CR. D.E. CLIFFORD  
LEADER OF THE COUNCIL

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**CABINET**  
**20 SEPTEMBER 2016**

**HEAD OF FINANCIAL SERVICES**  
**REPORT NO. FIN1619**

## **MEDIUM TERM FINANCIAL STRATEGY 2016/17 – 2019/20**

### **1 INTRODUCTION**

- 1.1 The Financial Strategy sets out a framework to deliver a stable and sustainable financial position to enable the Council to achieve its strategic objectives.
- 1.2 It is a fluid strategy, adapting to local and national conditions, which aims to take account of the risks to the Council's financial position and to mitigate against such risk, in order to protect the financial health of the Council.
- 1.3 The Financial Strategy covers both Revenue and Capital activities and sets the framework for the production of the Medium Term Financial Forecast and Annual Budget.
- 1.4 As we now move into the next budget-setting cycle, it is appropriate to review and update the strategy in response to internal and external factors such as changing corporate priorities, the prevailing economic conditions, government policy and changes to funding mechanisms.
- 1.5 The strategy should support the Council's key priorities and ensure that the annual budget is shaped around these objectives and the principles behind them - listening to our residents, learning and delivering better.
- 1.6 In particular, some consideration needs to be given to the four-year settlement offer made alongside the 2016/17 Local Government Finance Settlement, the emerging work around the move to 100% Business Rates retention and the technical consultation on the 2017/18 Local Government Finance Settlement that was published on the 15th September 2016.

### **2 STRATEGY REVIEW**

- 2.1 The key risks and considerations for future budget planning are set out below:

#### **2.1.1 Central Government Funding – general comments**

In recent years, local government has weathered significant cuts in funding coupled with additional risk and responsibility. For example, both Business Rates Retention and Localised Council Tax Support Schemes have passed additional risk to local authorities balanced by some increased flexibility particularly around the level of reliefs, discounts or exemptions awarded.

In addition, a number of grants have been subsumed into the general Revenue Support Grant and the majority of grants are provided without being ring-fenced for specific uses, allowing greater flexibility at a local level.

Revenue Support grant itself has been falling dramatically and will be phased out over the medium-term.

### 2.1.2 Business Rates Retention Scheme

The current Rates Retention Scheme has introduced major fluctuations in income levels for Rushmoor due to the complexity of the scheme, the significant sums involved, the perverse accounting mechanisms and the requirement to make a provision against successful appeals. This will be further complicated by the current national revaluation of business rates and the expected resets to the system baselines.

Last October, the Chancellor announced plans for a 100% Business Rates Retention Scheme with local government retaining all business rates rather than the current system whereby 50% of the rates collected locally are pooled centrally and redistributed back to local authorities.

Key points of the new system, to be introduced by the end of this Parliament, are:

- Local authorities will keep rates growth, i.e. there will be no levy on growth payable to central government.
- Councils will be given new responsibilities to ensure reforms are 'fiscally neutral' and Revenue Support Grant (RSG) will be phased out.
- All councils will be able to reduce the multiplier. Combined Authority mayors will be able to increase the multiplier with Local Enterprise Partnership agreement, to fund new infrastructure.
- A full review of the needs assessment methodology will take place.

DCLG and the LGA have set up steering groups and technical working groups to develop the new system covering overall direction and the following four work streams:

- Service responsibilities
- System design
- Needs and distribution
- Accounting and accountability

In order to achieve a fiscally neutral position for central government, around £12.5bn of additional responsibilities will need to be transferred to the local government sector, via a combination of removing other grants currently being received and by taking on new duties.

This devolution of responsibilities should build on the strengths of local government, while striving to support the drive for economic growth and improved outcomes for local residents and service users. In addition, it will be important that fiscal neutrality is measured over the medium-term so as to avoid costs being transferred in year 1 of the system without due regard to demand or inflationary pressures which would put additional pressures on local government budgets in the future. This transfer of responsibility has the potential to bring opportunities to local government to provide improved services and better local outcomes.

The system design needs to be simple to understand and operate, although

complexity will no doubt emerge due to the need to retain a method of redistribution between authorities and to allow for revaluations and resets of the system. A key issue for the design will be how to balance the incentives of the scheme (i.e. retention of local growth) and the redistributive aims of the system. Some form of safety net is likely to remain in the system and some consideration of how to avoid a 'race to the bottom' should neighbouring authorities use their flexibilities to reduce the multiplier for their area.

It has been 10 years since the current formula for redistribution was reviewed and the new scheme aims to deliver a fundamental fair funding review of the way relative needs are assessed. But how does this reconcile with a system that is simple to understand and operate? Does 'simple versus complex' actually mean 'simple versus fair', as a redistributive system based on just a handful of indicators is likely to leave some authorities disadvantaged.

The requirement for a balanced budget will remain the key principle behind local authority budget setting and any changes to the accounting requirements for the new system must not negatively impact the budget calculation.

#### 2.1.3 New Homes Bonus

We are still awaiting the results of the consultation on changes to New Homes Bonus (NHB), which closed in March 2016. The financial forecast contained in this report includes the NHB allocations that were shown within the core spending power tables released as part of the last financial settlement. These take into account a proposed reduction of £800m from the total cost of NHB in order to free up resources to be recycled within local government to support authorities with particular pressures such as adult social care. However, these figures could be significantly different depending on the final outcome of the consultation, the phasing or transition arrangements applied and the various sharpening of incentives such as not being awarded NHB on homes where planning permission is awarded under appeal or not having a Local Plan in place.

#### 2.1.4 The multi-year settlement offer

On 10th March 2016, the Secretary of State for Communities and Local Government wrote to every local authority in England setting out the conditions for the offer of a multi-year settlement. This made clear that the offer and the production of an efficiency plan should be as simple and straightforward as possible. It is important that plans cover the full four-year period and are open and transparent about the benefits they will bring and show how greater certainty can create the necessary conditions for further savings.

The offer includes:

- Revenue Support Grant
- Business rates tariff and top up payments, which will not change for reasons relating to the relative needs of local authorities
- Rural Services Delivery Grant and
- Transition Grant.

Plans should be locally owned and driven and as such DCLG have not provided guidance or set out what they should contain but have indicated that Councils should consider sector-led advice produced by the Local Government Association and CIPFA on what efficiency plans could include

Councils have until 14 October 2016 to accept the offer by sending an email or letter to [MultiYearSettlements@communities.gsi.gov.uk](mailto:MultiYearSettlements@communities.gsi.gov.uk) with a link to their published efficiency plan. After the deadline for receipt, DCLG will respond to Councils on the 4-year offer as soon as practicable.

The Government expect the take up for this offer to be high as it provides a level of certainty for Councils regarding their financial position for the rest of this Parliament. Barring exceptional circumstances, and subject to the normal statutory consultation process for the local government finance settlement, the Government intends to confirm the constituent elements of the multi-year offer for the remaining years of the Parliament for qualifying Councils soon after 14 October. These amounts, together with any additional grants, which might be part of the offer, would then be published as part of the 2017/18 provisional local government finance settlement in due course.

However, Councils that choose not to accept the offer will be subject to the existing annual process for determining the level of central funding that they will receive and the uncertainty that this will bring.

It is recommended that the Council accept the multi year settlement offer and that an efficiency plan is drawn up reflecting the Council's plans for financial sustainability as set out in this report.

#### 2.1.5 The 2017/18 Local Government Finance Settlement – Technical Consultation paper

On the 15<sup>th</sup> September 2016, DCLG published a technical consultation paper on the 2107/18 Local Government Finance Settlement, which outlines proposals to build on the four-year offer previously announced. The proposals are intended to “give Councils who are committed to reform, long-term certainty, earlier in the year, over more sources of funding”.

It outlines

- the Government's commitment to the multi-year settlement offer and seeks views on expanding this offer
- the proposed approach to distributing the Improved Better Care Fund
- proposal for the 2017/18 council tax referendum principles (for Shire Districts less than 2% or up to £5 whichever is higher)
- the approach to business rates tariffs and top-ups to cancel out the impact of business rates revaluation on local authority income
- methodology for calculating the tariffs and top ups for the pilot authorities for the 100% business rates scheme so that these do not adversely impact on elsewhere
- mechanisms to allow places with a devolution deal to revisit the distribution of existing funding streams within their area, if all affected Councils agree.

## 2.1.6 Council Tax

Council Tax currently forms around 8% of our total income.

If Council's increase their Council Tax by, or above, a certain pre-announced percentage (2016/17 2%) then they have to arrange a referendum for taxpayers to approve the increase. This, alongside the availability of Council Tax Freeze Grants, has contributed to keeping Council Tax levels relatively stable in recent years, with little growth, other than through growth of the tax base itself.

National average Band D Council Tax percentage change 2005/06 – 2016/17

Year	£	% change
2005/06	1,214	4.1
2006/07	1,268	4.5
2007/08	1,321	4.2
2008/09	1,373	3.9
2009/10	1,414	3.0
2010/11	1,439	1.8
2011/12	1,439	0.0
2012/13	1,444	0.3
2013/14	1,456	0.8
2014/15	1,468	0.9
2015/16	1,484	1.1
2016/17	1,530	3.1

Source: BR and CTR forms; DCLG

At Rushmoor, our share of the Band D Council Tax remained at £184.07 from 2010/11 to 2015/16. However, the 2016/17 financial settlement included an assumption that all local authorities would raise their Council Tax within the restrictions of the referendum limits, thus building in this increase to the funding calculations. In addition, those authorities with social care responsibility were given the flexibility to raise their Council Tax by an additional 2% without triggering a referendum. This is reflected in the increase shown in the table for 2016/17.

Rushmoor raised its Council Tax by 1.99% in 2016/17. As can be seen from the consultation ahead of the 2017/18 Settlement, Shire Districts like Rushmoor will have the ability to raise their Council Tax by up to 2% or £5, whichever is greater. The forecast contained in the report includes an increase of 1.99% for Rushmoor, for illustrative purposes. However, the Council could choose to raise by a maximum of £5, which would be a 2.66% increase above the 2016/17 level.

## 2.1.7 Transformational change

As we have seen in the multi-year settlement, spending cuts will continue throughout the life of this parliament as measures are taken to tackle the national budget deficit (although the current government is no longer committed to removing the deficit in total by the end of the Parliament). Local government has done well to absorb the cuts to date but the on-going

pressures of reduced funding mean that transformational change is now required to deliver the level of savings necessary to put the Council in a stable position for the future. A key part of this transformational change will be to reduce our reliance on sources of funding that are uncertain and outside of our control. The Council must deliver efficiencies over the medium-term alongside developing new (and maximising existing) income streams, while having due regard to affordability by its residents and customers.

#### 2.1.8 Interest Rates

At its meeting on 15<sup>th</sup> September 2016, the Monetary Policy Committee voted unanimously to maintain Bank Rate at 0.25%. The Council's Treasury Management Advisors forecast the base rate to remain unchanged until September 2019, with no pressure on upward movement before March 2018 and then only limited. The potential for a decrease in rates comes earlier (even as soon as December 2016) and this down-side risk continues throughout the period of the medium-term forecast with the potential to move to negative interest rates around March 2018.

Continued low interest rates have a direct effect on the Council's resources by reducing the potential returns on our investments. The current Treasury Management Strategy seeks to address this by maximising available returns with longer-term funds and the use of a diverse portfolio, while putting the security of taxpayer's money at the heart of the policy.

The Council has extensive capital expenditure plans over the medium-term, to deliver Council priorities for regeneration of its town centres, for example; as well as significant invest-to-save projects and investment in property. Interest rates will play a significant part in determining when and how much the Council borrows to support these plans, as our internal capital resources continue to diminish over time.

The Council undertook its first major borrowing on 14<sup>th</sup> September 2016, borrowing £6m until 1<sup>st</sup> December 2016 from another Local Authority at 0.25%. This is short-term borrowing to cover cash flow requirements rather than longer-term borrowing due to diminished resources.

#### 2.1.9 Level of Reserves

The Council maintains a level of usable reserves to support fluctuations in its revenue position from variations in income and expenditure; while invest-to-save projects deliver longer-term net cost reductions. Key reserves are the Service Improvement Fund, which supports the delivery of invest-to-save schemes, and the Sustainability and Resilience Reserve, which is used to manage short-term fluctuations in net revenue. In addition, in April 2016 Council approved a strategy for the flexible use of capital receipts, setting aside £500,000 of capital receipts to meet costs incurred in order to generate ongoing revenue savings in the delivery of services and/or transform service delivery in a way that reduces costs or demand for services.

The Council needs to consider the level of reserves set aside to support the financial position particularly given the fast pace of change of local government funding, the exposure to risk of fluctuations in business rate



income and our reliance on funding streams such as NHB, which could be reduced at short notice. The Council needs to ensure that it has sufficient levels of reserves to cope with such short-term risk whilst it builds up other sources of income and reduces its expenditure.

#### 2.1.10 Devolution

At a National level the Government remains committed to devolution and continues to encourage authorities to come forward with proposals for devolution deals which support government's policy of devolving the powers and budgets of public bodies to local authorities and combined authorities. It is not clear how this policy will develop post Brexit, but there seems to be less urgency around deal negotiation and some deals that were at the front are now unlikely to proceed to implementation in 2017/18 as envisaged.

The Hampshire and Isle of Wight devolution deal, proposed last year which encompassed Hampshire County Council, Southampton and Portsmouth City Councils, the Isle of Wight Council and the 11 Hampshire District or Borough Councils, was derailed following the insistence at that time of the government that the deal should include a directly elected mayor. As a consequence, some authorities in the south of Hampshire developed a separate proposal for a Solent Combined Authority, which is currently being consulted on with residents from Portsmouth, Southampton and the Isle of Wight, with a view to southern districts being engaged in future.

In response to this, a proposal for a combined authority for the remainder of Hampshire has been developed. Known as Heart of Hampshire, the proposal is for a combined authority which would include Rushmoor alongside Winchester, Basingstoke and Deane, Hart, Test Valley and the New Forest. Work commissioned jointly by these authorities is underway to establish the service and financial benefits of this model compared with other approaches to the future delivery of public services in Hampshire.

Hampshire County Council is also undertaking consultation on a range of future models of local government for Hampshire including combined authority and unitary options.

The outcomes of these pieces of work will be available in the autumn and it is unlikely that any of these proposals will result in change over the next financial year. However, as local devolution of business rates necessitates a locally determined method of redistribution within the Combined Authority this does result in a significant level of uncertainty over the medium term particularly when linked to other uncertainties mentioned in this report around the national review of business rates.

#### 2.1.11 Other

Other key risks include:

- Fluctuations in the value of investment funds and investment properties following the UK's decision to leave the European Union
- Loss of income and chargeable services,
- Increased demand for services,
- Consequences from the challenges facing the Eurozone and other

- wider economic disruption, and
- Welfare Reform, with potential loss of benefits for some parts of the community leading to greater demand for support via Council services.

#### 2.1.12 Sustainability

With these key risks in mind, the Council must continue to strive towards sustainability by looking at our priorities, reviewing what we do and how we do it. This will form the underlying basis of the Financial Strategy, ensuring that this delivers the Council's corporate objectives within a balanced budget in the short-term and within a sustainable financial framework over the medium to longer term.

The Financial Strategy sets the context for the Council's 8-Point Plan, which is the delivery mechanism for financial sustainability, and the tool by which delivery of the various elements can be measured and managed.

### **3 MEDIUM TERM FINANCIAL FORECAST**

3.1 For the Financial Strategy to be relevant to current decision-making, it needs to be considered in light of a revised Medium Term Financial Forecast (MTFF). In such a fast-moving environment, amid high-level announcements about the future of business rates, amid ongoing negotiations for a local devolution deal, and ahead of the Autumn Statement (November 25<sup>th</sup>) and the subsequent Local Government Financial Settlement, the forecast can only be a high-level indicator of the direction of travel for the Council's finances over the medium-term.

3.2 The forecast needs to be robust enough to set strategic financial direction without being a detailed budget plan for future years. It takes into account known budgetary pressures, for both Revenue and Capital expenditure, alongside estimates of future funding.

3.3 While estimates have been built for various scenarios, no assumptions have been included for potential devolution as it is too early in the process to determine the impact on funding for Rushmoor.

#### 3.4 Revenue Forecast

3.4.1 The Medium Term Financial Forecast for revenue expenditure includes the day-to-day running costs of our services, any associated income, any corporate expenditure and income (such as interest receivable from investments or the costs of borrowing) and various funding streams such as grants, business rates and council tax.

3.4.2 The starting point for the forecast at Table 1 is the 1<sup>st</sup> quarter budget monitoring position for 2016/17 as reported to Cabinet 23<sup>rd</sup> August 2016. After deducting any significant one-off expenditure for the current year, the forecast takes into account major changes forecast for the period up to 2019/20.

<b>Revenue Forecast 2016/17 - 2019/20</b>	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
<b>Net Revenue Budget</b>	12,951	12,951	12,985	13,550
<b>Cost Pressures:</b>				
Base adjustments (one-off items for 2016/17)		(393)		
Pay award/Increments		205	205	205
Inflation/contract growth		60	67	60
Pensions		50	55	60
Variations in Service		50	50	50
Change in contributions to capital outlay		(250)	-	-
Reduction in interest receipts		165	48	-
Interest cost		17	10	23
Minimum Revenue Provision		130	130	130
<b>Total Cost Pressures</b>		34	565	528
<b>Transfers to/(from) Reserves:</b>				
Stability & Resilience Reserve	(800)	(500)		
General Fund balance	(85)	(415)		
<b>Total Transfers to Usable Reserves</b>	(885)	(915)	0	0
<b>Adjusted Net Revenue Budget</b>	12,066	12,070	13,550	14,078
<b>Funding:</b>				
Other grants	(94)	-	-	-
New Homes Bonus	(1,994)	(2,010)	(1,263)	(1,212)
Revenue Support Grant	(1,104)	(536)	(190)	-
RBC share of rates collected	(19,018)	(19,109)	(19,682)	(20,272)
Tariff payable	15,305	15,606	16,066	16,580
Tariff adjustment				20
Levy /(Safety net )	762	777	801	825
s31 Business Rates grants	(314)	(320)	(330)	(340)
Council Tax	(5,664)	(5,835)	(6,010)	(6,191)
Collection Fund (surplus)/deficit - CTax	(91)	(75)	(75)	(75)
- NNDR	361	669	-	-
<b>Total Funding</b>	(11,851)	(10,833)	(10,683)	(10,665)
<b>Annual Funding Gap</b>	215	1,022	1,630	546
<b>Cumulative Funding Gap</b>	215	1,237	2,867	3,413

<b>Revenue Balances</b>	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
General Fund Balance	1,915	1,500	1,500	1,500
Stability & Resilience Reserve	3,008	2,508	2,508	2,508
Service Improvement Fund	347	247	147	-
<b>Estimated Balances at 31 March</b>	5,270	4,255	4,155	4,008

3.4.3 The following assumptions have been made in the forecast:

- Pay awards of 1% p/a plus incremental progression within grades
- An element of contractual inflation and growth in contract costs due to development in the Borough
- Increased pension liability,
- An allowance for one-off and on-going variations in service,
- A £250k reduction in revenue contributions to capital expenditure
- A reduction in interest receipts due to low interest rates and falling level of investments due to utilisation of capital resources
- Interest costs as the Council moves to borrowing and the associated Minimum Revenue Provision
- Drawdown of £500k from the Stability & Resilience Reserve in 2016/17
- General Fund balances held at the mid-point of the approved range from 2017/18 to 2019/20
- Assumed increase in business rates income of 2% per annum in 2017/18 and 3% thereafter
- 1.99% increases in Council Tax year on year and
- 1% growth in Council Tax base, and

3.4.4 The forecast shows a projected budget gap of £3.4m by 2019/20, based on the assumptions above. Some of these assumptions relate to inherent risk within the forecast, such as the level of business rates income, which could go up, or down, and the final outcome of the consultation on New Homes Bonus. The forecast also contains a number of choices that the Council is able to take, which will directly affect the level of savings required and the level of reserves available to build resilience into the model.

3.4.5 The table below provides some sensitivity analysis around key variables in the forecast.

<b>Sensitivity Analysis +/- 1%</b>	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
Council Tax	-	57	57	57
Business Rates	-	187	187	187
Pay award	-	-	-	115
Net Revenue Budget before transfers	130	130	136	141
	130	374	380	500

3.4.6 The Council plans to close the revenue funding gap by continuing to deliver against its 8-Point Plan for financial sustainability. The plan includes a range of projects that aim to establish new income streams and reduce costs by more efficient service delivery and better use of Council assets. The Council's Quarter 1 Revenue Monitoring report showed £540,000 of savings likely to be achieved during the year as a direct result of the plan. By far the most significant item reported was the additional income expected to be generated from the purchase of commercial property for rental income. This reduction in net revenue budgets is already taken into account within the forecast above. The table below provides indicative values for income generation or cost

savings over and above those already reported.

<b>8-Point Plan Cumulative Indicative Values</b>	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
<b>8 Point Plan - Cost Reductions</b>				
- Efficiency savings (Channel Shift/Systems Thinking/Shared Services)	(133)	(208)	(321)	(383)
- Better Procurement & major contract renewal	(25)	(490)	(802)	(1,010)
<b>8 Point Plan - Income Generation</b>				
- Investment in Property (Commercial/Residential)	-	(407)	(457)	(482)
- Better use of existing assets	-	(19)	(111)	(111)
- Alternative investment opportunities	(20)	(144)	(180)	(180)
- Other income generation projects (including advertising)	(15)	(43)	(223)	(393)
- Reviewing fees, charges and concessions	-	(55)	(60)	(65)
<b>Budget Challenge/Budget Strategy Group - - mix of cost reduction and income generation</b>	-	(89)	(585)	(610)
<b>Total potential revenue generated</b>	<b>(193)</b>	<b>(1,455)</b>	<b>(2,739)</b>	<b>(3,234)</b>

<b>Cumulative Funding Gap</b>	215	1,237	2,866	3,412
<b>Deficit</b>	22	(218)	127	178

3.4.7 The table shows the funding gap being largely met via income or savings generated by the 8-point plan and identification of projects from the budget challenge exercise carries out with Heads of Service alongside the work of the Budget Strategy Working Group.

3.4.8 Heads of Service were asked to draw up efficiency plans for their services as part of the budget challenge exercise carried out in the early part of this year. This has resulted in a number of projects that will be developed, monitored and delivered over the medium-term (in addition to the £357,000 immediately realisable savings which have already been removed from the budgets).

3.4.9 Alongside this work, the Budget Strategy Working Group was tasked by the Cabinet to review the workbook of the Council to identify areas for potential income generation, efficiency measures or savings. These projects will be built into the 8 point plan in order to have a single point of reference for the governance of the sustainability programme.

3.4.10 Some of the projects within the 8-Point Plan are at an early stage of development, for example, income from advertising, developing a trading arm or investigating options for residential investment, and therefore the financial benefits attached are broad estimates of the potential income to be achieved. The 8-point plan is a fluid plan, with new schemes coming forward as current projects are delivered and estimates revised as business cases are developed.

3.4.11 It is also important to recognise the resource constraints to delivering a significant change programme. Work is being undertaken to review the resource and governance requirements in order to ensure timely delivery of the plan.

### 3.5 Capital Forecast

3.5.1 The Medium Term Financial Forecast for capital expenditure includes the costs of acquiring or maintaining fixed assets such as land, building or equipment. The capital programme concentrates on four key areas – asset maintenance, invest to save projects, regeneration schemes and support to housing such as Disabled Facility Grants and grants to Registered Social Landlords.

3.5.2 The following forecast is based on the Quarter 1 Capital Monitoring position for capital expenditure for 2016/17 to 2019/20, adjusted for latest data and with a small allowance in future years for additional projects.

<b>Forecast Capital Programme 2016/17 - 2019/20</b>	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000
Capital Expenditure for Annual Programme	32,925	5,300	1,150	1,150
Allowance for Unidentified Future Items			1,000	1,000
	32,925	5,300	2,150	2,150
<b>Funded by:</b>				
Grants and Contributions	2,575	1,097	437	437
Revenue Contributions to Capital	750	300	300	300
Use of Capital Receipts	16,500	500	-	-
Prudential Borrowing	13,100	3,403	1,413	1,413
	32,925	5,300	2,150	2,150

3.5.3 Rushmoor's capital receipts reserve was £18.8m at the start of 2016/17 and as can be seen from the above table, will be almost entirely depleted during the forecast period. The Council has commenced borrowing in 2016/17 for liquidity purposes and in order to fund its substantial capital programme which supports the 8-point plan for sustainability by investing in income generating assets such as commercial property.

3.5.4 The Council has also set regeneration of its town centres as a strategic priority, which will lead to significant redevelopment schemes within both Aldershot and Farnborough. It is too early at this stage to estimate the total costs and timing of these projects or the extent of external funding, future income or capital return that these developments may generate. Nevertheless, they should be considered to obtain a more realistic picture of the level of capital expenditure over the medium term and consequently their impact on core capital reserves and the need for future borrowing.

3.5.5 The Council will seek to alleviate the pressures on its internal capital resources by maximising alternative sources of funding such as Growth

Deals, administered by Local Enterprise Partnerships, or by seeking private sector funding to support regeneration plans. In addition, some of the expenditure above is repayable in later years (for example, loan arrangements under the Annual Programme) or have the potential to provide future capital receipts once assets have been redeveloped and sold, or if the Council chooses to realise capital appreciation of assets held during the medium-term. However, it is evident that the Council will need to use its invested capital receipts and move to borrowing, both of which will impact directly on its revenue budget (through reduced interest receipts and costs of borrowing).

- 3.5.6 The Council will hold a balanced portfolio of investments and borrowing, maintaining sufficient liquidity to meet its working capital requirements while continuing to hold some longer term Pooled investments due to the quality of the funds and their significant contribution to the revenue account in terms of interest receivable.
- 3.5.7 It should be noted that the Council will only invest as long as its capital spending plans are affordable, prudent and sustainable. The key constraint on capital investment by the Council is the availability of capital resources and the scope to afford the financial implications in revenue terms. The existing strategy provided for the switching of funds earmarked as revenue contributions to capital outlay (RCCO) to instead support borrowing costs in the revenue account. This has been utilised in the forecasts above with general RCCO reducing from £550,000 to £300,000 in 2017/18. The capital forecast also assumes that with the increased allocation of Better Care Funding for the provision of Disabled Facilities Grants, the past contribution of £200,000 per annum from the revenue account will no longer be required.
- 3.5.8 The Council will review its prudential indicators for capital financing, including borrowing limits, in February, as part of the annual Treasury Management Strategy.

## **4 CONCLUSIONS**

- 4.1 The Financial Strategy as set out at Appendix A sets a framework for managing the Council's finances and will support the new Council Plan being developed alongside the revised aims and priorities of the current Cabinet.
- 4.2 The Council has taken significant steps to reduce its cost base whilst protecting front line service delivery, keeping Council Tax low and continuing to invest in the future through annually reviewing its priorities and undertaking key invest-to-save and regeneration projects.
- 4.3 The 8-Point Plan will produce significant efficiency savings over the medium term from a combination of service efficiency reviews, procurement savings, invest-to-save projects, new income generation and decisions on the structure of the Council.
- 4.4 However, the Council continues to face significant financial challenges due to

reduced central government funding, increased financial volatility, uncertainty and risk over the medium term. The Council will need to continue to undertake a detailed review of areas where efficiencies can be made in order to realign budgets to meet its priorities and to develop new income streams to support current spending plans.

- 4.5 The Council will need to ensure adequate risk reserves are maintained to provide capacity to invest in service transformation and to hedge against future shortfalls. The use of reserves is not a long-term solution to funding challenges but does enable the Council to plan and implement service changes over time, whilst providing a buffer against sudden shifts in the Council's income streams. This strategy provides resilience and allows the Council time to approach future funding requirements in a considered, structured way.
- 4.6 The Council's capital expenditure plans could mean that internal capital resources will be largely depleted during 2016/17. The Council is moving to borrowing, the timing and scale of which will depend on the pace of investment, the external funding that can be secured and the ability to absorb the cost of that borrowing in its general fund.
- 4.7 It is essential that Capital and Revenue plans are considered together, due to their interaction. For example, the Council has formed a strategy using the 8-point plan to use capital expenditure to fund invest-to-save schemes in order to close the revenue funding gap. This in turn puts pressure on capital resources, which leads to borrowing, adding pressure on revenue by incurring borrowing costs.

## **5 RECOMMENDATIONS**

- 5.1 Cabinet to:
- (i) Note the principal issues identified in the report and in the summary of risks at Appendix B, and
  - (ii) Recommend to Council the approval of the Financial Strategy set out at Appendix A
  - (iii) Approve the acceptance of the multi-year settlement offer and
  - (iv) Delegate the production of an efficiency plan to the Head of Financial Services in consultation with the portfolio holder for Corporate Services.

**AMANDA FAHEY**  
**HEAD OF FINANCIAL SERVICES**



## MEDIUM TERM FINANCIAL STRATEGY 2016/17 – 2019/20

The Medium Term Financial Strategy is based around five key principles. These are set out below with supporting actions for each principle.

*Revenue Expenditure - The Council recognises that it has to target its limited resources to where they are most needed, ensuring good services that represent good value for money. The Council recognises the need to reduce its net revenue expenditure in the face of reduced funding from central government, economic pressures, local demography and increased demand for services.*

- The Council will set a balanced budget each year, reflecting its objectives, priorities and commitments.
- The Council will seek to deliver efficiencies, new income streams and cost reductions based on the key elements of its 8-point plan for delivering financial sustainability;



The 8-point plan is a fluid plan, responding to new pressures and adapting to new initiatives so these over-arching headings may change over time.

- There is no presumption that non ring-fenced grants will be spent on the purposes for which they are nominally provided (appropriate business cases to be provided for spending against such grants)
- Regular review of the Council's fees and charges
- The Council will seek to reduce reliance in its revenue budget on uncertain funding streams such as New Homes Bonus.

*Capital Expenditure - the Council will only undertake capital investment in support of its priorities and where its supports asset maintenance, invest-to-save schemes or strategic intent (such as regeneration). Capital spending plans, whether funded from internal resources or through borrowing, will be affordable, prudent and sustainable.*

- The Council will develop an asset management strategy that seeks to maximise return on existing Council assets, divest itself of low-performing assets and sets out parameters for investment in property to increase income to the Council.
- The Council will set prudential indicators, including borrowing limits, for capital financing through its annual Treasury Management Strategy ensuring any future borrowing is affordable, prudent and sustainable.
- The Council will explore opportunities for borrowing as the need arises such as Public Works Loan Board, European Investment Bank, through the Local Enterprise Partnership, other Local Authorities and the UK's Municipal Bond Agency.
- The Council will seek alternative forms of funding to use of its internal resources where possible, maximising the use of external resources such as s106 contributions and funding from Local Enterprise Partnerships and exploring private sector funding opportunities where available.
- The Council will review the estimated level of Revenue Contributions to Capital annually as part of the budget process, the actual level of contribution being dependent on the outturn position each year. As the Council moves towards borrowing, the contributions to capital may be replaced in the revenue budget by the cost of carrying debt.
- Capital receipts from the sale of assets will be used to meet future corporate priorities rather than be retained for use by the service that has relinquished the asset
- Resources allocated to particular capital projects but subsequently not required are returned to meet future corporate priorities rather than be retained for use by that service
- No new capital schemes are included in the programme without the necessary resources to meet the full capital costs and any on-going Revenue costs being in place.
- All new capital schemes are subject to the bid process for inclusion in the Capital Programme, which requires whole life costing for new bids for the current revised budget and for the upcoming year. Indicative bids are required for future years in order to have a picture of capital spending over the medium term but these later projects will require business cases and further approval as they come forward. New capital schemes brought forward in-year are supported by business cases and reported to

DMB and Cabinet in line with current financial regulations.

*Reserves - the Council will maintain a reasonable level of usable reserves to enable it to weather the volatility of its funding position and to support invest-to-save schemes as part of its aim to reduce net revenue costs.*

- The Council will maintain its General Fund balance between £1 million and £2 million.
- In addition, the Council will maintain other usable reserves (E.g. Stability & Resilience Reserve/Service Improvement Fund) to provide a buffer against fluctuations in income and expenditure and to support invest-to-save schemes. The estimated level of these usable reserves (including the General Fund Balance) at the close of 2016/17 is £5.3 million, which is around 6.5% of the Council's gross expenditure. The Council will aim to maintain a minimum level of reserves at 5% of gross expenditure, while recognising that the figure may go up or down, adjusting to short-term pressures within the revenue budget principally as a result of the operation of the Business Rates Retention Scheme.
- Reserves are not used to meet on-going, unsustainable levels of expenditure but may be used in the short-term in conjunction with plans to reduce net revenue costs over the medium-term
- Regular review of all reserves in order to:
  - Maintain and replenish funds which will be used to mitigate the substantial risks identified over the medium term
  - Maintain reserves to support the provision of major projects, invest-to-save schemes or service reviews in order to support the work of the 8-point plan as referred to above
  - Release those reserves which are no longer required due to changing circumstances
- The Council will annually review the level of earmarked reserves it sets aside to mitigate against known risks or future liabilities, to ensure that the level of those reserves remains appropriate, returning balances no longer required to the General Fund.

*Governance and Performance - the Council will monitor the delivery of its financial strategy and performance against savings requirement, adjusting the plans to meet changing demands. This will be achieved by:*

- Annual review of key strategies such as Medium Term Financial Strategy and Treasury Management Strategy, with updates to relevant Committees, Policy and Review panels and Cabinet as appropriate.
- Continuous improvement of governance and project management of key programmes and projects, ensuring benefits of invest-to-save projects

are realised.

- Ensuring that the Council's budgets, financial records and accounts are prepared and maintained in line with accounting standards, CIPFA Code of Practice on Local Government Accounting, the CIPFA Prudential code and relevant sections of the Council's Constitution and Financial Regulations.
- Timely budget and performance monitoring arrangements (through budget monitoring and quarterly performance monitoring reports).
- Preparation of financial plans to cover a four-year period, including revenue and capital expenditure, Tax bases and Council Tax Support Scheme.
- Budget guidelines are maintained and reviewed annually by the Council's s151 officer.
- New spending plans are considered only if they make a clear contribution to the Council's objectives and priorities or meet new statutory responsibilities.
- Ensuring proposals for significant projects and changes are set out in an appropriate business case to assess the impact on the Council.

*The Council will seek out opportunities to work with partners to maximise outcomes for our residents, explore access to funding and maximise the shared benefits of joint working.*

- The Council will explore joint working opportunities or shared services where they add benefit to the Council or its residents with partners including (but not exclusive to):
  - County Council
  - Police
  - Fire and Rescue Authority
  - Other local authorities
  - Local Enterprise Partnership
  - Voluntary and Community sector
  - Private sector
- The Council will seek to maximise the financial benefit and security of any potential devolution deal with government.
- The Council will seek to optimise external funding opportunities to defray cost of services and capital investment or to increase available resources.

## SUMMARY OF RISK ASSESSMENTS

Risk	Level	Mitigation
Overall government funding through formula grant and business rates is less than assumed.	HIGH (RED)	Assess impact of Local Government Settlement at earliest opportunity, monitor impact of any change to the business rates retention scheme and revise forecasts as necessary. Major mitigation is afforded by the acceptance of the multi-year settlement which provides greater certainty over funding over the medium term
Planned efficiency savings and savings targets are not achieved.	HIGH (RED)	The Council has developed an 8-point plan towards financial sustainability with on-going review of the plan in respect of timescales, deliverability and net benefits. The Council has also set aside Reserves to support invest-to-save schemes and to mitigate against the effects of fluctuations in net revenue spending while longer-term sustainability plans are moved forward.
Reduction in interest income due to low interest rates or investment returns being lower than budgeted for.	MEDIUM (AMBER)	Interest rate risk is managed through the Treasury Management Strategy, which has moved towards longer-term, pooled funds and other fixed rate instruments to protect the Council from the impact of low base rates. Mid- and year-end monitoring reports are produced on all treasury management activity, in addition to reporting during the budget monitoring cycle. Capital expenditure, which reduces the core reserves available for investment, will only be undertaken where prudent and affordable. Mitigated to some extent by the reduction in investment balances held as the Council's capital reserves are depleted and it moves towards borrowing
Pressure on Revenue account due to cost of borrowing	MEDIUM (AMBER)	Interest rate risk will be managed through the Treasury Management Strategy. Careful consideration will be given to timing and duration of borrowing and the application of policy to determine the minimum revenue provision, in order to maintain prudent, affordable borrowing.
Fees and Charges income does not achieve the assumed levels.	MEDIUM (AMBER)	The Council has a well-developed in-year budget monitoring process that identifies any variations early to allow corrective action to be taken. The Council also maintains a Stability and Resilience Reserve to mitigate against large fluctuations in its income streams

APPENDIX B

		in the short term, while longer term plans to reduce net expenditure are being progressed.
Legislative changes not anticipated.	MEDIUM (AMBER)	Keep up to date with Government policy and consultations.
Expenditure is not contained within approved budgets.	LOW (GREEN)	The Council has a well-developed in-year budget monitoring process that identifies any variations early to allow corrective action to be taken. A reasonable level of usable reserves is maintained to meet any unavoidable unexpected costs.
Unplanned expenditure requirements.		
External grants and contributions are less than forecast.		

## Applications for Discretionary Rate Relief

### 1. Introduction

1.1 The purpose of this report is to:

- Outline the background and financial implications of Discretionary Rate Relief
- Consider three new applications for Discretionary Rate Relief
- Examine the overall budget position for cost impact of Discretionary Rate Relief applications for 2016/17

### 2. The Background

2.1 Mandatory rate relief is available at 80% of the rates payable, and to qualify an organisation must:

- Occupy a property or rating hereditament which is used wholly or mainly for charitable purposes, and
- Be established for charitable purposes only, or
- Be accredited as a community amateur sports club

Rushmoor's Scheme of Delegation authorises the Head of Finance to grant mandatory relief. All the organisations listed in Appendix 1 have already been assessed for and awarded mandatory relief where appropriate.

2.2 A local authority has discretion to grant "top up" relief of up to the additional 20% to charities that have received the 80% mandatory relief.

2.3 In addition, an authority can grant relief of up to 100% to other ratepayers.

### 3. Financial Implications

3.1 Since 1<sup>st</sup> April 2013, the Business Rates Retention Scheme has introduced a fundamentally new set of arrangements for dealing with the cost of business rates. The cost to the Council of granting any relief is most reliably estimated at being 40% of the value of the relief granted. Although the total cost is ultimately determined by a range of factors, such as the Council's total rate receipts measured against its estimated threshold for growth and taking into account whether any payment levies or safety net contributions are payable or receivable.

### 4. Organisations Currently Receiving Relief

4.1 Appendix 1 shows those charitable organisations that qualify for 80% mandatory relief and which have been granted the additional 20% "top up"

discretionary relief. The organisations are grouped together under generic headings, and the period of grant and financial effects are also shown.

4.2 Appendix 1 also sets out summary details of the non-charitable organisations that are currently in receipt of relief. The appendix includes the value and costs of relief and period of grant.

## 5. The Applications

### 5.1 Batten Disease Family Association

#### Office 1:

The Old Library, Boundary Road, Farnborough, Hants GU14 6SF

**Billing No.** 92079376

#### Office 3:

The Old Library, Boundary Road,  
Farnborough, Hants GU14 6SF

**Billing No:** 9208267X

The Batten Disease Family Association is a national charity, which aims to support families, raise awareness and facilitate research into the group of devastating neurodegenerative diseases, commonly known as Batten Disease.

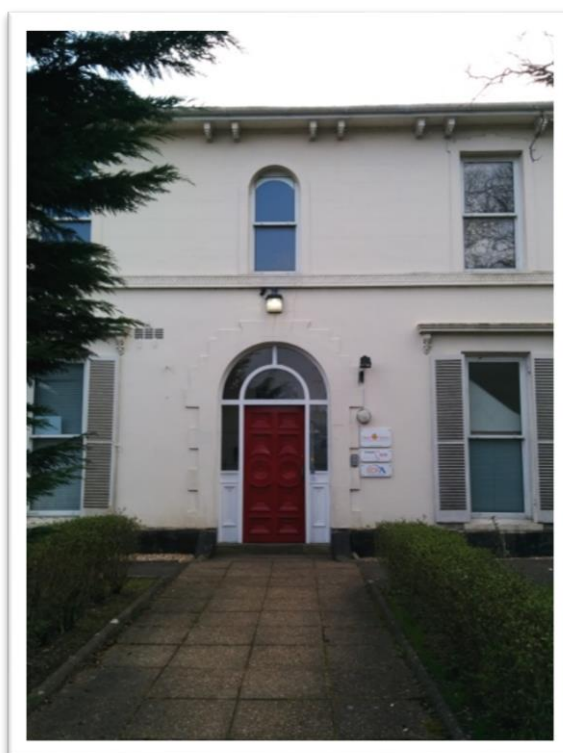
The Batten Disease mission is to “Bring light to Batten Disease by being the central point of excellence in the UK for raising awareness, supporting affected families and facilitating research into the disease.”

As a registered charity, the Batten Disease Family Association is entitled to 80% Mandatory Relief and this application is for 20% Top Up Discretionary Relief.

Last year, the Batten Disease Family Association was awarded relief for one year. It was felt that a fresh application would allow the Council to review the organisation’s finances and to assess the impact the organisation has had in the local area.

The Batten Disease Family Association currently has two units in The Old Library, Boundary Road (Office 1 and Office 3). The amounts payable and financial effect on Rushmoor Borough Council for 2016/17 is as follows:-

- ❑ Office 1: £715.68 (financial effect to Rushmoor = £286.72)
- ❑ Office 3: £206.26 (financial effect to Rushmoor = £82.50)





In their application, the charity advises the following:-

***What are the main objects of the charity?***

To provide support to families affected by Batten Disease; To raise money to fund research into Batten Disease.

***Outline ways the organisation is involved at local level:***

Providing support for families locally and nationally who live with Batten Disease. Emotional, practical and educational support. Provide funds via fundraising to facilitate research and support families on a clinical trial.

***What purpose does the organisation use the premises and facilities?***

Offices – only UK office.

***Are the premises and facilities made available to anyone else?***

They are used by charity partners, members and families we support.

***What proportion of the membership is resident in the Rushmoor area?***

This is a rare disease and to give a number locally would not comply with Data Protection, as families could be identified.

***What specific facilities are there for the under-represented members of the community?***

Membership is open to all members of the community regardless of age, ethnicity, disability or sexual orientation or gender. This disease affects all ethnic groups.

All our work is focused around a rare disease in children with disabilities. We support all who support them whoever they may be.

We run annual workshops, families' conferences and face-to-face advocacy and support service. Also educational and professional support workshops.

***How would an award of relief to your organisation benefit the local community?***

Last year after 17 years of working from home on dining tables, the Batten Disease Family Association rented its first office, which has proved highly beneficial. Further expansion this year in staff and priorities has meant we now rent another office in the same building.

We chose Farnborough as our location due to its proximity to London, good rail service, lower rents and also its road links, as we are a national charity with only one base. We also chose Farnborough for its business links.

By having a base in the community of Rushmoor, we have increased our links with local companies and other charities and hope to continue to do so. It is important to us to raise our profile in the community, as we are a rare disease charity receiving no government or statutory funding.

**This letter was received in response to additional information requested about local activity**



22 July 2016

David May  
Principal Revenues and Benefits Officer  
Rushmoor Borough Council  
Council Officers  
Farnborough Road  
Farnborough  
GU14 7JU

Dear Mr May

Thank you for your letter of 28 June regarding our Discretionary Rate Relief Application for our offices at the Old Library, Boundary Road. As requested, please find following information on our charity's recent activity in the local area.

Our work is with families affected by a very rare disease (approx. 250 cases in the UK) and so there are not large numbers of affected families in any one area. For Data Protection purposes we cannot give details of families we work with in the Rushmoor area as numbers are small, the condition is rare and families could potentially be identified. Our original application stated why we chose Farnborough for our first offices but we would apply for the discretionary rate relief (which we were awarded last year) wherever we are based as we receive no government funding for our activities which cannot be confined to one area of the country and therefore need any financial support we can get in order that our fundraisers' donations can go towards helping families and not on overheads. We are the only charity in the UK supporting families living with the devastating diagnosis of Batten disease.

- We run an education advisory service for families affected by Batten disease. This enables families to access support to get their children appropriate support at school and access to appropriate schools for their children. When dealing with a degenerative condition such as Batten disease, this can be ongoing support over many months or years or for a much shorter period. We also provide training and support for schools wherever they request it.
- We run a support and advocacy service for families affected by Batten disease. We give advice and support to all members of the family and extended family; over, the phone, by email or in person and at meetings that families feel it appropriate for us to attend.
- We provide leaflets and information to be given to education, healthcare and social care professionals working with families to enable them to further understand this rare disease that many doctors have never come across before.

Batten Disease Family Association  
The Old Library, 4 Boundary Road, Farnborough, Hants GU14 6SF  
For more information on supporting our work visit [www.bdfa-uk.org.uk](http://www.bdfa-uk.org.uk)  
Tel: 01252 416323 Email: [admin@bdfa-uk.org.uk](mailto:admin@bdfa-uk.org.uk)

Registered Charity No 1084908

- We provide information on research and trials taking place both in the UK and worldwide.
- We connect families together so that they can support one another, either remotely or in person and through holding an annual family conference
- We connect professionals together so that they can learn from one another enabling good practice in the field of Batten disease.
- We provide workshops for families and professionals.
- We write letters for families supporting grant applications and benefit applications.
- We advise on specialist equipment and the benefits families may be entitled to.
- We provide small grants to families of children or young people who are living or have lived with Batten disease.
- We hold an annual awareness day in June including an open office afternoon where we invite members of the local community to join us to learn more about our work.
- The work of our charity has been featured in the Farnborough News four times in the last 18 months – when we held our launch in our first offices in Feb 2015 attended by local MP Gerald Howarth and Rushmoor Mayor Martin Tennant; when both our awareness days in June 15 and June 16 were covered and most recently when the British Airways Cabin Crew visited to give us a cheque of monies raised by their Christmas pantomime.
- We have regular volunteers from the local area working in our office and remotely for us. Two of them were nominated in the Hart District Council Chairman's Volunteer Recognition Event in March of this year for their contribution to the local area (see page 12 in attached twice-yearly newsletter)

As well as receiving no government funding, there is no charge to families to use any of these services, all of which are covered by charitable grants or supporter fundraising.

We hope you will look favourably on our application so that we can continue to support families living with this devastating and life-limiting condition in these ways.

Yours sincerely



Lucy Roose  
Office Manager

Encs.

5.2 **Parkside (Aldershot & District Learning Disability)**  
Fab Café, Farnborough Library, Pinehurst, Farnborough  
**Billing No: 92086653**



The Fab Café is a new café situated in Farnborough Library, which offers work experience opportunities for young people with learning disabilities. Young clients from Parkside are able to gain work experience by actually working in the Café.

Parkside itself is a registered charity based in Aldershot that provides support services for children and adults with learning disabilities living in the local area, covering both Hampshire and Surrey.

You can read more information about Parkside on their website at [www.parksidealdershot.co.uk](http://www.parksidealdershot.co.uk).

As Parkside is a registered charity, they are entitled to 80% Mandatory Relief. This application is for 20% Discretionary Top Up Relief. The relief is requested from when they opened the café on 7<sup>th</sup> October 2015.

Their Business Rates are payable is as follows:-

- 2015-16 = £443.46  
(If relief is awarded, the financial effect on Rushmoor would be £177.38)
- 2016-17 = £924.42  
(If relief is awarded, the financial effect on Rushmoor would be £369.77)

In their application, the charity advises the following:-

***What are the main objects of the charity?***

To offer an activity room to offer sessions for people with a learning disability. The Fab Café offers a work experience programme to young people with a learning disability in a workplace environment.

***Outline ways the organisation is involved at local level:***

We work with care homes, parents, HCC and Surrey CC in developing and delivering services. We engage with local people through fetes, networking and events across areas e.g. "beat the street". We liaise with Mencap at regional/national level. We work with the Library on events, most recently "Authors Days".

***What purpose does the organisation use the premises and facilities?***

We run a Café for visitors to the Library. The Library is a good meeting point and our support workers use it for 1:1 work. The activity room runs a friendship group, sport group, youth group, take a break group and various arts and crafts.

***Are the premises and facilities made available to anyone else?***

We have shared the space with Aldershot Day Services for some of the courses that the Library has run for people with a learning disability. We have offered the room for other not for profit organisations that need a meeting point.

***What proportion of the membership is resident in the Rushmoor area?***

98%

***What specific facilities are there for under represented sections of the community?***

Through our relationship with the HCC Gateway programme, membership to groups such as RVS, Hart Voluntary visiting the fresher's fair at the Sixth Form College. Housing Associations - we have a social media profile.

Activities at our sites in both Aldershot and Farnborough. A sensory suite at our Aldershot site. For those with a learning disability looking for work experience, we offer programmes at our Café in Aldershot and Farnborough. We also offer gardening for the elderly who find garden maintenance hard.

The youth group attend library courses. Work experience clients attend RBC food hygiene and library services courses.

***How would an award of relief to your organisation benefit the local community?***

Our organisation is a "Not for Profit" charity and as such we rely on donations and fundraising to enable us to keep our services. We have some 230 members who are actively involved in receiving support from Parkside. Without the activities we offer, many clients would have very little focus and social interaction. The support provided by Parkside ensures a service that monitors our client's health and well-being and in turn assists Health Service practitioners' workloads, as there are less mental health v medical issues to address.

In our quality monitoring, parents tell us that they love our work experience programmes, as for many of them lose skills attained at College, as they no longer have an opportunity to use them. Parents also tell us that siblings

benefit from our support, as they are able to pursue hobbies and clubs with them.

Our programmes such as gardening and café work make us visible in the community and help us in delivering our inclusive message.

### **Financial Position**

The organisation has supplied a set of audited accounts up to 30<sup>th</sup> September 2015 and a Profit and Loss sheet from October 2015 through to March 2016.

The audited accounts show that at the 30<sup>th</sup> September 2015, the organisation's total funds amount to £736,926 with a total profit from the previous year of £7,513.

Fab Café opened in October 2015 and Profit and Loss sheet for that period details the income and expenditure of the Café.

For the period October 2015 through to March 2016, the organisation has made a profit for the period of £46,578. However, for the Fab Café (Farnborough Link), the income for the period is £20,154.19, but the expenditure for the period is £24,379.04, meaning a loss of £4,224.85.

### **5.3 Fabrica Ncv Ltd**

16 Camp Road, Farnborough, GU14 6EW

**Billing No.** 92087953

Fabrica is a vintage furniture shop in North Camp, which specializes in upcycling prior-owned furniture and household goods from house-clearances.

They commenced trading on 1<sup>st</sup> October 2015.

They are a local business supporting several charities helping survivors of environmental disasters. They are committed to three causes:

1. General sustainability
2. Rebuilding shattered communities, and
3. Helping local residents live stylishly and frugally in difficult times

More information about Fabrica can be seen on their website <https://fabrica-ncv.com>

Fabrica is not a registered charity but a not-for-profit social enterprise organisation, therefore Fabrica are not entitled to 80% mandatory relief. This application is for 100% Discretionary Relief.



The Rateable Value on the premises is £8,200 and therefore Fabrica are entitled to Small Business Rates Relief.

The rates payable has been calculated as follows:-

**Gross Debit 1/10/15 – 31/316** **£1,968.00**

<i>Less Small Business Rate Relief</i>	-£1,246.33
<b>Net Rates Payable</b>	<b>£721.67</b>
<i>Less Payments</i>	-£0.00
<b>Balance Outstanding</b>	<b>£721.67</b>

**Gross Debit 2016/17** **£3,968.00**

<i>Less Small Business Rate Relief</i>	-£2,513.43
<b>Net Rates Payable</b>	<b>£1,455.57</b>
<i>Less Payments</i>	-£0.00
<b>Balance Outstanding</b>	<b>£1,455.57</b>

It is important to note that from April 2017, the threshold for Small Business Rates Relief is changing and any property with a Rateable Value less than 12,000 will receive 100% relief. However, there will also be a revaluation and therefore it is uncertain what the Rateable Value will be from April 2017.

The indicative cost to Rushmoor Borough Council of granting various levels of Discretionary Rate Relief would be:

**100%**

- 2015 = £288.66
- 2016 = £582.23

**50%**

- 2015 = £144.33
- 2016 = £291.11

In their application, Fabrica advise the following:-

***What are the main objects of the charity?***

Fabrica NCV is a not for profit social enterprise raising funds to support good causes for the local community and raising the profile of Chernobyl Children Life Line.

***What proportion of the membership is resident in the Rushmoor area?***

Men in Sheds\* will be set up within Fabrica and more information can be found at [www.menssheds.org.uk](http://www.menssheds.org.uk)

(\*A Men's Shed is a community workspace, like a typical "mans" shed in the garden but bigger, better equipped and for more people. They are places of

skill-sharing and informal learning, of individual pursuits and community projects, of purpose, achievement and social interaction; no two Sheds are the same. The activities follow the interests and skills of the members.

They mainly attract older men but can have women or younger people. Most are set up and run by a group of people and others by established organisations. They are opening at more than two a week across Britain.)

***Does the organisation actively encourage membership from under represented sections of the community?***

Men in Sheds will be open to all sections of the community of all ages.

***What specific facilities for under-represented members of the community:***

To get a facility at Fabrica to be put at the disposal of all sections of the local community to engage in recycling, upcycling unwanted furniture in a commercial working environment.

***What training or educational facilities are provided for members?***

Training and mentoring facilities are to be provided to assist in a friendly environment designed to combat homelessness in the community.

***How would an award of relief to your organisation benefit the local community?***

The framework is already established within Fabrica to encompass Men in Sheds in Rushmoor. It has been recognised to have a very positive effect on mental health issues by enabling individuals to work within a safe and secure environment with supervision as required in the company of others at times that fit with the participant engaged in a project they wish to work on.

Sir Gerald Howard has stated in a letter to me on 16<sup>th</sup> March 2016 this is an idea of merit. Jacqui Vosper has informed me of her interest in the project and its positive impact on mental health. Greg Alexander CEO of RBC Voluntary Services is proving to be a supporter of this project as is my local Councillor Liz Corps. The Rate Relief will help to cement the viability of the project moving forward.

**Financial Position**

Due to the relative infancy of this business, no supporting accounts are available at this time.

**6. Financial Position**

- 6.1 Under the Business Rates Retention Scheme, the financial implications of granting both mandatory and discretionary relief are as set out in para. 3.1.
- 6.2 The current financial spend in respect of discretionary and mandatory relief is set out in Appendix 2.



## **7. Recommendation**

7.1 Cabinet are requested to:

- a) Consider whether to award any Discretionary Rate Relief to the three new applicants as set out in the report, and
- b) If so, for what period(s)

**Amanda Fahey**  
**Head of Financial Service**

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### ***Background Papers***

1. *Local Government Finance Act 1988, Section 47*
2. *Non-Domestic Rating (Discretionary Relief) Regulations 1989 (SI 1989 1059)*
3. *Dept of the Environment Practice Note - Non-domestic rates, discretionary rate relief, issued November 1989*
4. *Full application case file in respect of the applicants*

Billing No	Name	Address	Yearly Rates	MR %	MR Value	DR%	DR Value	Cost of Award	Expiry Date	
<b>Scouts /Guides</b>										
9000743	6th Farnb'oro Scouts	123 Cheyne Way	1,292.20	80	1,033.76	20	258.44	103.38	31/03/2017	
9000745	2nd Aldershot Scout	Church Hill	2,460.15	80	1,968.12	20	492.03	196.81	31/03/2017	
9001013	1st Aldershot Scouts	Eastern Road	2,087.40	80	1,669.92	20	417.48	166.99	31/03/2017	
9001549	1st Cove Scouts	11 Fleet Road	2,485.00	80	1,988.00	20	497.00	198.80	31/03/2017	
9001905	5th Farnb'oro Scouts	9 High Street	1,863.75	80	1,491.00	20	372.75	149.10	31/03/2017	
9002718	14th Aldershot Scout	72 North Lane	1,689.80	80	1,351.84	20	337.96	135.18	31/03/2017	
9004421	4th Aldershot Scouts	Western Road	1,590.40	80	1,272.32	20	318.08	127.23	31/03/2017	
9110756	3rd Farnborough Scouts	Sand Hill	3,081.40	80	2,465.12	20	616.28	246.51	31/03/2017	
9002994	8th Farnborough Air Scout	Rectory Road Scout Hut, Pric	1,242.50	80	994.00	20	248.50	99.40	31/03/2017	
9003179	2nd Farnborough Scout Group	Scout Hut, Curly Bridge Close	1,317.05	80	1,053.64	20	263.41	105.36	31/03/2017	
			<b>19,109.65</b>		<b>15,287.72</b>		<b>3,821.93</b>	<b>1,528.77</b>		
<b>Charity Shops</b>										
9110401	Phyllis Tuckwell Hospice	9 Union Street	6,958.00	80	5,566.40	20	1,391.60	556.64	31/03/2017	
9201455	Parity for the Disabled	69 Camp Road	4,671.80	80	3,737.44	20	934.36	373.74	31/03/2017	
9207795	Phyllis Tuckwell Hospice	52 Kingsmead	3,826.90	80	3,061.52	20	765.38	306.15	31/03/2017	
9202688	British Heart Foundation	107 Victoria Road, Aldershot	36,281.00	80	29,024.80	20	7,256.20	2,902.48	31/03/2017	
9204789	British Heart Foundation	30 Union Street, Aldershot	11,555.25	80	9,244.20	20	2,311.05	924.42	31/03/2017	
9200446	British Heart Foundation	96B Queensmead, Farnborou	10,809.75	80	8,647.80	20	2,161.95	864.78	31/03/2017	
			<b>74,102.70</b>		<b>59,282.16</b>		<b>14,820.54</b>	<b>5,928.22</b>		
<b>Local Charities</b>										
9000006	Community Pre-School	67 Albert Road	3,329.90	80	2,663.92	20	665.98	266.39	31/03/2017	
9000007	Farnb'oro Cove War Mem	Albert Road	7,827.75	80	6,262.20	20	1,565.55	626.22	31/03/2017	
9000981	Rowhill Nature Reserve	95 Cranmore Lane	658.53	80	526.82	20	131.71	52.68	31/03/2017	
9206468	* Farnb'oro Comm Centre	Pinehurst Avenue	13,667.50	80	10,934.00	20	2,733.50	1,093.40	31/03/2017	
9206467	Rushmoor Voluntary Servs	Pinehurst Avenue	6,336.75	80	5,069.40	20	1,267.35	506.94	31/03/2017	
9205534	Sasra	Havelock House, Barrack Ro.	1,180.38	80	944.30	20	236.08	94.43	31/03/2017	
9207635	B V Scope Parity for Disabled	92 - 94 Whetstone Road, Far	1,317.05	80	1,053.64	20	263.41	105.36	31/03/2017	
9110359	Rushmoor Gym Club	Pool Road	5,715.50	80	4,572.40	20	1,143.10	457.24	31/03/2017	
9111133	Farnb'g Christian Outreach	64 Kingsmead	3,329.80	80	2,663.92	20	665.98	266.39	31/03/2017	
9201815	The Source	237 High Street	-	80	-	20	-	-	31/03/2017	
9205672	Step By Step	36 Crimea Road, Aldershot	34,790.00	80	27,832.00	20	6,958.00	2,783.20	31/03/2017	
9207076	Step By Step Partnership Limitec	Ground Floor, 157 High Stree	1,714.65	80	1,371.72	20	342.93	137.17	31/03/2017	
9206535	Relate	35/39 High Street	3,081.40	80	2,465.12	20	616.28	246.51	31/03/2017	
9205023	Rushmoor Healthy Living	Suite 17 Second Floor The M	2,087.40	80	1,669.92	20	417.48	166.99	31/03/2017	
9111721	Farnborough Air Services Trust	Farnborough Air Sciences Tri	20,625.50	80	16,500.40	20	4,125.10	1,650.04	31/03/2017	
9207166	The Clear Stone Trust	119 Lynchford Road, Farnbor	4,552.70	80	3,618.16	20	904.54	361.82	31/03/2017	
9206536	The Gurkha Welfare Trust	First Floor East, 35-39 High £	2,733.50	80	2,186.80	20	546.70	218.68	31/03/2017	
9206386	The Vine Drop In Centre	The Institute, 33 Station Roa	3,628.10	80	2,902.48	20	725.62	290.25	31/03/2017	
			<b>116,576.41</b>		<b>93,237.20</b>		<b>23,309.31</b>	<b>9,323.72</b>		

**Large Charitable Organisations with specific local focus**

9204865	Breakthrough Trust	Part Second Floor, 35-39 Hig	770.35	80	616.28	20	154.07	61.63	31/03/2017
9001328	Samaritans	182A Farnborough Road	5,467.00	80	4,373.60	20	1,093.40	437.36	31/03/2017
9002985	Farnborough CAB	Pinehurst Avenue	9,194.50	80	7,355.60	20	1,838.90	735.56	31/03/2017
9204526	Aldershot CAB	Aldershot Visitor Centre	6,833.75	80	5,467.00	20	1,366.75	546.70	31/03/2017
9204863	Aldershot CAB	Second Floor, 35-39 High Str	3,578.40	80	2,862.72	20	715.68	286.27	31/03/2017
9003303	St John Ambulance	Station Road	1,988.00	80	1,590.40	20	397.60	159.04	31/03/2017
9005676	St John Ambulance	2A Windsor Way	2,932.30	80	2,345.84	20	586.46	234.58	31/03/2017
9203425	St John Ambulance	Activity Centre, 99 Hawley La	5,591.25	80	4,437.00	20	1,118.25	447.30	31/03/2017
9007258	ATC Hut	259 North Lane Aldershot	1,466.15	80	1,172.92	20	293.23	117.29	31/03/2017
9007274	First Wessex	232 North Lane	4,671.80	80	3,737.44	20	934.36	373.74	31/03/2017
9111224	First Wessex	14 Totland Close	8,200.50	80	6,560.40	20	1,640.10	656.04	31/03/2017
9200375	Positive Action	Unit 6&8 4 Hillside Road	4,373.60	80	3,498.88	20	874.72	349.89	31/03/2017
9201223	RSPCA	47/49 Camp Road	6,833.75	80	5,467.00	20	1,366.75	546.70	31/03/2017
9203788	Royal Aeronautical Society	The Hub Fowler Avenue	6,833.75	80	5,467.00	20	1,366.75	546.70	31/03/2017
9207735	Tamba-Twins	Second Floor, Manor House,	6,337.75	80	5,028.60	20	1,267.35	506.94	31/03/2017
9202889	Royal Aeronautical Society	The Hub Fowler Avenue	19,134.50	80	15,307.60	20	3,826.90	1,530.76	31/03/2017
9206988	Affinity Trust	6 Alexandra Terrace, Alexanc	-	80	-	20	-	-	31/03/2016
9207937	Batten Disease Family Assoc	Office 1, The Old Library, Bou	-	80	-	20	-	-	31/03/2016
9208267	Batten Disease Family Assoc	Office 3, The Old Library, Bou	-	80	-	20	0	0	31/03/2016
9202477	Active Nation Uk Limited	Alpine Ski Centre, Galwey Rc	21,544.95	80	17,235.96	20	4,308.99	1,723.60	31/03/2017
			<b>115,752.30</b>		<b>92,524.24</b>		<b>23,150.26</b>	<b>9,260.10</b>	

**Community Amateur Sports Clubs**

9001491	Cove Bowling Club	53 Horn Road	3,379.60	80	2,703.68	20	675.92	270.37	31/03/2017
9001837	A'shot Cricket Club	Guildford Road	5,467.00	80	4,733.60	20	1,093.40	437.36	31/03/2017
9000246	Cove Cricket Club	Ambleside Close	2,360.75	80	1,888.60	20	472.15	188.86	31/03/2017
9207269	Farnborough Gate Bowling Club	Ringwood Road	2,932.30	80	2,345.84	20	586.46	234.58	31/03/2017
9205885	Aldershot & Fleet RFC	Guildford Road, Aldershot	5,591.25	80	4,473.00	20	1,118.25	447.30	31/03/2017
			<b>19,730.90</b>		<b>16,144.72</b>		<b>3,946.18</b>	<b>1,578.47</b>	

**Sports & Non-Profit Organisations**

9001252	A'shot Underwood Bowling	Eggars Hill	-	0	-	0	-	-	31/03/2017
9001253	A'shot Methodist Tennis	Eggars Hill	-	0	-	0	-	-	31/03/2017
9001895	Aldershot Dolphins Club	103 Hawley Lane	-	0	-	0	-	-	31/03/2017
9003223	Cove Football Club	7 Squirell Lane	49.21	0	-	100	49.21	19.68	31/03/2017
9003521	Farnb'oro RFC	Tile Barn Close	6,050.00	0	-	100	6,050.00	2,420.00	31/03/2017
9003522	Farnb'oro Lawn Tennis Cl	Tile Barn Close	2,178.00	0	-	100	2,178.00	871.20	31/03/2017
9004371	Blackwater Valley Ent	11 Wellington St	5,808.00	0	-	50	2,904.00	1,161.60	31/03/2017
9004435	A'shot Traction Ath Clb	Weybourne Rd	5,203.00	0	-	100	5,203.00	2,081.20	31/03/2017
9201332	British Gurkha Welfare Society	119 Wren Way	15,904.00	0	-	50	7,952.00	3,180.80	31/03/2017
9203884	Southwood Management	Kennels Lane, F/B	500.91	0	-	100	500.91	200.36	31/03/2017
9203837	Rushmoor Community FC	Grasmere Road	6,534.00	0	-	100	6,534.00	2,613.60	31/03/2017
9206753	Places for People Leisure Ltd	Farnborough Leisure Centre	176,435.00	0	-	100	176,435.00	70,574.00	31/03/2017
9206754	Places for People Leisure Ltd	Aldershot Pools	87,969.00	0	-	100	87,969.00	35,187.60	31/03/2017
9003102	Aldershot District West Indian As	Queens Road Recreation Gr	919.60	0	-	100	919.60	367.84	31/03/2017
9207025	Love Of The Game Ltd T/A Aldei	Recreation Ground, High Stre	20,625.50	0	-	50	10,312.75	4,125.10	31/03/2017
9207551	Rushmoor Schools Plus Cic	15 The Galleries, High Street	1,987.49	0	-	100	1,987.49	795.00	31/03/2017
			<b>330,163.71</b>				<b>308,994.96</b>	<b>123,597.98</b>	

Hardship Relief

Billing No	Name	Address	Yearly Rate	Percentage Award	Value	Cost of Award	Expiry Date
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0.00

**Cost of Discretionary Relief**

Total Yearly Rates	675,435.67
Total Mandatory Relief	276,476.04
Total 20% Top Up Relief	65,102.04
Total 20% CASC Top Up	3,946.18
Sports and Non-Profit	308,994.96
Hardship Relief	-
<b>Total Discretionary Award</b>	<b>378,043.18</b>
<b>Total Hardship Awarded</b>	<b>-</b>

**New Applications: Hardship Relief**

Billing No	Name	Address	Yearly Rate	% Award	Value	Cost of Award	Expiry Date
92060066	Shreyaz Fashion	18 Union Street, Aldershot	3,513.46	100	3,513.46	1,405.38	2016
92063661	Sovereign Snooker	1A Camp Road, Farnborough	17,270.15	25	4,317.53	1,727.01	2016
					<b>7,830.99</b>	<b>3,132.40</b>	

**New Applications: Discretionary Relief**

Billing No	Name	Address	Yearly Rate	MR %	MR Value	DR%	DR Value	Cost of Award	Expiry Date
9207937	Batten Disease	Office 1, The Old Library, Bo	3,578.40	80	2,862.72	20	715.68	286.27	2016
9208267	Batten Disease	Office 3, The Old Library, Bo	1,031.28	80	825.02	20	206.26	82.50	2016
9208665	Parkside T/A Fab Café	Café Farnborough Library, Pi	2,217.29	80	1,773.83	20	443.46	177.38	2015
9208665	Parkside T/A Fab Café	Café Farnborough Library, Pi	4,622.10	80	3,697.68	20	924.42	369.77	2016
9208795	Fabrica NCV Ltd	16 Camp Road, Farnborough	721.67	0		100	721.67	288.67	2015
9208795	Fabrica NCV Ltd	16 Camp Road, Farnborough	1,455.37	0			1,455.37	582.15	2016
					<b>4,466.86</b>		<b>1,786.74</b>		

CABINET  
20 SEPTEMBER 2016

HEAD OF PLANNING  
REPORT NO PLN1631

**Waverley Borough Pre-Submission Draft Local Plan Part 1:  
Strategy and Sites Consultation**

**1. Purpose of Decision**

- 1.1. This report provides a summary of the content and issues set out in the Waverley Borough Pre-Submission Draft Local Plan Part 1: Strategy and Sites<sup>1</sup> consultation with regard to any cross boundary issues that may impact on Rushmoor Borough. The closing date for submission of comments is 3<sup>rd</sup> October 2016.

**2. Context**

- 2.1. Before moving to the detail of the Waverley Local Plan consultation, it is useful to provide some context for Rushmoor's interest in the preparation of the document. The requirement for joint working on strategic planning matters is rooted firmly in national policy, to which all Councils are required to adhere in Local Plan preparation.
- 2.2. Hart, Rushmoor and Surrey Heath Councils form a single [Housing Market Area](#) (HMA), known as the Hart, Rushmoor and Surrey Heath (HRSH) HMA. Waverley Borough Council forms part of the adjoining West Surrey HMA, along with Guildford and Woking Councils. These HMAs are based on key linkages such as cross boundary commuting patterns and migration trends, and focuses on those neighbouring authorities with the strongest links. Whilst there are strong justifications for the authorities to work in these two groups, it is important to acknowledge the close links between these two market areas and the complexity across the wider sub-region.
- 2.3. The [National Planning Policy Framework](#) (NPPF) requires local planning authorities to ensure that their Local Plans together meet the full, objectively assessed needs for market and affordable housing in the HMA within which they fall. Hence, we would expect Waverley to work with its HMA partners in the first instance to meet its housing needs.
- 2.4. These policy requirements in the NPPF, particularly regarding the need for LPAs to work together to deliver outcomes on strategic cross boundary planning issues, are relevant to the preparation of our Local Plans. This includes addressing unmet development needs in neighbouring (HMA) authorities, where reasonable to do so. Effectively, this obligation placed on LPAs under the statutory "duty to cooperate" is a replacement for the strategic planning framework formerly provided by regional plans. Where

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<sup>1</sup> The Waverley Borough Pre-Submission Draft Local Plan Part 1: Strategy and Sites, and supporting documentation, can be viewed at [www.waverley.gov.uk/localplan](http://www.waverley.gov.uk/localplan)

Local Plans do not conform to national policy requirements, they are at significant risk of being found unsound.

- 2.5. In January 2013, Waverley Borough Council submitted a Core Strategy to the Secretary of State for examination. The Core Strategy included a requirement for 5,060 homes between 2006 to 2028, an average of 230 homes per year. This was lower than the South East Plan<sup>2</sup> housing requirement of 250 homes per year. At that time, Rushmoor Borough Council made a number of comments and raised some objections to the Core Strategy. These are summarised in Appendix 1.
- 2.6. During the examination of the Waverley Core Strategy in 2013, the Inspector raised some concerns regarding the duty to cooperate with neighbouring authorities and meeting housing need. Rushmoor participated in the first day of the public hearing sessions, which focussed on these issues. At the end of the first session the Inspector decided not to continue with the public hearings and wrote to Waverley Borough Council setting out his preliminary view and the Council made the decision to withdraw the Core Strategy.
- 2.7. Since this decision, Waverley Borough Council has been preparing a new Local Plan. However, it is keen to stress that this did not require it to go back to the start of the process and the evidence and consultation undertaken for the Core Strategy has been drawn on in the preparation of the new Local Plan (Part 1).
- 2.8. As part of the preparation of the Rushmoor Local Plan, we published in February 2015 a document, which set out a series of “duty to cooperate frameworks”, identifying potential cross boundary strategic issues, and establishing with whom the Council would need to engage on those issues. This report focuses on the areas of the Waverley Borough Local Plan Pre Submission Draft relevant to these cross boundary issues.

### **3. Housing**

#### *Meeting housing needs*

- 3.1. The draft Plan includes Policy ALH1 (The Amount and Location of Housing), which sets out a spatial development strategy for the delivery of housing. This states that the Council will make provision for at least 9,861 net additional homes in the period from 2013 to 2032 (equivalent to at least 519 homes a year). This would meet Waverley Borough’s objectively assessed housing need (OAHN) within its administrative area. It is noted that the requirement set out in the Policy provides no buffer of additional homes. However, it is noted that the policy wording includes the use of ‘at least’ and the Waverley Land Availability Assessment (August 2016) identifies a total supply of 10,069 homes, a surplus of 208 homes over the plan period.

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<sup>2</sup> South East Plan, the regional plan (or Regional Spatial Strategy) for the South East was published in May 2009. The Secretary of State for Communities and Local Government laid a Partial Revocation Order before Parliament and this came into force in 2013, when the majority of the South East Plan (except for Policy NRM6: Thames Basin Heath SPA) was revoked.

3.2. As mentioned above, Waverley Borough Council forms part of a HMA with Woking and Guildford Borough Councils. The West Surrey SHMA identified the following OAHN within these authorities:

Guildford	693 homes per year
Waverley	519 homes per year
Woking	517 homes per year

3.3. Both Waverley and Guildford Borough Councils are proposing to meet the OAHN for their administrative areas in the latest version of their Local Plans. However, the most up to date plan for Woking is the Core Strategy, which covers the period 2010 to 2027. This Plan seeks to deliver 292 homes per year, which is less than the current identified OAHN and the OAHN identified in the SHMA that existed at the time. The Woking Core Strategy was adopted after the introduction of the NPPF and in reaching its conclusions on the soundness of the Plan the Inspector was mindful of the requirements of the recently introduced NPPF. The three authorities are currently seeking to agree a Statement of Common Ground on housing delivery to explain how the authorities will work together to address housing needs within the HMA.

3.4. Waverley Borough Council makes it clear in the supporting documentation that it does not consider that it can sustainably accommodate any unmet need arising from Woking Borough and points out that they have not been formally asked to do so. They consider that the level of growth identified in the Plan represents a considerable step change in delivery compared to previous rates and that they are contributing to a significant boost in housing supply. Rushmoor Borough Council is supportive of Waverley Borough Council's commitment to meet its OAHN within its administrative boundary.

*The location of housing*

3.5. In draft Policy ALH1, each Parish is allocated a number of new homes to accommodate (summarised in Table 1 below). This includes homes already permitted and built since the start of the plan period (April 2013). A summary of the Spatial Strategy is shown on the Key Diagram (Appendix 2).

3.6. The amount of housing proposed for Farnham (2,330 homes) has been identified from a number of sources of supply in the Land Availability Assessment (LAA) (August 2016). This includes 1,234 homes identified as committed, consisting of completed units, planning permissions and windfalls<sup>3</sup>. The remainder (1,096 homes) will be delivered on strategic sites or on other potential housing sites identified in the LAA (2016). The non-strategic housing sites from the LAA (2016) have not been allocated in the Local Plan (Part 1), but will be allocated in the Farnham Neighbourhood Plan or Local Plan (Part 2).

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<sup>3</sup> Windfall sites are sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

**Table 1: Summary of Amount and Location of Housing proposed in Policy ALH1 of the Waverley Local Plan (Part 1)**

<b>Parish/Location</b>	<b>Number of new homes</b>
<b>Main Settlements</b>	<b>8,520</b>
<i>Consisting of:</i>	
<i>Farnham</i>	<i>2,330</i>
<i>Godalming</i>	<i>1,240</i>
<i>Haslemere</i>	<i>830</i>
<i>Cranleigh</i>	<i>1,520</i>
<i>Dunsfold Aerodrome new settlement</i>	<i>Up to 2,600</i>
<b>Large Villages</b>	<b>700</b>
<b>Smaller Villages</b>	<b>305</b>
<b>Windfall Sites</b>	<b>185</b>
<b>Other Locations<sup>4</sup></b>	<b>151</b>
<b>Total</b>	<b>9,861</b>

- 3.7. The draft Local Plan allocates nine strategic sites for housing across the Borough (shown on the Key Diagram in Appendix 2). Three of these sites are located in and around Farnham (listed below in Table 2). The potential number of homes identified on these strategic sites, delivers less than half of the 1,096 homes that need to be found in and around Farnham. As noted above, the remaining capacity has been identified on non-strategic housing sites in the LAA (2016) and will be allocated in the Farnham Neighbourhood Plan or Part 2 of the Local Plan. A summary of the locations and expected yields of these sites are shown in Appendix 3.
- 3.8. Rushmoor Borough Council does not have any comments on the sites and is content that none of the sites proposed are within the broad area Waverley Borough Council has identified as being part of the revised Farnham and Aldershot Strategic Gap (discussed later in this report).

**Table 2: Strategic Sites allocated for housing in Farnham**

<b>Policy</b>	<b>Strategic Site Address</b>	<b>Total Dwellings</b>	<b>Dwellings permitted (as at 1/4/16)</b>	<b>Outstanding Dwellings</b>
SS1	Coxbridge Farm, Farnham	350	0	350
SS2	Green Lane, Badshot Lea, Farnham	100	0	100
SS3	Woolmead, Farnham <sup>5</sup>	100	45	55

<sup>4</sup> 151 dwellings have been built or have an outstanding planning permission in areas not listed in Policy.

<sup>5</sup> A town centre site allocated for a mix of uses including around 100 homes and 4,200 sq m of replacement retail floorspace



- 3.9. As shown in Table 1 above, a significant proportion of the requirement is due to be delivered in the form of a new settlement at Dunsfold Aerodrome, known as Dunsfold Park. Dunsfold Park has operated as an aerodrome since 1942 and is currently used as a private unlicensed airfield and is home to over 100 local businesses. The site is not within the Green Belt or Area of Outstanding Natural Beauty (AONB).
- 3.10. There are some concerns about how certain it is that this site will provide residential development and question whether the proposed quantum of housing is achievable. If the site did not come forward, this could result in either an inability to meet its OAHN or increasing pressure to deliver the shortfall in and around Farnham. However, Rushmoor Borough Council is supportive of the positive stance taken on enabling this site to deliver a significant proportion of its housing requirement and therefore enabling Waverley Borough Council to deliver against its OAHN.

#### **4. Economic Development**

##### *Meeting Employment Needs*

- 4.1. The draft Plan includes Policy EE1 (New Economic Development) which includes the provision of development for economic growth and meets the needs identified in the Waverley Employment Land Review (ELR) (2016). Rushmoor Borough Council acknowledges the role of the Borough in the Enterprise M3 Local Enterprise Partnership (LEP) Strategic Economic Plan (SEP) and that its economic base is made up predominantly by Small and Medium Enterprises (SME). Its positive approach to meeting employment needs and protecting and enabling employment uses through the Local Plan is supported.
- 4.2. The ELR assesses the Borough's employment floorspace and land requirements based on three scenarios:
- i. Experian – based on the outputs of Experian's employment forecasting model
  - ii. Trend – based on Waverley's historical job levels between 1997 and 2013
  - iii. Economic Strategy Aligned - uses the trend based scenario as its starting point but makes a number of assumptions to better align it with the Waverley Economic Strategy 2015 to 2020.
- 4.3. The ELR concludes that the Economic Strategy Aligned scenario is the most realistic projection of future employment levels and land requirements for the Borough because it takes into account both past trends and future aspirations. The Waverley Economic Strategy sets out a vision to continue current economic prosperity and diversity, while safeguarding and enhancing the attractive character and high quality of life within the borough. This approach supports modest levels of employment growth, at appropriate locations to maintain Waverley's attractive character and high quality of life.

- 4.4. The authority has prepared evidence independently of Guildford and Woking Borough Councils, which are part of the West Surrey Functional Economic Area (FEA). Therefore, it is difficult to determine the extent that employment land needs are being met across the FEA, at this time. Rushmoor Borough Council would welcome working closely with Waverley Borough Council on any cross boundary issues relating to employment needs that arise as we both progress our Local Plans.
- 4.5. The draft Local Plan allocates one strategic site for employment at Water Lane, Farnham. Rushmoor Borough Council supports the allocation of this site and has no site specific comments to make.

#### *Retail and Town Centres*

- 4.6. It is noted in the Local Plan that there is a relationship between town centres in Waverley serving the needs of shoppers in neighbouring centres in the area and visa versa. This includes reference made in the Local Plan to the Blackwater Valley, Aldershot and Farnborough Town Centres and Farnborough Gate Retail Park. Rushmoor is supportive of the ambition for Waverley to strengthen its retail offer in its town centres and note that the evidence has identified the need for retail floorspace in order to maintain constant market share. However, it would be helpful if greater clarity is provided on the scale of retail development to be delivered in the main centres to meet these needs.

### **5. Infrastructure and Transport**

- 5.1. The draft Local Plan states that to date, and subject to mitigation, transport studies have not identified any insurmountable constraints on the capacity of the highway network to accommodate the proposed level of growth. It is important to note that both the Waverley and Guildford Local Plans have been progressed on the understanding that improvements will be made to the A3 trunk road within the next Road Investment Strategy (RIS) period for 2020-2025. The evidence to support the Local Plan has also factored in the planned improvements to mitigate the impacts from the development of Wellesley.
- 5.2. Rushmoor Borough Council has reviewed the evidence prepared to support the Local Plan and has had the benefit of an officer meeting with Waverley Borough Council's Transport Planner to discuss this evidence in detail. We are supportive of the range and extent of evidence prepared to support the Local Plan, including joint modelling of the Waverley and Guildford Local Plans. However, some concerns have been raised that the planned improvements identified in the Waverley Strategic Highway Assessment (2016) could result in vehicles re-routing which could have negative cross boundary transport impacts.
- 5.3. Therefore, we have agreed to engage further with Waverley Borough Council and seek to engage with Guildford Borough Council, Hampshire County Council and Surrey County Council to ensure that any potential cross

boundary strategic transport issues arising from development proposed in these areas are appropriately mitigated and to work jointly on enabling these mitigation solutions to be delivered.

## **6. Gypsies, Travellers and Travelling Showpeople**

- 6.1. The draft Plan includes Policy AHN4 (Gypsies, Travellers and Travelling Showpeople Accommodation) which states that provision will be made for Gypsy, Travellers and Travelling Showpeople in accordance with the Waverley Traveller Accommodation Assessment.
- 6.2. A Traveller Accommodation Assessment (TAA) was carried out in 2014 using a common methodology agreed by all Surrey local planning authorities. The TAA and an update to that report in 2016 identifies a need for 11 additional pitches for Gypsies and Travellers and three Travelling Showpeople plots between 2012-2017. Using a compound growth rate of 3% there is a further requirement for 39 pitches for Gypsies and Travellers and three Travelling Showpeople plots from 2017 to 2027.
- 6.3. It is noted that since these reports were undertaken, the definition of a traveller in the Planning Policy for Traveller Sites (PPTS, 2015) has been amended so that persons who have ceased to travel permanently are no longer defined as a Gypsy or Traveller. In the light of this, Waverley Borough Council intend to review the methodology and once new evidence of needs is complete, Part 2 of the Local Plan will identify and allocate sites required to meet these needs.
- 6.4. Rushmoor Borough Council has no comments to make on this issue.

## **7. Natural Environment**

### *Green Belt Review*

- 7.1. 61% of the Borough is within the Green Belt. National planning policy requires that Green Belt boundaries are only amended in exceptional circumstances and that this must be undertaken as part of the Local Plan process. Following advice from the Inspector on the withdrawn Core Strategy, the Council considered it necessary to review its strategy for the delivery of housing and that a Green Belt boundary review was required.
- 7.2. The Green Belt Review (2014) made a number of recommendations, which will inform the proposed changes to the Green Belt in the Local Plan. These included recommendations to remove areas from the Green Belt, designate new areas as Green Belt and the removal of villages within the Green Belt.
- 7.3. One proposed change of relevance to Rushmoor, is for the area of land to the north east of Farnham and around Compton and Badshot Lea to be designated as Green Belt. It considers that this would provide an opportunity for a modest extension of the eastern edge of Farnham, providing a long-term boundary for its long-term containment and would also complement the

existing Green Belt land to the south and east, including Green Belt in Guildford Borough. The area of land to be proposed for designation is shown in Appendix 4.

- 7.4. Rushmoor Borough Council has no comments to make on this issue.

*Farnham/Aldershot Strategic Gap*

- 7.5. The Farnham/Aldershot Strategic Gap is an existing local policy designation which identifies an area between Farnham, Badshot Lea and Aldershot and has played an important role in preventing the coalescence of Farnham and Aldershot. Waverley Borough Council has commissioned a review<sup>6</sup> of local landscape designations, such as the Strategic Gap, to inform the Local Plan. This review recommended a much more focussed policy is developed to safeguard the strategically important land separating Farnham and Aldershot.
- 7.6. Waverley Borough Council has decided to defer the changes to the Strategic Gap to Part 2 the Local Plan. In the meantime, the existing defined area and accompanying saved Local Plan Policy C4 will be retained. However, it has given an indication of the broad area they expect to designate in the Local Plan Part 1 (Appendix 5).
- 7.7. Rushmoor Borough Council previously raised an objection to the Waverley Core Strategy, because of concerns about the proposal to review the designation in a subsequent document and that the policies, as worded, potentially left land between Aldershot and Farnham vulnerable. Rushmoor Borough Council is supportive that Waverley Borough Council has since undertaken a review of this designation and we look forward to working with the Authority, during the preparation of Part 2 of the Local Plan, to ensure that the gap between Farnham and Aldershot is protected.

*Thames Basin Heath Special Protection Area*

- 7.8. It is noted that Waverley Borough Council has recently approved changes to the Thames Basin Heaths Special Protection Area (TBHSPA) Avoidance Strategy. This sets out the Council's approach in seeking to avoid the effect of a net increase in population within 5 km of the SPA, and how it proposes to discharge its legal obligations under the 'Habitats Regulations'<sup>7</sup>. This means providing or contributing towards Suitable Alternative Natural Greenspace (SANG) and contributing towards a programme of Strategic Access Management and Monitoring (SAMM) of the SPA itself.
- 7.9. This review has enabled it to identified sufficient SANG capacity to mitigate the expected number of homes within the 5km buffer zone of the SPA. The accompanying papers also identify a number of options for future SANG. Rushmoor Borough Council is keen to work closely with Waverley Borough

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<sup>6</sup> Waverley Borough Council Landscape Study (2014)

<sup>7</sup> The Conservation of Habitats and Species Regulations 2010

Council and other adjoining local authorities to explore opportunities for the delivery of shared SANG.

## 8. Flooding

8.1. Waverley Borough Council has updated the Level 1 Strategic Flood Risk Assessment (SFRA) for the new Local Plan. The application of the sequential test<sup>8</sup> for Level 1 showed that it was not possible to accommodate all of the OAHN in areas with lower probability of flooding (i.e. EA Flood Zone 1). The Exception Test<sup>9</sup> can therefore be applied and the Council has commissioned a Level 2 SFRA to assess sites with an element of flood risk. This included an assessment of two sites in Farnham:

- West of Badshot Lea, Farnham
- Coxbridge Farm, Farnham

8.2. It is noted in the assessment of the site in Badshot Lea that there is risk of surface water and sewerage flooding and that the cumulative impact of urban development on the site may increase the risk of surface water flooding. The report makes a number of recommendations and in conclusion both sites were considered to have a relatively low flood risk suitability score. Rushmoor Borough Council supports the recommendations of the Level 2 SFRA in order to prevent cumulative impact of development increasing risk of surface water flooding in this area.

## 9. Conclusions

9.1. Rushmoor Borough Council is supportive of the strategy set out in the Waverley Borough Pre-Submission Draft Local Plan (Part 1) Strategy and Sites, and looks forward to continuing to work with Waverley as its Local Plan progresses, and to continue to engage in discussions on relevant cross boundary strategic planning issues as work on the new Rushmoor Local Plan evolves.

## 10. Recommendations

**10.1. It is recommended that Cabinet endorse the content of this report as the basis for Rushmoor's response to the Waverley Borough Pre-Submission Draft Local Plan Part 1: Strategy and Sites Consultation.**

**Keith Holland**  
**Head of Planning**

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<sup>8</sup> The aim of the Sequential Test is to steer new development to areas with the lowest probability of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding (NPPF para 101).

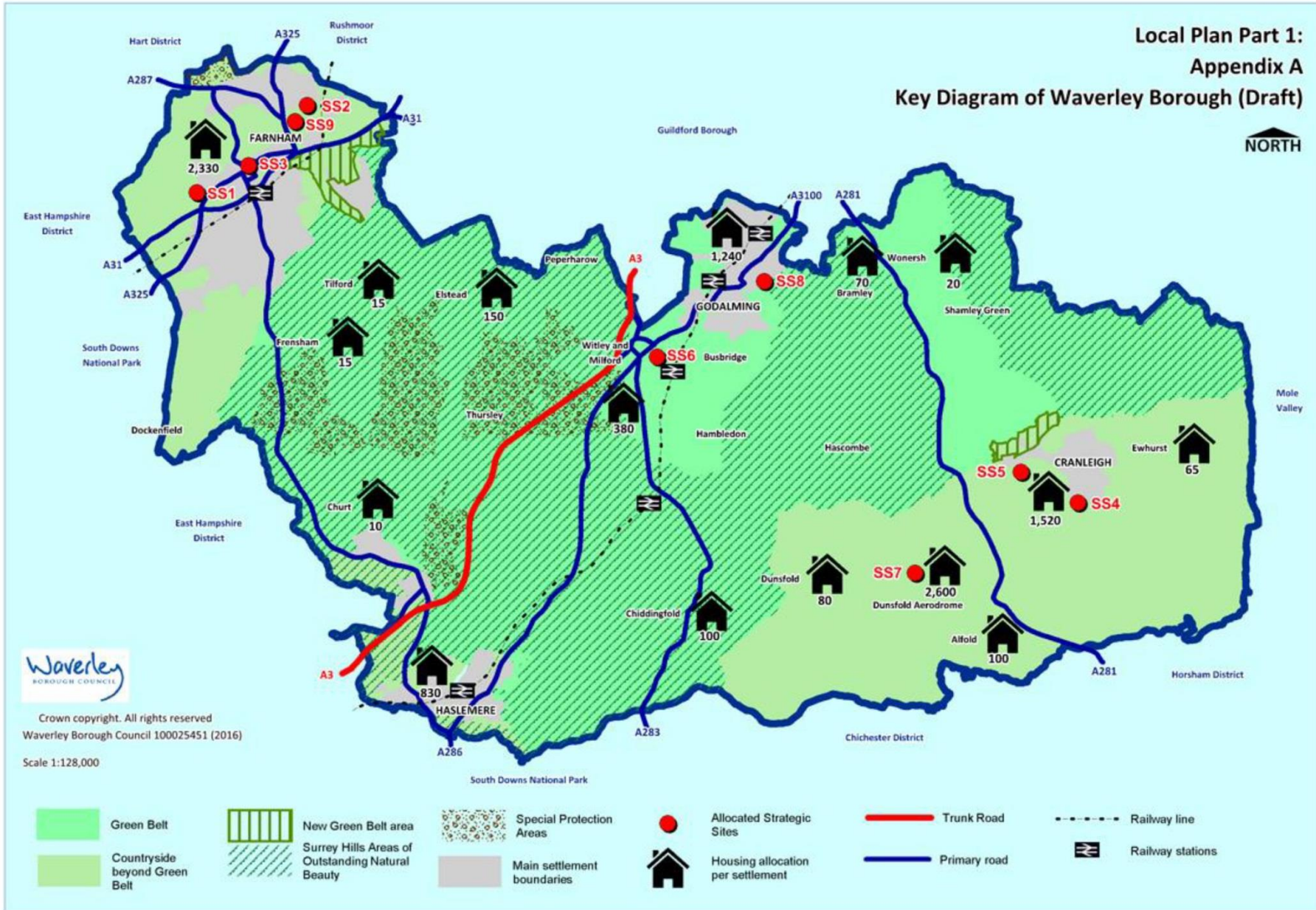
<sup>9</sup> NPPF para 102

**Appendix 1: Summary of objections raised by Rushmoor Borough Council during the Waverley Core Strategy Pre-Submission consultation in 2012.**

Policy/Issue	Summary of Comments
Identification/Allocation of Greenfield Sites	The Core Strategy identified a housing supply from greenfield sites, but these were not allocated or shown in the plan. Therefore, we commented we were not able to judge the impact of proposed development around Farnham.
Justification used for setting a housing figure lower than South East Plan requirement	The justification used for setting a low housing figure was that need would be met in neighbouring authorities. This included specific reference to Rushmoor exceeding its South East Plan target figure and the number of homes being delivered at Aldershot Urban Extension (Wellesley). However, this justification was used in the absence of effective dialogue with us and we commented that this excess was required for Rushmoor to meet its own high levels of housing need identified in the Hart, Rushmoor and Surrey Heath Strategic Housing Market Assessment (SHMA).
Thames Basin Heaths Special Protection Area	There was a lack of certainty regarding the ability to mitigate the impact of proposed development on the Thames Basin Heaths Special Protection Area (TBH SPA)
Town Centres/Retail	We were concerned that the Strategy encouraged growth in the town centres, but gave no indication of the scale of this growth. We commented that the current pull on shoppers from Farnborough and Aldershot could be exacerbated if the town centre were to grow beyond anticipate growth in retail expenditure over the plan period.
Farnham and Aldershot Strategic Gap	The Core Strategy stated that the Farnham/Aldershot Strategic Gap would be reviewed at the next stage. We expressed concern that whilst the Strategic Gap was supported by the Core Strategy, the wording leaves the gap vulnerable and it was not clear if the proposed development on greenfield land around Farnham will have an impact on the Gap.

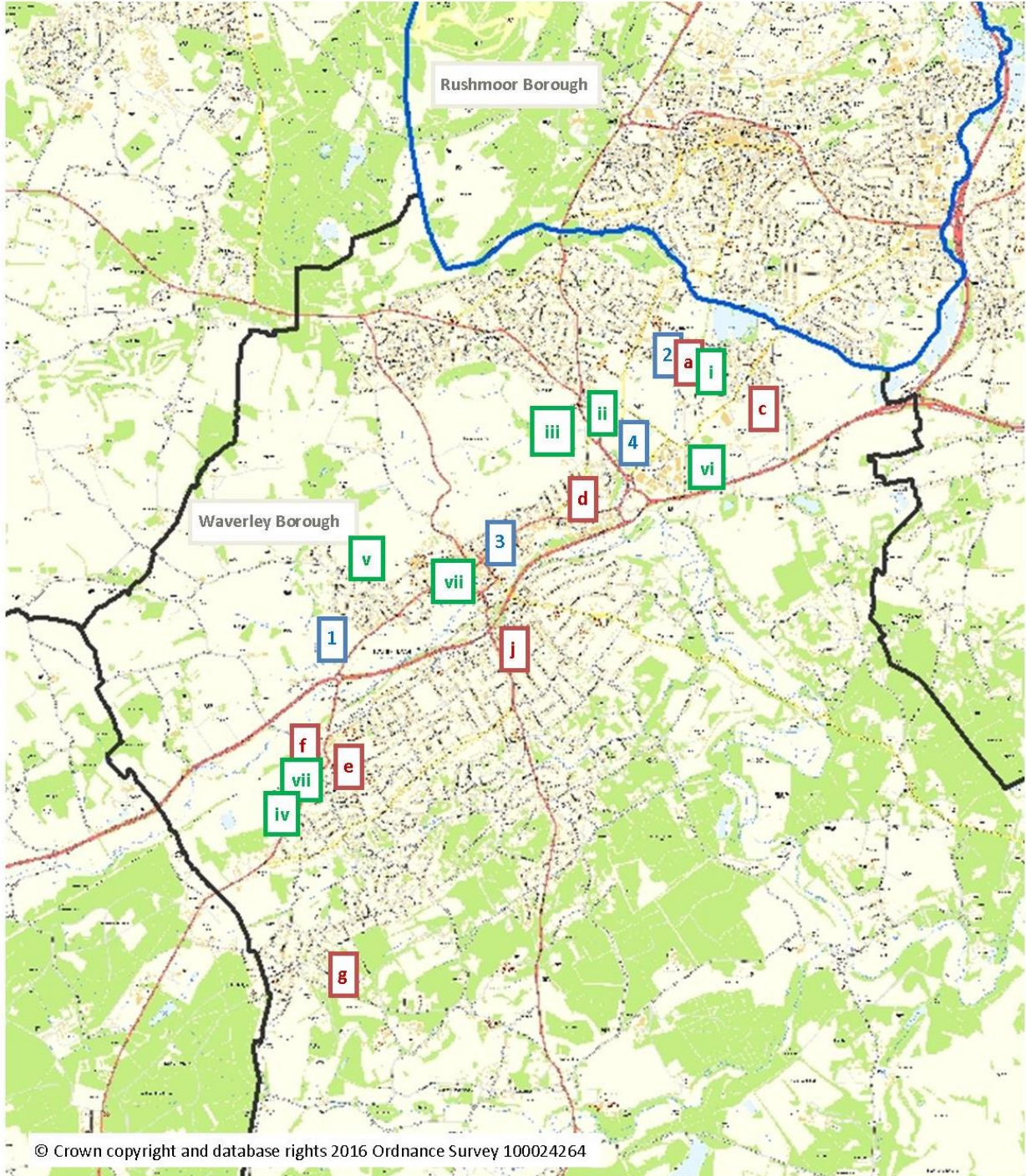


Appendix 2: Key Diagram (Source: Waverley Borough Pre-Submission Draft Local Plan Part 1 - Appendices)





**Appendix 3: Location of sites in and around Farnham allocated and/or identified in the Waverley Local Plan (Part 1), Farnham Neighbourhood Plan or Land Availability Assessment (2016).**





**Sites identified and/or proposed for allocation in and around Farnham:**

**Strategic Sites proposed for Allocation in Local Plan Part 1**

Strategic Housing Sites:

1. Coxbridge Farm - 350 homes
2. Land West of Green Lane - 100 homes

Mixed Use Site:

3. The Woolmead, Farnham - 100 homes and 4,200 sq m of replacement retail floorspace

Employment Site:

4. Water Lane

**Sites identified in Farnham Neighbourhood Plan<sup>10</sup>**

Housing Allocations

- a. Part of SSE Depot, Lower Weybourne Lane and adjoining land - 100 homes
- b. Land west of Green Lane, Badshot Lea (**see no. 2 above**) - 110 homes
- c. Land at Little Acres Nursery and south of Badshot Lea - 125 homes
- d. Land between Hale Road and Guildford Road - 10 homes
- e. Colemans Yard, Wrecclesham Road - 10 homes
- f. Coal Yard, The Street, Wrecclesham Hill - 15 homes
- g. West of Switchback Lane, Rowledge - 10 homes
- h. The Woolmead (East Street) (**see no. 3 above**) - 100 homes
- i. Coxbridge Farm, off Alton Road (**see no. 1 above**) - 350 homes
- j. Part of Farnham College (Tennis Courts) - 15 homes

Business Site Allocation:

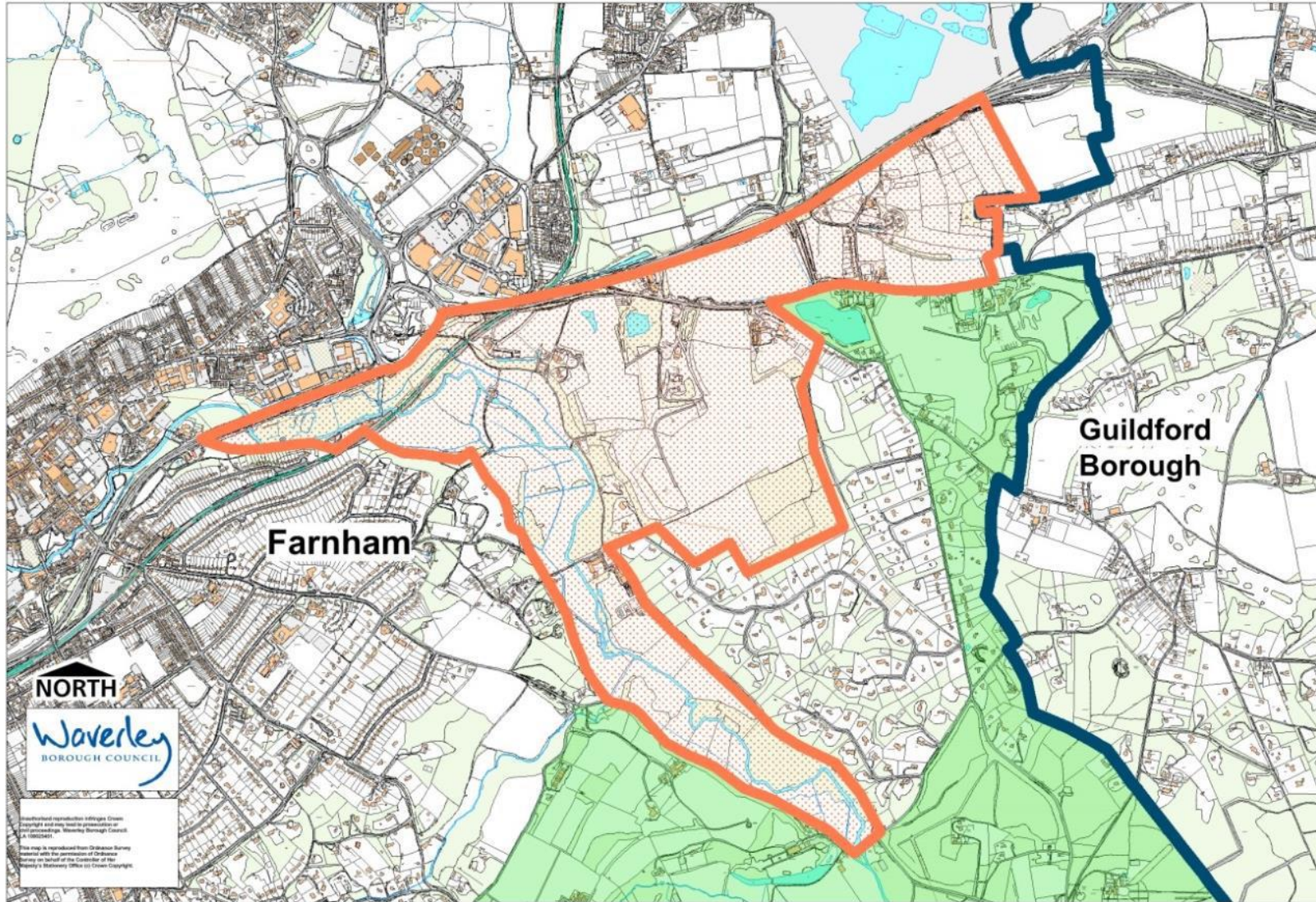
- k. Water Lane (**see no. 4 above**)

**Sites identified in the LAA (not including those proposed for allocation in the Local Plan and/or neighbourhood plan)**

- i. Land West of Badshot Lea - 90 homes
- ii. Land to the south of Monkton Lane - 56 homes
- iii. Land at Hale Road - 70 homes
- iv. Garden Style, Wrecclesham Hill - 65 homes
- v. Land to the rear of Three Styles Road - 40 homes
- vi. 25-27 Hurlands Close - 10 homes
- vii. Stephenson's Engineering, Wrecclesham Hill - 13 homes
- viii. Town centre sites, including:
  - Victoria House, South Street - 8 homes
  - The Bush Hotel, The Borough - 5 homes
  - 2-3 The Borough - 11 homes

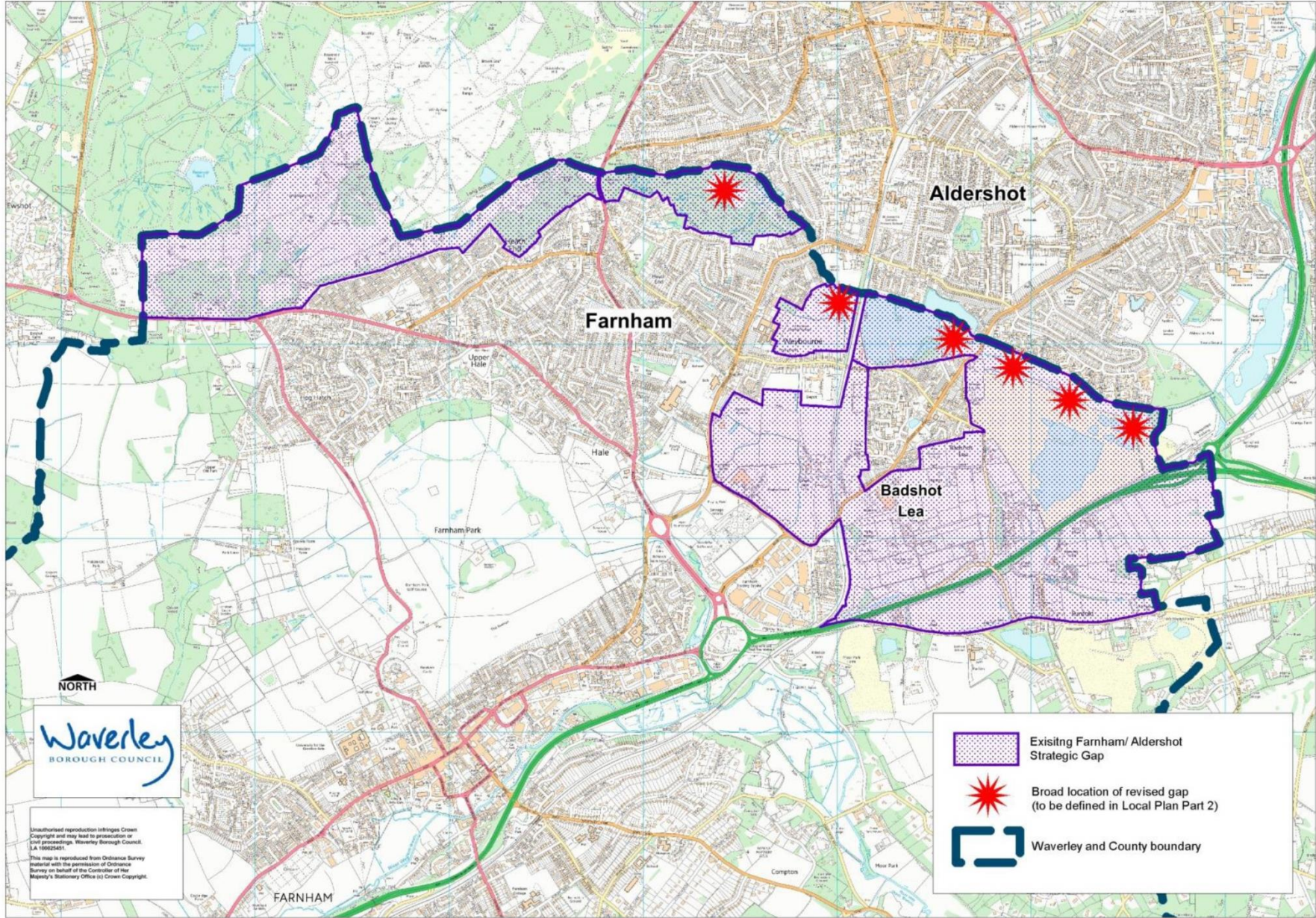
<sup>10</sup> On some of the sites proposed for allocation in the Neighbourhood Plan, the approximate capacity of the site differs from the conclusions of the Waverley Borough Council LAA (2016)

Appendix 4: The Area of Compton, Farnham proposed for designation as Green Belt (Source: Waverley Borough Pre-Submission Draft Local Plan Part 1)





Appendix 5: The Farnham/Aldershot Strategic Gap (Source: Waverley Borough Pre-Submission Draft Local Plan Part 1)



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**CABINET**  
20<sup>th</sup> September 2016

**CORPORATE DIRECTOR**  
Report No. CD1604

## **EDUCATIONAL ATTAINMENT CONSULTATION ON THE CONNAUGHT SCHOOL**

### **1. INTRODUCTION**

- 1.1 Attached to this report is a comprehensive briefing paper, which provides the Cabinet with the background to and the options, set out in the Hampshire County Council Consultation on the future of Connaught School, Aldershot. The paper is being circulated to all Members prior to a seminar on 19th September, which will be attended by representatives from the County Council. The paper has been prepared to be considered with the information provided at the seminar to enable the Cabinet to make the Council's formal response to the consultation.

### **2. PROCESS**

- 2.1 The consultation process on the future of the school runs from 4th July to 30th September. The consultation identifies four different options and the briefing paper provides an assessment of each of them in the context of the current socio-economic data. A number of questions are also raised in the paper, which may need to be considered in forming the Council's response. The seminar will provide all Members with the opportunity to have an input into the response.
- 2.2 A report will be made on the outcomes from the seminar at the Cabinet meeting and will be incorporated into the response where appropriate.

### **3. CONCLUSIONS**

- 3.1 The future of the Connaught School is a major issue for the Borough and raises significant implications. Whilst the County Council has put forward four options, the Council may wish to consider whether there are other options. Whatever the outcome of the consultation and the County Council's final decision, the Council will want to maintain involvement in the next steps given the importance it has attached to improving educational attainment in the Borough.

### **4. RECOMMENDATIONS**

- 4.1 The Cabinet is asked to:
- a) Consider the Council's response to the consultation on the future of the Connaught School
  - b) Authorise the Corporate Director to finalise the detailed response in consultation with the Leader and the Cabinet Member for Leisure and Youth

**Karen Edwards**  
Corporate Director



# Educational Attainment

## Members' Briefing: The Future of Connaught School

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## **Briefing Paper**

### **Educational Attainment – Consultation on The Connaught School. An Evidence based response to the HCC Consultation.**

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#### **1.Executive Summary**

The purpose of this briefing paper is to provide Rushmoor elected members with an evidence base to support discussions and consideration of the Council's response to the consultation on future options for The Connaught School, Aldershot.

A good education is fundamental to opening up opportunities in adult life. Education influences employment, income and social status and, arguably, better schooling means higher lifetime incomes.

For a number of years the performance of Rushmoor maintained secondary schools, with the exception of Wavell, has been below the Hampshire and England average for the percentage of pupils gaining five or more A\*-C GCSEs. A significant proportion of our young people are leaving school with low-grade qualifications giving Rushmoor a high percentage of residents with the lowest levels of qualifications compared to the South East. This has implications for the long -term economic prospects and prosperity of our residents.

The Council recognises that low educational attainment levels in the majority of its local schools is not acceptable and has made improving educational attainment one of its priorities.

Working with Hampshire County Council (HCC) as the educational authority there has been some improvement in recent years; but there is still much to be done. While Wavell is rated as 'good', Fernhill, Cove and Connaught schools are currently rated as 'requiring improvement' by Ofsted. Recently, there have been positive signs of improved outcomes at Fernhill and Cove. In contrast, Connaught has under-performed over an extended period of time. Despite support from HCC, Connaught has suffered poor outcomes across all subjects. As a result, HCC have developed options and are now undertaking consultation on the future of the school.

Discussions about the future of a school provoke much debate and a strong sense of feeling and emotion. The outcome will affect many people and it is essential that the right decision is made for the students of today and tomorrow, and for the benefit of our community as a whole.

The Council is committed to working in partnership with HCC to support our schools and offer our young people the best start in life by providing a good education. This paper looks at the performance of all our local secondary schools and outlines the improvement options arising from the HCC consultation in respect of the Connaught school.

Members are invited to consider the information provided in this paper to help inform them prior to the meeting with Hampshire County Council on 20th September. Following this meeting, the Cabinet will consider the Council's response to the consultation.



## 2. Introduction and Purpose

For a number of years the performance of Rushmoor secondary schools has, with the exception of Wavell, been below the Hampshire and England average for the percentage of pupils gaining five or more A\*-C GCSEs. The Council recognises that this is not acceptable and that young people leaving school with no or very few qualifications have fewer life chances, may require more public support in the future and make a smaller contribution overall to the economy. It also recognises the negative effect that a school's poor reputation can have on the desirability of the area. A poor reputation is a serious issue for the borough and our local economy, particularly in Aldershot where we need to attract new people into the town and the Wellesley development. In view of these collective matters, the Council has taken the decision to make educational attainment a corporate priority.

The borough of Rushmoor is served by four secondary schools maintained by Hampshire County Council: Cove, Fernhill, Wavell and Connaught. The location of these schools can be seen at appendix one, along with a summary of their statistics at appendix two.

This paper provides background information on the performance of all four secondary schools and summarises their position and current Ofsted rating. It outlines why, despite not being the accountable body, improving education is vital to the Council and provides some context to explain how and why we have been so active to date in supporting our schools.

However, despite such support, the Connaught school in particular has suffered under-performance and poor outcomes over a number of years. As this is not confined to any particular subject area and is general across the board, HCC (as the relevant educational authority) believe that a more radical and strategic intervention is necessary if the school is to sustain educational improvements and improve outcomes. HCC have therefore launched a consultation on the future of Connaught school.

This paper will therefore also focus on the options proposed in HCC's consultation and provide some context as to why efforts are being concentrated on Connaught. With reference to research and evidence, it will provide some commentary on each of the consultation options so that elected Members may make an informed response.

### **3. Background & Context**

Over the past few years, it has become evident that the GCSE results of children who live in Rushmoor, and the GCSE results of Rushmoor secondary schools in general, are not as high as Hampshire and England averages. In some cases, they are significantly worse.

In 2013, Rushmoor ranked second lowest of all 326 local authority areas in England for the percentage of pupils achieving 5 A-C GCSE's. All four of our local secondary schools were below the national average. This prompted the Council to make the improvement of educational attainment in the borough a priority.

Having identified educational attainment as a priority at this time, the Council met with the Headteachers of each secondary school to ascertain what support was required and where we could help. The two main issues providing a barrier to improving educational attainment were identified as -

1. a growing concern for mental health issues arising in pupils; and
2. the recruitment and retention of good teachers.

With limited resources, the Council has tried to respond at a project level and has been able to support the schools with a number of projects and programmes to address some of the challenges identified by the Headteachers. These are outlined below.

#### **Mental health issues**

The Council worked with each individual school and their pastoral care teams to understand the level and range of mental health issues presenting in each school. Self-harm, anxiety and depression in particular were consistently identified by all schools. Working with partners, the Council was able to source funding from the Children and Adult Mental Health Service (CAMHS), the Clinical Commissioning Group (CCG) and the Troubled Families programme to provide a mental health professional for 2 days per week to work in schools. This service commenced in January 2016 supporting Fernhill and Cove (up until July 2016) and will be introduced at Connaught from September. It provides mental health support and advice to pupils and teachers and has funding until May 2017.

#### **Recruitment and retention of teachers**

In recognition of recruitment problems, HCC agreed to host a Teacher Recruitment Fair at the Princes Hall, Aldershot in January 2016. However, recruitment of teachers remains a significant issue. Whilst a well-documented national problem, recruitment is exacerbated in Rushmoor by two further factors as schools compete against neighbouring authorities who offer London weighting and, in some cases, are prevented from employing newly qualified teachers because of their current Ofsted rating.

School finances also contribute to recruitment issues. For example, earlier this year Fernhill identified that they would need to recruit four English teachers in time to start in September 2016. Notably, there is an extreme lack of English teachers, in particular, in the borough.

In April, Fernhill interviewed two outstanding candidates but the school's challenging financial position meant that, from September 2016, they could only fund one teacher full time and one teacher for two days per week. The County, well aware of Rushmoor's commitment to raising educational attainment, asked the Council to consider contributing £20k to help Fernhill school meet the temporary funding deficit.

In May 2016 the Council agreed to provide a one off financial contribution of £20,000 towards the cost of an English teacher. It was agreed that she will work in Fernhill for two days per week and deliver in-reach support at the school. For the remaining three days she will support improved teaching and learning of English (coaching and modelling) across all Rushmoor secondary schools. Her work is to be prioritised according to each school's GCSE English outcomes in 2016 and the trend over the last three years. The impact of this appointment should be seen in improved outcomes.

Whilst the Council clearly has its own financial challenges, this was a unique opportunity for the Council to be innovative and to demonstrate its leadership and commitment to local schools and local children to improving education in Rushmoor.

### **Other initiatives**

The Council has supported other programmes to raise aspirations. These include supporting schools to send pupils to the Hampshire Teen Tech event encouraging aspirations to work in engineering, working with schools and Enterprise M3 to identify work experience/mentoring programmes and several careers fairs. A summary of our involvement in other programmes, together with approximate costs, is shown at appendix three.

## **Future needs**

The Council has continued to lobby HCC to recognise that a longer-term strategic response to supporting attainment in the borough is needed. Since 2013 when the position was at its worst, there has been some considerable improvement but despite this, the borough still has only one school above the Hampshire average and only one rated as good.

The Council has to date been encouraged by HCC's willingness to engage in discussions at political and officer level to debate the need for long term strategic change in order to improve local education and recognises that the current consultation is part of the HCC response to the long term issues.

## 4. Overall Performance of Rushmoor Secondary Schools

The following information provides a summary of the overall performance of each secondary school and its current status according to Ofsted and Hampshire County Council.

A comparison table and graph that summarise the overall, national and regional averages can be seen at appendix four and five respectively. A map indicating the Ofsted ratings of all local schools (both primary and secondary) is also given at appendix one.

### **Wavell – Rated Good**

Wavell has consistently been Rushmoor's highest achieving, state maintained, secondary school. It is currently above the national average and has regularly been performing in line with, or above, the national and Hampshire average with the exception of 2013.

Wavell's 2013 results are considered to be an anomaly and not in keeping with their previous standards. The English outcomes in 2013 were considered to be a dip because of changes to qualification requirements, some of which were implemented mid-year. The results have since returned to their usual level and in 2015, 61% of pupils achieved five or more A\* to C passes at GCSE level, above the national average of 57%.

Wavell is currently judged as 'Good' by Ofsted. The most recent Ofsted report (October 2012) found teaching to be good and occasionally outstanding and judged that students do well in most subjects regardless of their academic ability. It judged the school to have great and 'determined leadership, well attuned to the needs of every student'. A copy of the most recent Ofsted report can be found here:

<http://reports.ofsted.gov.uk/provider/files/2087631/urn/116448.pdf>

Local Authority support and intervention for the school is low due to sustained performance. HCC are satisfied that they will continue to maintain their respected reputation and deliver good results; foreseeing no issues with the on-going performance of the school.

The situation at Cove, Fernhill and Connaught has been more challenging and problematic in recent years and GCSE results have consistently been below the national average since 2008.

## **Cove – Requires Improvement**

Cove has performed below the national and Hampshire average for a number of years but in 2013 the results declined sharply. In 2012 the school fell from a 'good' Ofsted rating to 'inadequate' and a number of concerns were raised with the teaching and the standards in the school.

Since that time, following changes to the leadership and management of the school, there has been significant progress and results have improved.

In 2015, 45% of pupils achieved 5+ A\*-C GCSEs. Whilst this is below the national average, it represents an improvement and a move in the right direction for Cove. Outcomes in 2015 were generally in line with, or above, those nationally; and the maths department has secured good improvement in its practice and should obtain further improved results in 2016.

A recent Ofsted report (November 2015) gave high praise and recognition to the interim executive Board at Cove for their role in securing the upward trajectory and bringing stability to the school. Whilst the School still 'requires improvement', there is every confidence that the school will continue to improve and be rated as 'good' in the near future. A copy of the most recent Ofsted report can be found here:

<http://reports.ofsted.gov.uk/provider/files/2528273/urn/116446.pdf>

Local Authority monitoring visits coupled with the Ofsted inspection suggest sustainable improvement has been secured and the school will be performing in line with an overall effectiveness judgement of good within a year.

## **Fernhill – Requires Improvement**

The number of pupils who attend Fernhill is low and, in consequence, the school has budgetary difficulties. The most recent figures show that there are only 636 pupils on roll.

The school has faced severe staffing challenges. Recruitment to both permanent and short term positions (mainly to cover maternity leave, of which there are many, and some long-term health absences) is adversely affecting standards, with the English department particularly affected.

In June 2016 Ofsted inspected Fernhill and judged it as 'requires improvement'. Previously it had been judged to be 'failing' and requiring special measures since September 2013. The Ofsted report highlights the particular challenge the school has faced recruiting specialist staff and recognised that in some subjects this led to variability in some lessons. The report outlined many strengths within the school and reserved high praise for the Headteacher who has made changes to improve teaching and raise outcomes. A copy of the latest Ofsted report can be found here:

<http://reports.ofsted.gov.uk/provider/files/2582006/urn/116447.pdf>

Since 2010 results at Fernhill have been steadily falling and continue to fall further below the national average. In 2015, 40% of pupils achieved 5+ A\*-C GCSE's.

The 2016 predictions are more positive given the recent additions to the English department. The School is well led and the Head, highly regarded by the County, has actively engaged with the Council and local partners and has demonstrated his determination to improve the school and its local reputation. In September, they will have their largest number for Year 7 intake.

### **Connaught – Requires Improvement**

Results at Connaught have been consistently below the national average for a number of years. In 2015, 29% of pupils attained five or more A-C\* GCSEs, giving the school its lowest percentage in 6 years. This follows scores of 48% in 2014 and 36% in 2013. Following a run of disappointing results, the HCC now believes that a new approach is needed.

Connaught was judged 'satisfactory' by Ofsted in 2011, then 'requiring improvement' in 2013 and again in March 2015. A copy of the latest Ofsted report can be found here:

<http://reports.ofsted.gov.uk/provider/files/2474048/urn/116470.pdf>

The County reports that it has provided high levels of additional support to the school over recent years (English, Mathematics, generic teacher learning assessment and senior and middle leadership). Indeed, HCC report<sup>1</sup> that over the past two years the school's leadership has been diligent in its pursuit of improved performance in an attempt to drive up standards. However, the impact of this support and requisite improvements have not been realised.

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<sup>1</sup> Brian Pope; Director of Childrens Services, HCC: Decision Report

It is recognised that the school faces a number of challenges, many of which are more complex than the challenges faced by the Farnborough schools, but the County argue that the need to improve educational provision and outcomes requires a more radical change. Consequently, they have launched a consultation on the future of the Connaught school.

It should be noted that the County undertook a similar response in the borough when primary education across Rushmoor was below the national average. Its success is highlighted by the positive status of the local primary schools today with three of our schools rated as outstanding and every primary school in Aldershot rated as good or above. The County report no significant concerns about the standard of performance of primary schools across Rushmoor and believe the future cohort is in a good position.



## 5. Latest Provisional Results

The official GCSE results for 2015/2016 are not yet in the public domain but some schools have chosen to post some results and headline figures on their websites. The Council has asked Hampshire officers to provide an in depth verbal update on results across Rushmoor at the briefing on 20<sup>th</sup> September.

The following table summarises the information that the schools have made available to date.

The information should be considered with some caution. This is because it is difficult to compare as schools may have chosen to report on different aspects; but also some outcomes may still be subject to appeal and individual school results can alter by several percentage points.

School	Information on school website for 2016 GCSE results	Official 2015 Results Percentage achieving 5+ A*-C GCSEs (or equivalent) including English and maths
<b>Connaught</b>	No information posted	29%
<b>Cove</b>	51% of students gained 5A*-C incl. English and Maths	45%
<b>Fernhill</b>	'66% pass rate and 53% passing English and Maths'  (Figure not stated for % achieving 5 or more A-C GCSE's)	40%
<b>Wavell</b>	63% of students gained 5 A* to C grades including Maths and English	61%

## **6. Consultation – The future of Connaught School**

Connaught School has been underperforming for an extended period. The underperformance is not confined to a particular core subject but is general across the spectrum and this increases the level of concern. Despite local authority intervention and high-level support there has been no sustained improvement and the County believes that there is a need for a more radical approach.

Hampshire County Council is proposing a solution to the under-performance of The Connaught School. The County Council is consulting on four different options aimed at raising educational attainment and outcomes.

The four options from Hampshire County Council are:

- 1: Maintain the current position; make no change
- 2: Find a strong academy sponsor to improve outcomes at the school
- 3: Merge The Connaught with The Wavell
- 4: Merge The Connaught School with the Federation of Newport Junior School and Belle Vue Infant School, to create a single all-through (age 4 to 16) school

**The Consultation runs from 4th July to 30th September.**

The purpose of this section is to provide more detail on the specific challenges faced by Connaught.

### **Focus on Connaught**

The Connaught School is Aldershot's only secondary school and is located close to a deprived area of Aldershot. The school is located in Aldershot Park, which contains an area of multiple deprivation which is within the 20% most deprived in the country. Indices of Multiple Deprivation figures highlight that parts of Aldershot Park are within the 10% most deprived nationally for education, skills and training, adult skills, children and young people and health deprivation<sup>2</sup>.

Within the school, 43% of the students are classed as disadvantaged (eligible for free school meals or in LA care) and 30% have English as an additional language<sup>3</sup>. This is considerably higher than the national figure of 15%<sup>4</sup>. There are 31 different nationalities at the school and one fifth of the students are Asian origin, predominately Nepalese.

There are many issues facing the school of which some are complex and compounded by its location. Connaught is in close proximity to the Hampshire/Surrey border and there are several more popular and generally higher performing Surrey secondary schools nearby. As a result, it has suffered from a low cohort for several years. The School has a capacity of 850 but in 2015 they only had 537 pupils on roll.

Given that a school's budget is largely determined by the number of pupils, the low cohort is having a significant negative impact on the schools budget, which puts the school at a greater disadvantage when trying to attract high calibre teachers. Like other schools nationally, Connaught has struggled to recruit teaching staff but this is particularly difficult given that it is competing against schools only two miles away in neighbouring authorities who offer London weighting. Connaught's budget constraints also mean there is no flexibility to offer recruitment incentives.

The retention of staff has also been a challenge. This is largely, but not exclusively, linked to the recruitment of overseas staff who can only remain in the country for defined periods or who wish to return to their home country.

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<sup>2</sup> Index of Multiple Deprivation, Department for Communities and Local Government, 2015

<sup>3</sup> <https://www.compare-school-performance.service.gov.uk/school/116470?tab=absence-and-pupil-population>

<sup>4</sup> Department for Education: Schools, pupils and characteristics (January 2015)

The current Headteacher took up post in April 2009. She is a popular Headteacher who is very proud of the school and the students. The Connaught School encourages students to 'be the best they can be'. The local community are very protective of the school and many of the parents have publically praised the school for fostering good attendance (96% whole school attendance) and behaviour.

The Headteacher has publically challenged the County's statement that the school has a poor reputation in the community. Her challenge is supported by the local reaction to the consultation and the high levels of anger and upset demonstrated by some local people at a drop in session held, by the County Council, at the Connaught School in July.

Connaught has continued to perform relatively weakly despite significant attempts to improve its performance and extra support from the County. In 2015 29% of students attained 5 good GCSEs including English and mathematics compared to a national average of 57%. This places the school well below the minimum Government Standard of 40%.

It should be noted that results improved in 2014 and there was a consistent and steady improvement between 2008 and 2012, but the trend has seen results remain below the national average and sharply decline from 2014 onwards.

The 2015 outcomes are significantly below those nationally but crucially the under-performance is not confined to a particular core subject but is general across the school.<sup>5</sup>

Connaught was judged requiring improvement in 2013 and again in March 2015. A summary of key findings from the Ofsted report identified that not all students make the progress they should, the school has weak teaching and that the achievement of the most-able students is too variable because the activities set for them are not always challenging enough. It also identified a number of strengths including students' good attitudes, that students feel safe at the school and it is led by a team of well informed and knowledgeable Governors.

The current Ofsted framework requires that any school receiving two consecutive 'requiring improvement' judgements must, on a third inspection, either be deemed good or be placed in special measures. The Connaught must be judged good at the next inspection (due in April 2017) or it will be placed in special measures.

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<sup>5</sup> HCC Data Report, School Improvement 2015

There are similarities between some of the issues at Connaught and those that faced Oak Farm School, particularly in relation to low pupil numbers and difficulties in appointing staff. The County closed Oak Farm and there is a risk that Connaught could also be closed leaving Aldershot with no secondary school serving the Aldershot population.

## 7. The Options

This section of the paper takes each of the four options in turn and looks at the advantages and disadvantages.

### **Option One: Maintain the current position; make no change**

It is important to firstly recognise that the Connaught School has many strengths. Local residents and students are very positive and defensive of the school and their experience of it and there is a level of support to maintain the current position and make no change.

Regardless of this support, the school has been under-performing and the results are very clear. The latest outcomes in 2015 are significantly below the national level and despite additional support and intervention from Hampshire County Council, the impact has been limited or has not been sustained.

Whilst the overall performance of Aldershot primary schools is very good the performance is not sustained through secondary education and this is concerning.

Outlined below are some advantages and disadvantages that Members may wish to consider for option one:

#### **Advantages**

- There is significant local support to maintain the school. The local community are very proud and protective of the school and the local students feel happy and safe in the environment.
- The school is projecting an increase in numbers from 537 to 567 in September 2016 and 626 in September 2017. This will place the school in a better financial position (they finished 2015/2016 with a budget deficit of £94k but a new financial plan is being prepared and the proposal is to recover the deficit and return to surplus by 2018/2019 <sup>6</sup>) which may have an impact on their ability to recruit.
- The School is due an Ofsted inspection in April 2017. Given the increase in numbers there is an argument for maintaining the current position until the inspection is complete.

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<sup>6</sup> Brian Pope Assistant Director, Education and Inclusion Children's Services, HCC

## **Disadvantages**

- Recent attainment levels are below the national and Hampshire average and have been for a sustained period of time. Given the capacity and recruitment issues, it is arguably high risk to make no change and hope that the school will improve regardless.
- There is insufficient evidence or confidence from the County that the school has the capacity to secure the rapid and sustained performance improvement required.
- The Council has pushed for the County to take action as a result of what it believes to be unacceptable attainment levels. It could appear hypocritical for the Council to back Option One at this stage.
- It is high risk to wait and postpone change until the Ofsted inspection in 2017. Should the school be placed into special measures, it will have a considerable impact on the working conditions of teaching staff and the reputation will be further damaged.
- There is a risk that the school could be forced to close in the future. This would give Aldershot no secondary school provision.

## **Special Measures**

Special Measures are taken if Ofsted inspectors conclude that the school is failing to give pupils an acceptable standard of education and the people responsible for leading, managing or governing are not demonstrating the capacity to secure the necessary improvement.

When a school goes into special measures, the local authority is required to produce a statement of action to turn around the school that addresses the areas for improvement highlighted by the inspection team. There will be an increased scrutiny of teaching and short notice inspections to monitor improvement. There can be a considerable impact on the working conditions of teaching and support staff and, if poor performance continues, the school may be closed.

## **Recommendations**

Given the sustained weak performance of the school and the complex issues it has with budgets, recruitment and retention of staff, option one would not appear to be viable to meet the future educational needs in Aldershot.



The Council does not have specific expertise or experience in the workings of academies or through schools (options two and four). The following information has been taken from evidence and research from external sources.

Therefore, it is not appropriate to provide any recommendations for options two or four.

## **Option Two: Find a strong academy sponsor to improve outcomes at the school**

Academies are publicly-funded schools free from local authority control, with no obligation to follow the National Curriculum and the ability to set term times independently from the local authority. The day-to-day running of the school is the responsibility of the Headteacher, but they are overseen by individual charitable bodies called academy trusts and may be part of an academy chain. Academies are required to follow the same rules on admissions, special educational needs and exclusions as other state schools.

Academies fall into two main categories:

- Sponsored academies—these have sponsors such as businesses, universities, other schools, faith groups or voluntary groups, who have majority control of the academy trust. Most, but not all, sponsored academies were previously underperforming schools that became academies in order to improve their performance.
- Converter academies—these don't have sponsors, and are schools previously assessed as 'performing well' that have 'converted' to academy status.

### Academy Chains

Roughly two-thirds (65%) of academies work together with others in academy chains governed by a Multi-Academy Trust. There are about 389 chains with three or more academies, the largest one governing 56 academies.

In 2015, the House of Commons Public Accounts Committee criticised the DfE for allowing academy chains to grow in size without independent assessments of their capacity and capability to do so. As of November 2014, 17 sponsors had been formally paused from being able to expand further because of concerns over the performance of their schools by the Department.

Ofsted Chief Inspector Sir Michael Wilshaw raised concerns with the government in early March 2016 regarding the performance of seven multi-academy trusts. He said that “much

more needs to be done to reduce the variation in standards between the best and worst academy trusts'.<sup>7</sup>

Academies often divide opinion. Earlier this year the Government announced controversial plans to require all schools to convert to academy status, or have plans to do so, by 2020 but this has since been abandoned.

In January 2015, 61.4 per cent of state-funded secondary schools were academies (including free schools, university technical colleges and studio schools). This has increased from 56.9 per cent in January 2014. 14.6 per cent of state-funded primary schools were academies and free schools in January 2015. This has increased from 10.7 per cent in January 2014.<sup>8</sup>

Academies have attracted significant attention from researchers with strong arguments for and against them. The purpose of this section is to identify some of that research in order to help Members form a view on whether academy status would be an advantage for The Connaught School.

## **Research**

There are many different types of school under the "academy" label and progress is from very different starting points.

Comparing the most recent Ofsted grade of each type of school, converter academies are the most likely to be rated outstanding while sponsored academies are more likely than maintained schools to be graded requires improvement or inadequate. This is to be expected as converters were high performing, and sponsored low performing, to begin with.

Evidence on the performance of academies compared to local authority schools is mixed. One analysis found generally little difference in GCSE performance between academies and similar local authority schools.<sup>9</sup>

The Local Government Association recently commissioned a report to analyse the performance of Local Authority maintained schools and academies.<sup>10</sup> The report found that:

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<sup>7</sup> Letter from Sir Michael Wilshaw to Secretary of State Nicky Morgan, March 2016

<sup>8</sup> Department for Education; Schools, pupils and their characteristics, January 2015

<sup>9</sup> Fullfact <https://fullfact.org/education/academies-and-maintained-schools-what-do-we-know>

<sup>10</sup> [http://www.local.gov.uk/media-releases/-/journal\\_content/56/10180/7799763/NEWS](http://www.local.gov.uk/media-releases/-/journal_content/56/10180/7799763/NEWS)

- 86 per cent of council maintained schools are now rated "good" or "outstanding" by Ofsted, compared to 82 per cent of academies and 79 per cent of free schools.
- 58 per cent of sponsored academies – those which converted due to poor performance – are now rated as "good" or "outstanding"
- 88 per cent of converter academies – generally those which were already high performing while still council-maintained before choosing to become academies – are rated as "good" or "outstanding".<sup>11</sup>

The LGA further argued that the analysis it commissioned indicates that Ofsted figures show that poor performing council maintained schools are more likely to improve if they stay with their local authority as opposed to converting to an academy.

A survey by think tank Reform and education body SSAT concluded that in terms of providing "something new and different to the education that went before [...] academies remain an unfinished revolution".<sup>12</sup>

This argument is supported by recommendations from the House of Commons Education Committee who conclude that: 'Current evidence does not allow us to draw firm conclusions on whether academies are a positive force for change. It is too early to judge whether academies raise standards overall or for disadvantaged children'.<sup>13</sup>

In contrast, there is some evidence that sponsored academies have had a positive effect on pupil performance.<sup>14</sup> The National Foundation for Educational Research concluded that there was some evidence that sponsored secondary academies have had a positive effect on pupil performance and specifically that attainment progress between KS2 and KS4 outcomes were higher after two years in 2013 compared to similar schools.<sup>15</sup>

This was reinforced by Machin and Veroit, who found evidence to show that the sponsored academies programme with its greater freedoms and flexibilities, lead to improved results.<sup>16</sup>

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<sup>11</sup> Angel Solutions, LA Maintained Schools and Academies, 2016

<sup>12</sup> SSAT/Reform Plan A+ The Unfinished Revolution, March 2014

<sup>13</sup> House of Commons Education Committee: Academies and free schools 2014/2015

<sup>14</sup> National Foundation for Educational Research (NFER) A Guide to the evidence on academies

<sup>15</sup> Worth, 2014; National Foundation for Educational Research (NFER) A Guide to the evidence on academies

<sup>16</sup> Machin, S and Veroit, J (2011), Changing school autonomy: Academy schools and their introduction to England's education

The Department of Education also concluded that GCSE results, including pupils eligible for free school meals and those with special educational needs, improved at a faster rate in 2009/11 compared with results in similar schools.<sup>17</sup>

It is fair to say that there are indications that academies have led to some improvement but this is still inconclusive for schools which are under performing. Based on the research identified above, some advantages and disadvantages that may wish to be considered in respect of option two are outlined below.

### **Advantages of an academy**

- Two thirds of academies believe that the changes they have made have improved attainment. This is especially the case for sponsored academies. The longer an academy has been open, the more likely they are to say the changes have substantially improved attainment.<sup>18</sup>
- Academy status is a very significant lever for innovation, change and improvement. The change could prove to be the impetus needed to drive improvement in Connaught. Finding a strong academy sponsor would offer a re-branding of The Connaught School and may potentially lead to the school becoming the first choice for students. There would be some potential for the school to have greater flexibility to recruit and retain staff of a high calibre.

### **Disadvantages of an academy**

- There are 6 sponsored academies in Hampshire. Their attainment fell in 2015 to 40%. The County do not consider that they have delivered change or improved outcomes in Hampshire. They remain unconvinced that this is the most suitable route for Connaught.
- The evidence on the success of academies is diverse and does not present a compelling argument as the answer for Connaught.

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<sup>17</sup> Department for Education, Academies Research priorities and questions, 2012

<sup>18</sup> Do Academies make use of their autonomy – Research Report, July 2014, Department of Education

## **Option Three: Merge The Connaught with The Wavell**

The Wavell has consistently been Rushmoor's highest performing secondary school for a number of years, achieving results above the national average. It has a very good reputation and a strong leadership team. Merging Connaught with Wavell is therefore a sensible and obvious option for the County to consider.

This option would be achieved by closing Connaught school and retaining Wavell as an expanded secondary school, but retaining the Connaught site, thereby offering split site provision.

Outlined below are some advantages and disadvantages that may wish to be considered for option three:

### **Advantages**

- Wavell has a strong leadership and regularly delivers outcomes above the national average. The high standards of Wavell would hopefully influence the students who would have been traditional Connaught students.
- This option would increase internal capacity through a larger teaching staff and potentially provide an enriched teaching experience to both Wavell and Connaught students.
- The split site arrangement may assist the integration of the Wellesley development.

### **Disadvantages**

- The Wavell School are strongly against merging with Connaught. The Headteacher has encouraged parents to respond to the consultation, urging them to express a lack of support for the merger.
- Whilst it is within the County Council's remit to force the schools to merge, it is, arguably, unwise to do so against such a strong resistance.
- This option would mean that there would be only one secondary school serving Aldershot (as opposed to the choice of Connaught and Wavell) and would limit parental choice potentially driving more Hampshire families to Surrey schools.

## **Option Four: Merge The Connaught School with the Federation of Newport Junior School and Belle Vue Infant School, to create a single all-through (age 4 to 16) school**

Belle Vue Infants and Newport Junior Schools are popular and effective schools in the heart of the Aldershot community. They are currently led by one Headteacher, who was appointed in 2006, and they enjoy strong reputations.

Belle Vue Infant School and Newport Junior School have both secured significant improvement since forming under the leadership of one Headteacher. Both schools have been judged by Ofsted as good or better for over five years. The overall effectiveness of Belle Vue Infant School was judged by Ofsted to be outstanding in March 2016 and the Headteacher is highly regarded.

This option would be achieved by closing the Connaught and Newport Schools and retaining Belle Vue Infant School and expanding the age range to 4-16. The new provision would operate across the three existing sites.

This is the County's preferred option.

### **Information and Research on All Through Schools**

The development of all-through schools is a growing trend within education in England. All-through schools used to be confined to the private sector where they remain popular, but they are becoming more common within the state funded sector with upwards of 60 such schools across the country, our closest being the Westgate School in Winchester.

The growing interest in all-through education is seen as an organisational solution to the problems that have been endemic in the English education system for some time; inclusive of the transfer from primary to secondary phases of education and its impact on pupils' progress, and early intervention when a child is experiencing difficulties.

Because the provision of all-through schools is relatively new, there is little academic research evidence that can be drawn on to accurately determine their long-term effectiveness.

### **Key Points from the Research:**

The publication 'All-Age Schooling: A resource', commissioned by the Innovations Unit at the DfES (Department for Education and Skills) until it was split into various departments in 2007, highlights the unique opportunities that all-through schools provide and how people can learn in new, innovative ways.<sup>19</sup>

Research by the National College for School Leadership, concluded from interviews with leaders at all-age schools that there is an increased opportunity to reduce the barriers to learning and help teaching improve due to greater opportunities for sharing good practice and cross fertilisation of ideas.<sup>20</sup>

Due to the relatively short time that all-age schools have been open, quantitative data that shows how all-age schools affect attainment is not available. However, the findings from interviews seem to show that the all-age school environment can reduce barriers to learning and support better progression.<sup>21</sup>

Whilst much of the findings are based on interviews and perceptions, it does suggest that the all-age school has a positive impact on the personal development and well-being of students, and this is enabled by schools having greater access to parents and the community.

The report highlights the great opportunity to reduce the barriers to learning.

Outlined below are some advantages and disadvantages that may wish to be considered in respect of option four:

### **Advantages**

- Existing Leaders and governors of Belle Vue Infant School and Newport Junior School have experienced the benefits of structural change. They acknowledge the need to strengthen secondary provision in Aldershot, in order to build on good outcomes in the primary phase and it is believed they would react positively to merging with Connaught.

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<sup>19</sup> All Age Schooling: A Resource, Innovations Unit DfES

<sup>20</sup> National College for School Leadership, The Challenges and opportunities of leading and managing an all age school, 2007

<sup>21</sup> National College for School Leadership, The Challenges and opportunities of leading and managing an all age school, 2007

- Creating an all-age school provides an innovative opportunity to schooling in Aldershot. It can help reduce the barriers in the transition from primary to secondary .
- All-through schooling will arguably enable early engagement with harder to reach parents and a maintenance of relationships into the secondary phase. This is particularly important given the demographic of existing Connaught families.
- The option presents opportunities for team teaching across all key stages; secondary subject specialists supporting primary colleagues with the planning and delivery of key concepts in the primary curriculum; primary colleagues leading the development of literacy and numeracy across all key stages.
- Provide value for money through greater economies of scale.
- The Westgate School in Winchester is an all-through school and existing arrangements are working well.
- Retains an Aldershot Secondary School.

### **Disadvantages**

- The education model of 4-16 schooling in the maintained sector is still relatively untested. There may be some concern from the local community about changing the current provision of schooling.
- There is likely to be some concern from neighbouring Aldershot primary schools about the integration at Year 7 for their pupils and the potential detrimental effect on the desire and demand of other primary schools in the area.
- The provision of the all-through Westgate School in Winchester was a response to a lack of primary school places in the area and not a performance related issue. There should be some caution when comparing given the differing circumstances.



## **Alternative Options**

The County has not bought forward any other options and it is not known whether alternative proposals have been identified through the consultation. The Council may wish to consider alternative solutions. One alternative could be to build a new school in a new location in Aldershot.

The Council is committed to delivering the regeneration of Aldershot. Sustaining a thriving economy and boosting local business is a priority for the Council and it is working in partnership to develop conditions for continued economic growth.

Addressing low attainment levels in secondary schools is a fundamental part of the regeneration process and, in particular, the drive for maintaining a healthy economy for the future.

The Wellesley development is underway and as Grainger attempts to entice people to Aldershot, a healthy, successful system of secondary education has never been more important for the area.

Now would be timely to consider a new approach to secondary education for Aldershot, to offer hope and aspiration to a new generation of students and residents.

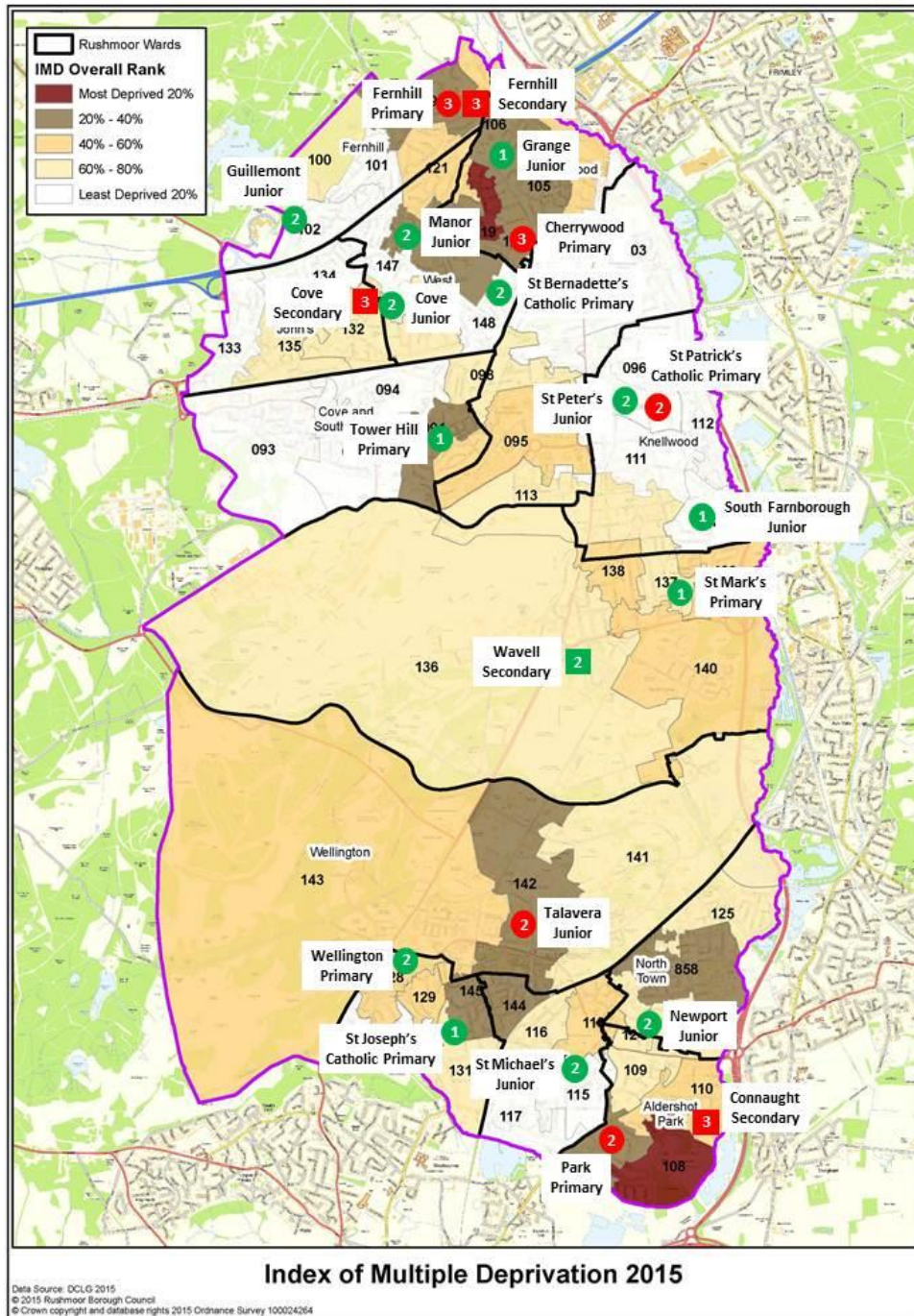
In view of this paper and the options put forward by HCC, Members may wish to consider the following:

- The importance of educational attainment to sustaining a thriving economy.
- The impact of the options in relation to the regeneration of Aldershot.
- The performance of all secondary schools across Rushmoor as a whole; and HCC's long- term aspirations and vision for education in the area.
- How the options outlined in the paper address local needs and support our communities.
- The social impact on the local community.
- A discussion with HCC about the future viability of alternative options, specifically building a new school in Aldershot.

## **Appendices**

1. Map of Rushmoor with the location of all Primary and Secondary schools and their current Ofsted rating
2. Summary of the schools' statistics
3. A summary of Council involvement in school programmes and costs
4. Table to show the GCSE results of the four local authority maintained secondary schools from 2013-2015
5. Graph to show % of pupils 5+ A\*-C GCSEs for Rushmoor Secondary Schools

MAP OF RUSHMOOR WITH THE LOCATION OF ALL PRIMARY AND SECONDARY SCHOOLS AND THEIR CURRENT OFSTED RATING



■ Below England average at Key Stage 4    ■ Above England average at Key Stage 4  
● Below England average at Key Stage 2    ● Above England average at Key Stage 2  
**Ofsted rating:** 1 = Outstanding 2 = Good 3 = Requires Improvement 4 = Inadequate

## SCHOOLS COMPARISON DATA

	Current Ofsted Rating	No of pupils on roll	Pupils whose first language is not English (national figure in brackets)	Pupils eligible for free school meals	Pupils with a statement of special educational needs or health plans
<b>Connaught</b>	Requires Improvement	537	30% (15%)	43% (29.4)	0.9% (1.8)
<b>Cove</b>	Requires Improvement	970	12.6%	21.8%	1.8%
<b>Fernhill</b>	Requires Improvement	700	17.3%	31%	1.1%
<b>Wavell</b>	Good	932	10.9%	17.1%	2.0%

Source: <https://www.compare-school-performance.service.gov.uk/school/116448?tab=absence-and-pupil-population>

\*Data for all pupils at the school during the 2014 to 2015 academic year

## SUMMARY OF THE COUNCIL'S INVOLVEMENT IN SCHOOL PROGRAMMES

Project	Purpose of the project	Council Role	Cost to Council
Mental Health Worker	<p>To provide schools with a professional mental health worker to:</p> <ul style="list-style-type: none"> <li>• Train and support school staff to be able to have better awareness of mental health difficulties pupils might be experiencing and to be better able to deal confidently with these in the school setting.</li> <li>• Train staff to offer group work to parents to improve their children's mental health and wellbeing.</li> <li>• Train staff to be able to provide group work for pupils to enhance mental health and wellbeing.</li> </ul>	To identify and collaborate with partners to develop a project, to source, apply and secure funding for the project. To support the mental health worker to understand the overall project outcomes and represent the council on the steering group meetings.	£10,000
Fernhill/Rushmoor Schools English Teacher	To provide an English teacher 3 days a week in Fernhill and 2 days a week across Rushmoor secondary schools	To liaise with the school and the County and agree the role and provide funding	£20,000 one off.
Recruitment Fayre, Aldershot	To promote teacher recruitment in Rushmoor	To support the County to deliver the fayre in Aldershot	£3,000 towards Promotion and publicity including freebies for delegates
Careers Fayre – Fernhill School	To encourage pupils to think about the aspirations and future careers and to understand what opportunities are	To represent the council and talk to pupils who may want to learn more and understand the breath of career	Officer time

	available	opportunities in local government	
Careers Fayre – Connaught School	To encourage pupils to think about the aspirations and future careers and to understand what opportunities are available	To represent the council and talk to pupils who may want to learn more and understand the breath of career opportunities in local government	Officer Time
Moving on Day – Farnborough Sixth Form	To encourage pupils to think about the aspirations and future careers and to understand what opportunities are available	To represent the council and talk to pupils who may want to learn more and understand the breath of career opportunities in local government. Council officers also delivered workshops.	Officer Time, support with marketing and links to schools
Teen Tech	Prestigious event bringing together cutting-edge science, technology and engineering companies from across the UK to showcase career opportunities available to young people and promote aspirations in engineering	Member of the Teen Tech Board – the Council attended several developmental meeting and helped to ensure good representation from the Rushmoor area	£2,000 The council funded 10 pupils for each Rushmoor secondary school to attend
EM3	Enterprise Advisors Network – to provide a local business mentor to schools	Facilitation – to use our relationships with the schools to encourage involvement and support EM3 in programme co ordination	Officer Time
Community Matters	Education attainment has been identified as the CMP priority for 2016.	Attended workshops and encouraged attendance by local schools to ensure the continued promotion of the importance of attainment for the borough. Promoted the importance of employee volunteering to support this – inc: Draft proposals to support local primary schools with reading schemes.	Officer Time

**APPENDIX 4**

**TABLE TO SHOW THE GCSE RESULTS OF THE FOUR LOCAL AUTHORITY MAINTAINED SECONDARY SCHOOLS FROM 2013-2015**

2015 GCSE results	The Wavell School	Cove School	Fernhill School	The Connaught School
Percentage achieving 5+ A*-C GCSEs (or equivalent) including English and maths GCSEs	61%	45%	40%	29%
Percentage of pupils achieving 5+ A*-C grade GCSEs (or equivalent)	74%	60%	54%	38%
Percentage of pupils achieving 5+ A*-G grade GCSEs (or equivalent)	99%	96%	97%	92%
Percentage of pupils achieving Ebacc (grade A*-C in English, mathematics, science, a language and a humanities subject)	32%	16%	23%	15%

(Source: Department for Education <http://www.education.gov.uk/>)

2014 GCSE results	The Wavell School	Cove School	Fernhill School	The Connaught School
Percentage achieving 5+ A*-C GCSEs (or equivalent) including English and maths GCSEs	62%	38%	46%	48%
Percentage of pupils achieving 5+ A*-C grade GCSEs (or equivalent)	71%	51%	60%	51%
Percentage of pupils achieving 5+ A*-G grade GCSEs (or equivalent)	100%	93%	93%	95%
Percentage of pupils achieving Ebacc (grade A*-C in English, mathematics, science, a language and a humanities subject)	34%	16%	23%	14%

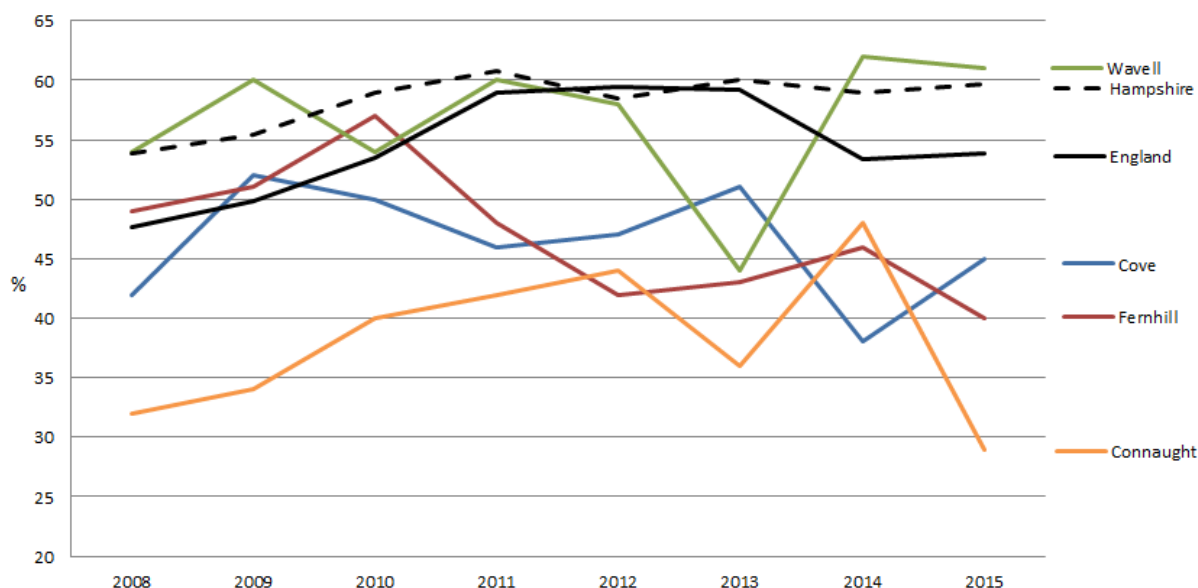
(Source: Department for Education <http://www.education.gov.uk/>)

2013 GCSE results	The Wavell School	Cove School	Fernhill School	The Connaught School
Percentage achieving 5+ A*-C GCSEs (or equivalent) including English and maths GCSEs	44%	51%	43%	36%
Percentage of pupils achieving 5+ A*-C grade GCSEs (or equivalent)	61%	70%	66%	85%
Percentage of pupils achieving 5+ A*-G grade GCSEs (or equivalent)	99%	98%	99%	97%
Percentage of pupils achieving Ebacc (grade A*-C in English, mathematics, science, a language and a humanities subject)	21%	15%	20%	8%

(Source: Department for Education <http://www.education.gov.uk/>)

**GRAPH TO SHOW % OF PUPILS 5+ A\*-C GCSE'S FOR RUSHMOOR SECONDARY SCHOOLS**

(Source: Department for Education <http://www.education.gov.uk/>)



**School reforms**

Due to school reforms in 2013-14 the results between 2013 and 2014 are not directly comparable. Between 2013 and 2014 International GCSE (iGCSE's) were no longer counted in results, only a pupil's first attempt at a qualification is included, and counting non-GCSEs has been capped at two.

**Progress 8**

In 2016 a new way of measuring performance, will be introduced for all schools. Progress 8 aims to capture the progress a pupil makes from the end of primary school to the end of secondary school. It is designed to encourage schools to offer a broad and balanced curriculum at KS4, and reward schools for the teaching of all their pupils measuring performance across 8 qualifications.



Progress 8 will be calculated for individual pupils solely in order to calculate a schools Progress 8 score. It will measure the achievement of a pupil across 8 qualifications including: English (double weighted); mathematics (double weighted); three other English Baccalaureate (EBacc) subjects (sciences, computer science, geography, history and languages); and three further subjects.

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**Cabinet**  
**20 September 2016**

**Head of Community and Environmental**  
**Services Report No. COMM1612**

## **CONNAUGHT LEISURE CENTRE – CHANGES TO WEEKDAY OPENING TIMES**

### **Introduction**

- This paper seeks approval to change the weekday opening times at the Connaught Leisure Centre from 8.30am-10pm, to 5pm-10pm with weekends remaining unchanged. During the school day the only facility available to the public is the fitness centre during which time they average 15 users per day. The revised hours will significantly reduce the operating costs enabling the centre to become more financially sustainable and alleviate safeguarding concerns raised by the school around adult customers mixing with school pupils.

### **Background**

- In 1989, the Council along with the County invested in new community buildings at both the Connaught Leisure Centre and the Wavell Cody Community Campus. This Council invested more capital with the County agreeing to cover more of the annual revenue costs. The County provided revenue of £40k pa compared to the Council at £10k pa for each site, with the Council managing the community provision.
- The County also provided a grant of £50k pa to the Oak Farm Community Campus with a grant of £10k pa from the Council.
- In 2011, the responsibility for managing the Wavell/ Cody community campus transferred to the school at the request of the head teacher.
- The following year, due to austerity measures, the County withdrew funding for community schools in Hampshire. This included grants of £50k from the Oak Farm Community Campus, which is now the Samuel Cody Specialist Sports College and £40k from both the Wavell and Connaught campuses.
- The Wavell school had already revised the operation of the Community Campus by providing more support from school staff in order to reduce costs. These reduced costs along with a reasonable development fund ensured that the withdrawal of grants from both the County (£40k) and this Council (10k) did not adversely affect the community programme at the site.

- The situation was different at both the Samuel Cody Specialist Sports College and the Connaught Leisure Centre, with withdrawal of the County grants putting the community programmes in our priority neighbourhoods at risk.
- The additional income derived from the provision of a 3<sup>rd</sup> Generation (3G) artificial grass surface at the Samuel Cody Specialist Sports College (£300k) and a floodlit 3G artificial grass pitch at the Connaught School (£600k) helped offset the loss of grants. This Council led on these projects, which were funded by grants from Hampshire County Council, Sport England and developer's contributions.
- The additional income generated by the pitch at Samuel Cody has enabled it to continue to provide an extensive community programme and this Council to withdraw its grant of £10k pa. However, having operated the 3G for a year at the Connaught Leisure Centre, due to increased local competition and running costs the site is still operating at a subsidy of around £25k pa. The Council also had a deficit in the development fund of £35k at the end of 2015/16.
- The Connaught Leisure Centre is in the Aldershot Park Ward, which has pockets of relative multiple deprivations in the worst 20%, particularly linked to poor health. It attracts around 70,000 visits a year and includes a thriving community programme of exercise classes, children's parties, sports bookings, Nepali community festivals and large events such as an annual model railway exhibition and the World Powerlifting Championships.

### **Connaught School**

- Even though there have not been any incidents between the public and pupils, the Connaught school has safeguarding concerns linked with adults using the fitness centre entering the site throughout the school day and mixing with the pupils. Based on the low levels of public use, along with the need for this Council to make savings, it is proposed that daytime use should be discontinued with the daytime fitness centre members (around 15 per day) being assisted to use the nearby Aldershot Pools fitness centre.
- In line with the other community schools in the Borough (Wavell, Samuel Cody specialist Sports College and Fernhill), the Connaught school is interested in managing the Leisure Centre to improve joint working with staff. They will revisit this next year but are concerned that the Centre currently operates at a subsidy and would be more comfortable if it was financially sustainable.

## **Proposal**

- To support the ambitions of the school and seek to future proof the service by achieving an operating surplus, it is proposed not to open the Leisure Centre during the school day. This will change the weekday opening times from 8.30am-10pm, to 5pm-10pm, with weekends remains as 9am- 5pm.
- It is felt that the removal of daytime access with its low levels of usage would see attendances, primarily at the fitness centre, reduce by around 5000 visit pa with operating costs by around £35k pa. The staffing will be adjusted to take account of the reduced operating hours. Since the introduction of the new 3G Artificial Grass Pitch, the evenings and weekends are busier and to provide additional cover we will appoint an apprentice to work alongside the duty managers.
- These proposals were discussed at the Leisure and Youth Panel on 6 June 2016 where it was resolved that we should consult with the daytime users and ensure their views are taken into account with any changes.
- We have ensured all members of the fitness centre received letters explaining why the Council was proposing the changes. They are aware that we have secured daytime use for the fitness centre members at the nearby Aldershot Pools, which is available from 7am. To ensure they can still enjoy a daily workout, they will receive a free induction and daytime use of the Aldershot Pools fitness centre, which will be included in their existing Centre membership for up to 1 year. We have also arranged for the casual daytime users to receive a free induction and they would need to pay a daily charge as they currently do at the Connaught Leisure Centre. We have received no adverse views but I will update members at the meeting.

## **Financial Implications**

- In 2015/16 the total income was £192k with expenditure of £217k. The revised operating hours will result in an income of around £187k with expenditure of £177k, providing a surplus of £10k pa. This will include the withdrawal of our grant and use of any surplus to clear the deficit in the development fund.

## **Recommendation**

- Cabinet to approve the Council change the opening times at the Connaught Leisure Centre as shown in this paper

**Peter Amies**

**Head of Community and Environmental Services**

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Cabinet  
20 September 2016

Head of Community and Environmental  
Services Report No. COMM1617

### **HAMPSHIRE COUNTY COUNCIL REVIEW OF AGENCY AGREEMENTS - TRAFFIC MANAGEMENT, HIGHWAYS DEVELOPMENT CONTROL AND ENVIRONMENTAL WORKS**

#### **Introduction**

- The Council currently has an Agency arrangement with Hampshire County Council (HCC) through which we deliver a range of traffic and highway management and Environmental works on behalf of HCC. This paper provides an update on changes to the County Agency Agreements, which will include a reduction in some functions and funding. It seeks approval for the Council to continue with an agency arrangement and continue to deliver a range of services with some adjustments as a result of these funding reductions.

#### **Background**

- Since 2010 the Economy, Transport and Environment Department at County have saved £26m with an additional £15m against a net budget of £104m required by 2017. Savings already identified include dimming streetlights and retendering the traffic signal maintenance contract.

#### **Traffic Management**

- HCC are intending to make further savings by reducing work on traffic management schemes, which are not led by safety or legal requirements. The traffic management service will be reduced but still include on street parking controls, parking related correspondence, permanent traffic regulation orders including those for developers / capital schemes and disabled parking bays.
- This will no longer include minor signs and lining, temporary traffic regulation orders (roadworks and local events), tourist and amenity signing, speed limit reminder signs, involvement in the casualty reduction partnership and traffic management advice to County Councillors.
- Speed limits will only be changed if justified as part of a casualty reduction scheme. A moratorium on the investigation of heavy commercial vehicle restrictions and width restrictions on environmental grounds is also proposed.

The County will develop a communication strategy to ensure residents and community representatives are aware of the changes.

- The Council's traffic management team also cover residents parking schemes, signs and lines and traffic regulation orders to support the parking enforcement team.
- A number of issues are being discussed with County on the traffic management agency including countywide charging for disabled parking bays, the Council to deliver signs, lines and temporary traffic regulation orders if we can recover costs and the Council to retain speed limit reminder signs.
- The traffic management service at Rushmoor, funded by the County, is provided by a full time Senior Engineer and a Technical Officer.

### **Highway Development Control**

- The highway development control agency will no longer provide bespoke advice for applications of five dwellings or less. This standard advice will be available online.
- The agencies will continue to provide advice for applications over five and below 100 with the County developing a clear set of highway design standards. The design standards will be circulated to local councils for consultation and local councils are being encouraged to adopt highways pre application charging as successfully introduced at county level. This could provide local councils with an income stream to supplement their resources in this area.
- The Transportation Strategy Officer (0.6 FTE) provides the highways development control funded by the County.

### **Environmental Works**

- The Council currently look after the highway trees including their inspection, and maintenance with some new planting. The County are taking this responsibility back from April 2017. The Council employ a part time person (1 day a week) who assists with this work and this will form part of further discussions with the County.
- The County look after weed control on the highway, which includes roads, pavements and alleyways. They currently provide two weed sprays a year, which due to environmental restrictions on the type of weed killer used is not



always effective. They will be reducing this to one spray a year from April 2017.

- The County are also reviewing the cost of maintaining their highway verge grass, shrubs and hedges. They currently fund around 6 highway verge grass cuts each year with this Council funding a further 8 cuts through a performance specification. This ensures a good standard of grass verge maintenance and helps alleviate residents concerns from the arising's left after each cut.
- The County are seeking to reduce the funds they allocate to grass verge cutting and have tendered the service to establish a benchmark which will be known later this calendar year. This benchmark will be used to advise Councils on the savings they require which may result in the number of grass cuts being reduced. Once we know the level of funds being provided by the County we will be able to compare this to the outcome of the retendering of our own grass cutting which sits within the waste, recycling, street cleansing and grounds maintenance contract. The retendering of our contract will be known early next year at which time we will be able to advise members on the possible implications for our grass cutting and consider options.

### **Financial Impact of HCC changes**

- In 2016/17 Rushmoor received £74k for its traffic management and £67k for its highways development control from HCC. This will reduce to £29k and £33k respectively in 2017/18, leaving a shortfall of £79k pa which is being met from the actions shown in the proposals section of this paper. HCC will also only provide minor works funding for schemes that meet their new criteria, previously £14k pa was provided for small traffic management works.
- The loss of the traffic management service would affect our ability to provide any new residents parking schemes and highway enforcement across the borough, particularly if we do not keep up with replacing signs and lines. This will affect traffic movement and ease of parking for residents and could reduce the level of funds in the Civil Parking Enforcement (CPE) account.
- The council would lose £26k pa income it currently receives from temporary traffic regulation schemes. £8k pa is used for delivery of the works with the remaining £18k pa being credited as income to the Council.

## Proposals

- Traffic management is a high priority for this Council and as such, we will be expected to respond to both members and residents enquiries, which are likely to continue to be around traffic management issues such as residents parking schemes, traffic calming, and enforcement. To fulfil this expectation and retain our influence with highway development control and capital schemes it is proposed that we continue to deliver an agency agreement adjusted to reflect the level of funds being provided and where possible charge work to the CPE account.
- With significantly improved performance from the Civil Enforcement Officers and on street parking maintaining its income stream the CPE account is likely to continue to remain in surplus and enable the delivery of some highway related projects, which will require input from both the Highway Maintenance and Capital projects teams.
- The Council is completing a number of outstanding highway maintenance schemes utilising the Senior Engineer. There are no new schemes planned or funding allocated due to the County's new funding policy. The level of staffing will therefore be adjusted to reflect the reduced work and payment from the County.
- At present, the funding from Hampshire County Council for the Development Control part of the agency arrangement, giving advice and guidance on planning applications and pre-application enquiries, more than covers the cost a part-time Transportation Strategy Officer for three days a week. The post also has input into planning appeals and enforcement cases, and assists with the preparation of new policy to feed into the Local Plan preparation. The remainder of the County funding of £34k (in effect a surplus) offsets the service salary budget.
- The level of staffing for advice and guidance will be adjusted to reflect the reduced work and payment from the County and we would focus solely on commenting on planning applications and pre-application discussions. However, this still leaves a shortfall of £34k (the current surplus) which will result in an increase in service budgets from 2017/18. Action is already being taken in the service to reduce overall costs, but for 2017/18 these are already included within the service cost reductions in the 8 point plan.
- The Council will also need to agree a procedure for forwarding all highway tree enquiries to the County as it is envisaged that Rushmoor residents will still contact us with enquiries relating to County owned trees.

- The poor control of weeds is already having a detrimental impact on the appearance of the borough and the ability of our contractor to cleanse the roads. It is proposed that the Council discuss our concerns with the County and explore options to improve the situation, for consideration by members in due course.
- The impact of any cost reductions by the County for environmental works to be considered by members early in the new year.

### **Financial Implications**

- The net cost to Rushmoor of maintaining the Agency as set out in the above proposals is £34k. This additional cost would need to be included within the Development Management service budgets from 2017/18.

### **Recommendations**

- It is recommended that given the high priority for traffic management, environmental works and highways development control and in order to maintain influence and deliver improvements, that the council continue to deliver an agency agreement for HCC as set out in the proposals .

That the financial implications as set out above be agreed.

**PETER AMIES**  
**HEAD OF COMMUNITY & ENVIRONMENTAL SERVICES**

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Cabinet  
20<sup>th</sup> September 2016

Head of Community and  
Environmental Services

Report No: COMM1619

## RUSHMOOR MARKETS AND CAR BOOT SALES - UPDATE

### 1. Purpose

- 1.1 This paper provides an update on the markets and seeks approval:
- To delegate responsibility for operational issues and setting of rents
  - To apply for planning consent to change the days of operation.

### 2. Background

- 2.1 Since taking over the operation of the markets and car boots there have been many successes and some areas that would benefit from further improvement.
- 2.2 Farnborough Tuesday market has thrived in its new location in Queensmead and proves to be very popular with both traders and shoppers.
- 2.3 The Farnborough Sunday Market has been more challenging due to the restrictions on operating times. There was an initial improvement in the number of traders following the closure of the Blackbushe market but due to the operating restrictions, they have moved to other markets.
- 2.4 Aldershot Thursday market remains stable but can be improved. Traders are concerned at the cost of rents in comparison to the current reduced footfall which has occurred following the closure of M&S and the ongoing presence of street drinkers.
- 2.5 The Aldershot Saturday market was initially very busy but with the drop in footfall shortly after the M&S closure trader numbers declined.
- 2.6 Farnborough Sunday car boot sale has remained busy with the introduction of pre-payment and pre-booking being well received as has the introduction of improved site security.
- 2.7 Aldershot Car boot is busy during the winter months but sellers numbers reduce greatly during the summer months due to other seasonal Sunday car boots.

- 2.8 The Council's market manager left in January and alternate arrangements have been put in place, providing a saving. The market operation is now far broader with the set up and breakdown shared between the maintenance team staff and the original market assistant. The Principal Engineer undertakes the securing and managing new bookings and development with the Strategy and Communications team leading on promotional material and press releases including social media.
- 2.9 In conjunction with a local retailer Bids & Pieces, this Easter we introduced a Craft Fayre into Aldershot to boost footfall. This has been successful and they are now a regular feature on the first Saturday each month. Farnborough residents requested a similar offer and these are provided on the third Saturday each month in Queensmead.
- 2.10 This has increased footfall into the towns and encouraged small crafters to "give it a go". This offers an affordable rent, free insurance and parking to enable the small crafter to attend. Shoppers and crafters alike come from as far away as Southampton and Reading to visit both fayres.
- 2.11 There are ongoing discussions with operators of farmers markets and specialist markets, along with plans for special events during the Christmas period.
- 2.12 The first year of trading of both markets and Car boot sales combined provided a surplus income despite the decline in the Aldershot activities. This year the first quarter's figures whilst still in profit show a slight downturn in income in comparison to the same period last year and if left unchecked could result in a shortfall in the original 16/17 budget.

### **3. Proposals**

- 3.1 A number of proposals are being proposed to help increase footfall and income. To assist with Aldershot the following is recommended:
- Aldershot rents should be reduced by £10 per pitch
  - Farnborough rents by £2.50 per pitch
  - The Farnborough Sunday market should be moved to a Friday (subject to planning consent )
  - The Aldershot Saturday market to a Monday (subject to planning consent )
  - The Aldershot Sunday Car Boot should move to a Saturday
- 3.2 Following a letter to residents and traders in Queensmead on the possible change of day for the market in Farnborough from a Sunday to Friday, we received replies from 3 residents, 2 objecting to the market on any day, and one requesting it to move as soon as possible to allow a peaceful Sunday.
- 3.3 It is important to provide a more responsive service that can react quicker to changes in demand, new opportunities and optimise income. It is therefore proposed that operational decisions, including the setting of rents for traders, should be delegated to the Principal Engineer in consultation with The Head of

Financial Services and the Portfolio Holder for Environment, provided they are recorded and in the best interest of the Council.

#### **4.0 Financial implications**

- 4.1 It is estimated that the above proposals (see appendix attached) will help offset a portion of the current budget deficit and ensure we achieve the current income budget of £295,000 for future years.

#### **5.0 Recommendations**

5.1 Cabinet to approve:

- delegating responsibility for operational issues and rents as set out in this paper
- the Head of Community and Environmental Services to apply for planning consent for a Friday market in Farnborough and a Monday market in Aldershot

**PETER AMIES - HEAD OF COMMUNITY AND ENVIRONMENTAL SERVICES**

**PROJECT LEAD - JOHN TRUSLER, PRINCIPAL ENGINEER**





## APPENDIX 1

Proposed Fees and charges 2016/17 Farnborough Market			Proposed Fees and charges 2016/17 Aldershot Market	
	Regular Trader	Casual Trader	Regular Trader	Casual Trader
<b>3m x 3m pitch</b>	£32.50 per day	£42.50 per day	£25.00 per day	£35.00 per day
<b>Electric</b>	£1.00 per day	£1.50 per day	£1.00 per day	£1.50 per day
<b>Water</b>	£0.50 per day	£1.00 per day	N/A	N/A
<b>Waste per bin</b>	£14.00 general £10.00 recycle	£16.00 general £12.00 recycle	£14.00 general £10.00 recycle	£16.00 general £12.00 recycle
<b>Gazebo 3m x 3m</b>	£2.50 per day	£3.00 per day	£2.50 per day	£3.00 per day



## APPENDIX 2

	Predicted Annual Income without changes to days and charges	Proposed Annual income after changes to days and charges
<b>Markets</b>		
Farnborough	£66,810	£125,970
Aldershot	£38,350	£81,600
<b>Car Boot</b>		
Farnborough	£53,550	£53,550
Aldershot	£18,670	£43,350
<b>Total Predicted Income</b>	<b>£177,380</b>	<b>£304,470</b>
Current Income Budget	£295,000	£295,000
<b>Potential Income Budget Shortfall</b>	<b>£117,620</b>	<b>-</b>

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**Cabinet**  
**20 September 2016**

**Head of Community and**  
**Environmental Services Report No. COMM1618**

**CAR PARKING SERVICE – REPLACEMENT OF PAY & DISPLAY MACHINES AND  
RELATED MATTERS**

**Purpose**

- This report explains the proposed approach to the replacement of the Council's Pay and Display machines used for taking payments in off-street car parks and for on street parking places. In addition it identifies a number of related matters for Cabinet consideration.

**Introduction**

- The Council's existing Pay and Display machines have reached the end of their life and ideally, we will install the new machines before 1 March 2017, as they will be pre-programmed to accept the new £1 coins thus avoiding the need to reprogramme our current machines.
- In line with the Council's approach to channel shift and customer expectations the new machines will offer customers a wider choice of payment options including credit / debit cards, cash, pay by phone and by bankcard payment registered on a mobile phone such as Apple Pay, making it easier to pay, without the need to contact the Council. The new machines will all be easier to use, secure, fast and reliable with improved coin performance and have the capability to report faults centrally.
- The Council will continue to offer permits to residents, businesses and commuters which can be paid for online.

**Payment Options**

- Cash is still the main method used by customers to pay for parking. Our current machines do not give change and do not extend the time on the ticket resulting from overpayment. The new machines will show on tickets the time actually paid for, removing overpayments.
- The new machines will also provide credit / debit card readers with both chip and pin and contactless, removing the need for customers to search for change and reduce our level of cash collection. A merchant is required to process payments for which they charge around 22p per transaction. It is proposed to pass this onto customers as a convenience fee and we would ensure this is clear at point of sale.

- Some Local Authorities that do not pass on the convenience fee include a minimum payment for credit/debit cards to reduce both the number of customers using it to high tariff charges only and the transaction fee charges to the Council. This does however reduce the customer's choice of payment method.
- It is also proposed to offer Pay by Phone. This is now a common service across the country and we can potentially start implementation in advance of the new machines being installed. It tends to be used at long stay sites and allows the customer to pay for parking using an App, online or by calling. The benefit is that customers will pay for the time they use and will prevent the need to rush back to the vehicle encouraging more dwell time particularly in the town centres. There is no ticket involved and the Civil Enforcement Officer identifies that the vehicle has paid on their hand held equipment. There is a convenience fee of around 20p to the customer and the standard phone call / text message charge which will be made clear at point of sale.

## **Other options considered**

### **Pay on Foot**

- This is generally only suitable in high volume multi lane car parks, which must be secure and barrier controlled, with staff permanently available to rectify any barrier issues. Due to the costs involved in creating additional entrance and exit points and that the Council does not have the volume of customers, it would not be cost effective to introduce at this time, but could be introduced when appropriate.

### **Permits**

- Permits are offered by the Council and are generally taken up by businesses and commuters. They are more convenient as they do not require a visit to the machine to purchase a ticket, require no cash handling and customers can purchase car park permits in monthly, quarterly and annual instalments online, making it easier for them to access our services. We will be introducing a weekly option and for all permit holders, reducing administration costs by issuing them virtually, which the Civil Enforcement Officers will recognise on their new hand held devices. Night and weekend permits are also available for residents who need to use our car parks for overnight parking.
- The Council does provide permits free of charge as part of our support to voluntary / charitable organisations. It is suggested that how these are provided in future be considered as part of the broader review of support to such organisations.

### **Advertising**

- Some machines offer high definition video screens, which can be used for advertising when the machine is not involved in a transaction. When triggered by a customer the machine displays the day specific charges and information and as everything is on a video screen, there is no requirement for tariff boards. This will be considered as part of the procurement process.

## Smart cards

- The Rushmoor Smartcard was successful when introduced in early 2000, providing an alternative to cash payment at the machine. Technology has improved and customers want to pay for their parking as conveniently and securely as possible. The use of Smartcards is reducing and the provision of credit / debit cards, pay by phone and permits will provide a suitable alternative for most customers. We have already replaced some Smartcards used by voluntary / charitable organisations with a new permit scheme. These are easier to audit, as they are vehicle, car park and day specific.
- Smartcards offered by the Council allow customers to preload credit onto their cards, and pay at the machine through a separate card reader. There is no online charging option for Smartcards and they continue to require charging either at the Council offices, to any sum, which involves staff time, or at the machine to a maximum of 15 coins or £30.
- In terms of replacing the Pay and Display machines of the four major suppliers on our framework, three offer the Smartcard option. Of the remaining three, two offer all the payment options on one machine with the other one requiring a separate stand-alone machine as it is unable to accommodate both a credit/ debit card reader and a Smartcard reader. A stand-alone machine would increase costs, street clutter and in some locations would be impractical. The continuation of Smartcards will therefore restrict our choice of machine and the need for additional readers will make them more expensive to both purchase (circa £20k for inclusion in 100 machines) and maintain. We will need to recall all Smartcards and replace them with cards that are compatible with the new machines.
- During 2015/16, there were 2,300 Smartcards transactions at the Council offices comprising new card purchases, recharges, replacements and 65 Plus concessions. Of these 1,900 were face to face at the customer services unit and 400 were processed by the Parking Support Officers comprising mainly corporate cardholders and parking concessions. There has also been a significant reduction in the number of customers using Smartcards, with the value of purchases reducing from £330k pa to £160k pa due to businesses ceasing to purchase cards for their staff. The number of residents claiming the 65 Plus parking concession which is provided as credit on the Smartcard has fallen from 600 in 2014/15 to 400 in 2015/16.
- If we remove, the Smartcards in favour of the other payment methods where customers self-serve this will reduce our staff commitment in both the Customer Services Unit and Parking Management by around one FTE.
- For the above reasons officers are recommending that the Council phase out the use of Smartcards. The withdrawal of Smartcards would need to be promoted as soon as possible in advance of any new machines being provided and customers would be

encouraged to use outstanding credit during this phasing out period. We would stop selling and recharging smartcards with immediate effect.

## **65 Plus concession**

- The Council currently offers a concession (£50 credit for payment of £25) for residents over 65 years of age, which is provided on a Smartcard. The discontinuation of the Smartcard would not prevent the Council from continuing to offer the concession as this could be provided through a permit system or Pay by Phone, the details of which would need to be agreed. Alternatively given the Council's need to achieve financial sustainability this is an appropriate time for members to review whether to continue to offer the 65 Plus concession. As with the Blue Badge review, where holders now pay for parking, there is no evidence to suggest that those residents aged 65 Plus taking up the concession are more economically disadvantaged than other customers. Members may wish to consider targeting any concession by reducing car-parking charges to those who are financially disadvantaged or cease the concession completely.

## **Financial Implications**

- The Council received £1.5m income from Pay & Display during 2015/16 (£1.1m from car parks and £400k on street). The average ticket purchase is £1.
- The cost to the Council of purchasing 100 machines, (£250k for the standard machine) with credit / debit card readers (£100k) would be around £350,000. The installation costs will be around £25,000 and we may need to fund new signage which would be around £15,000. If card readers were provided in high volume areas only the cost of 100 machines with 32 card readers would reduce to around £280,000. These costs are indicative as we are holding a mini competition with the main suppliers to secure best value and some of these costs will be offset from the Civil Parking Enforcement Account. £400k has been allocated in the capital programme for 2016/17 to replace these machines.
- It is proposed that the customer cover any convenience fees and this would be made clear at the machines. If the Council choose to accept this charge based on a potential 15% take up and an average ticket of £1, the processing payment would cost around £50,000 pa. This cost would increase as the use of cards becomes more popular, with a 100% take up costing around £330,000 pa. The use of cards and cost to the Council could be reduced by setting a minimum ticket price for use of credit / debit cards to say £2.
- The removal of Smartcards will release around one FTE to higher value work. This would also save £20,000 on the additional cost of providing Smartcard readers in the new machines. The IT system required to administer the smartcard database will be between £2,000 and £5,000 p.a. Not all machine models are able to accommodate both a credit/debit card reader and a smartcard reader, meaning that either we restrict our procurement options or we purchase additional machines at each location, which is



impractical. We anticipate that without Smartcards, the majority of this income will transfer to either Pay & Display income or permits, as customers continue to use our facilities.

- The cost to the Council of providing the concession based on the 65 Plus continuing to use our parking is around £10,000 pa.

## **Summary**

- The Council needs to replace pay and display machines, which have reached the end of life. This provides an opportunity to give our customers more choice and convenience on how they pay. This will be achieved by offering credit/debit card readers, cash, Pay by Phone and permits. Customers will receive parking time based on how much they pay, removing any overpayment issue.
- To protect our levels of income the Council will inform customers that the transaction fees associated with the use of credit / debit cards and Pay by Phone will be passed onto them as a convenience fee for being able to access these additional payment options.
- It is recommended to phase out the provision of Smartcards as demand has significantly reduced, we are providing suitable alternatives and ongoing provision will incur additional costs in both the purchase and maintenance of machines and in officer time involved in their provision and recharging. It is recognised there will still be some customers that prefer the Smartcards.
- Members views on continuing to provide the 65 Plus concession is sought.

## **Recommendations**

Cabinet are recommended to;

- 1) agree the proposed approach for replacing the pay and display as set out in this report
- 2) endorse the phasing out of Smartcards
- 3) consider the approach to the future of the 65 Plus concession

**Peter Amies**

**Head of Community & Environmental Services**

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## AGENDA ITEM NO. 10

**CABINET**  
**20<sup>th</sup> September 2016**

**SOLICITOR TO THE COUNCIL**  
**REPORT NO. LEG1611**

### **REDAN ROAD, ALDERSHOT – COMPULSORY PURCHASE**

#### **PURPOSE**

This report seeks approval to move towards the compulsory acquisition of the former TA Centre at Redan Road, Aldershot. Appendix 1 to this report shows the proposed acquisition site edged black.

#### **1. BACKGROUND**

The former TA Centre (“the Site”) is in private ownership having been acquired by the owner in August 2000. A small section of land being the existing access way is owned by the Secretary of State and registered under a separate title number.

#### **2. PLANNING POSITION**

The site is identified in the Rushmoor Borough Council 2015 Strategic Housing Land Availability Assessment as a site that is available and deliverable to deliver 22 units of housing between 2014- 2019. This is the document required by Government policy to ensure that a local planning authority has sufficient and suitable land available to meet the community's need for homes – it assesses the amount of land available for housing development in the Borough. The SHLAA contributes to the council being able to demonstrate its five year land supply, as required by the National Planning Policy Framework (NPPF), and is used to inform decisions about land use in the Local Plan and prevents planning by appeal.

Inclusion within the SHLAA does not necessarily mean that planning permission will be granted but this is a site that has a history of planning permissions being granted but the site still has not been built out for housing. The planning history is as follows:-

May 2002 02/00194/FUL demolition and erection of twenty 2 bedrooomed flats and fourteen 1 bed flats with associated parking and landscaping . The section 106 agreement was completed but the planning permission lapsed because it was not implemented within the 5 year period.

In December 2013 an application for the erection of 4 two bedrooomed , 6 3 bedroom and 4 4 bedroom houses and a block of 8 2 bedroom flats 13/00618/FUL was withdrawn to enable discussion with the District Valuer on viability.

In April 2014 application 14/00028/FUL for the same quantum of development was approved by the Development Management Committee subject to the completion of

a section 106 agreement. The planning agreement was completed on 23<sup>rd</sup> February 2015 and the planning permission issued on the 5<sup>th</sup> March 2015.

## **IMPLEMENTATION OF THE PLANNING PERMISSION**

Due to the Councils dwindling supply of SANGs land a decision was made to impose a planning condition on all residential consents requiring the development to be begun before the expiration of one year from the date of the permission. This condition was imposed upon consent no 14/00028/FUL. The development therefore had to be begun before 4<sup>th</sup> March 2016 or the planning permission would have lapsed, meaning that the consent would no longer be capable of implementation.

On the 18<sup>th</sup> February 2016 the owners agent advised that work had been started on the foundations of block 1-7 in accordance with the approved details and that the foundations had been inspected by building control. The council accepted that this work was done in accordance with the permission, which triggered the payment of the financial obligations under the section 106 agreement. An invoice was raised for the appropriate contributions totalling £196,451 and sent to the owner. The invoice was not paid and the owner's agent requested a variation of the section 106 agreement to allow the payment to be made in two stages- £100,000 following the sale of the first property to be completed and the balance on the completion of the second property.

This variation to the section 106 agreement was refused by Development Management Committee on the 22<sup>nd</sup> June 2016. Notwithstanding this refusal, the financial payments due under the section 106 agreement remain outstanding and the owner has made no attempt to continue with the development of the site. The owner has now suggested that he does not want to works to be taken as an implementation of the permission as he cannot afford to pay the contributions. Having accepted the works as implementation the council cannot resile from this position.

It would therefore seem likely that the owner has no plans to continue with the build and that the site will remain undeveloped as it has since acquisition in 2000.

## **COMPULSORY PURCHASE**

The NPPF at paragraph 51 acknowledges that LPA's should bring back into residential use empty housing and buildings and where appropriate acquire property using CPO powers.

Government advice on Compulsory Purchase advises that compulsory purchase powers are an important tool for local authorities to use as a means of assembling the land needed to help deliver social and economic change. Used properly, they can contribute towards effective and efficient urban regeneration, the revitalisation of communities,– leading to improvements in quality of life. Bodies possessing compulsory purchase powers are therefore encouraged to consider using them pro-actively wherever appropriate to ensure real gains are brought to residents and the business community without delay.

To justify the use of CPO there needs to be a compelling case in the public interest.

Given the length of time that the owner has owned the site; the failure to build out any consented scheme, and the fact that the Site is an allocated housing site that needs to contribute towards the Council's housing land supply by 2019 it is considered that a compelling case can be made to justify the acquisition of the Site so that land can be developed for housing either by the Council or by a development partner.

The acquisition power to be used would be section 226 (1) (a) Town and Country Planning Act 1990 which provides that an LPA can acquire land compulsorily if it believes that the acquisition will facilitate the carrying out of development, redevelopment or improvement on or in respect of the land. The acquiring authority must not exercise this subsection (1)(a) power unless it thinks that the proposed development, redevelopment or improvement is likely to promote or improve the economic, social or environmental well-being of its area.

However, before embarking upon the making of a compulsory purchase order, the government advises that acquiring authorities should seek to acquire the land by negotiation wherever practicable, as compulsory purchase is a power of last resort to be used if attempts to acquire by agreement fail. There is power to acquire land by agreement under section 227 TCPA.

The Council has been approached by a developer who has expressed an interest in acquiring this site to deliver a housing scheme, possibly working with the Council.

If the Council were to have to make a CPO to deliver the redevelopment of the site then compensation would be payable to the owner of the Site.

Compensation following a compulsory acquisition of land is based on the principle of equivalence. This means that an owner should be no worse off in financial terms after the acquisition than they were before. Likewise, they should not be any better off. Because the effects of the CPO on the value of a property are ignored when assessing compensation, it is necessary to value the land on the basis of its open market value without any increase or decrease attributable to the scheme of development which underlies the CPO. Thus, an offer would be made to acquire the site on this basis. The confidential Appendix contains the figure up to which an offer is to be made.

It is important that once made, such offer is only open for acceptance for a limited period of time. If the owner fails to accept the offer then a report will be brought to Cabinet seeking authority to make the compulsory purchase order and seeking approval of the statement of reasons for making the order. This will minimise delay on delivery of housing on this Site. A further report will be brought to cabinet on the terms of the redevelopment of the Site following acquisition.

## **FINANCIAL IMPLICATIONS**

This report does not seek authority to actually make the order but to make an offer to acquire the land for a purchase price that reflects the compensation that would be payable should a CPO have to be made.

A developer partner would fund the acquisition of the land and the Council therefore will not incur any direct revenue effect from this matter. The Council may choose to be involved in the development of the Site with a development partner but this will be dealt with in a future report, after a response has been received from the owner to the offer to acquire the site by agreement.

### **LEGAL IMPLICATIONS**

The legal implications are discussed previously in this report.

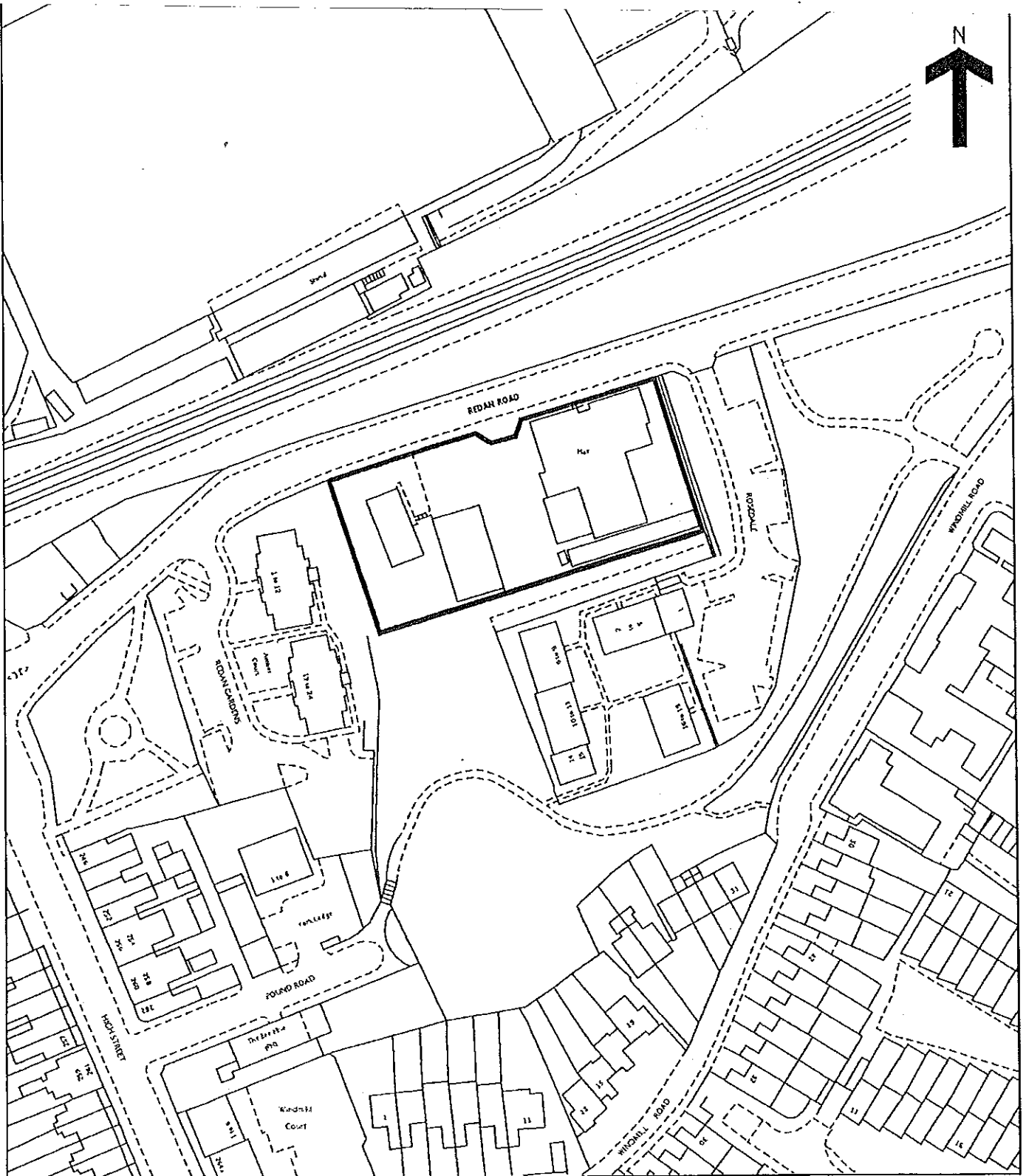
### **POLICY FRAMEWORK IMPLICATIONS**

The Site is an allocated housing site in the councils Local Plan and the Council needs to act to ensure that the site contributes to the councils housing land supply.

### **RECOMMENDATION**

That, subject to the Council having entered into an agreement with a development partner to indemnify the Council for the acquisition cost of the Site, the Cabinet gives authority to the Solicitor to the Council to make an offer to acquire the Site up to the value set out in the confidential Appendix 2, under section 227 TCPA and to agree a period during which the offer should remain open for acceptance.

# APPENDIX 1



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

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## AGENDA ITEM No. 11

**CABINET**

**SOLICITOR TO THE COUNCIL**

**20th SEPTEMBER 2016**

**REPORT NO. LEG1612**

**KEY DECISION? Yes**

### **UNION STREET EAST REGENERATION**

#### **1. INTRODUCTION**

- 1.1 This report seeks authority to take forward the regeneration of the Union Street East and former Marks and Spencer building identified in the Aldershot Town Centre Prospectus SPD being comprised of 36 - 62 Union and 51 – 57 High Street. The plan attached at Appendix 1 shows this Key Site.

#### **2. BACKGROUND**

- 2.1 The eastern end of Union Street contains a number of large buildings which have proved difficult to adapt and have gradually fallen into low value use or vacancy over the last few years. The sloping site and the need to have frontages onto both Union Street and the High Street means that the existing building are not best suited to modern retail requirements.
- 2.2 The Aldershot Town Centre Prospectus SPD, adopted January 2016, forms a material planning consideration for development management decisions within Aldershot. It provides the planning framework to allow the council to seek development partners and intervene where necessary to acquire these properties, either by agreement or using its compulsory purchase powers, in order to assemble a development site(s) and seek development partner(s) to build out a mixed use scheme to regenerate this area of the town. The SPD envisages a development of mixed retail / leisure and other town centre uses with residential above.
- 2.3 The SPD envisages either this Key Site coming forward in two parts; 48-62 Union Street/51-57 High Street as a refurbishment scheme, as a public sector led development partner procurement, and the former M&S for redevelopment with a private sector development partner; or that the site could come forward as a whole. In respect of 48-62 Union Street/51-57 High Street, the SPD seeks to retain, where possible, the historic frontage. The SPD also seeks to secure a pedestrian link through the former Marks and Spencer Store from the High Street to the Wellington Centre and the creation of a town square.

### **3. DEVELOPMENT OPTIONS**

- 3.1 In October 2014, prior to the closure of M&S, Montagu Evans were commissioned to undertake some high level site feasibility work on the Union Street East site comprising 51 High Street, 50-52 Union Street, 53-55 High Street/54-56 Union Street, 57 High Street/58 Union Street, and 60-62 Union Street. This work advised that if the Council chose not to act, then the private sector alone would be unlikely to deliver the necessary transformation. Further, the advice was that it would be very challenging to gain access to upper floors to provide residential without further compromising ground floor retail space, which is already poorly configured. The report explained that it was likely that the complexity of ownership patterns, weak retail demand and concerns over viability have been private sector inhibitors in bringing the site forward.

This feasibility work for the Union Street East site considered some indicative schemes, namely Low, Mid and High Level interventions (as outlined below). The land assembly costs in support of this work were estimated at this point in time.

- The Low Level intervention looked at refurbishment of the retail space with residential above;
- The Mid-Level intervention consisted of refurbishment of 50-52 and 60-62 Union Street and 51 High Street; redevelopment of 54-58 Union Street and 53-57 High Street and retention of the High Street façade providing 2,210sqm of new residential development (now 34 units).
- The High Level intervention consisted of complete demolition and redevelopment of the existing site, delivering approx. 44 units.

- 3.3 None of the options proved to be viable but the High Level Intervention, with a 4-storey redevelopment, with no provision of Affordable Housing, proved to be relatively close to meeting the value of the estimated land assembly costs. The report suggested that reducing build costs, increasing density or using prudential borrowing would all be likely to improve the viability of the scheme.

- 3.4 It should be noted that the Aldershot Prospectus SPD Option 2 promotes a Mid-Level intervention but based on an increased residential floor space from 2,210sqm in 2014 viability appraisal to 4,609sqm (50 units). In addition, the former M&S site has been considered as part of a larger redevelopment proposal. This increase in residential floor space on the Union Street East aspect of the site is due to the scheme now providing residential use in areas previously disregarded or through the creation of additional storeys.

### **4. ACQUISITION ISSUES**

- 4.1 The Montagu Evans advice is clear that the Council will need to assemble the land in order to secure a development partner. The mechanism to achieve this may need to be the exercise of compulsory purchase powers. Under section 226 of the Town and Country Planning Act 1990 the Council can, on being authorised to do so by the Secretary of State, compulsorily acquire any land in

its area if the Council thinks that the acquisition will facilitate the carrying out of development, re-development or improvement on or in relation to that land. The Council cannot however exercise this power unless it thinks that the development, re-development or improvement is likely to contribute to the achievement of any one or more of the following objects:

- a) the promotion or improvement of the economic well-being of our area;
- b) the promotion or improvement of the social well-being of our area;
- c) the promotion or improvement of the environmental well-being of our area.

- 4.2 Before making a future decision to make a compulsory purchase order, the Council would need to have tried to acquire the land by agreement and any such negotiations should continue as this project moves forward ,even after the making of such order..
- 4.3 In order to make a CPO, the Council would need to be in a position to provide a compelling justification for the acquisition. The Council will need to be able to demonstrate that the land is required immediately in order to deliver the regeneration. The Council would also need to be able to show that the resources are in place to enable the regeneration to be delivered within a reasonable time scale and, assuming the scheme is not financially viable, where the gap funding is to come from.
- 4.4 As noted in the Aldershot Prospectus SPD, the Council's ownership in the key intervention areas in Aldershot is limited. Consequently, it is recommended that an overarching strategy should be employed regarding the acquisition of strategic interests in the town. The Council therefore needs to begin to acquire some of these properties as they come onto the market.
- 4.5 With this in mind and using urgency procedures, the Council put forward bids for two properties at the start of August 2016, for 60-62 Union Street and 54-56 Union Street/53-55 High Street. Sale terms have been agreed for 60-62 Union Street.
- 4.6 Unfortunately and despite using a purchasing agent, the Council was unsuccessful in acquiring 54-56 Union Street/53-55 High Street which went under sealed bids. However, it remains to be seen whether the transaction will be completed as any survey on the property is likely to reveal that conversion for residential will be both problematic and costly. The Purchasing agent was aware of the council's intention to move towards compulsory acquisition of this site if necessary and has communicated this to the selling agent. The councils offer remains open for acceptance should the purchaser decide not to proceed.
- 4.7 It is also believed that the owners of 50 Union Street and 52 Union Street may be prepared to enter into negotiations to sell their properties This report seeks authority to make offers for their acquisitions up to the level set out in the confidential appendix in order to be able to bring forward future regeneration. If the council is able to acquire all of the 4 sites mentioned in 4.2

and 4.3 then the Council will have a substantial land holding in the Key Site which will help in securing a development partner and in moving towards any other acquisitions that are necessary either by the council or a future development partner.

## 5. FUNDING

- 5.1 Earlier viability work suggested that the land acquisition costs for the Union Street East site might in fact be significantly greater than that previously estimated by Montagu Evans based upon existing use values, increasing further the viability gap referred to in 3.3 above. It is suggested therefore that a Compulsory Purchase Order (CPO) schedule of land acquisition costs is needed and this would need to be prepared using an external advisors so that we can realistically know the likely acquisition costs for a compulsory acquisition of all the properties within the Key Site
- 5.2 It is clear from initial financial appraisals that public sector funding will be necessary to enable the regeneration of this key site.
- 5.3 To this end, the Union Street East site has been the subject of two funding bids to the Local Growth Fund, overseen by Enterprise M3 Local Enterprise Partnership (EM3 LEP). The latest bid was submitted in response to the EM3 LGF3 Draft Prospectus (Nov 2015) in the form of an Expression of Interest (Eoi). Whilst it is agreed between the parties that further work is required to demonstrate a deliverable scheme and establish a funding requirement, the Council continue to maintain a positive dialogue with the LEP. A residual amount of £1.2m of funding from the LEP, secured via an earlier expression of interest, can also be drawn down towards the scheme.
- 5.4 Initial discussions have also taken place with the Homes and Communities Agency (HCA) in relation to the site and the Council has put Union Street forward as a potential location for the delivery of Starter Homes as part of an Eoi to DCLG. The Council expect to receive feedback on the Starter Homes EOI in September.
- 5.5 The Council will need to utilise prudential code borrowing to finance the acquisitions. The total capital cost including stamp duty land tax and associated legal fees for the acquisition of these four properties is contained in the table in the confidential Appendix 2. The table also shows the revenue effect in a full year at current price base for the properties in their current trading conditions and circumstances.
- 5.6 The decision to incur this capital expenditure for the acquisition of the four properties, as referred to in the confidential Appendix 2, needs to be considered in the wider context of the acquisition and development costs for the whole site detailed on the plan in Appendix 1. At the current time only a broad estimate can be provided as individual details for each of the properties within the site are not to hand as explained further in the confidential Appendix 2.

## **6. PROCUREMENT**

- 6.1 Given the complexity of ownerships there is unlikely to be much interest from residential developers were the Council to try to procure a development partner without having developed a scheme as to how the key site could be regenerated. Whilst the SPD suggests that the Key Site could come forward in two separate parcels, it is suggested that a scheme be worked up for the entire site. The redevelopment of the Marks and Spencer land parcel may help support the less viable Union Street East site where retention of key parts of the street façade is supported by the SPD. It is suggested that the schematic work of Allies & Morrison be used to work up an architectural scheme for redeveloping the entire key site in accordance with the principles set out within the Aldershot Prospectus SPD. The scheme needs to maximise the residential units that can be provided, ensuring that a good standard of living can be provided. An architect would also need to consider whether it may be possible to accommodate additional residential storeys set back from the buildings that need to be retained. The street level needs to provide for a mix of town centre uses to increase the vitality of the area and draw customers to this part of the town.
- 6.2 Removing part of the footprint of the M&S store to provide a town square will further reduce the viability of the scheme and a decision as to whether the town square should be located on the key site or through the redevelopment of the Galleries will need to be made. Alternatively, two schemes with and without the town square could be worked up.
- 6.3 The issue of whether town centre living should also have to provide car parking, in accordance with the Council's current parking standards, will also need to be considered as car parking will have an impact upon the viability of the scheme.
- 6.4 The resulting scheme could then be used as a basis for seeking a development partner as well as underpinning the compulsory purchase of land parcels, should it be required. Existing landowners who are either investment companies or who have expressed an interest in a joint venture could be approached to determine whether they would wish to lead a redevelopment assisted by the Council using its CPO powers, grant funding and possibly prudential borrowing. Alternatively, if no interest is forthcoming, an alternative partner would need to be procured by the Council.
- 6.5 The architect's scheme and the Schedule of CPO costs would then be used to revisit the viability work and could form the basis of the detailed bid the LEP to bridge the funding gap.

## **7. LEGAL IMPLICATIONS**

- 7.1 The Council's CPO powers are detailed earlier in this report.

- 7.2 Section 227 of the Town and Country Planning Act 1990 allows the Council to acquire by agreement any land that we could acquire compulsorily under section 226.
- 7.3 Section 233 allows the Council to dispose of land acquired under section 226 and 227 with the intention of securing its best use or the construction of buildings.

## 8. CONCLUSIONS

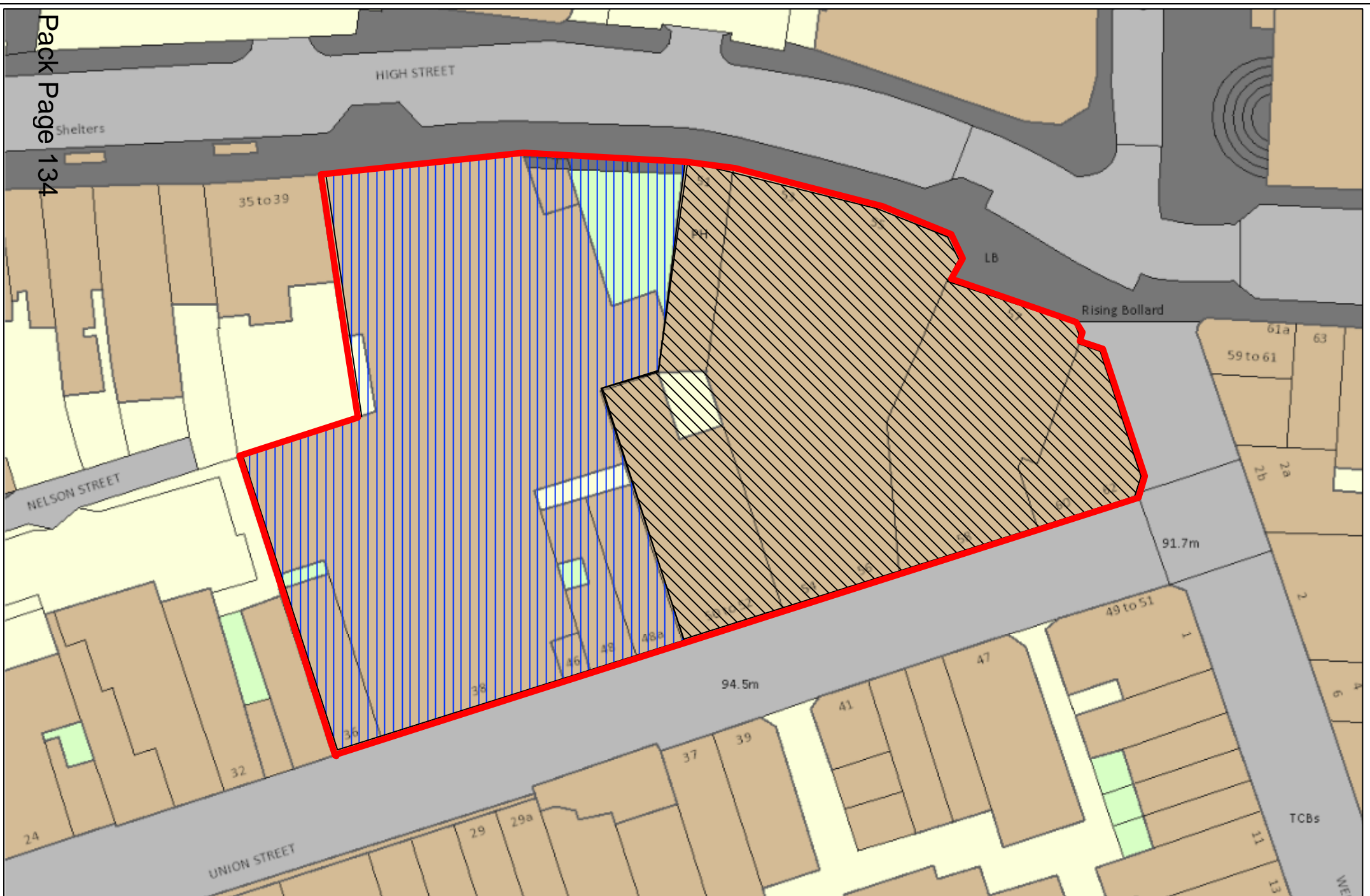
- 8.1 The Aldershot Prospectus SPD (adopted January 2016) provides the planning framework to enable the Council to intervene to the extent that it is necessary to secure a redevelopment of this key site. The recommendations below are designed to allow the Council to take a number of key steps to progress the redevelopment. It is likely that the Council will need to resolve to make a CPO at a later stage once a partner has been secured and viability of the scheme has been addressed.

## RECOMMENDATIONS

1. Cabinet approves:
  - (a) the redevelopment of the Union Street East and former Marks and Spencer Key Site as identified in Appendix 1
  - (b) the details of the project are taken to the Aldershot Town Centre Regeneration Group
  - (c) the capital cost as detailed in the confidential Appendix 2 for the acquisition of the four Union Street properties stated in this report
  - (d) the full year revenue costs associated with the property acquisitions as detailed in the confidential Appendix 2
2. Cabinet notes the urgency decision to acquire 60-62 Union Street
3. Cabinet delegates authority to:-
  - (a) the Head of Finance to accept any grant funding towards the costs of the redevelopment; and to enter into any prudential borrowing arrangement, subject to appropriate safeguards, to increase the viability of the scheme;
  - (b) the Head of Finance to submit expressions of interest and to enter into any loan or grant agreements with the LEP or HCA necessary in respect of the redevelopment of the Key Site;



- (c) the Solicitor to the Council authority to:
- (i) negotiate and acquire by agreement 60-62 Union Street; 54-56 Union Street/53-55 High Street; 50 Union Street; 36 Union Street and 52 Union Street (at price set out in the confidential appendix) within the Key Site area subject to confirmation from the Council's Valuer or the Council's external CPO advisor that the price represents the appropriate open market value;
  - (ii) to enter into any legal documentation necessary in respect of the purchase or acquisition of rights and to undertake any ancillary action in connection therewith;
  - (iii) to procure and appoint architects to develop a scheme for the redevelopment of the Key Site;
  - (iv) to appoint external advisers to advise upon CPO acquisition costs.



### Appendix 1 - Union Street Key Site

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

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