



## RUSHMOOR BOROUGH COUNCIL

### CABINET

*at the Council Offices, Farnborough on  
Monday, 16th December, 2019 at 5.00 pm*

To:

Cllr D.E. Clifford, Leader of the Council  
Cllr K.H. Muschamp, Deputy Leader and Customer Experience and Improvement  
Portfolio Holder

Cllr Marina Munro, Planning and Economy Portfolio Holder  
Cllr A.R. Newell, Democracy, Strategy and Partnerships Portfolio Holder  
Cllr M.L. Sheehan, Operational Services Portfolio Holder  
Cllr P.G. Taylor, Corporate Services Portfolio Holder  
Cllr M.J. Tennant, Major Projects and Property Portfolio Holder

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

## A G E N D A

1. **MINUTES** – (Pages 1 - 6)

To confirm the Minutes of the meeting held on 12th November, 2019 (copy attached).

2. **COUNCIL TAX SUPPORT SCHEME 2020/21** – (Pages 7 - 68)

(Cllr Diane Bedford, Chairman of the Council Tax Support Task and Finish Group)

To consider Report No. FIN1934 (copy attached), which sets out the work undertaken by the Council Tax Support Task and Finish Group to review the Council's Council Tax Support Scheme.

3. **PROPOSED VARIATION TO THE SCHEME OF HACKNEY CARRIAGE FARES –**  
(Pages 69 - 108)  
(Cllr Maurice Sheehan, Operational Services Portfolio Holder)

To consider Report No. OS1909 (copy attached), which sets out proposals to vary the current scheme of hackney carriage fares.

4. **PROPOSED TAXI SHARING ARRANGEMENTS FOR FARNBOROUGH INTERNATIONAL AIRSHOW 2020 –** (Pages 109 - 122)  
(Cllr Maurice Sheehan, Operational Services Portfolio Holder)

To consider Report No. OS1917 (copy attached), which outlines proposals for public consultation on a taxi-sharing scheme to run for the duration of the Farnborough International Airshow 2020.

5. **DRAFT LOCALLY LISTED HERITAGE ASSETS SUPPLEMENTARY PLANNING DOCUMENT –** (Pages 123 - 144)  
(Cllr Marina Munro, Planning and Economy Portfolio Holder)

To consider Report No. EPSH1951 (copy attached), which seeks agreement to publish for public consultation and, subject to no substantive policy or resource objections having been received, to adopt the draft Locally Listed Heritage Assets Supplementary Planning Document.

6. **REVIEW OF CONSERVATION AREAS –** (Pages 145 - 216)  
(Cllr Marina Munro, Planning and Economy Portfolio Holder)

To consider Report No. EPSH1950 (copy attached), which sets out proposed boundary changes, character appraisals and management plans and Article 4 Directions in respect of the Cargate Avenue and Aldershot Military Town Conservation Areas.

7. **RUSHMOOR PLAYGROUND STRATEGY –** (Pages 217 - 224)  
(Cllr Maurice Sheehan, Operational Services Portfolio Holder)

To consider Report No. OS1916 (copy attached), which sets out a proposed Rushmoor Playground Strategy.

8. **PROCUREMENT OF A NEW LEISURE OPERATING CONTRACT AND FUTURE LEISURE PROVISION –** (Pages 225 - 348)  
(Cllr Maurice Sheehan, Operational Services Portfolio Holder)

To consider Report No. OS1915 (copy attached), which sets out the preferred approach for the procurement of a new leisure operating services contract covering the Farnborough Leisure Centre and the Aldershot Indoor Pools and Lido complex.

9. **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 item to avoid the disclosure of exempt

information within the paragraph of Schedule 12A to the Local Government Act, 1972 indicated against such item:

<b>Item No.</b>	<b>Schedule 12A Para. No.</b>	<b>Category</b>
10	3	Information relating to financial or business affairs

10. **PROPERTY INVESTMENT PURCHASE** – (Pages 349 - 384)  
(Cllr Martin Tennant, Major Projects and Property Portfolio Holder)

To consider Exempt Report No. RP1926 (copy attached), which sets out a proposal for the acquisition of a property as part of the Council's asset investment programme.

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# CABINET

Meeting held on Tuesday, 12th November, 2019 at the Council Offices, Farnborough at 7.00 pm.

## Voting Members

Cllr K.H. Muschamp, Deputy Leader and Customer Experience and Improvement Portfolio Holder (in the Chair)

Cllr Marina Munro, Planning and Economy Portfolio Holder

Cllr A.R. Newell, Democracy, Strategy and Partnerships Portfolio Holder

Cllr M.L. Sheehan, Operational Services Portfolio Holder

Cllr P.G. Taylor, Corporate Services Portfolio Holder

Cllr M.J. Tennant, Major Projects and Property Portfolio Holder

An apology for absence was submitted on behalf of the Leader of the Council (Councillor David Clifford).

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 **25th November, 2019**.

## 50. MINUTES –

The Minutes of the meeting of the Cabinet held on 15th October, 2019 were confirmed and signed by the Chairman.

## 51. REVENUE BUDGET MONITORING AND FORECASTING 2019/20 – POSITION AS AT OCTOBER, 2019 –

(Cllr Paul Taylor, Corporate Services Portfolio Holder)

The Cabinet considered Report No. FIN1930, which set out the anticipated financial position for 2019/20, based on the monitoring exercise carried out during September, 2019. Members were informed that the need for savings or income generation of around £3,931,000 and vacancy monitoring savings of £325,000 had been identified in the original budget for 2019/20. During Quarter 2, net cost reductions of £3,214,000 had been built into the approved budget, leaving a budget savings target of £1,042,000 and an outturn forecast of £470,000. It was reported that the forecast position on the General Fund risk-based balance was likely to be maintained at £2 million, which was at the top of the range set out in the Medium Term Financial Strategy. It was noted that the Stability and Resilience Reserve could be used to support the General Fund balance in the short term and it was, therefore, prudent to hold a reasonable reserve for this purpose, especially in light of the known risks faced by the Council and detailed in the Report.

**The Cabinet NOTED** the latest Revenue Budget monitoring position, as set out in Report No. FIN1930.

52. **CAPITAL PROGRAMME MONITORING AND FORECASTING 2019/20 - POSITION AS AT SEPTEMBER, 2019 –**  
(Cllr Paul Taylor, Corporate Services Portfolio Holder)

The Cabinet received Report No. FIN1932, which provided the latest forecast regarding the Council's Capital Programme for 2019/20, based on the monitoring exercise carried out during September, 2019. The Report advised that the Capital Programme for 2019/20, allowing for slippages from the previous financial year and additional approvals, totalled £72,284,000. It was noted that projects of major financial significance to the Council in the Capital Programme for 2019/20 included the Aldershot Town Centre Integration and Union Street developments, the Farnborough Civic Quarter development, the finalisation of a loan to Farnborough International and the further acquisition of investment properties. The Report set out a request for additional approvals to facilitate capital projects within 2019/20 in respect of the replacement of a boiler at the Council Offices, urgent works at Frimley 4 Business Park and the gross expenditure budget allocation for Voyager House, Farnborough. In response to a question, it was confirmed that the North East Hampshire and Farnham Clinical Commissioning Group would be funding all fit-out costs over and above those agreed by the Cabinet at its meeting on 14th November, 2017 in relation to Voyager House, Farnborough.

**The Cabinet RESOLVED** that

- (i) The latest Capital Programme monitoring position, as set out in Report No. FIN1932, be noted; and
- (ii) the additional capital requests for 2019/20, as set out in the Report, be approved.

53. **COUNCIL BUSINESS PLAN PROGRESS UPDATE JULY - SEPTEMBER 2019/20–**  
(Cllr David Clifford, Leader of the Council)

The Cabinet received Report No. ELT1905, which set out progress against the Council Business Plan, as at the end of the second quarter of the 2019/20 municipal year. The Report brought together monitoring information in respect of the actions identified as key activities in the three year business plan and the two key programmes of work that were essential in delivering the priorities, the Regenerating Rushmoor Programme and the ICE Programme. It was reported that the framework and processes for performance monitoring were in the process of being reviewed at the present time.

**The Cabinet NOTED** the progress made towards delivering the Council Business Plan 2019/20, as set out in Report No. ELT1905.

54. **AUTHORITY TO APPLY FOR PLANNING PERMISSION –**  
(Cllr Martin Tennant, Major Projects and Property Portfolio Holder)

The Cabinet considered Report No. RP1919, which sought delegated authority to submit planning applications on behalf of the Council in relation to four sites in the Borough.

Members were informed that three of the sites, land adjacent to No. 3a Arthur Street, Aldershot, land adjacent to No. 69 Victoria Road, Aldershot and land at Churchill Crescent, Farnborough were being prepared for a potential transfer to the local housing company. The fourth property, North Lane Lodge, No. 259 North Lane, Aldershot, was currently in use as a 9-bed hostel for rough sleepers. Planning permission would be required for the property to continue to be used for this purpose until November, 2020.

**The Cabinet RESOLVED** that the Executive Head of Regeneration and Property, in consultation with the Major Projects and Property Portfolio Holder, be authorised to apply for planning permission on the sites set out in Section 3 of Report No. RP1919.

55. **REVIEW OF RENT RELIEF FOR VOLUNTARY ORGANISATIONS –**  
(Cllr Adrian Newell, Democracy, Strategy and Partnerships Portfolio Holder)

The Cabinet considered Report No. DSP1912, which set out details of a review of the rent relief provided to the 27 organisations that leased land and/or buildings from the Council.

Members were reminded that, in 2017, the then Concessions and Community Support Portfolio Holder had carried out a review of the level of rent relief provided, which, at that time, had been available up to 100%. The Cabinet had agreed that from 2018/19, a maximum relief of 90% would be applied and that, in 2019/20, the maximum would be set between 80% and 90%, following further consideration by the Portfolio Holder. The Democracy, Strategy and Partnerships Portfolio Holder had now carried out this review and it was proposed that the maximum level of 90% rent relief should be retained, with organisations being eligible to apply for additional relief if hardship could be demonstrated. The additional relief would be granted for one year at a time and would be subject to a review no later than annually by the Portfolio Holder. The Chairman welcomed Cllr K. Dibble, who requested to address the Cabinet on this issue. Cllr Dibble expressed concern that some voluntary organisations would struggle to pay the 10% contribution. It was confirmed that, in these cases, organisations would be encouraged to apply for the additional hardship relief. It was further agreed that voluntary organisations would be reminded of any other financial assistance that might be available to them.

**The Cabinet RESOLVED** that

- (i) the retention of the maximum level of 90% rent relief for all voluntary organisations leasing land/premises from the Council, as set out in Report No. RP1912, be approved;
- (ii) the Democracy, Strategy and Partnerships Portfolio Holder be authorised to determine individual claims for additional relief on the grounds of hardship, to be granted for one year at a time and subject to a review no later than annually by the Portfolio Holder; and
- (iii) the Executive Head of Regeneration and Property, in consultation with the Democracy, Strategy and Partnerships Portfolio Holder be authorised to

negotiate appropriate rents with the organisations at lease renewal dates, within the framework of the Asset Management Strategy.

56. **FARNBOROUGH AIRPORT COMMUNITY ENVIRONMENTAL FUND –**  
(Cllr Maurice Sheehan, Operational Services Portfolio Holder)

The Cabinet considered Report No. DSP1911, which sought approval to award a grant from the Farnborough Airport Community Environmental Fund, which had been set up to assist local projects.

The Operational Services Portfolio Holder had considered the application by the Friends of St. Peter's (Church of England) Junior School, Church Avenue, Farnborough for an award of £13,140 towards the cost of the installation of an outside classroom and cycle shelters. It was confirmed that this application met all of the agreed criteria.

**The Cabinet RESOLVED** that a grant of £13,140 be awarded from the Farnborough Airport Community Environmental Fund to the Friends of St. Peter's (Church of England) Junior School.

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

The Cabinet considered Report No. FIN1929, which set out details of an application for rate relief from Airbus Defence and Space Limited (Nos. 3 – 5 Voyager Park, Dingley Way, Farnborough).

**The Cabinet RESOLVED** that discretionary relief of £60,000 per annum be awarded to Airbus Defence and Space Limited for the financial years 2019/20, 2020/21 and 2021/22.

58. **ALDERSHOT TOWN FOOTBALL CLUB, HIGH STREET, ALDERSHOT - GRANT OF NEW LONG LEASEHOLD –**  
(Cllr Martin Tennant, Major Projects and Property Portfolio Holder)

The Cabinet considered Report No. RP1925, which sought authority to grant a new long leasehold interest in the EBB Stadium, High Street, Aldershot to Aldershot Town Football Club (ATFC). The Chairman welcomed Cllr M.J. Roberts, who had requested to address the Cabinet on this issue.

Members were reminded that, at its meeting on 28th May, 2019, the Cabinet had agreed to the granting of a new lease once planning permission for development at and around the grounds of the stadium had been agreed. The Club had requested an extended lease in order to facilitate its ambition to regenerate the stadium for the long term prosperity of the Club and its supporters. It was reported that, following discussions with the Club subsequently, it had proven more difficult than expected for the Club to generate finance on the terms previously agreed by the Cabinet. It was, therefore, proposed that the new lease should be issued ahead of planning permission being granted, with safeguards in place to protect the Council's position. Under the new terms, the lease payable by the Club would be at £1 per annum but this would be subject to the Club achieving planning consent for the proposed

development works by 31st December, 2022 and completion of the approved development by 31st December, 2030. If these conditions were not met, the annual rent would revert to £25,000, subject to review every five years in line with RPI indexation.

The Cabinet heard from Cllr Roberts, who was speaking on behalf of the Aldershot Town Supporters Trust. The Trust held a number of concerns in relation to the issue of the lease under the new terms and these were set out by Cllr Roberts. These included the financial position of the Club, issues concerning the covenants on the land at the stadium, the control of the legal entity to whom the lease would be granted and the perceived lack of control measures available to the Council in the event of the lessee taking actions that could jeopardise the future of the Club as a community facility. The Trust was also concerned over the lack of transparency from the Club over its plans for the regeneration of the stadium and how this would be financed.

The Cabinet considered the representations made and, in response to concerns raised, pointed to the protections referred to in the conditions around the terms of the new lease. It was agreed, however, that the Council would ask the Club to improve communications on this matter with both the Trust and supporters generally.

**The Cabinet RESOLVED** that

- (i) the grant of a new 118-year leasehold interest to Aldershot Town Football Club, on the terms and subject to the conditions set out in Report No. RP1925, be approved; and
- (ii) the Executive Head of Regeneration and Property, in consultation with the Major Projects and Property Portfolio Holder, be authorised to conclude negotiations and enter into the new long lease.

**59. ALDERSHOT RAILWAY STATION –**  
(Cllr Martin Tennant, Major Projects and Property Portfolio Holder)

The Cabinet received Report No. RP1923, which sought authority to enter into a grant funding agreement with the Enterprise M3 LEP for the purpose of delivering the Aldershot Railway Station and Surrounds project. Members were also requested to approve the relocation of existing public art to facilitate the project and the introduction of new public art on the railway station forecourt. Details of the proposed scheme were set out in the Report and, in response to a question, it was confirmed that Members would be consulted prior to any new public art being commissioned.

**The Cabinet RESOLVED** that

- (i) the Corporate Manager – Legal Services, in consultation with the Executive Head of Finance and Major Projects and Property Portfolio Holder, be authorised to enter into the grant funding agreement with the Enterprise M3 LEP for the Aldershot Railway Station and Surrounds project, as set out in Report No. RP1923;

- (ii) the Executive Head of Regeneration and Property be authorised to apply for planning permission associated with the relocation of the field gun currently located at the entrance to the railway station and to secure other associated permissions;
- (iii) Council officers be authorised to work with the Aldershot Civic Society to develop a process for commissioning new public art on the railway station forecourt;
- (iv) the likely underspend on the Council's contribution to the Aldershot Railway Station and Surrounds project be noted; and
- (v) the re-purpose of up to £75,000 of the agreed capital budget to fund new public art on the railway station forecourt, be approved.

The Meeting closed at 8.07 pm.

CLLR K.H. MUSCHAMP, DEPUTY LEADER OF THE COUNCIL

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**CABINET**

**COUNCIL TAX SUPPORT  
TASK AND FINISH GROUP**

**COUNCILLOR DIANE BEDFORD (CHAIRMAN)  
REPORT NO. FIN1934**

**10 DECEMBER 2019**

**KEY DECISION: NO**

**COUNCIL TAX SUPPORT SCHEME 2020/21**

**SUMMARY**

This report sets out the work undertaken by the Council Tax Support Task and Finish Group to review the Council's Council Tax Support Scheme (CTSS) and recommends action as follows.

**RECOMMENDATIONS**

Cabinet are requested to:

1. Recommend to full council that the existing scheme is continued for 2020/21
2. Note the deliberations and considerations of the Council Tax Support Task and Finish Group in arriving at recommendation 1 above
3. Note that the group have recommended a review of the current CTSS starting in 2020 as a result of the following factors:
  - As Universal Credit (UC) continues to roll out in Rushmoor there are emerging issues which show that the current CTS scheme is moving away from being compatible with the new benefit
  - Long Term affordability issues
  - The current scheme is complex and needs to be easier to administer and easier to understand for residents.

**1. BACKGROUND**

- 1.1. Since 1<sup>st</sup> April 2013 local authorities have been providing their own CTSS to replace the previous national Council Tax Benefit Regulations, which had supported residents with their Council Tax costs.
- 1.2. Whilst local authorities have the freedom to set their own local schemes, based on local circumstances and needs, local authorities are required to provide pensioners with the same level of support received under the previous national Council Tax Benefit arrangements.

- 1.3. Accordingly, most local authorities have devised hybrid schemes, whereby those of pensionable age receive up to 100% of their Council Tax bill in support, whilst the maximum level of support for working age customers is typically lower and a range of other local adjustments have been made.
- 1.4. In Rushmoor we are in our seventh year of operating our local scheme, which has been overseen by a cross-party Member Welfare Group, superseded in 2018 by the Council Tax Support Task and Finish Group convened by the Overview and Scrutiny Committee.
- 1.5. Rushmoor's local scheme has proved effective and Council Tax collections rates remain high at 97.9% for 18/19, marginally down from 98% in 17/18. A change to the maximum support someone can receive if they are of working age was reduced from April 18 to 88% from 90%. Early indications show that the collection rate is still on track to be around the same level as 18/19, however the situation is being closely monitored to understand the impact. The Group are keen to continue to oversee the impact of this change on our resident's ability to pay their council tax. However, those in receipt of CTS are generally continuing to meet their Council Tax liabilities; however, the collection rate within the CTS group is lower than across the whole of the Borough. Current payment rates for those of working age in receipt of CTS are running at around 97.8%.

## **2. WORK OF THE COUNCIL TAX SUPPORT TASK AND FINISH GROUP**

- 2.1. A Council Tax Support Task and Finish Group was established last year, as a sub-group of the Overview and Scrutiny Committee (OSC) and has been working to the previously agreed terms of reference.
- 2.2. The Group met on 1<sup>st</sup> August 2019 and 8<sup>th</sup> October 2019 to make their recommendation.
- 2.3. The Group considered a range of issues and associated data regarding the CTSS. The full presentational data is attached as Appendix 1.
- 2.4. The Group had requested at the June meeting that we ask Alex Hughes from Citizens Advice to come along to the August meeting to update the group on the current money challenges their clients are experiencing. The full presentation is attached in Appendix 1.
- 2.5. The Group weighed up several factors and paid specific attention to the following matters during their deliberations:
  - Current collection rate for Council Tax payments in Rushmoor amongst CTS recipients
  - How collection rate last year compares in Rushmoor this year, as opposed to previous years
  - Early collection rate data following the change in support from April 18
  - How collection rate compares in Rushmoor to other similar local authorities
  - How Rushmoor's current CTSS compares to other similar authorities

- How customers are being affected by changes to other welfare arrangements, particularly UC
- Whether other changes within the broader welfare system require reflection within Rushmoor's CTSS, particularly the fact that the current scheme is moving away from the traditional link with Housing Benefit
- Administrative issues and payment difficulties around the collection of Council Tax, caused by multiple changes to UC for people of working age
- Other broader general economic indicators

2.6 Having considered all the data available to answer the lines of enquiry set out in 2.5, the Group considered that there was only one potential option to recommend to Cabinet for consideration.

***Option put forward by the Group***

To maintain the CTSS for 2020/21, as an identical scheme to the current year, whilst the Council Tax Support and Finish Group continue to monitor the impact of the changes introduced in 2018. In addition to undertake a fundamental review of the Scheme starting in 2020. Specifically, to consider the impact of UC on the customers and the Council; to look at changes to reduce the administrative burdens on the Council as the Scheme moves away from Housing Benefit; and to make the scheme simpler to administer and easier to understand for the customer. The intention would be to recommend changes based on significant evidence and data for future consultation with the public and the major preceptors.

2.7 The Group developed the following rationale in respect of the option set out in 2.6 above.

***In support of the Option put forward:***

- Table 1 in this report shows that Rushmoor continues to enjoy a robust collection rate for Council Tax and Table 2 confirms that other local authorities, with higher minimum contribution schemes, continue to enjoy robust collection rates
- Table 2 in this report shows that Rushmoor's current scheme continues to be at the lower end of similar authorities CTSS, where a minimum contribution is required (others in the Audit Family seek minimum contributions of between 15% and 45%)

2.8 The Group recognises that the emerging data around UC shows an impact on both the customer and the Council. However, at this time the Group felt the data was still emerging slowly and that they would not be in the best position to recommend the final scheme until they have had details of extensive modelling of changes on our data to see what the potential impacts are on our residents.

TABLE 1: Table of Council Tax collection rates within Rushmoor, for those receiving CTS

CTS collection Rates at date stated	Collection rate for those of Working age	Collection Rate for Pensioners
September 18	83.4%	91.9%
2 March 19	90.2%	95.8%
July 19	92.2%	95.7%
September 19	92.3%	95.8%

Table 2: List of Local Authorities within the same Audit Family demographic as Rushmoor, showing Council Tax collection rates and details of respective CTSS.

Local Authority	Collection rate 17/18	Collection rate 18/19	Minimum Contribution 18/19	Band Cap
North Hertfordshire	99.2	98.4%	25%	N/A
Rugby	98.5	98.1%	15%	N/A
High Peak	98.4	98.4%	0	N/A
Wellingborough	98.1	98.2%	20%	N/A
Worcester	98.1	98.1%	0	D
Rushmoor	98	97.8%	12%	D
Cherwell	97.9	98.3%	0	N/A
East Staffordshire	97.8	97.8%	25%	D
Colchester	97.8	97.9%	20%	D
Kettering	97.8	97.9%	45%	N/A
South Ribble	97.5	97.4%	17%	N/A
Broxbourne	97.4	97.6%	25%	E
Gloucester	97.1	96.7%	0	N/A
Gravesham	97	96.9%	20%	N/A
Dartford	97	96.9%	19%	N/A

### 3. LEGAL IMPLICATIONS

- 3.1 There are no specific legal implications resulting from this report. The Council has already had an established CTSS and if it wishes to amend the scheme, is legally required to consult on scheme changes and consider the result of such consultation.

### 4. FINANCIAL IMPLICATIONS

- 4.1 There are no financial implications for carrying out the review, which will be managed within existing resources and budgets.

## **5. CONCLUSIONS**

- 5.1 Cabinet are asked to consider the issues raised in this report and to follow the Group's recommendation, that the Option as described in 2.5 above, be adopted.

**Councillor Diane Bedford**  
**Chairman of Council Tax Support Task and Finish Group**

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## **BACKGROUND DOCUMENTS:**

Appendix 1

- 1<sup>st</sup> August 2019 Presentation to CTS Task and Finish Group
- 1<sup>st</sup> August 2019 Presentation to CTS Task and Finish Group 'Money Challenges for Citizens Advice Clients' Alex Hughes
- 8<sup>th</sup> October 2019 Presentation to CTS Task and Finish Group

## **CONTACT DETAILS:**

**Report Author:** Dawn Menzies-Kelly / [dawn.menzies-kelly@rushmoor.gov.uk](mailto:dawn.menzies-kelly@rushmoor.gov.uk)  
01252 398333

**Head of Service:** David Stanley / [david.stanley@rushmoor.gov.uk](mailto:david.stanley@rushmoor.gov.uk)  
01252 398440



# **Council Tax Support Task and Finish Group**

**Thursday 1<sup>st</sup> August 2019**

# Agenda

- To review the information asked for at the last meeting:
  - Presentation from Alex Hughes Citizens Advice – impact of Welfare Reform and CTS locally
  - Numbers in receipt of Welfare Benefits locally
  - Council Tax Support caseloads in Hampshire
  - Hampshire authorities schemes
- Members to agree way forward for the 2020/21 CTS scheme

# Money Challenges for Citizens Advice Clients

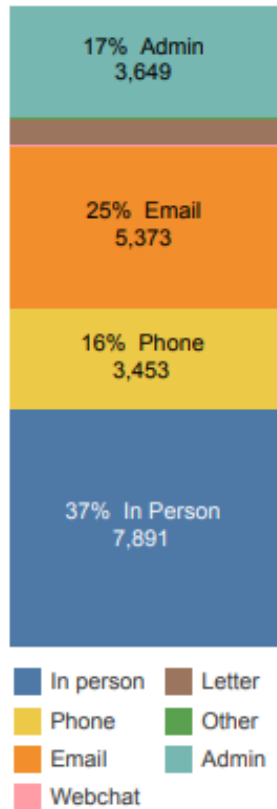


# Our data and insight

Our service delivery for 2018/19 covered:

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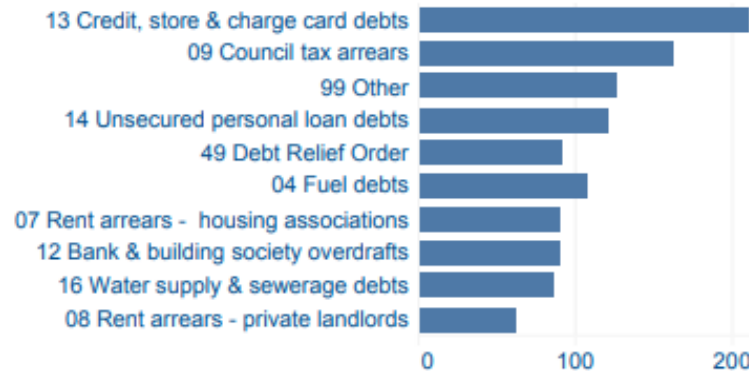
## Channel



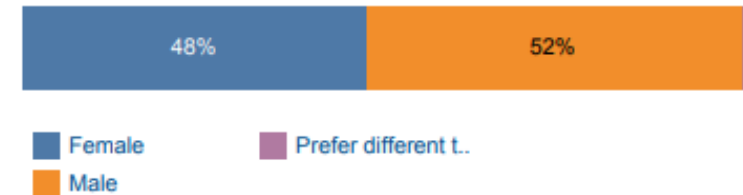
## Top benefit issues



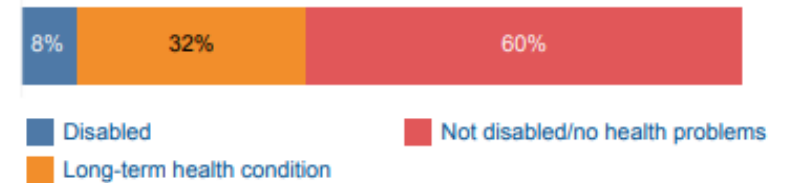
## Top debt issues



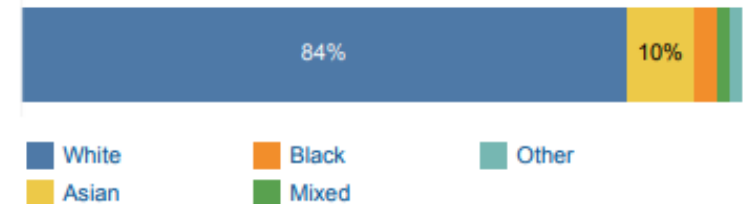
## Gender



## Disability / Long-term health



## Ethnicity



# Our Value to Society in 2018/19



**906** clients gain a new award or an increase to their benefit worth a total of **£5,611,819** an average of **£6,197** per client



**612** clients with debt issues 81% of which were resolved including **£1,513,675** written off, an average of **£12,263** per client



**293** clients successfully claim one-off awards or other outcomes, worth **£802,175**, an average of **£2,430** each



**£8,327,370** of improvement in health, well-being, participation and productivity for the **8936** clients we helped in 2018-19



**£460,249** in savings to our local authority and local housing providers by preventing evictions & homelessness



**£303,880** total savings to the NHS, and **£869,383** saving to the Department for Work and Pensions by keeping people in work

# Focus on Debt and Money

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## Our approach

Light touch support (including online help)

<https://www.citizensadvice.org.uk/debt-and-money/>

- Assessment and relevant tools shared – “supported self help”
- Detailed advice and support to use the tools available
- In depth casework, including Debt Relief Orders and Bankruptcy
- Our staff and volunteers bring, expertise, alongside up to date training and information

The screenshot shows the Citizens Advice website interface. At the top, there's a navigation bar with links for 'Public site', 'AdviserNet', 'CABlink', 'BMIS', 'Cymraeg', and 'Sign out'. Below this is a search bar. The main navigation menu includes 'Benefits', 'Work', 'Debt and money', 'Consumer', 'Housing', 'Family', 'Law and courts', 'Immigration', 'Health', and 'More from us'. The 'Debt and money' section is highlighted, showing a breadcrumb trail 'England > Debt and money'. The section title 'Debt and money' is prominently displayed. Below the title, a paragraph explains that dealing with money issues can be off-putting and that the following pages will provide information to make right choices, including help with debt problems, avoiding losing homes, and getting finances back into shape. The content is organized into six boxes: 'Help with debt' (with a description and a link to 'Debt management plans'), 'Debt solutions' (with links to 'Bankruptcy', 'Debt relief orders', 'Individual voluntary arrangements', 'Administration orders', and 'Debt remedy tool'), 'Debt and money search' (with a search bar and 'Search' button), 'Budgeting' (with a description and a link to 'Managing your mortgage'), 'Mortgage problems' (with links to 'How to sort out your mortgage problems' and 'What to do if you're in mortgage trouble'), and 'Rent arrears' (with links to 'Dealing with rent arrears', 'Paying off your rent arrears - overview', and 'Paying off your rent arrears').

**citizens advice**

Public site AdviserNet CABlink BMIS Cymraeg Sign out

Benefits Work Debt and money Consumer Housing Family Law and courts Immigration Health More from us

England > Debt and money

## Debt and money

Dealing with money issues can sometimes be off-putting, but if you don't understand how things like credit or mortgages work, you could end up losing out financially or getting yourself deep in debt. The following pages will give you the information you need to make the right choices, including help to deal with your debt problems, how to avoid losing your home and how to get your finances back into shape.

### Help with debt

Get help to work out how much money you owe and which debts you should pay back first.

### Debt solutions

- [Bankruptcy](#)
- [Debt management plans](#)
- [Debt relief orders](#)
- [Individual voluntary arrangements](#)
- [Administration orders](#)
- [Debt remedy tool](#)

### Debt and money search

Search for articles in our debt and money section.

### Budgeting

Use our budgeting tool or get help with your bills.

### Mortgage problems

- [Managing your mortgage](#)
- [How to sort out your mortgage problems](#)
- [What to do if you're in mortgage trouble](#)

### Rent arrears

- [Dealing with rent arrears](#)
- [Paying off your rent arrears - overview](#)
- [Paying off your rent arrears](#)

# Welfare Reform Context



- Ongoing welfare reform programme
- Reductions in overall income for families (including working families)
- Changes to disability benefits (Employment Support Allowance and Personal Independence Payments)
- Introduction of Universal Credit – payment delays, digital access, budgeting challenges

Most debt and money problems we see have a close link with welfare benefits challenges

# Debt and Money Clients

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## Gender



## Disability / Long-term health



## Ethnicity



We're here for **everyone**

- Some just need pointing in the right direction, whilst others need more reassurance and support
- Many people we see face severe personal challenges – poor mental or physical health, relationship or domestic abuse issues
- Where there are literacy, numeracy and language barriers, a lot of ongoing support is needed
- Most debt clients are past the “just about managing” stage – precarious with little or nothing to spare
- Sometimes our help is just about “holding” action to give some breathing space ...

# Household 1 - Shirley

Shirley has been borrowing to make ends meet, with 3 unsecured debts amounting to just under £4,000

Gaps in her budget include insurance with, very little allowed for other expenses.

She gets full CTS currently. But if she had to pay 20% it would push her already precarious budget into deficit.

What would you cut back on?  
What should she do?

Household 1				
1 adult and 2 children under 16				
Social housing tenant with rent arrears and credit card debts				
Weekly Income	Current	Less 20% CTS	Weekly Expenses	Current
				Weekly
Wages/salary			Rent Arrears (otherwise covered by HB)	£30.00
Wages/salary - partner			Council Tax Arrears (otherwise CTS)	£14.50
Job Seekers Allowance			Water Rates	£8.30
Income Support	£73.10	£73.10	Building /Contents Insurance	
Working Tax Credit			Life Insurance /Pension	
Child Tax Credit	£117.48	£117.48	Gas	£2.65
Child Benefit	£34.40	£34.40	Electricity	£8.15
Housing Benefit (full rent covered)			Food / Household items	£129.66
Council Tax Support	£16.89	£13.51	TV Licence	£3.86
Maintenance/Child Support	£7.02	£7.02	TV Rental / Cable / Satellite	£4.32
			Travelling Expenses	£20.00
			Car Tax / Insurance	
			School Meals / Meals at work	
			Clothing	£15.48
			Telephone / Mobile	£6.97
			Prescriptions /Dentist /Optician	
			Pocket Money	£5.00
<b>TOTAL INCOME</b>	<b>£248.89</b>	<b>£245.51</b>	<b>TOTAL EXPENSES</b>	<b>£248.89</b>
<b>TOTAL INCOME</b>	<b>£248.89</b>	<b>£245.51</b>		
<b>TOTAL EXPENSES</b>	<b>£248.89</b>	<b>£248.89</b>		
<b>BALANCE</b>	<b>£0.00</b>	<b>-£3.38</b>		

# Household 2 - Tom

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## Household 2

2 adults; 3 children under 16 - one adult works part time, owns 1 car  
Private tenant, total credit debts of £4k

Weekly Income			Weekly Expenses		
	Current	Less 20% CTS		Current	Weekly
Wages/salary			Rent	£223.75	
Wages/salary - partner	£90.51	£90.51	Council Tax	£29.24	
Job Seekers Allowance			Water Rates	£9.23	
Income Support			Building /Contents Insurance		
Working Tax Credit	£76.83	£76.83	Life Insurance /Pension		
Child Tax Credit	£171.18	£171.18	Gas	£13.85	
Child Benefit	£48.10	£48.10	Electricity	£13.85	
Housing Benefit (LHA)	£223.75	£223.75	Food / Household items	£137.31	
Council Tax Support	£16.88	£13.50	Other Fuel		
			TV Licence	£7.22	
<b>TOTAL INCOME</b>	<b>£627.25</b>	<b>£623.87</b>	Travelling Expenses	£12.46	
			Car Tax / Insurance	£32.35	
			School Meals / Meals at work		
			School Uniform / School costs	£35.46	
<b>TOTAL INCOME</b>	<b>£627.25</b>	<b>£623.87</b>	Telephone / Mobile	£29.15	
<b>TOTAL EXPENSES</b>	<b>£543.87</b>	<b>£543.87</b>	Prescriptions /Dentist /Optician		
<b>BALANCE</b>	<b>£83.38</b>	<b>£80.00</b>	<b>TOTAL EXPENSES</b>	<b>£543.87</b>	

In addition to significant rent arrears, Tom has over 9 other creditors, owing nearly £5,000 in total

Although Tom's budget shows he has funds to spare, he clearly has not been managing, so more work is needed to establish where his funds are going

Although the changes in CTS won't make a significant impact on his budget, it will be one more thing that limits his options as he tries to reach affordable payment plans.

# Household 3 - Haroun

Despite reviewing all income, benefits entitlement and expenditure with Haroun, we have been unable to make his budget balance.

A reduction in Council Tax Support entitlement would push the family into difficult decisions, including potentially the loss of the car, on which he depends for work.

Haroun is continuing to look for full time work.

Household 3					
2 adults; 2 children between 16-18 and 2 under 16 - one adult works part time					
Social housing tenant, owns one vehicle, priority debts of over £5,600 including rent and council tax arrears					
Weekly Income			Weekly Expenses		
	Current	Less 20% CTS		Current	Weekly
Wages/salary			Rent	£125.35	
Wages/salary - partner	£196.15	£196.15	Council Tax	£30.00	
Job Seekers Allowance			Water Rates	£37.50	
Income Support			Building /Contents Insurance		
Working Tax Credit	£79.20	£79.20	Life Insurance /Pension		
Child Tax Credit	£69.30	£69.30	Gas	£20.00	
Child Benefit	£31.85	£31.85	Electricity	£20.00	
Housing Benefit	£56.99	£56.99	Food / Household items	£147.00	
Council Tax Support	£8.29	£6.63	Other Fuel	£34.62	
			TV Rental / Cable / Satellite		
TOTAL INCOME	£441.78	£440.12	Travelling Expenses	£10.62	
			Car Tax / Insurance		
			School Meals / Meals at work		
			Clothing		
TOTAL INCOME	£441.78	£440.12	Telephone / Mobile	£34.62	
TOTAL EXPENSES	£460.86	£460.86	Prescriptions /Dentist /Optician	£1.15	
BALANCE	-£19.08	-£20.74	TOTAL EXPENSES	£460.86	

# Household 4 - Cara

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## Household 4

2 adults (one is a carer) and 1 child under the age of 16

Social housing tenant

Priority Debts for Rent, Gas, Electric, as well as other non priority debts

	Current	less 20% CTS		Weekly Expenses	Current
					Weekly
Wages/salary				Rent	£134.13
Wages/salary - partner				Council Tax	£25.58
Universal Credit				Water Rates	£8.77
Disability benefits	£81.90	£81.90		Building /Contents Insurance	
Carers Allowance	£66.15	£66.15		Life Insurance /Pension	
Child Tax Credit				Gas	£11.54
Child Benefit	£20.35	£20.35		Electricity	£11.54
Housing Benefit				Food / Household items	£100.00
Council Tax Support	£12.72	£10.18		Other Fuel	
Universal Credit	£181.85	£181.85		TV Licence	£3.05
<b>TOTAL INCOME</b>	<b>£362.97</b>	<b>£360.43</b>		Phone/ TV package	£11.54
				Car Tax / Insurance	
				School Meals / Meals at work	
				Clothing	£12.98
<b>TOTAL INCOME</b>	<b>£362.97</b>	<b>£360.43</b>		Telephone / Mobile	£20.54
<b>TOTAL EXPENSES</b>	<b>£339.67</b>	<b>£339.67</b>		Prescriptions /Dentist /Optician	
<b>BALANCE</b>	<b>£23.30</b>	<b>£20.76</b>		<b>TOTAL EXPENSES</b>	<b>£339.67</b>

Cara is increasingly worried about her priority debts for her rent, water and gas arrears.

She is a full time carer for her mother, as well as having a young child at home.

Her surplus of £23.30 per week is barely enough to cover the minimum needed for her rent arrears, let alone her other debts.

A further reduction in her CTS would increase her stress and ability to continue to look after her family.

# Household 5 - Brian

Brian has had to reduce his working hours as he is on a zero hours contract, meaning his income has reduced significantly.

He has built up a lot of priority debts due to his irregular income, including over £3,000 of Council Tax arrears, and significant rent, fuel and water arrears.

The impact of a further reduction on Brian's income would be a final straw for him.

Household 5

Single person working under 16 hours pw

Social tenant

Weekly Income	Current	CTS - 20%		Weekly Expenses	Current	CTS - 20%
					Weekly	Weekly
Wages/salary	£33.80	£33.80		Rent	£114.23	£114.23
Wages/salary - partner				Council Tax	£29.23	£34.41
Universal Credit				Water Rates	£6.92	£6.92
Employment Support Allowance				Building /Contents Insurance	£3.00	£3.00
Carers Allowance				Life Insurance /Pension		
Child Tax Credit				Gas	£13.85	£13.85
Child Benefit				Electricity	£9.23	£9.23
Housing Benefit				Food / Household items	£23.08	£23.08
Council Tax Support	£25.92	£20.74		Other Fuel		
Universal Credit	£171.69	£171.69		TV Licence	£2.97	£2.97
TOTAL INCOME	£231.41	£226.23		Travelling Expenses		
				Phone/ TV package	£6.92	£6.92
				School Meals / Meals at work		
				Clothing	£2.31	£2.31
TOTAL INCOME	£231.41	£226.23		Telephone / Mobile	£5.31	£5.31
TOTAL EXPENSES	£229.28	£234.46		Prescriptions /Dentist /Optician	£3.46	£3.46
				Benefit advance recovery	£8.77	£8.77
BALANCE	£2.13	-£8.23		TOTAL EXPENSES	£229.28	£234.46

# Our advice is effective.

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Citizens Advice Rushmoor is committed to helping our clients to resolve their issues – often in circumstances when they would be unable to help themselves, due to illness or other challenges in their lives.

Problems don't happen in isolation and can have a severe consequences, especially with debt and housing. Solving those core issues stops other problems from escalating; and stops deterioration in mental health.

77% say that they couldn't have done it without us.



**7 in 10 people**

are helped to solve their problem

Evidence shows there are systemic barriers or failures which stop people's problems from being solved.

2 in 5 people whose problems are not solved say it's because of another organisation or system.

Our advocacy work aims to remove these.

# Our impact



**7 in 10 people**  
felt less stressed,  
depressed or anxious



**Nearly 1 in 2**  
felt their physical health  
had improved



**3 in 10**  
found it easier to do their  
job or find a job



**Nearly 1 in 2**  
had more money or  
control of their finances



**Nearly 1 in 2**  
felt they had better  
relationships with others



**2 in 5**  
had a more secure  
housing situation



**3 in 5**  
found it easier to manage  
day-to-day

**citizens  
advice**

**Rushmoor**

Alex Hughes  
Chief Officer  
Citizens Advice Rushmoor

[alex.ah@citizensadviserushmoor.org.uk](mailto:alex.ah@citizensadviserushmoor.org.uk)

[www.citizensadviserushmoor.org.uk](http://www.citizensadviserushmoor.org.uk)

Updated 26/7/19



# Local Welfare Benefits

Latest government data  
Data Source: Stat-Xplore

Type of Benefit	Number
Personal Independence Payment (PIP) *	2016
Employment Support Allowance (ESA) *	2616
Disability Living Allowance (DLA) *	2006
Job Seekers Allowance (JSA)	299
Income Support (IS)	552
Universal Credit (UC)	1541

\* People in receipt of ESA above can be getting DLA and PIP as well so there is double counting and not single claims in each case

Not in employment – Universal Credit	In employment – Universal Credit	Total in receipt of Universal Credit
907	637	1541

# Hampshire Authority Caseload

Local Authority	Council Tax Support Caseload (includes joint claims and CTS only) end of 19/20
Basingstoke and Deane	7,743
East Hampshire	4,283
Eastleigh	5,051
Fareham	4,047
Gosport	4,926
Hart	2,652
Havant	9,560
New Forest	8,407
Rushmoor	4,663
Test Valley	5,040
Winchester	5,270

# Council Tax Support Schemes

Councils' schemes differ substantially, which means that similar families can have very different council tax bills depending on where they live.

The most common level of minimum payment is 20% – adopted by 78 councils (almost a quarter) in 2018–19. But a fifth of councils have no minimum payment, and another fifth have minimum payments of over 20%, with the highest being 50% in North Lincolnshire.

LAs with higher minimum payments are more likely to have cut CTS in other ways as well.

# Hampshire Authority Schemes

- 5 Authorities have no minimum contribution
- Remaining 6 Authorities have Minimum contributions vary between 8.5% – 30%
- Only 1 has a minimum award (Test Valley - £1)
- 5 Authorities have a band cap
- 1 Authority has an earning disregard ( New Forest – first £25)

Authority	Min. contribution	Min award	Band restriction	Capital amount	Back dating	Child Benefit x disregarded	Child Maintenance x disregarded	War Pension	DLA / PIP	Second Adult Rebate	Any earning disregards	Any groups exempt
Basingstoke and Dene	0%	-	-	£16,000	1 Month	X	X	X	X	No	As HB £5 single, £10 couple, £25 lone parent or in receipt of disability premium	
Eastleigh	0%	-	D	£6,000	1 Month	X		X	X	No		
East Hampshire	0%	-	-	£16,000	6 Months	X	X	X	X	Yes		
Fareham	20%	-	C	£16,000	1 Month	X	X	X	X	No		Certain disabled groups support based on 100% and no band cap
Gosport	30%	-	C	£16,000	1 Month	X	X	X	X	No		
Hart	0%	-	-	£16,000	6 Months	X	X	X	X	Yes		
Havant	8.5%	-	-	£16,000	6 Months	X	X	X	X	Yes		Certain disabled groups support based on pensioners scheme.
Isle of Wight	30%		C	£6,000	1 Month	X	X	X	X	Yes		
New Forest	10%	-	D	£6,000	1 Month	X	X	X	X	Yes	First £25 of earnings	Applicant in receipt of DLA, PIP, Severe Disabled allowance labelled vulnerable and capital limit is £16,000
Portsmouth	20%	£2	C	£6,000	1 Month	X	X	X	X	Yes	As HB £5 single, £10 couple, £25 lone parent or in receipt of disability premium	Certain Disabled groups get a preferential percentage used for income over the applicable amount
Rushmoor	12%	-	D	£6,000	1 Month			X	X	Yes		
Southampton	25%			£16,000	4 Weeks	X	X	X	X	Yes		
Test Valley	10%	£1	-	£16,000	6 Months	X	X	X	X	Yes		
Winchester	0%	-	-	£16,000	1 Month	X	X	X	X	Yes		

**\* % of CTS  
claims per  
population**

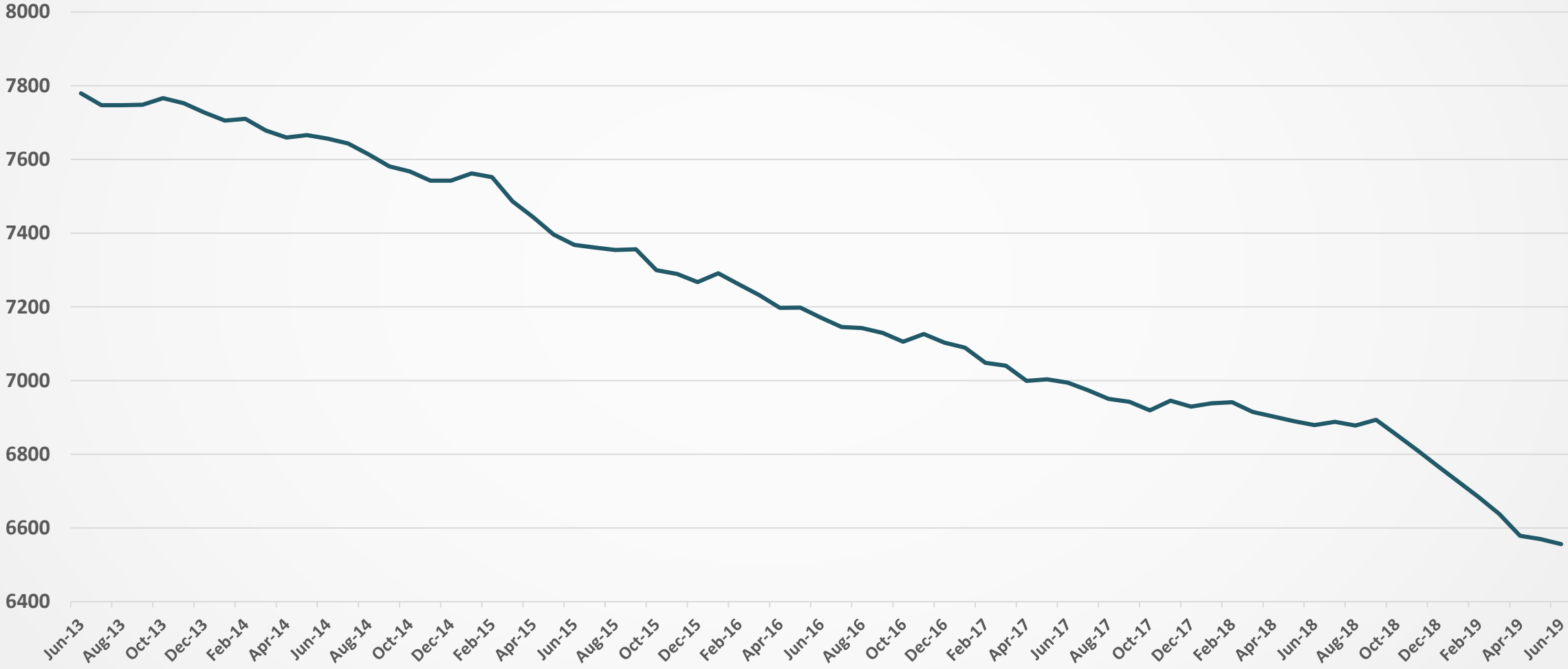
<b>Local Authority</b>	<b>Collection Rate 2017/2018</b>	<b>Collection Rate 2018/2019</b>	<b>+ or -</b>	<b>Minimum Contribution 18/19</b>	<b>Council Tax Base * %</b>
East Hampshire	98.9%	98.8%	- 0.01	0	8.10
New Forest	98.8%	98.8%	0	10	10.92
Winchester	98.7%	98.7%	0	10	10.03
Fareham	99.1%	98.7%	- 0.4	20	8.96
Basingstoke and Dene	98.6%	98.6%	0	0	11.05
Test Valley	98.4%	98.3%	- 0.1	10	9.66
Rushmoor	98%	97.8%	- 0.2	12%	13
Eastleigh	97.9%	97.7%	- 0.2	0	10.28
Hart	98.1%	97.7%	- 0.4	0	6.31
Havant	96.8%	96.8%	0	8.5%	20.71
Gosport	96.2%	96%	- 0.2	30%	16.77

# Conclusions

- Members views for 20/21 CTS scheme
- More information
- More data
- Next actions



# Benefit Caseload



# Benefit caseload

	Total Caseload	Type of Benefit	Caseload	% Change
July 2017	6973	Housing Benefit Only	2178	
		Housing Benefit & Council Tax Support	4023	
		Council Tax Support	772	
July 2018	6888 (-1.2%)	Housing Benefit Only	2162	-0.7%
		Housing Benefit & Council Tax Support	4002	-0.5%
		Council Tax Support	724	-6.2%
July 2019	6552 (-4.9%)	Housing Benefit Only	1889	-12.6%
		Housing Benefit & Council Tax Support	3535	-11.7%
		Council Tax Support	1128	55.8%

# Discretionary Housing Payments

		19/20	18/19	17/18	16/17	15/16	14/15	13/14
Number of DHP app's	Approved	90	351	255	352	414	607	576
	Refused	1	40	43	83	45	65	59
Reason for DHP	Benefit cap	10	47	39	35	61	36	21
	Social sector size criteria	12	65	78	117	214	437	385
	Local housing allowance reform	8	31	43	55	15	12	3
	Not related to welfare reform	26	163	199	140	124	122	128
	No recorded		0	0	0	0	0	39
	Universal Credit	34	45	15	5			
Average spend		£612	£728	£617	£467	£288	£237	£235

❑ Allocation for 19/20: £214,996.00

❑ £55,084.64 allocated or paid

# Latest Council Tax Support Caseload

	July 2017	July 2018	July 2019	Change in Caseload (July 18 - July 19)
<b>Pensioner</b>	2210	2120	2112	-0.37%
<b>Working Age - Other</b>	944	997	981	-1.60%
<b>Working Age - Vulnerable</b>	1003	1041	1038	-0.28%
<b>Working Age - Employed</b>	262	252	241	-4.36%
<b>Working Age - Vulnerable Household</b>	307	300	291	-3%
<b>CTS Total</b>	4736	4710	4663	-0.99%

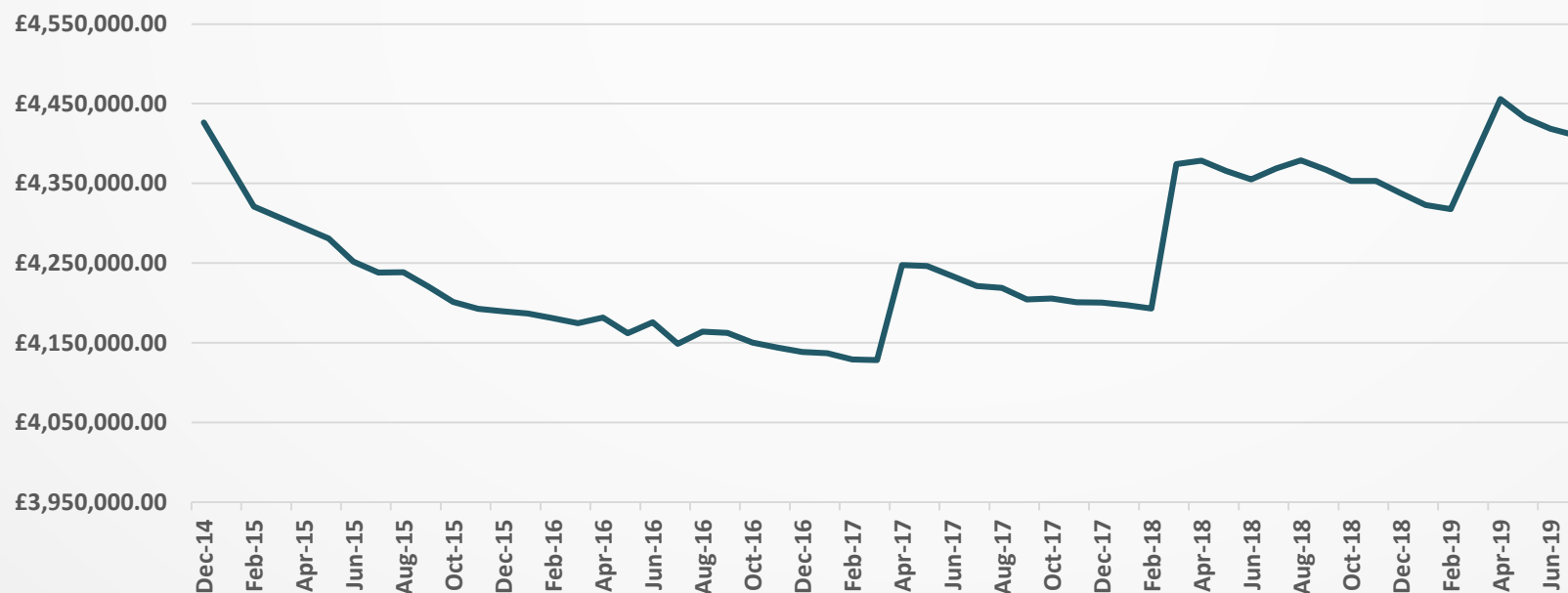
# CTS 2019-2020

## Current Scheme

- Minimum contribution of 12%
- Savings threshold £6k
- Maximum support at a Band D level for Bands E and above
- Treating Child Benefit and Maintenance as income
- Disregarding War Widow Pensions as income

2.99% increase in Council Tax going into 2019/20

Band D Property	Annual Bill
18/19	£1,642.65
19/20	£1,710.46



# Collection Rates - CTS

## Update – Mid July

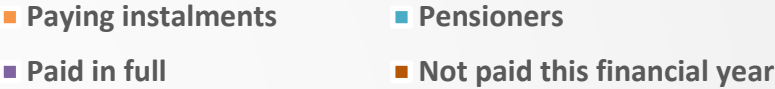
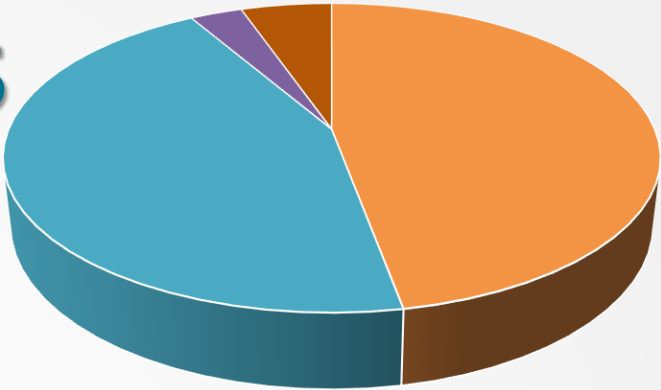
Including pensioners, there are 4572 accounts on the Council Tax support scheme.

Of these:

- 2035 are of pensionable age.

Of the remaining 2537 working age claimants

- 140 have paid in full (5.5%)
- 2153 are paying instalments (84.8%)
- 244 have not paid anything this financial Year (9.6%).



CTS Collection Rates	Including Pensioners	Excluding Pensioners
April 2017	82.8%	69.2%
June 2017	91.1%	84.5%
Jan 2018	97%	94.6%
Sept 2018	90.7%	83.4%
March 2019	94.6%	90.1%
July	94.6%	90.3%

# Council Tax Support – award data

CTS paid by group	Total End of March 2013	July 2018	July 2019
Pensioner		£2,081,515.02	£2,106,532.52
Working Age		£2,269,475.60	£2,303,915.37
Total	£5,222,285.88	£4,368,666.18	£4,410,193.99

# Council Tax Collection Rates - Neighbours

	2017/2018			2018/2019			2019/2020	
Local Authority	Minimum Contribution	Band Cap	Collection Rate	Minimum Contribution	Band Cap	Collection Rate	Minimum Contribution	Band Cap
Surrey Heath	30%	D	99.2%	30%	D	99.2%	30%	D
Guildford	0	D	99.1%	0	D	98.9%	0	D
Waverley	0	D	99%	0	N/A	98.7%	0	N/A
East Hampshire	0	N/A	98.9%	0	N/A	98.8%	0	N/A
Bracknell Forest	20%	N/A	98.5%	20%	N/A	98.4%	20%	N/A
Hart	0	N/A	98%	0	N/A	98.7%	0	N/A
Rushmoor	10%	D	98%	12%	D	97.8%	12%	D

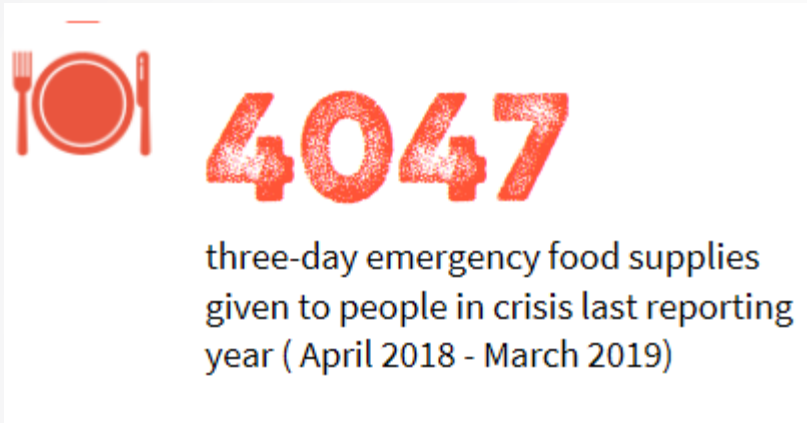
# Council Tax Collection Rates - Audit Family

	2017/2018			2018/2019			2019/20	
Local Authority	Minimum Contribution	Band Cap	Collection rate	Minimum Contribution	Band Cap	Collection Rate	Minimum Contribution	Band Cap
North Hertfordshire	25%	N/A	99.2%	25%	N/A	98.4%	25%	N/A
Rugby	15%	N/A	98.5%	15%	N/A	98.1%	15%	N/A
High Peak	0	N/A	98.4%	0	N/A	98.4%	0	N/A
Wellingborough	20%	N/A	98.1%	20%	N/A	98.2%	20%	N/A
Worcester	0	D	98.1%	0	D	98.1%	0	D
Rushmoor	10%	D	98%	12%	D	97.8%	12%	D
Cherwell	0	N/A	97.9%	0	N/A	98.3%	0	N/A
East Staffordshire	25%	D	97.8%	25%	D	97.8%	25%	D
Colchester	20%	N/A	97.8%	20%	D	97.9%	20%	D
Kettering	45%	N/A	97.8%	45%	N/A	97.9%	45%	N/A
South Ribble	17%	N/A	97.5%	17%	N/A	97.4%	17%	N/A
Broxbourne	20%	E	97.4%	25%	E	97.6%	25%	E
Gloucester	0	N/A	97.1%	0	N/A	96.7%	0	N/A
Gravesham	20%	N/A	97%	20%	N/A	96.9%	20%	N/A
Dartford	18.5%	N/A	97%	19%	N/A	96.9%	20%	N/A

# Exceptional Hardship Fund

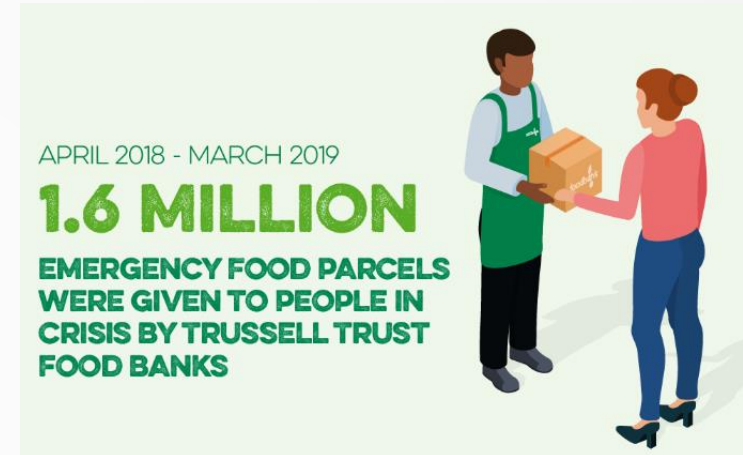
- Allocated funds for 18/19 = £10,000
  - We received 59 applications for assistance from the Exceptional Hardship Fund
    - 11 were refused
  - Overspent by £2,490.96
- Allocated funds 19/20 = £12,000
  - We have received 12 applications for assistance from the Exceptional Hardship Fund
    - 3 have been refused
  - Spent so far £2,133.09

# Rushmoor Foodbank



- Between April 2018 - March 2019 the foodbank experienced a 19% increase in food parcel distribution
- Experienced a drop in donated volumes of 4%

## National Picture



- Trussell Trust reports 2018-2019 to have been the busiest since the charity opened.
- 18.8% Increase in food parcel distribution.

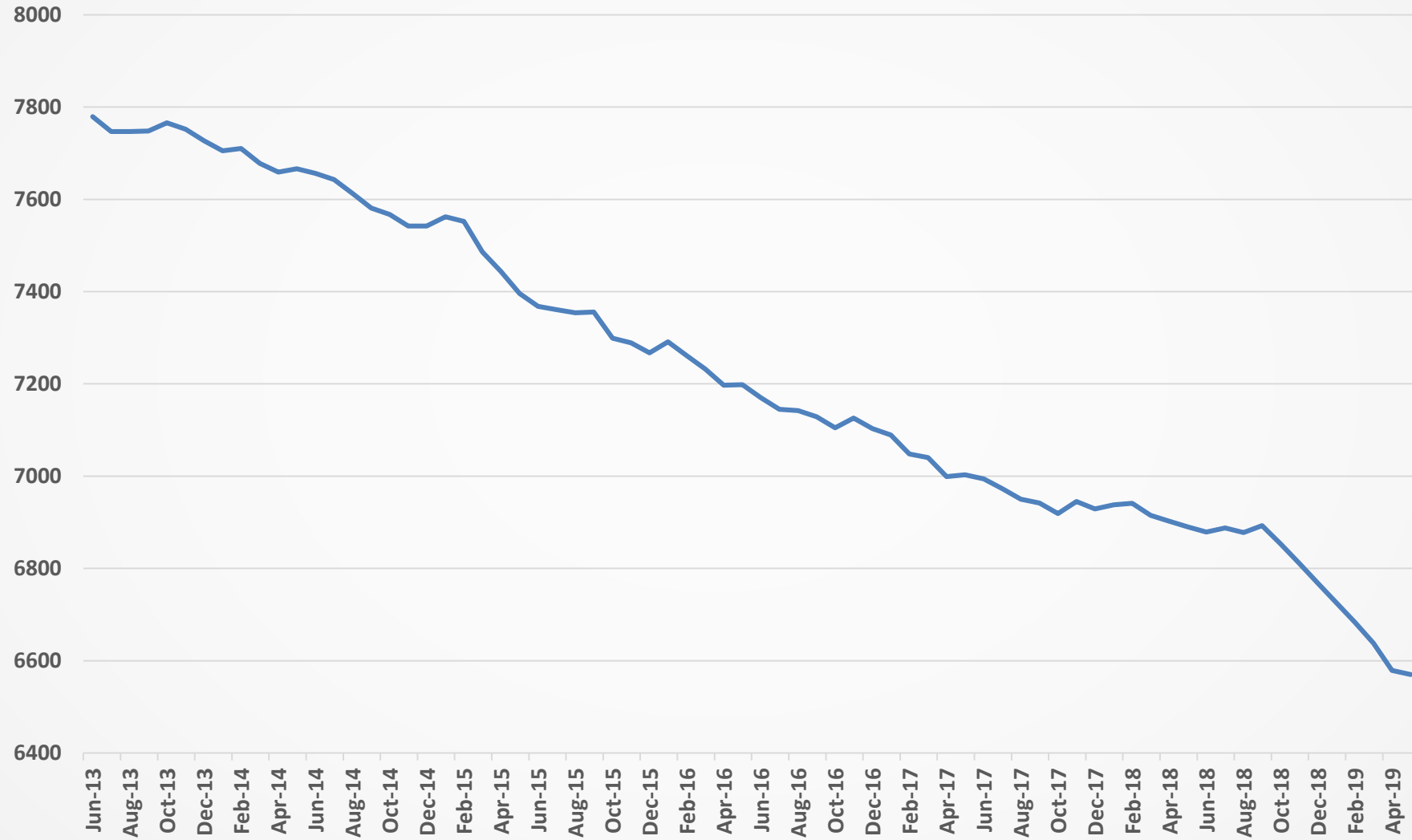
# **Council Tax Support Task and Finish Group**

Tuesday 18<sup>th</sup> June 2019

# Agenda

- 1. Apologies**
- 2. Welcome to new Members and the role of the group**
- 3. Update on the Council Tax Support Scheme 2018/19**
  - Payments
  - Collection rate – RBC
- 4. CTSS 2020/21**
  - To discuss options for any changes to the scheme
- 5. Any other business**

# Benefit Caseload



# Benefit caseload

	Total Caseload	Type of Benefit	Caseload	% Change
May 2017	7003	Housing Benefit Only	2235	
		Housing Benefit & Council Tax Support	4002	
		Council Tax Support	766	
May 2018	6890	Housing Benefit Only	2179	2.5% decrease
		Housing Benefit & Council Tax Support	3985	0.4% decrease
		Council Tax Support	726	5.2% decrease
May 2019	6570	Housing Benefit Only	1942	10.8% decrease
		Housing Benefit & Council Tax Support	3587	10% decrease
		Council Tax Support	1041	43.4% increase

# Discretionary Housing Payments

		18/19	17/18	16/17	15/16	14/15	13/14
<b>Number of DHP app's</b>	Approved	351	255	352	414	607	576
	Refused	40	43	83	45	65	59
<b>Reason for DHP</b>	Benefit cap	47	39	35	61	36	21
	Social sector size criteria	65	78	117	214	437	385
	Local housing allowance reform	31	43	55	15	12	3
	Not related to welfare reform	163	199	140	124	122	128
	No recorded	0	0	0	0	0	39
	Universal Credit	45	15	5			
<b>Average spend</b>		<b>£728</b>	<b>£617</b>	<b>£467</b>	<b>£288</b>	<b>£237</b>	<b>£235</b>

❑ Allocation for 19/20: £214,996.00

❑ As of 6<sup>th</sup> June: £34,906.80 allocated or paid

# Latest Council Tax Support Caseload

	End of March 2013	May 2018	May 2019	Change in Caseload (May - May)
Pensioner		2130	2085	2% decrease
Working Age - Other		978	1009	3% increase
Working Age - Vulnerable		1036	1025	1% decrease
Working Age - Employed		264	197	25% decrease
Working Age - Vulnerable Household		301	293	2% decrease
<b>CTS Total</b>	<b>6,177 (CTB)</b>	<b>4709</b>	<b>4609</b>	<b>2% decrease</b>

# CTS 2019-2020

## Current Scheme

- Minimum contribution of 12%
- Savings threshold £6k
- Maximum support at a Band D level for Bands E and above
- Treating Child Benefit and Maintenance as income
- Disregarding War Widow Pensions as income



2.99% increase in Council Tax going into 2019/20

Band D Property	Annual Bill
18/19	£1,642.65
19/20	£1,710.46

# Council Tax Support – award data

CTS paid by group	Total End of March 2013	May 2018	May 2019
Pensioner		£2,094,280.47	£2,111,984.54
Working Age		£2,271,233.56	£2,320,063.29
Total	£5,222,285.88	£4,365,514.03	£4,432,047.83

# Collection Rates - CTS

## As of the end of May 2019

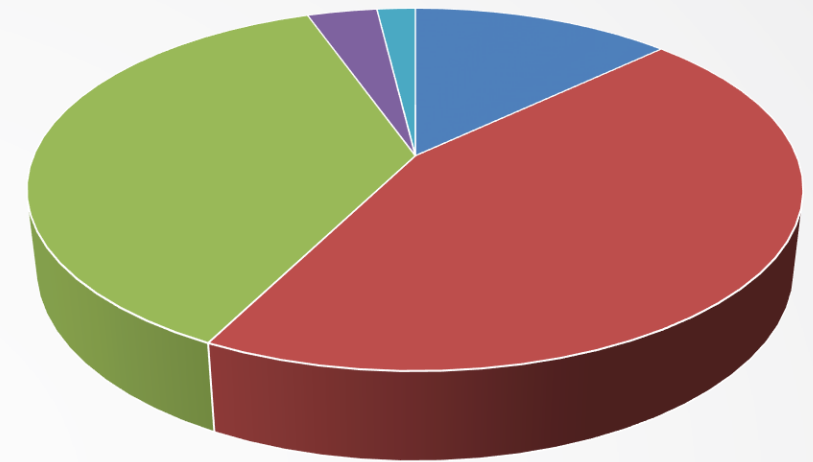
Including pensioners, there are 4,609 accounts on the Council Tax Support Scheme.

Of these:

- 2,053 are of pensionable age.

## Of the remaining 2556 working age claimants

- 1712 have paid in full (66.9%)
- 596 are paying instalments (47.0%)
- 88 have not paid anything this financial Year (4.3%).
- 160 have not paid anything for 3 months or over (6.3%)



■ Paying instalments      ■ Pensioners  
■ Paid in full      ■ Not paid for 3 months  
■ Not paid this financial year

CTS Collection Rates	Including Pensioners	Excluding Pensioners
April 2017	82.8%	69.2%
June 2017	91.1%	84.5%
Jan 2018	97%	94.6%
Sept 2018	90.7%	83.4%
March 2019	94.6%	90.1%

# Council Tax Collection Rates

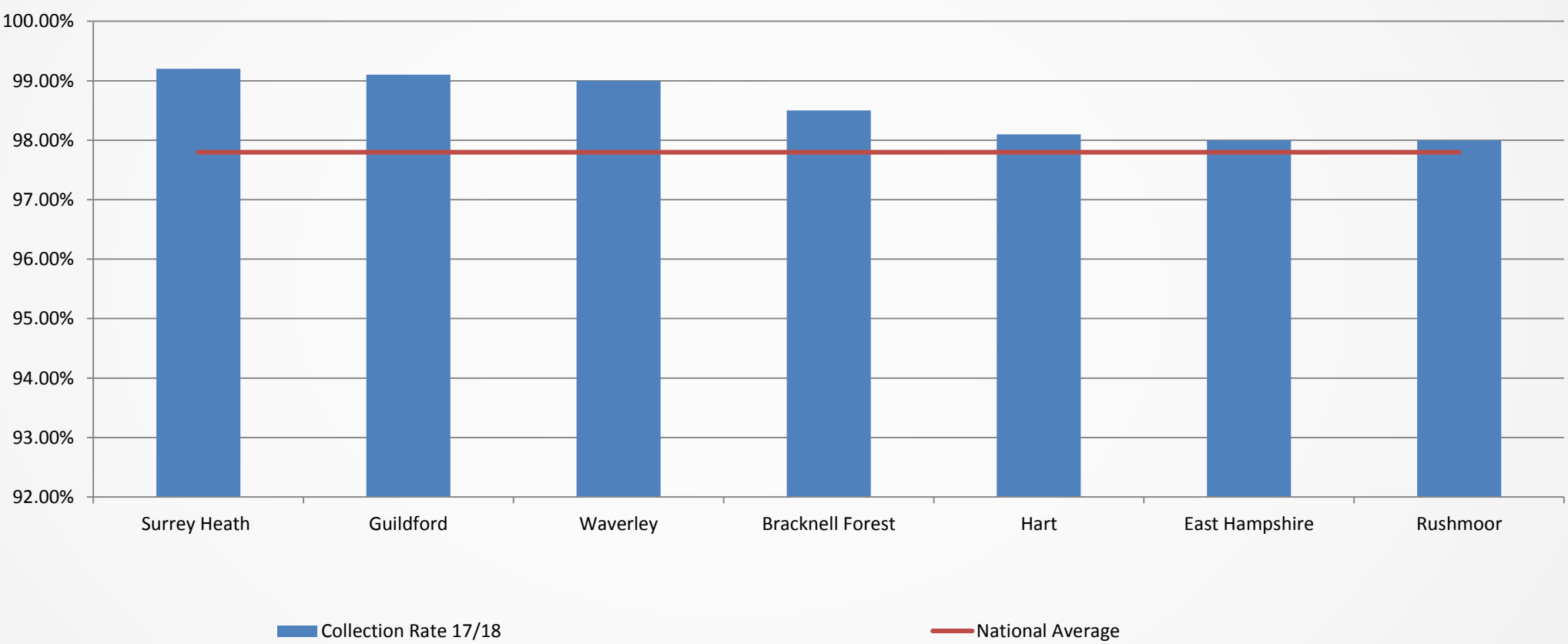
Year	Collection Rate	National Average
2014/15	98.2%	97%
2015/16	97.9%	97.1%
2016/17	98.1%	97.2%
2017/18	98%	97.11%
2018/19	97.8%	

# Council Tax Collection Rates - Neighbours

	2017/2018			2018/2019			2019/2020	
Local Authority	Minimum Contribution	Band Cap	Collection Rate	Minimum Contribution	Band Cap	Collection Rate*	Minimum Contribution	Band Cap
Surrey Heath	30%	D	99.2%	30%	D		30%	D
Guildford	0	D	99.1%	0	D		0	D
Waverley	0	D	99%	0	N/A		0	N/A
East Hampshire	0	N/A	98.5%	0	N/A		0	N/A
Bracknell Forest	20%	N/A	98.1%	20%	N/A		20%	N/A
Hart	0	N/A	98%	0	N/A		0	N/A
Rushmoor	10%	D	98%	12%	D	97.8%	12%	D

\*Collection rate data is released 26<sup>th</sup> June 2019

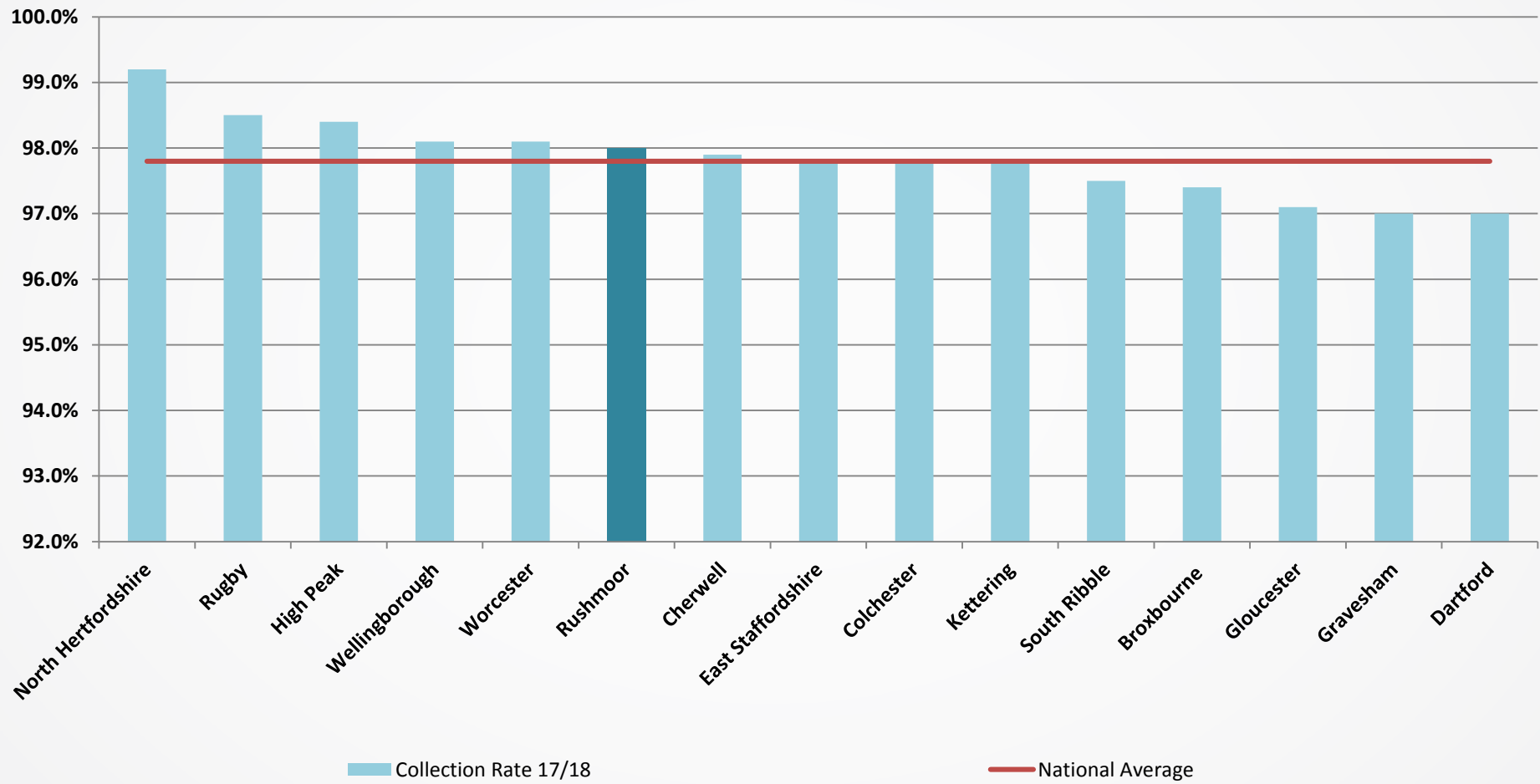
# Council Tax Collection Rates - Neighbours



# Council Tax Collection Rates - Audit Family

	2017/2018			2018/2019			2019/20	
Local Authority	Minimum Contribution	Band Cap	Collection rate	Minimum Contribution	Band Cap	Collection Rate	Minimum Contribution	Band Cap
North Hertfordshire	25%	N/A	99.2%	25%	N/A		25%	N/A
Rugby	15%	N/A	98.5%	15%	N/A		15%	N/A
High Peak	0	N/A	98.4%	0	N/A		0	N/A
Wellingborough	20%	N/A	98.1%	20%	N/A		20%	N/A
Worcester	0	D	98.1%	0	D		0	D
Rushmoor	10%	D	98%	12%	D	97.8%	12%	D
Cherwell	0	N/A	97.9%	0	N/A		0	N/A
East Staffordshire	25%	D	97.8%	25%	D		25%	D
Colchester	20%	N/A	97.8%	20%	D		20%	D
Kettering	45%	N/A	97.8%	45%	N/A		45%	N/A
South Ribble	17%	N/A	97.5%	17%	N/A		17%	N/A
Broxbourne	20%	E	97.4%	25%	E		25%	E
Gloucester	0	N/A	97.1%	0	N/A		0	N/A
Gravesham	20%	N/A	97%	20%	N/A		20%	N/A
Dartford	18.5%	N/A	97%	19%	N/A		20%	N/A

# Council Tax Collection Rates - Audit Family



# Exceptional Hardship Fund

Allocated funds for 18/19 = £10,000

- We received 59 applications for assistance from the Exceptional Hardship Fund.
- 11 were refused
- Overspent by £2,490.96

Allocated funds 19/20 = £12,000

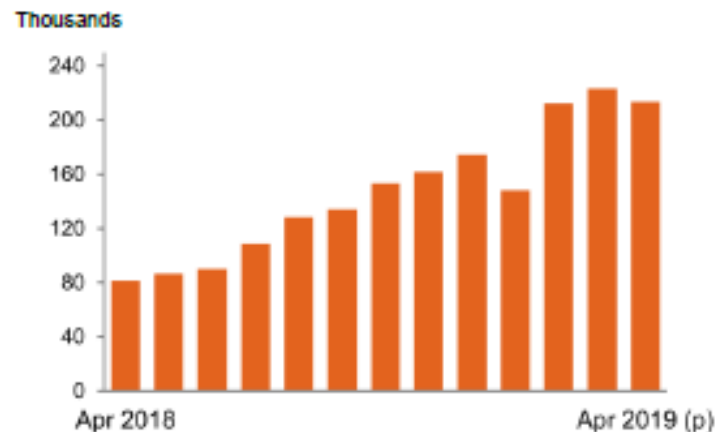
- We've received 5 applications as of 6TH June
- 4 agreed, 1 on hold as we have sent of an Attachment of Benefits
- Spent £878.81 to date

# Universal Credit

## Main story

The number of people on Universal Credit as at 11 April 2019 was just under 2.0 million. Of these people 650 thousand (33 per cent) were in employment. In February 2019, 1.6 million households were on Universal Credit. The average amount of Universal Credit paid to households on Universal Credit was £660 per month.

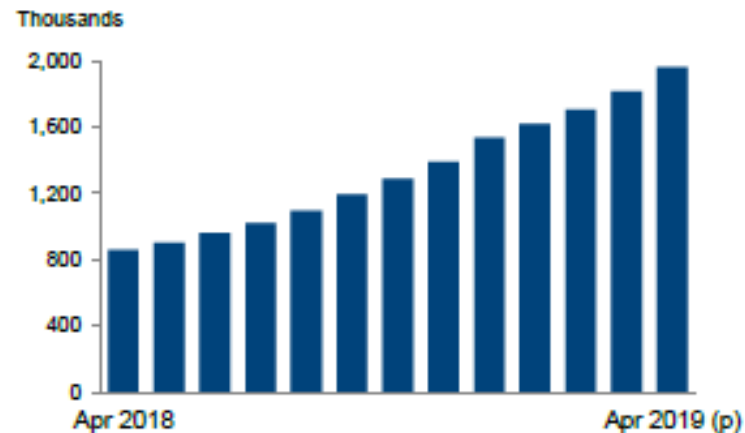
### 200 thousand people started UC In the month up to 11 April 2019



The total number of starts that have been made since Universal Credit began is 3.4 million. The number of starts made to Universal Credit was 200 thousand in the month up to 11 April 2019.

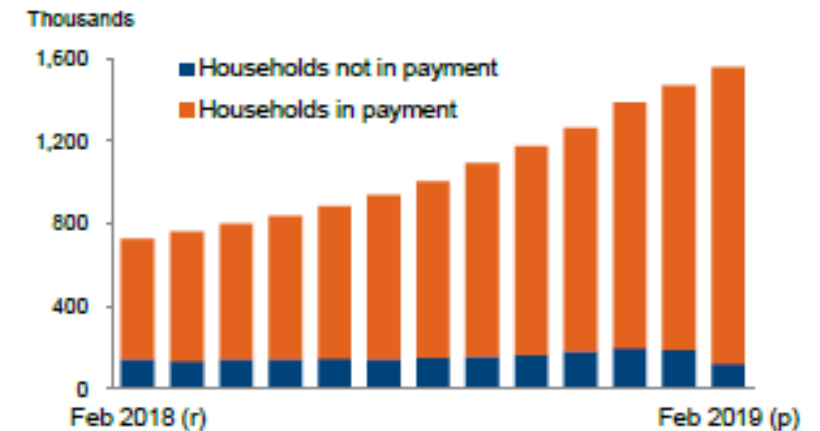
The figures in this chart have been standardised, so may not match figures in the document. Please see the [Background Information and Methodology](#) document for more detail.

### 2 million claimants At 11 April 2019



The number of people on Universal Credit rose to just under 2.0 million in April 2019. This is a 8 per cent increase from March 2019.

### 1.6 million households At 14 February 2019



In February 2019, 1.6 million households were on Universal Credit. Of these households, 1.4 million (92 per cent) were receiving a Universal Credit payment.

There are a number of reasons why a household may not be in receipt of a payment, one being when someone moves into work and their level of earnings increases to a level where they no longer receive a payment.

# Universal Credit - Local picture

- Universal Credit full service began on 24th October 2018
- As of May 2019 there are 1,541 residents on universal credit, 907 are not in employment and 637 are employed.
- Received 1181 claim stops from 24th October 2018 – 10th June 2019. Where a customer has had a change in their circumstances which has triggered a requirement for them to claim Universal Credit. The Council will pay the additional two weeks Housing Benefit to help with the fact that UC isn't paid for 5 to 6 weeks. Effectively the customer is paid twice for the same period as UC will cover the same two weeks of the extended payment.

# Universal Credit - Local picture

	New Claims for Housing Benefit	Housing Benefit Change of Circumstances
April	100	1,836
May	126	2,512
June	106	978
July	121	1,175
August	154	1,373
September	132	1,117
October	108	872
November	99	1,149
December	61	1,122
January	64	1,216
February	41	1,142
<b>TOTAL</b>	<b>1,189</b>	<b>20,762</b>

From November 18 – March 2019 there was a decrease in New Claims of 48.87% (325) and a decrease in change of circumstances of 4.11% (467) compared with the same period the previous year.

# Discussion points for CTS 20/21

- The need for change
  - As Universal Credit continues to roll out and the traditional link between Housing Benefit and CTS no longer exists
  - Following the increased roll out of UC there is a potential for a more fundamental review of CTS
- Cost of the scheme
  - The cost of the scheme is borne largely by the precepting authorities
  - Comparison of scheme costs with other discounts etc
  - Are we spending more on CTR than other discounts/exemptions?
  - Government funding for Housing Benefit has so far contributed to the cost of the administration of CTS but that is now reducing and will eventually disappear
  - 100% of the cost of administering the scheme is met by the districts
  - High software costs

# Changes for 20/21

- **Unintended consequences**
- Out of work and on Universal Credit should get maximum CTS but the way the scheme is worded they don't if they get Child Benefit/Maintenance or Carers Allowance
- **Making it simpler**
- We could make some simple changes to begin to reduce the complexity in the way the scheme works and is administered.

# Discussion Points for 20/21

- Administration
  - The design of the scheme since 2013 for working age people has mirrored the HB scheme.
  - The need for simplicity and a change from a means tested scheme which makes it reactive and complex with difficult claiming rules and significant verification
  - The scheme was not designed to work with Universal Credit
  - As of today there are two minor changes we could do to next years scheme that would harmonise with Housing Benefit and the CTS Pension scheme: Thalidomide payments and infected blood schemes. (We could deal with these issues without a consultation or scheme change via Exceptional Hardship Fund)
- Council Tax impact
  - Current data shows that the collection rate from CTS recipients remains at a high level with no significant issues.
  - Higher admin costs with monthly UC changes due to earnings. Impacts on collection rates and ability to recover the debts. Also affects instalments and ability to budget

## Discussion points for 20/21

- Up to 100 Local Authority schemes will be simpler, less costly income banded schemes by 2021
- Timescale for a fundamental review – work would start late 2019
- Political agreement
- Consultation
- Software – will we continue to use the benefits system
- Protections and transitions
- Short term solutions for next year
- Future proofing

CABINET

COUNCILLOR MAURICE SHEEHAN  
 OPERATIONAL SERVICES PORTFOLIO HOLDER  
 REPORT NO. OS1909

16 DECEMBER 2019

KEY DECISION: YES

### PROPOSED VARIATION TO THE SCHEME OF HACKNEY CARRIAGE FARES

#### SUMMARY AND RECOMMENDATIONS

This report sets out two proposals to vary the current scheme of hackney carriage fares (last modified 01.09.18). The first proposal has been submitted by the taxi trade whilst the second was devised, and is recommended, in response to Member concerns about the existing scheme.

Cabinet is requested to –

- 1) consider the fare scheme proposals;
- 2) approve the recommended (Member) scheme of fares for public consultation (where appropriate);
- 3) note that in the event of representations being received on consultation, the matter will be brought back to the Cabinet for consideration (4<sup>th</sup> February 2020); and
- 4) approve a provisional implementation date of a revised scheme of fares from 1<sup>st</sup> March 2020; accounting for any representations that may be received on consultation as may be appropriate.

#### 1.0 INTRODUCTION

- 1.1 Following an initial request for review from the taxi trade (see **appendix A1**), this report puts forward two separate proposals to vary the extant scheme of hackney carriage fares. For reference, the current scheme was last uplifted on 1<sup>st</sup> September 2018 and is given at **appendix B**. The variation proposals are set out in the fare schemes given at **appendices A2 and C**.
- 1.2 Under the Local Authorities (Functions & Responsibilities) (England) Regulations, the determination of hackney carriage fares is an executive function. Accordingly, while not obliged to approve a revised scheme of fares, Cabinet is asked to consider and, where appropriate, approve one of these proposals for public consultation.
- 1.3 Where, following public consultation, there are any objections to the proposals, they must be brought back to Cabinet for consideration. Otherwise, the proposed scheme takes effect on expiry of any date specified in the consultation notice. For this reason and the fact that any variation to the scheme of fares will likely have a Borough wide effect, any determination, even at this stage, should be considered a key decision.

## **2.0 BACKGROUND**

- 2.1. Section 65 of the Local Government (Miscellaneous Provisions) Act 1976 (LGMPA76) gives the Council the power - not a duty (i.e. a discretionary ability), to fix the rates or fares in connection with the hire of a hackney carriage vehicle within its district by means of a scheme of fares. Historically, the Council has always established and set a scheme of fares and this has largely been subject to review in accordance with its taxi licensing policy.
- 2.2. The determination of taxi fares was transferred to Cabinet at its meeting of 3<sup>rd</sup> September 2013 (see [Head of Democratic Services report DEM 13 03](#)). At this time, Cabinet effectively approved the democratic procedure and methodology as follows.

### **2.3. Approved procedure**

- 2.4. Normal procedure involves the calculation of an initial percentage uplift figure (known as the 'notional uplift') using a formula based on various indices and measures of inflation, weighted to reflect factors relevant to the trade (e.g. the cost of fuel). For year on year comparison purposes, the January indices are used as a standard benchmark. This formula was first used in the 2002 settlement and was developed in consultation with the Taxi Trade Board.
- 2.5. A revised fare scheme is normally prepared using the notional uplift as a guide, and subject to public consultation. Given its role and responsibilities in other areas of taxi licensing work, the views of the Licensing & General Purposes Committee are also sought during the consultation period. The approved timetable aims to give effect to any variation to the scheme of fares in October or November each year (subject to Committee cycles etc).

## **3.0 DETAILS OF THE PROPOSAL(S)**

### **3.1. Proposed variation(s)**

- 3.2. This year, the taxi trade submitted a request to review the current scheme of fares in June (see **appendix A1**); with proposals to vary the scheme by means of a reduction to the initial pull-off yardage travelled on each metered rate from 1088 yards to 938.5 yards. The trade propose that all other elements of the extant scheme remain the same; with no change to any running mile rates, waiting time(s), additional extras and/or fouling charge(s). Where adopted, the trades proposal would result in the fare scheme given at **appendix A2**.
- 3.3. However, Cabinet has previously expressed concern that the scheme of fares is complex and difficult to understand; and have questioned whether it best serves public interests in its current form. Consequently, having previously questioned whether the scheme can be simplified, the alternative proposal given at **appendix C** has been developed in consultation with the Portfolio holder for Operational Services and the Chair of the Licensing, Audit & General Purposes Committee.

- 3.4. This alternative proposal seeks to simplify the scheme of fares by standardising the units used throughout (using units of a mile) and reducing the number of extra charges that can be applied. In recognition that the latter may reduce taxi driver takings, this proposal also seeks to apply a reasonable increase in excess of the notional uplift. In addressing some of the concerns of Members, this proposal is recommended.

## **4.0 IMPLICATIONS OF THE PROPOSALS**

### **4.1. Proposed fare changes**

- 4.2. The taxi fare implications inherent to each proposal can best be seen by comparing them against the current scheme of fares and the notional uplift. These are outlined with additional commentary below.

#### **Notional Uplift**

- 4.3. Use of the approved formula results in a notional uplift of **3.4%** (rounded-up) for the benchmark period January 2018 to January 2019 (see **appendix D**).

#### **Comparison of benchmark taxi journeys**

- 4.4. The tables given at **appendix E1** and **E2** provide for a fare cost comparison of journeys at each mile mark (up to 15 miles) for both the current and proposed schemes (trade and alternative schemes respectively). The tables given at **appendix F1** and **F2** similarly provide for a cost comparison of a number of local journey examples at different times of the day.

#### **Commentary on trade proposals**

- 4.5. Whilst subject to variation on account of running mile and taximeter tick over points, the aforementioned tables generally show that the trade proposals provide for a significant increase above the notional uplift for short journeys up to and between the one and two mile mark (the latter ranging between 5.0% and 4.35% across each metered rate). Thereafter, journey fare increases are notably lower than the notional uplift.
- 4.6. As the trade proposals are front end loaded through a reduction to the initial pull off yardage, the fact that there is a notable increase on short journeys is of little surprise; this effecting an earlier tick over to the running mile rate. However, whilst this approach applies an increase equally to all taxi users, it is clear that the proposed changes will, on a day to day basis, be most noticeable by the short journey user.
- 4.7. Significantly, whilst thought to include the elderly and town outskirts residents, the socio-demographics of taxi users undertaking short journeys, together with the number and/or proportion of such journeys undertaken is not known. It is therefore not possible to provide additional comment with any degree of certainty.

#### **Commentary on alternative proposals**

- 4.8. Following a reduction in pull-off distance, the alternative proposals provide for an initial cost increase on the pull off rate of 23.64% across the different

metered rates. However, after the initial pull-off distance has been travelled, there is a variable increase in the cost of all journeys which will be applicable to all taxi users. Using each mile mark up to 15 miles as a reference, this averages at 6.38%, 6.13%, 5.47% and 6.14% at meter rates 1, 2, 3, and 4 respectively (excluding pull off rate). Similar variable percentage increases will apply thereafter.

- 4.9. Such increases are notably more than the notional uplift of 3.4% and have been applied in recognition of the proposed reduction in the number of extra charges that can be applied from four to one. The remaining extra is considered justifiable on the basis that larger vehicles are generally required in order to carry more than 5 passengers, and these are typically more expensive both to buy and run. However, as the number and/or proportion of journeys undertaken to which additional extras have historically been applied is not known, it is not possible to provide comment on the appropriate level of increase to cover the reduction of these extras or their general impact with any degree of certainty.
- 4.10. In simplifying the scheme, these levels of uplift have been achieved through proposed changes to the distance travelled on both initial pull-off and the running mile, together with adjustments to associated charges. This has resulted in proposed charges that entail the use of small denominations (e.g. £0.25 for each  $\frac{1}{10}$  mile at Rate 1, £0.37 for each  $\frac{1}{10}$  mile at Rate 3). Notably, the taxi trade have previously sought to avoid use of small denominations as this means they have to carry additional cash reserves and handle small coins (including at night / in the dark).
- 4.11. To help reduce the need to handle additional cash and small denominations, and by way of providing additional recompense for the reduction in extras, it is further proposed that all fares be subject to rounding-up to the nearest 10p at the end of the journey where appropriate. This affects the overall uplift calculations quoted and, for this reason, the overall journey costs and percentage increase when rounding up is applied (where appropriate) is also shown in the cost comparison tables of **appendices E2 and F2**.
- 4.12. Using each mile mark up to 15 miles as a reference, this provides for an overall average uplift at 6.74%, 6.47%, 5.71% and 6.14% at meter rates 1, 2, 3, and 4 respectively (excluding the pull off rate). Again however, as the type and number of journeys that are taken where this rounding-up would apply cannot be quantified, we are similarly unable to advise on the appropriate level or impact of this.

## **5.0 OTHER RELEVANT CONSIDERATIONS**

### **5.1. Legal Implications**

- 5.2. Whilst the Council is not obliged to set a revised scheme of fares, the Council's current taxi licensing policy (see **appendix G**) specifies that the Council will seek to undertake an annual review of taxi fares. It further aims to give effect to any variation to the scheme of fares by October or November each year (subject to Committee cycles etc).

### **5.3. Consultation requirements**

- 5.4. By virtue of Section 65(2) LGMPA76 any revision to the scheme of fares must be published in a local newspaper and in a notice at the Council offices by way of public consultation on the proposals. Representations regarding proposed changes may then be made within a stated period of not less than 14 days.
- 5.5. In accordance with the approved procedure, the views of the Licensing, Audit & General Purposes Committee are also sought during any consultation period and fed back to Cabinet as may be appropriate. Assuming Cabinet approval for consultation, this has been provisionally scheduled for their Committee meeting of 27<sup>th</sup> January 2020.
- 5.6. Sections 65(3) and 65(4) LGMP76 also provide that where, following consultation, there are any objections to the proposals, these must be brought back to Cabinet for consideration. Otherwise, the proposed scheme takes effect on expiry of a date specified in the consultation notice (see pp 5.8 below). Allowing for newspaper publication dates and subsequent Cabinet / Committee cycles, any report back to Cabinet will be scheduled to its meeting of 4<sup>th</sup> February 2020.

### **5.7. Practical implementation requirements**

- 5.8. Further to the above, any change to the scheme of fares results in the need to recalibrate the taximeters in all taxis licensed by the Council. A modern taximeter needs technical / specialist recalibration and, given the number of taxis involved, requires some co-ordination to take effect at the same time. For this reason, together with the aforementioned consultation requirements, it is proposed that any revised scheme of fares take effect from **1<sup>st</sup> March 2020**.

### **5.9. Financial and Resource Implications**

- 5.10. There are no direct financial implications associated with this report other than those attributable to the costs of public consultation. However, these are factored into and can be borne by existing budgets.

### **5.11. Equalities Impact Implications**

- 5.12. Once established, a scheme of fares must be applied to journeys undertaken within the Borough. The scheme may also be, and is often applied voluntarily for journeys going outside the borough. However, fares for out of borough journeys may be negotiated with the fare paying customer in advance. A scheme of fares as regulated by taximeter therefore provides for a consistent method of calculating a fare for any journey between point A to B. It is considered that this does not discriminate between those with protected characteristics.
- 5.13. However, while subject to minor ancillary income streams (e.g. vehicle advertisements), taxi fares are the main means by which drivers can recoup

the costs of providing a taxi service and effecting an income / living. Conversely, fares must be reasonable and affordable for those that use and/or rely on such services. In essence then, there is a balance to be struck with reference to what is reasonable to expect people to pay but also to the need to give taxi drivers sufficient incentive to provide a service; particularly when it is needed (including at times involving anti-social hours). These and other relevant equality considerations are outlined at **appendix H**.

5.14. For this reason, a range of socio-economic data and indicators are also provided at **appendix I** to inform these considerations. This is provided so as to help contextualise both the current and proposed levels of taxi fares against local circumstances, local issues of relative deprivation / affluence and the ability to pay for and use taxi services.

### **5.15. Useful Guidance**

5.16. While there is limited guidance available to local authorities in setting taxi fares, an excerpt of the Department for Transport (DfT) best practice guidelines to licensing authorities is given at **appendix J**.

5.17. While the DfT best practice guidelines have no legal standing, the following points may be relevant; namely -

- (a) It is good practice to review fare scales at regular intervals.
- (b) Fare scales should be designed with a view to practicality.
- (c) Authorities may wish to consider adopting a simple formula for deciding on fare revisions as this will increase understanding and improve the transparency of the process.
- (d) In reviewing taxi fares authorities should pay particular regard to the needs of the travelling public, with reference both to what it is reasonable to expect people to pay but also to the need to give taxi drivers sufficient incentive to provide a service when it is needed.
- (e) There may be a case for higher fares at times of higher demand.
- (f) Taxi fares are a maximum, and in principle are open to downward negotiation between passenger and driver.

## **6.0 CONCLUSIONS**

6.1. The Council's taxi licensing policy specifies that the Council will undertake an annual review of taxi fares. Whilst subject to an approved methodology, the taxi trade have submitted their own proposals for consideration this year whilst an alternative proposal has subsequently been developed, and is recommended, in view of Member concerns with the current scheme format.

6.2. Any proposal for variation must be subject to public consultation and, by virtue of approved processes include Member consideration by virtue of the Licensing, Audit & General Purposes Committee. Where appropriate, all representations / comments will be brought back to Cabinet for consideration before determination. However, by law, any advertised proposal will automatically take effect in the event that it does not attract any representations / comments. For practicality purposes, it is proposed that any revised scheme take effect from 1<sup>st</sup> March 2020.

**BACKGROUND DOCUMENTS:** None

**CONTACT DETAILS:**

**Report Author** – John McNab, Environmental Health Manager  
[john.mcnab@rushmoor.gov.uk](mailto:john.mcnab@rushmoor.gov.uk), 01252 398886

**Head of Service** – James Duggin, Head of Operational Services  
[james.duggin@rushmoor.gov.uk](mailto:james.duggin@rushmoor.gov.uk), 01252 398543

**APPENDICES:**

Appendix	Title
Appendix A1	- Taxi trade correspondence and proposals for variation of current scheme of fares
Appendix A2	- Proposed scheme of fares (as derived from taxi trade proposals)
Appendix B	- Current scheme of fares (effective 1 <sup>st</sup> September 2018)
Appendix C	- Alternative proposed scheme of fares
Appendix D	- Model calculation of notional uplift of taxi fares (including indices) for 2019-2020
Appendix E1	- Comparison tables of fare charges at each mile mark (up to 15 miles) for current & trade proposed fare schemes
Appendix E2	- Comparison tables of fare charges at each mile mark (up to 15 miles) for current & alternative proposal fare schemes
Appendix F1	- Local journey examples / costs arising from the current & trade proposed fare schemes
Appendix F2	- Local journey examples / costs arising from the current & alternative proposal fare schemes
Appendix G	- Excerpt from the Council's taxi licensing policy
Appendix H	- Relevant considerations in setting taxi fares

Appendix I - Socio-economic data & associated indicators

Appendix J - Excerpt of DfT Best Practice Guidelines

-oOo-

**TAXI TRADE CORRESPONDENCE & PROPOSALS FOR VARIATION OF  
CURRENT SCHEME OF FARES**

**From:** [REDACTED]  
**Sent:** 11 June 2019 22:21  
**To:** John McNab; [REDACTED]; [REDACTED];  
[REDACTED];  
**Subject:** TAXI FARE INCREASE

I am writing to you on behalf of the Taxi Trade Board having spoken to representatives from:

- A1 Rushmoor Radio Taxis Ltd
- A-Line Taxis Ltd
- VGT
- Independent drivers

We, as a group, feel that as there has, since the abolition of card processing fees, been a far greater take up of payment by credit/debit cards than any of us foresaw (in my personal case the amount of card payments have increased from 25% of my turnover to now being 60% of my turnover) and as we are seeing an increase of insurance premiums, servicing, the costs of tyres, fuel, etc. we, as a trade, require an increase and we feel the best way would be to decrease the first drop from 1088 yards to 938.5 yards.

i.e. First 938.5 yards or uncompleted part    £3.00

Therefore giving a 20p increase on all meter 1 and 2 rates. A 30p increase on meter 3 and a 40p on meter 4.

All other elements of the Fare Chart to stay the same.

i.e.

Waiting time to stay the same

All Extras to stay the same.

Fouling charge to stay the same

This would give us the minimum single drop increase, thus not affecting the travelling public by a great amount (not even the cost of a newspaper) but still filtering through to help make a reasonable increase to our income.

We would appreciate this being put forward for consultation as soon as possible knowing the timescales that the Council has to work to.

Yours sincerely,

[REDACTED]

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## PROPOSED SCHEME OF FARES (AS DERIVED FROM TAXI TRADE PROPOSALS)

### HACKNEY CARRIAGE FARES

Proposed 2019

Below is a table of fares made by Rushmoor Borough Council under S65 of the Local Government (Miscellaneous Provisions) Act 1976 and are the **MAXIMUM** fares that may be charged.

The fare charged must be in accordance with this table of fares unless a **NEGOTIATED** fare was otherwise agreed before the journey started. This applies even if the journey takes the taxi outside the Borough of Rushmoor.

Fare rates are based on a combination of time and distance and are automatically calculated by and must be displayed on the taximeter at all times.

#### METER RATE 1 - Day time

Any hiring on a weekday between 07:00 and 17:59 (unless Rate 3 or 4 applies instead).

First 938.5 yards or uncompleted part	£3.00
For each subsequent (or part) 149.5 yards up to 8 miles	£0.20
Thereafter, for each subsequent (or part) 125.2 yards	£0.20
Waiting time (per 40 second period)	£0.20

#### METER RATE 2 - Evenings and weekends

Any hiring on any day between 18:00 and 22:59 (unless Rate 3 or 4 applies instead); or  
Any hiring on a Saturday or Sunday, between 07:00 and 17:59 (unless Rate 4 applies instead).

First 938.5 yards or uncompleted part	£3.60
For each subsequent (or part) 149.5 yards up to 8 miles	£0.20
Thereafter, for each subsequent (or part) 125.2 yards	£0.20
Waiting time (per 40 second period)	£0.20

#### METER RATE 3 - Night time, bank holidays and Easter Sunday

Any hiring on any day between 23:00 and 06:59 (unless Rate 4 applies instead).

Any hiring on Easter Sunday, a bank or public holiday or New Year's Day (1st Jan) between 07:00 and 22:59 (unless Rate 4 applies instead).

First 938.5 yards or uncompleted part	£4.50
For each subsequent (or part) 149.5 yards up to 8 miles	£0.30
Thereafter, for each subsequent (or part) 125.2 yards	£0.30
Waiting time (per 40 second period)	£0.30

#### METER RATE 4 - Christmas/New Year

Any hiring on Christmas Day (25 December) or Boxing Day (26 December) to 06:59 on 27 December; Any hiring on Christmas Eve (24 December) or New Year's Eve (31 December) between 21:00 and 23:59; or Any hiring on New Year's Day (1 January) between 00:00 and 06:59.

First 938.5 yards or uncompleted part	£6.00
For each subsequent (or part) 149.5 yards	£0.40
Waiting time (per 40 second period)	£0.40

#### EXTRA CHARGES

For each additional passenger in excess of five passengers	£1.00
Any hiring booked by telephone or radio, internet, email or APP (electronic communications)	£1.00
Any hiring if the journey starts or finishes outside the Rushmoor boundary	£1.00

**NB:** Passengers may be charged a maximum of four extras, up to a maximum of **£4.00**

#### FOULING CHARGE

Any fouling to the interior of the cab making it unfit for further hiring (at the discretion of the driver). **Up to £100**

#### COMPLAINTS AND COMMENTS - Where possible please quote the Cab / Driver Number

Please contact the Head of Environmental Health & Housing at Rushmoor Borough Council, Council Offices, Farnborough Road, Farnborough, Hampshire, GU14 7JU. Tel: 01252 398 399 ■ Email: [licensing@rushmoor.gov.uk](mailto:licensing@rushmoor.gov.uk)

**RUSHMOOR**  
BOROUGH COUNCIL



## CURRENT SCHEME OF FARES (EFFECTIVE FROM 1<sup>st</sup> SEPTEMBER 2018)

### HACKNEY CARRIAGE FARES

Effective from 1 September 2018

Below is a table of fares made by Rushmoor Borough Council under S65 of the Local Government (Miscellaneous Provisions) Act 1976 and are the **MAXIMUM** fares that may be charged.

The fare charged must be in accordance with this table of fares unless a **NEGOTIATED** fare was otherwise agreed before the journey started. This applies even if the journey takes the taxi outside the Borough of Rushmoor.

Fare rates are based on a combination of time and distance and are automatically calculated by and must be displayed on the taximeter at all times.

#### METER RATE 1 - Day time

Any hiring on a weekday between 07:00 and 17:59 (unless Rate 3 or 4 applies instead).

First 1088 yards or uncompleted part	£3.00
For each subsequent (or part) 149.5 yards up to 8 miles	£0.20
Thereafter, for each subsequent (or part) 125.2 yards	£0.20
Waiting time (per 40 second period)	£0.20

#### METER RATE 2 - Evenings and weekends

Any hiring on any day between 18:00 and 22:59 (unless Rate 3 or 4 applies instead); or  
Any hiring on a Saturday or Sunday, between 07:00 and 17:59 (unless Rate 4 applies instead).

First 1088 yards or uncompleted part	£3.60
For each subsequent (or part) 149.5 yards up to 8 miles	£0.20
Thereafter, for each subsequent (or part) 125.2 yards	£0.20
Waiting time (per 40 second period)	£0.20

#### METER RATE 3 - Night time, bank holidays and Easter Sunday

Any hiring on any day between 23:00 and 06:59 (unless Rate 4 applies instead).

Any hiring on Easter Sunday, a bank or public holiday or New Year's Day (1st Jan) between 07:00 and 22:59 (unless Rate 4 applies instead).

First 1088 yards or uncompleted part	£4.50
For each subsequent (or part) 149.5 yards up to 8 miles	£0.30
Thereafter, for each subsequent (or part) 125.2 yards	£0.30
Waiting time (per 40 second period)	£0.30

#### METER RATE 4 - Christmas/New Year

Any hiring on Christmas Day (25 December) or Boxing Day (26 December) to 06:59 on 27 December; Any hiring on Christmas Eve (24 December) or New Year's Eve (31 December) between 21:00 and 23:59; or Any hiring on New Year's Day (1 January) between 00:00 and 06:59.

First 1088 yards or uncompleted part	£6.00
For each subsequent (or part) 149.5 yards	£0.40
Waiting time (per 40 second period)	£0.40

#### EXTRA CHARGES

For each additional passenger in excess of five passengers

£1.00

Any hiring booked by telephone or radio, internet, email or APP (electronic communications)

£1.00

Any hiring if the journey starts or finishes outside the Rushmoor boundary

£1.00

**NB:** Passengers may be charged a maximum of four extras, up to a maximum of **£4.00**

#### FOULING CHARGE

Any fouling to the interior of the cab making it unfit for further hiring (at the discretion of the driver).

Up to £100

#### COMPLAINTS AND COMMENTS - Where possible please quote the Cab / Driver Number

Please contact the Head of Environmental Health & Housing at Rushmoor Borough Council, Council Offices, Farnborough Road, Farnborough, Hampshire, GU14 7JU. Tel: 01252 398 399 ■ Email: [licensing@rushmoor.gov.uk](mailto:licensing@rushmoor.gov.uk)

**RUSHMOOR**  
BOROUGH COUNCIL



## ALTERNATIVE PROPOSED SCHEME OF FARES

## HACKNEY CARRIAGE FARES

Proposed 2019

Below is a table of fares made by Rushmoor Borough Council under S65 of the Local Government (Miscellaneous Provisions) Act 1976 and are the MAXIMUM fares that may be charged.

- The fare charged must be in accordance with this table of fares unless a **NEGOTIATED** fare was otherwise agreed before the journey started
- This applies even if the journey takes the taxi outside the Borough of Rushmoor
- Fare rates are based on a combination of time and distance and are automatically calculated by and must be displayed on the taximeter **at all times**
- All fares subject to rounding-up to nearest 10p (£0.10)

**METER RATE 1 - Day time**

Any hiring on a weekday between 07:00 and 17:59 (unless Rate 3 or 4 applies instead).

First 1/2 mile or uncompleted part	£3.00
For each subsequent (or part) 1/10 mile up to 8 miles	£0.25
Thereafter, for each subsequent (or part) 1/15 mile	£0.20
Waiting time (per 40 second period)	£0.20

**METER RATE 2 - Evenings and weekends**

Any hiring on any day between 18:00 and 22:59 (unless Rate 3 or 4 applies instead); or  
Any hiring on a Saturday or Sunday, between 07:00 and 17:59 (unless Rate 4 applies instead).

First 1/2 mile or uncompleted part	£3.60
For each subsequent (or part) 1/10 mile up to 8 miles	£0.25
Thereafter, for each subsequent (or part) 1/15 mile	£0.20
Waiting time (per 40 second period)	£0.20

**METER RATE 3 - Night time, bank holidays and Easter Sunday**

Any hiring on any day between 23:00 and 06:59 (unless Rate 4 applies instead).

Any hiring on Easter Sunday, a bank or public holiday or New Year's Day (1st Jan) between 07:00 and 22:59 (unless Rate 4 applies instead).

First 1/2 mile or uncompleted part	£4.50
For each subsequent (or part) 1/10 mile up to 8 miles	£0.37
Thereafter, for each subsequent (or part) 1/15 mile	£0.30
Waiting time (per 40 second period)	£0.30

**METER RATE 4 - Christmas/New Year**

Any hiring on Christmas Day (25 December) or Boxing Day (26 December) to 06:59 on 27 December; Any hiring on Christmas Eve (24 December) or New Year's Eve (31 December) between 21:00 and 23:59; or Any hiring on New Year's Day (1 January) between 00:00 and 06:59.

First 1/2 mile or uncompleted part	£6.00
For each subsequent (or part) 1/10 mile	£0.50
Waiting time (per 40 second period)	£0.40

**EXTRA CHARGES**

For each additional passenger in excess of five passengers £1.00

**FOULING CHARGE**

Any fouling to the interior of the cab making it unfit for further hiring (at the discretion of the driver). Up to £100

**ROUNDING-UP**

All fares subject to rounding-up to nearest 10p (£0.10).

**COMPLAINTS AND COMMENTS - Where possible please quote the Cab / Driver Number**

Please contact the Head of Operational Services at Rushmoor Borough Council, Council Offices, Farnborough Road, Farnborough, Hampshire, GU14 7JU. Tel: 01252 398 399 ■ Email: [licensing@rushmoor.gov.uk](mailto:licensing@rushmoor.gov.uk)

**RUSHMOOR**  
BOROUGH COUNCIL



**MODEL CALCULATION OF NOTIONAL UPLIFT OF TAXI FARES  
(INCLUDING INDICES) FOR 2018-2019**

Formula to Uplift Taxi Fares				
Weighting	Annual Increases	Relevant Government Indices		% Increase
		January 2018	January 2019	
80	uplifted by Average Weekly Earnings (Whole Economy)	163.00	169.60	4.05
10	uplifted by R.P.I (Petrol and Oil)	353.40	360.10	1.90
5	uplifted by R.P.I (Vehicle Tax & Insurance)	811.10	785.70	-3.13
5	uplifted by R.P.I (All Items excl mortgage costs)	276.50	283.40	2.50

Outcome Calculation		
Annual Percentage Increase	Approved Percentage Weighting	Weighted Percentage Increase
4.05	0.80	3.24
1.90	0.10	0.19
-3.13	0.05	-0.16
2.50	0.05	0.12
Formula Uplift Total (%)		3.39



## COMPARISON TABLES OF FARE CHARGES AT EACH MILE MARK (UP TO 15 MILES) FOR CURRENT & TRADE PROPOSED FARE SCHEMES

EXISTING v PROPOSED SCHEME OF FARES COMPARISON TABLE			
METER RATE 1 - Day time			
DISTANCE	CURRENT COSTS 01.09.18 (£)	PROPOSED SCHEME (£)	%AGE INCREASE
Pull-off rate	£3.00 per 1088yds	£3.00 per 938.5yds	15.93%
1 MILE	4.00	4.20	5.00%
2 MILES	6.40	6.60	3.13%
3 MILES	8.80	9.00	2.27%
4 MILES	11.00	11.20	1.82%
5 MILES	13.40	13.60	1.49%
6 MILES	15.80	16.00	1.27%
7 MILES	18.20	18.40	1.10%
8 MILES	20.40	20.60	0.98%
9 MILES	23.40	23.60	0.85%
10 MILES	26.20	26.40	0.76%
11 MILES	29.00	29.20	0.69%
12 MILES	31.80	32.00	0.63%
13 MILES	34.60	34.80	0.58%
14 MILES	37.40	37.60	0.53%
15 MILES	40.20	40.40	0.50%
<b>Meter Rate 1 Notes:</b>			
		<b>Current</b>	<b>Proposed</b>
Pull-off charge (£)		3.00	3.00
Pull-off distance (yards)		1088	938.5
Pull-off rate (£s per initial yardage)		£3.00/1088yds	£3.00/938.5yds
Subsequent running mile charge (£)		0.20	0.20
Distance per running mile charge up to 8 miles (yards)		149.5	149.5
Distance per yardage rate charge after 8 miles (yards)		125.2	125.2
NB: All journeys shown above are for basic hire. Costs shown do not include any extras.			

EXISTING v PROPOSED SCHEME OF FARES COMPARISON TABLE			
METER RATE 2 - Evenings & Weekends			
DISTANCE	CURRENT COSTS 01.09.18 (£)	PROPOSED SCHEME (£)	%AGE INCREASE
Pull-off rate	£3.60 per 1088yds	£3.60 per 938.5yds	15.93%
1 MILE	4.60	4.80	4.35%
2 MILES	7.00	7.20	2.86%
3 MILES	9.40	9.60	2.13%
4 MILES	11.60	11.80	1.72%
5 MILES	14.00	14.20	1.43%
6 MILES	16.40	16.60	1.22%
7 MILES	18.80	19.00	1.06%
8 MILES	21.00	21.20	0.95%
9 MILES	24.00	24.20	0.83%
10 MILES	26.80	27.00	0.75%
11 MILES	29.60	29.80	0.68%
12 MILES	32.40	32.60	0.62%
13 MILES	35.20	35.40	0.57%
14 MILES	38.00	38.20	0.53%
15 MILES	40.80	41.00	0.49%
<b>Meter Rate 2 Notes:</b>			
		<b>Current</b>	<b>Proposed</b>
Pull-off charge (£)		3.60	3.60
Pull-off distance (yards)		1088	938.5
Pull-off rate (£s per initial yardage)		£3.60/1088yds	£3.60/938.5yds
Subsequent running mile charge (£)		0.20	0.20
Distance per running mile charge up to 8 miles (yards)		149.5	149.5
Distance per yardage rate charge after 8 miles (yards)		125.2	125.2
NB: All journeys shown above are for basic hire. Costs shown do not include any extras.			

EXISTING v PROPOSED SCHEME OF FARES COMPARISON TABLE METER RATE 3 – Night time, Easter Sunday & Bank Holidays			
DISTANCE	CURRENT COSTS 01.09.18 (£)	PROPOSED SCHEME (£)	%AGE INCREASE
Pull-off rate	£4.50 per 1088yds	£4.50 per 938.5yds	15.93%
1 MILE	6.00	6.30	5.00%
2 MILES	9.60	9.90	3.13%
3 MILES	13.20	13.50	2.27%
4 MILES	16.50	16.80	1.82%
5 MILES	20.10	20.40	1.49%
6 MILES	23.70	24.00	1.27%
7 MILES	27.30	27.60	1.10%
8 MILES	30.60	30.90	0.98%
9 MILES	35.10	35.40	0.85%
10 MILES	39.30	39.60	0.76%
11 MILES	43.50	43.80	0.69%
12 MILES	47.70	48.00	0.63%
13 MILES	51.90	52.20	0.58%
14 MILES	56.10	56.40	0.53%
15 MILES	60.30	60.60	0.50%
<b>Meter Rate 3 Notes:</b>			
		<b>Current</b>	<b>Proposed</b>
Pull-off charge (£)		4.50	4.50
Pull-off distance (yards)		1088	938.5
Pull-off rate (£s per initial yardage)		£4.50/1088yds	£4.50/938.5yds
Subsequent running mile charge (£)		0.30	0.30
Distance per running mile charge up to 8 miles (yards)		149.5	149.5
Distance per yardage rate charge after 8 miles (yards)		125.2	125.2
NB: All journeys shown above are for basic hire. Costs shown do not include any extras.			

EXISTING v PROPOSED SCHEME OF FARES COMPARISON TABLE METER RATE 4 - Christmas & New Year			
DISTANCE	CURRENT COSTS 01.09.18 (£)	PROPOSED SCHEME* (£)	%AGE INCREASE
Pull-off rate	£6.00 per 1088yds	£6.00 per 938.5yds	15.93%
1 MILE	8.00	8.40	5.00%
2 MILES	12.80	13.20	3.13%
3 MILES	17.60	18.00	2.27%
4 MILES	22.00	22.40	1.82%
5 MILES	26.80	27.20	1.49%
6 MILES	31.60	32.00	1.27%
7 MILES	36.40	36.80	1.10%
8 MILES	40.80	41.20	0.98%
9 MILES	45.60	46.00	0.88%
10 MILES	50.40	50.80	0.79%
11 MILES	55.20	55.60	0.72%
12 MILES	59.60	60.00	0.67%
13 MILES	64.40	64.80	0.62%
14 MILES	69.20	69.60	0.58%
15 MILES	74.00	74.40	0.54%
<b>Meter Rate 4 Notes:</b>			
		<b>Current</b>	<b>Proposed</b>
Pull-off charge (£)		6.00	6.00
Pull-off distance (yards)		1088	938.5
Pull-off rate (£s per initial yardage)		£6.00/1088yds	£6.00/938.5yds
Subsequent running mile charge (£)		0.40	0.40
Distance per running mile charge up to 8 miles (yards)		149.5	149.5
NB: All journeys shown above are for basic hire. Costs shown do not include any extras.			

## COMPARISON TABLES OF FARE CHARGES AT EACH MILE MARK (UP TO 15 MILES) FOR CURRENT & ALTERNATIVE PROPOSAL FARE SCHEMES

EXISTING v PROPOSED SCHEME OF FARES COMPARISON TABLE			
METER RATE 1 - Day time			
DISTANCE	CURRENT COSTS 01.09.18 (£)	PROPOSED SCHEME COSTS (£)	%AGE INCREASE
Pull-off rate	£3.00 per 1088yds	£3.00 per 880yds	23.64%
1 MILE	4.00	4.25 *4.30	6.25% *7.50%
2 MILES	6.40	6.75 *6.80	5.47% *6.25%
3 MILES	8.80	9.25 *9.30	5.11% *5.68%
4 MILES	11.00	11.75 *11.80	6.82% *7.27%
5 MILES	13.40	14.25 *14.30	6.34% *6.72%
6 MILES	15.80	16.75 *16.80	6.01% *6.33%
7 MILES	18.20	19.25 *19.30	5.77% *6.04%
8 MILES	20.40	21.75 *21.80	6.62% *6.86%
9 MILES	23.40	24.95 *25.00	6.62% *6.84%
10 MILES	26.20	27.95 *28.00	6.68% *6.87%
11 MILES	29.00	30.95 *31.00	6.72% *6.90%
12 MILES	31.80	33.95 *34.00	6.76% *6.92%
13 MILES	34.60	36.95 *37.00	6.79% *6.94%
14 MILES	37.40	39.95 *40.00	6.82% *6.95%
15 MILES	40.20	42.95 *43.00	6.84% *6.97%
<b>Meter Rate 1 Notes:</b>			
	<b>Current</b>	<b>Proposed</b>	
Pull-off charge (£)	3.00	3.00	
Pull-off distance (yards)	1088	880	
Pull-off rate (£s per initial yardage)	£3.00/1088yds	£3.00/880yds	
Subsequent running mile charge (£) up to 8 miles	£0.20/149.5yds	£0.25/176yds	
Distance per running mile charge up to 8 miles (yards)	149.5	176	
Subsequent running mile charge (£) after 8 miles	£0.20/125.2yds	£0.20/117.3yds	
Distance per yardage rate charge after 8 miles (yards)	125.2	117.3	
NB: All journeys shown above are for basic hire. Costs shown do not include any extras. Figures marked '*' subject to fare round-up to nearest 10p in accordance with proposal			

EXISTING v PROPOSED SCHEME OF FARES COMPARISON TABLE			
METER RATE 2 - Evenings & Weekends			
DISTANCE	CURRENT COSTS 01.09.18 (£)	PROPOSED SCHEME COSTS (£)	%AGE INCREASE
Pull-off rate	£3.60 per 1088yds	£3.60 per 880yds	23.64%
1 MILE	4.60	4.85 *4.90	5.43% *6.52%
2 MILES	7.00	7.35 *7.40	5.00% *5.71%
3 MILES	9.40	9.85 *9.90	4.79% *5.32%
4 MILES	11.60	12.35 *12.40	6.47% *6.90%
5 MILES	14.00	14.85 *14.90	6.07% *6.45%
6 MILES	16.40	17.35 *17.40	5.79% *6.10%
7 MILES	18.80	19.85 *19.90	5.59% *5.85%
8 MILES	21.00	22.35 *22.40	6.43% *6.67%
9 MILES	24.00	25.55 *25.60	6.46% *6.67%
10 MILES	26.80	28.55 *28.60	6.53% *6.72%
11 MILES	29.60	31.55 *31.60	6.59% *6.76%
12 MILES	32.40	34.55 *34.60	6.64% *6.79%
13 MILES	35.20	37.55 *37.60	6.68% *6.82%
14 MILES	38.00	40.55 *40.60	6.71% *6.84%
15 MILES	40.80	43.55 *43.60	6.74% *6.86%
<b>Meter Rate 2 Notes:</b>			
	<b>Current</b>	<b>Proposed</b>	
Pull-off charge (£)	3.60	3.60	
Pull-off distance (yards)	1088	880	
Pull-off rate (£s per initial yardage)	£3.60/1088yds	£3.60/880yds	
Subsequent running mile charge (£) up to 8 miles	£0.20/149.5yds	£0.25/176yds	
Distance per running mile charge up to 8 miles (yards)	149.5	176	
Subsequent running mile charge (£) after 8 miles	£0.20/125.2yds	£0.20/117.3yds	
Distance per yardage rate charge after 8 miles (yards)	125.2	117.3	
NB: All journeys shown above are for basic hire. Costs shown do not include any extras. Figures marked '*' subject to fare round-up to nearest 10p in accordance with proposal			

EXISTING v PROPOSED SCHEME OF FARES COMPARISON TABLE METER RATE 3 – Night-time, Easter Sunday & Bank Holidays			
DISTANCE	CURRENT COSTS 01.09.18 (£)	PROPOSED SCHEME COSTS (£)	%AGE INCREASE
Pull-off rate	£4.50 per 1088yds	£4.50 per 880yds	23.64%
1 MILE	6.00	6.35 *6.40	5.83% *6.67%
2 MILES	9.60	10.05 *10.10	4.69% *5.21%
3 MILES	13.20	13.75 *13.80	4.17% *4.55%
4 MILES	16.50	17.45 *17.50	5.76% *6.06%
5 MILES	20.10	21.15 *21.20	5.22% *5.47%
6 MILES	23.70	24.85 *24.90	4.85% *5.06%
7 MILES	27.30	28.55 *28.60	4.58% *4.76%
8 MILES	30.60	32.25 *32.30	5.39% *5.56%
9 MILES	35.10	37.05 *37.10	5.56% *5.70%
10 MILES	39.30	41.55 *41.60	5.73% *5.85%
11 MILES	43.50	46.05 *46.10	5.86% *5.98%
12 MILES	47.70	50.55 *50.60	5.97% *6.08%
13 MILES	51.90	55.05 *55.10	6.07% *6.17%
14 MILES	56.10	59.55 *59.60	6.15% *6.24%
15 MILES	60.30	64.05 *64.10	6.22% *6.30%
<b>Meter Rate 3 Notes:</b>			
	<b>Current</b>	<b>Proposed</b>	
Pull-off charge (£)	4.50	4.50	
Pull-off distance (yards)	1088	880	
Pull-off rate (£s per initial yardage)	£4.50/1088yds	£4.50/880yds	
Subsequent running mile charge (£) up to 8 miles	£0.30/149.5yds	£0.37/176yds	
Distance per running mile charge up to 8 miles (yards)	149.5	176	
Subsequent running mile charge (£) after 8 miles	£0.30/125.2yds	£0.30/117.3yds	
Distance per yardage rate charge after 8 miles (yards)	125.2	117.3	
NB: All journeys shown above are for basic hire. Costs shown do not include any extras. Figures marked '*' subject to fare round-up to nearest 10p in accordance with proposal			

EXISTING v PROPOSED SCHEME OF FARES COMPARISON TABLE METER RATE 4 - Christmas & New Year			
DISTANCE	CURRENT COSTS 01.09.18 (£)	PROPOSED SCHEME* (£)	%AGE INCREASE
Pull-off rate	£6.00 per 1088yds	£6.00 per 880yds	23.64%
1 MILE	8.00	8.50	6.25%
2 MILES	12.80	13.50	5.47%
3 MILES	17.60	18.50	5.11%
4 MILES	22.00	23.50	6.82%
5 MILES	26.80	28.50	6.34%
6 MILES	31.60	33.50	6.01%
7 MILES	36.40	38.50	5.77%
8 MILES	40.80	43.50	6.62%
9 MILES	45.60	48.50	6.36%
10 MILES	50.40	53.50	6.15%
11 MILES	55.20	58.50	5.98%
12 MILES	59.60	63.50	6.54%
13 MILES	64.40	68.50	6.37%
14 MILES	69.20	73.50	6.21%
15 MILES	74.00	78.50	6.08%
Meter Rate 4 Notes:			
	Current	Proposed	
Pull-off charge (£)	6.00	6.00	
Pull-off distance (yards)	1088	880	
Pull-off rate (£s per initial yardage)	£6.00/1088yds	£6.00/880yds	
Subsequent running mile charge (£)	£0.40/149.5yds	£0.50/176yds	
Distance per running mile charge up to 8 miles (yards)	149.5	176	
NB: All journeys shown above are for basic hire. Costs shown do not include any extras. All figures subject to fare round-up to nearest 10p in accordance with proposal			

## APPENDIX F1

### LOCAL JOURNEY EXAMPLES / COSTS ARISING FROM THE CURRENT AND TRADE PROPOSED FARE SCHEMES

#### Local journey examples / costs arising from the current and proposed fare schemes

Rate		Meter Rate 1 Day time			Meter Rate 2 Evenings & Weekends			Meter Rate 3 Night time, Bank Holidays & Easter Sunday		
Journey Details	Distance (miles)	Current Cost (£)	Proposed Cost (£)	Increase	Current Cost (£)	Proposed Cost (£)	Increase	Current Cost (£)	Proposed Cost (£)	Increase
Council Offices to Guildford Station	13.5	36.00	36.20	<b>0.56%</b>	36.60	36.80	<b>0.55%</b>	54.00	54.30	<b>0.56%</b>
Council Offices to Aldershot Station	4.1	11.20	11.40	<b>1.79%</b>	11.80	12.00	<b>1.69%</b>	16.80	17.10	<b>1.79%</b>
Council Offices to Frimley Park Hospital	2.7	8.00	8.20	<b>2.50%</b>	8.60	8.80	<b>2.33%</b>	12.00	12.30	<b>2.50%</b>
Council Offices to Gatwick Airport (M/Way)*	43.7	120.80	121.00	<b>0.17%</b>	121.40	121.60	<b>0.16%</b>	181.20	181.50	<b>0.17%</b>
Council Offices to Gatwick Airport (Non M/Way)*	47.1	130.40	130.60	<b>0.15%</b>	131.00	131.20	<b>0.15%</b>	195.60	195.90	<b>0.15%</b>
Whitchurch Close to Frimley Park Hospital	7.2	18.60	18.80	<b>1.08%</b>	19.20	19.40	<b>1.04%</b>	27.90	28.20	<b>1.08%</b>
Weyborne Road to Frimley Park Hospital	7.4	19.00	19.20	<b>1.05%</b>	19.60	19.80	<b>1.02%</b>	28.50	28.80	<b>1.05%</b>
Whitchurch Close to Fernhill Lane	7.8	20.00	20.20	<b>1.00%</b>	20.60	20.80	<b>0.97%</b>	30.00	30.30	<b>1.00%</b>
Whitchurch Close to Juniper Road	9.4	24.40	24.60	<b>0.82%</b>	25.00	25.20	<b>0.80%</b>	36.60	36.90	<b>0.82%</b>
Waiting Time		30p per minute	30p per minute		30p per minute	30p per minute		45p per minute	45p per minute	
Pull-off Fee		3.00	3.00		3.60	3.60		4.50	4.50	

#### Notes:

- 1) All journeys shown above are for basic hire. Costs shown do not include any extras e.g. Waiting time, additional passengers or telephone bookings.
- 2) All mileage taken from AA Route Planner.
- 3) All figures subject to rounding.
- 4) Costs given are calculated for comparison purposes only. In practice, journeys marked '\*' are subject to supply and demand and separate quotes – typically lower than those given.



## APPENDIX F2

### LOCAL JOURNEY EXAMPLES / COSTS ARISING FROM THE CURRENT AND ALTERNATIVE PROPOSAL FARE SCHEMES

Local journey examples / costs arising from the current and proposed fare schemes										
Rate		Meter Rate 1 Day time			Meter Rate 2 Evenings & Weekends			Meter Rate 3 Night time, Bank Holidays & Easter Sunday		
Journey Details	Distance (miles)	Current Cost (£)	Proposed Cost (£)	Increase	Current Cost (£)	Proposed Cost (£)	Increase	Current Cost (£)	Proposed Cost (£)	Increase
Council Offices to Guildford Station	13.5	36.00	38.35 *38.40	6.53% *6.67%	36.60	38.95 *39.00	6.42% *6.56%	54.00	57.15 *57.20	5.83% *5.93%
Council Offices to Aldershot Station	4.1	11.20	12.00 12.00	7.14% 7.14%	11.80	12.60 12.60	6.78% 6.78%	16.80	17.82 *17.90	6.07% *6.55%
Council Offices to Frimley Park Hospital	2.7	8.00	8.50 8.50	6.25% 6.25%	8.60	9.10 9.10	5.81% 5.81%	12.00	12.64 *12.70	5.33% *5.83%
Council Offices to Gatwick Airport (M/Way) <sup>†</sup>	43.7	120.80	128.95 *129.00	6.75% *6.79%	121.40	129.55 *129.60	6.71% *6.75%	181.20	193.05 *193.10	6.54% *6.57%
Council Offices to Gatwick Airport (Non M/Way) <sup>†</sup>	47.1	130.40	139.15 *139.20	6.71% *6.75%	131.00	139.75 *139.80	6.68% *6.72%	195.60	208.35 *208.40	6.52% *6.54%
Whitchurch Close to Frimley Park Hospital	7.2	18.60	19.75 *19.80	6.18% *6.45%	19.20	20.35 *20.40	5.99% *6.25%	27.90	29.29 *29.30	4.98% *5.02%
Weyborne Road to Frimley Park Hospital	7.4	19.00	20.25 *20.30	6.58% *6.84%	19.60	20.85 *20.90	6.38% *6.63%	28.50	30.03 *30.10	5.37% *5.61%
Whitchurch Close to Fernhill Lane	7.8	20.00	21.25 *21.30	6.25% *6.50%	20.60	21.85 *21.90	6.07% *6.31%	30.00	31.51 *31.60	5.03% *5.33%
Whitchurch Close to Juniper Road	9.4	24.40	26.15 *26.20	7.17% *7.38%	25.00	26.75 *26.80	7.00% *7.20%	36.60	38.85 *38.90	6.15% *6.28%
Waiting Time		30p per minute	30p per minute		30p per minute	30p per minute		45p per minute	45p per minute	
Pull-off Fee		3.00	3.00		3.60	3.60		4.50	4.50	

#### Notes:

- 1) All journeys shown above are for basic hire. Costs shown do not include any extras e.g. Waiting time, additional passengers or telephone bookings.
- 2) All mileage taken from AA Route Planner.
- 3) All figures subject to rounding. Figures marked '\*' subject to fare rounding up to nearest 10p in accordance with proposal
- 4) Costs given are calculated for comparison purposes only. In practice, journeys marked '†' are subject to supply and demand and separate quotes – typically lower than those given.



**EXCERPT FROM THE COUNCIL'S TAXI LICENSING POLICY**

(taken from Part H, Section 8, pages 77-78)

**1.1. GENERAL ARRANGEMENTS**

- 1.2. Section 65 of the Local Government (Miscellaneous Provisions) Act 1976 (LGMPA76) provides that the licensing authority may set local hackney carriage fares for journeys within its area by means of a table or scheme of fares. There is no power to set private hire vehicle fares.

**1.3. Frequency of review**

- 1.4. To ensure currency, economic viability and incentive to provide taxi services, it is the policy of the licensing authority that the scheme of hackney carriage fares be subject to annual review in accordance with the timetable and methodology below.

**1.5. General methodology of review**

- 1.6. To allow comparison, increase understanding and transparency of any review, the licensing authority will normally calculate and consider a notional uplift using an approved formula based on various indices and measures of inflation relevant to taxi trade.
- 1.7. Also, by way of facilitating consultation and local trade input, the licensing authority will normally invite the taxi trade to submit proposals for change to the current scheme of fares by the 1st May each year (timed to reflect the annual and comparative nature of the review process).
- 1.8. By way of facilitating comparison and to assist it in determination of any proposed review of the scheme of fares, the licensing authority will normally take the following and similar matters into consideration –
- (a) Any notional uplift figure calculated in accordance with any approved formula;
  - (b) A direct comparison table of extant and proposed changes to the pull off rate and/or running mile per unit distance travelled;
  - (c) The fare charts of neighbouring authorities;
  - (d) Any league table of national/regional taxi fares; and
  - (e) Practical comparable journey fares from both extant and proposed fare schemes.

### **1.9. Nature of review**

- 1.10. Where appropriate, the licensing authority will normally review, in whole or part, the structure and/or any particular feature of the extant scheme of fares (e.g. unit costs, distances travelled, time periods, chronology, calendarisation and any additional extras etc).

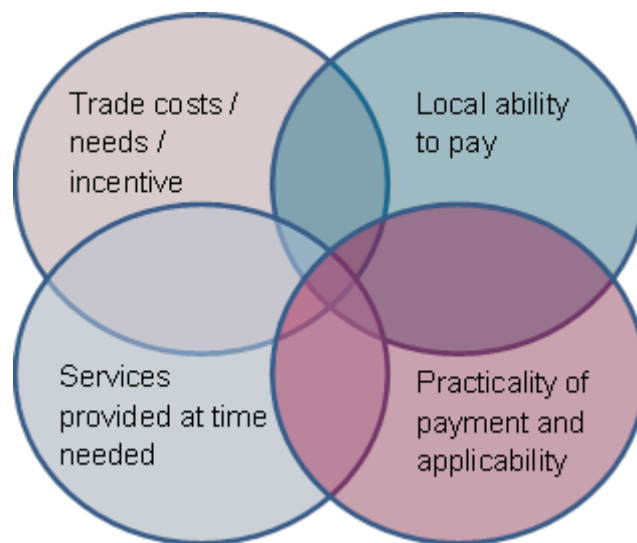
### **1.11. Relevant considerations**

- 1.12. In reviewing the scheme of fares, the licensing authority will normally have regard to, but not be bound by the following considerations –

- (a) the needs of the travelling public;
- (b) what may be reasonable to expect people to pay;
- (c) the need to provide sufficient incentive to provide a taxi service when it is needed;
- (d) the available supply of and demand for taxi services;
- (e) any graduation of the above by time of day, day of the week, seasonal variation and/or on special occasions etc; and
- (f) the practicality of proposed fare scheme arrangements.

**NB:** These considerations should not be seen as a comprehensive checklist or, in any way, be regarded as standards to be automatically applied in all cases.

## SUMMARY CONSIDERATIONS FOR SETTING OF TAXI FARES



### WHAT MATTERS TO THE CUSTOMER / PUBLIC (in no particular order)

- Simple and easy to understand
- Fare is reasonable and affordable (£)
- Clear / Clarity of fares to be paid (in advance of journey)
- Ease of calculation (both in advance and during journey)
- Ease of calculation by taximeter
- Practicality of applicability
- Transparently and independently established
- Easy to enforce / police
- Offers sufficient incentive for trade to provide taxi services when needed

### WHAT MATTERS TO THE TAXI TRADE (in no particular order)

- Fare reasonably covers the costs of service and provides reasonable driver income (£)
- Fares commensurate with level of anti-social hours worked / risk (e.g. working at night / during night time economy) (i.e. incentive to provide a service when needed)
- Ease of calculation by taximeter
- Practicality of applicability
- Practicality of payment method



## SOCIO-ECONOMIC DATA & RELEVANT INDICATORS

The following socio-economic data is provided to help contextualise both the current and proposed levels of taxi fares against local circumstances, local issues of relative deprivation / affluence and the ability to pay for and use taxi services.

### Relative affluence of area

#### Types of housing in Rushmoor

A higher percentage of housing in Rushmoor is at the lower end of the property market. In 2018, 86.6% of properties were in Band D or below. This is a much higher percentage than Rushmoor's geographic neighbours.

March 2018	Rushmoor	Guildford	Waverley	Surrey Heath	Hart
Band A	3.6%	1.9%	1.8%	1.7%	1.9%
Band B	21.8%	5.9%	6.2%	5.9%	5.1%
Band C	39.2%	20.7%	18.6%	16.3%	23.0%
Band D	21.9%	27.6%	23.5%	26.8%	22.6%
Band E	9.6%	17.2%	17.6%	18.3%	20.0%
Band F	2.9%	11.1%	12.8%	15.8%	17.3%
Band G	0.8%	12.7%	15.6%	13.9%	9.6%
Band H	0.1%	3.0%	3.9%	1.4%	0.6%
<b>% band D or below</b>	<b>86.6%</b>	<b>56.1%</b>	<b>50.1%</b>	<b>50.6%</b>	<b>52.6%</b>

(Source: Valuation Office Agency)

### Number of people on benefits /claimant count

Rushmoor has a higher percentage of residents claiming benefit principally for the reason of being unemployed and claiming mainly out-of-work benefits than residents in its geographical neighbours.

**Claimant Count** - Claimant Count is the number of people claiming benefit principally for the reason of being unemployed.

May 2019	Rushmoor	Guildford	Waverley	Surrey Heath	Hart
% of those ages 16 -64 in area	1.3%	0.8%	0.7%	0.8%	0.6%

(Source: NOMIS - Office for National Statistics)

### (Un)Employment rates

Unemployment rates (model based) are very similar in Rushmoor and surrounding areas.

Jan 2018 – Dec 2018	Rushmoor	Guildford	Waverley	Surrey Heath	Hart
Economically active (% of those ages 16 -64 in area)	87.1%	77.5%	84.0%	83.5%	90.1%
In employment (% of those ages 16 - 64 in area)	84.2%	73.9%	82.0%	80.0%	86.5%
Unemployed (% of those economically active)*	2.7%	2.8%	2.3%	2.8%	2.6%

\*Model based

(Source: NOMIS - Office for National Statistics)

## % population in relative deprivation

Rushmoor has higher deprivation score (as defined by the national Indices of Multiple Deprivation), and a higher percentage of children living in low income families than in the areas around Rushmoor. Also, Rushmoor has a much lower percentage of households not deprived in any dimension from the 2011 Census, compared to its geographical neighbours.

### Indices of Multiple Deprivation

2015	Rushmoor	Guildford	Waverley	Surrey Heath	Hart
Deprivation score (IMD 2015)	15.1	9.4	7.1	7.7	5.0

(Source: Public Health England - 2017 Area Health Profile)

### Child poverty

2016	Rushmoor	Guildford	Waverley	Surrey Heath	Hart
% children (under 16) in low income families	11.2%	9.4%	7.0%	6.7%	6.6%

(Source: Public Health England - 2018 Area Health Profile)

### Deprivation dimensions data from the 2011 Census

The 2011 Census has calculated the number of households in a given area with selected household characteristics that are related to deprivation, these are called dimensions. The deprivation dimensions used by the Census are:

- **Employment** – if any member of a household, not a full-time student, is either unemployed or long-term sick
- **Education** – if no person in the household has at least level 2 education (5+GCSE or equivalent), and no person aged 16-18 is a full-time student

- **Health and disability** - if any person in the household has general health categorised as 'bad or very bad' or has a long term health problem
- **Housing** – if the household's accommodation is either overcrowded, with an occupancy rating -1 or less (this means one less room than needed based on a standard formula), or is in a shared dwelling, or has no central heating.

	Rushmoor %	Guildford %	Waverley %	Surrey Heath %	Hart %
Household is not deprived in any dimension	47.5	54.9	56.6	56.2	58.7
Household is deprived in 1 dimension	32.7	30.0	29.2	29.8	29.0
Household is deprived in 2 dimensions	15.5	12.4	11.8	11.8	10.7
Household is deprived in 3 dimensions	3.9	2.5	2.1	2.0	1.5
Household is deprived in 4 dimensions	0.4	0.2	0.2	0.2	0.1

(Source: Office for National Statistics)

## Income / disposable income levels

Rushmoor residents earn £60+ less a week than residents in its geographical neighbours. Those who work in Rushmoor also earn less than if they worked in Guildford, Waverley and Hart.

### Gross weekly pay of those who live in Rushmoor and those who work in Rushmoor

2018 all full time workers	Rushmoor	Guildford	Waverley	Surrey Heath	Hart	National Living Wage (over 25)	South East	Great Britain
Earnings by residence	£609.1	£723.3	£713.0	£742.3	£670.2	£303.7	£614.5	£571.1
Earnings by workplace	£693.2	£681.2	£536.5	£582.4	£622.5	£303.7	£589.2	£570.9

(Source: NOMIS - Office for National Statistics)

### Average annual income levels

2018 all full time workers	Rushmoor	Guildford	Waverley	Surrey Heath	Hart	National Living Wage (over 25)	South East	Great Britain
Earnings by residence	£31,673	£37,612	£37,076	£38,600	£34,850	£15,796	£31,954	£29,697

(Source: NOMIS - Office for National Statistics)

## Mode of travel choice

In 2011, Rushmoor residents mainly travelled to work by car or van (47.6%). In total 166 people (0.2%) travelled to work by taxi, this was the highest number and percentage of the population aged 16-74, compared to Rushmoor's geographical neighbours.

### Method of Travel to Work - Resident Population, 2011

% of population aged 16-74	Rushmoor	Guildford	Waverley	Surrey Heath	Hart
Work mainly at or from home	2.8%	5.3%	7.0%	5.5%	6.0%
Underground, metro, light rail, tram	0.1%	0.2%	0.2%	0.2%	0.1%
Train	5.0%	7.8%	7.8%	4.4%	5.2%
Bus, minibus or coach	3.0%	2.3%	1.2%	1.4%	0.9%
Taxi (people)	0.2% (166)	0.1% (152)	0.1% (88)	0.1% (71)	0.1% (84)
Motorcycle, scooter or moped	0.6%	0.5%	0.5%	0.5%	0.5%
Driving a car or van	47.6%	39.3%	41.8%	50.1%	50.2%
Passenger in a car or van	3.9%	2.5%	2.6%	2.7%	2.4%
Bicycle	2.1%	1.8%	1.1%	1.3%	1.5%
On foot	7.4%	8.2%	6.4%	5.2%	5.4%
Other method of travel to work	0.6%	0.4%	0.5%	0.6%	0.4%
Not in employment	26.7%	31.4%	30.9%	28.1%	27.3%

(Source: Office for National Statistics)

## % car ownership

In 2011, Rushmoor residents had the lowest level of car ownership, compared to our geographical neighbours

### 2011 Car ownership

% of households	Rushmoor	Guildford	Waverley	Surrey Heath	Hart
No car or van	16.6%	13.9%	11.9%	10.0%	8.0%
1 car or van	43.0%	40.0%	38.1%	34.5%	34.7%
2 cars or vans	31.2%	33.9%	36.3%	39.9%	42.1%
3 cars or vans	6.8%	8.6%	9.7%	11.0%	10.7%
4 or more cars or vans	2.4%	3.6%	4.0%	4.6%	4.5%

(Source: Office for National Statistics)

## Net inward / outward migration

The following table demonstrates that in 2011 more people commuted out of Rushmoor than commuted into Rushmoor. More Rushmoor residents commuted into Surrey Heath than to anywhere else.

	Where people LIVING IN Rushmoor go to work	Where people WORKING IN Rushmoor live
Rushmoor	16,367 people living and working in the Borough	
	4,565 home workers	
	4,131 workers with no fixed workplace	
Hart	3,238	4,675
Surrey Heath	4,693	2,806
Guildford	3,579	2,656
Waverley	2,703	2,174
Bracknell Forest	1,158	1,072
Woking	1,013	625
Basingstoke & Deane	931	1,213
East Hampshire	636	1,236
	Total commuting OUT of Rushmoor – 26,208	Total commuting INTO Rushmoor – 25,058

(Source: 2011 Census <http://www.neighbourhood.statistics.gov.uk/HTMLDocs/dvc193/>)

## Older population

Rushmoor has a lower number and lower percentage of state pensioners than in the surrounding areas.

State Pension caseload – August 2018	Rushmoor	Guildford	Waverley	Surrey Heath	Hart
Number	12,895	23,812	26,415	16,737	18,402
Percentage of population	13.5%	16.1%	20.1%	18.8%	19.3%

(Source: DWP Stat-Xplore)

## Ill health

The 2011 census indicated that a higher percentage of Rushmoor residents indicated that they were in bad or very bad health, compared to the residents in the surrounding local authorities.

General Health 2011 census	Rushmoor	Guildford	Waverley	Surrey Heath	Hart
% of the population indicating that they are in bad health or very bad health	3.6%	3.2%	3.3%	3.2%	2.7%

(Source: Office for National Statistics)



**EXCERPT FROM DFT TAXI AND PRIVATE HIRE VEHICLE LICENSING BEST  
PRACTICE GUIDANCE TO LICENSING AUTHORITIES  
(March 2010)**

**TAXI FARES**

52. Local licensing authorities have the power to set taxi fares for journeys within their area, and most do so. (There is no power to set PHV fares.) Fare scales should be designed with a view to practicality. The Department sees it as good practice to review the fare scales at regular intervals, including any graduation of the fare scale by time of day or day of the week. Authorities may wish to consider adopting a simple formula for deciding on fare revisions as this will increase understanding and improve the transparency of the process. The Department also suggests that in reviewing fares authorities should pay particular regard to the needs of the travelling public, with reference both to what it is reasonable to expect people to pay but also to the need to give taxi drivers sufficient incentive to provide a service when it is needed. There may well be a case for higher fares at times of higher demand.

53. Taxi fares are a maximum, and in principle are open to downward negotiation between passenger and driver. It is not good practice to encourage such negotiations at ranks, or for on-street hailings; there would be risks of confusion and security problems. But local licensing authorities can usefully make it clear that published fares are a maximum, especially in the context of telephone bookings, where the customer benefits from competition. There is more likely to be a choice of taxi operators for telephone bookings, and there is scope for differentiation of services to the customer's advantage (for example, lower fares off-peak or for pensioners).

54. There is a case for allowing any taxi operators who wish to do so to make it clear – perhaps by advertising on the vehicle – that they charge less than the maximum fare; publicity such as '5% below the metered fare' might be an example.

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CABINET

**COUNCILLOR MAURICE SHEEHAN**  
**OPERATIONAL SERVICES PORTFOLIO HOLDER**  
**REPORT NO. OS1917**

16 DECEMBER 2019

KEY DECISION: YES

**PROPOSED TAXI SHARING ARRANGEMENTS  
 FOR FARNBOROUGH INTERNATIONAL AIRSHOW 2020**

**SUMMARY AND RECOMMENDATIONS**

This report outlines proposals and seeks Cabinet approval for public consultation on a taxi-sharing scheme to run between designated points for the duration of the trade days of Farnborough International Airshow 2020 (FIA20) (20th-24th July 2020).

Whilst the form and nature of any taxi-sharing scheme is discretionary, the Council is statutorily required to establish a suitable scheme following receipt of requests to do so by at least 10% of current taxi licence holders. By virtue of a 40 signatory petition, requests to this effect have been received; proposing a scheme similar to that established for FIA18.

Given the request and the success of similar past arrangements, Cabinet is requested to –

- 1) approve the proposed taxi-sharing scheme outlined below for public consultation; and
- 2) delegate authority to determine both current and future Airshow taxi sharing proposals to the Operational Services portfolio holder in conjunction with the Head of Operational Services; taking account of any representations that may be received on consultation as may be appropriate.

**1. BACKGROUND & INTRODUCTION**

- 1.1 The Taxis (Schemes for Hire at Separate Fares) Regulations 1986 empower local Councils' to set up schemes under which licensed taxis may be used for shared hire. Whilst normally a discretionary power, local authorities must establish such a scheme if requested to do so by the holders of at least 10% of current taxi licence holders (albeit the form and nature of any such scheme remains at the discretion of the authority).
- 1.2 In making such a scheme, the Regulations require the Council to obtain the consent of the Highway Authority and/or any landowner in respect of any pick-up and destination point forming a part of the scheme that is not on the highway. The authority is also required to consult the local Chief Constable of Police, and the relevant County Council. It is then required to publish any proposed scheme and invite public representations; considering such representations as may be appropriate before implementing any proposed arrangement.
- 1.3 Following discussions with the Taxi Trade, these powers to establish a taxi-sharing scheme were first used in Rushmoor for the Farnborough International Airshow 2004 (FIA04). At this time, a taxi-share scheme was implemented between the Farnborough Station and Cross Street, Farnborough. While pick-up and destination points have changed with show arrangements, similar schemes have been established for each Airshow since. All of these have generally been well received and have proven successful for all involved.

- 1.4 Significantly and by virtue of the petition given at **appendix A** (front sheet only provided), requests to implement a taxi-sharing scheme similar to that established for FIA18 for the duration of the trade days of FIA20 (20th-24th July 2020) have been received. As the 40 signatory petition equates to approximately 18% of current taxi licence holders, a suitable taxi-sharing scheme must therefore be established. This report outlines the proposed taxi-sharing scheme for FIA20 and, in accordance with regulatory procedure, seeks Cabinet approval for public consultation thereof.
- 1.5 Having established similar schemes in the past, many taxis are known to service the Airshow during permitted taxi-share periods. Whilst actual numbers and the impact of this are unknown, this may have resulted in a temporary reduction in and/or delay of availability of taxi services to the wider community. For this reason, the determination of a taxi-sharing scheme is thought to be a key decision.

## **2. DETAILS OF THE PROPOSAL**

- 2.1 Whilst seeking an uplift to the fares to be charged, the trade request that the FIA20 scheme be established and run on a similar basis to that operated during the 2018 Airshow. This is a relatively simple and straightforward scheme and is outlined below with relevant commentary.

### **Authorised Places**

- 2.2 The trade request that a scheme be established for return journeys between the official Airshow rank (Rank A) and the Farnborough main-line station (Rank B) (the 'authorised places'). The Airshow rank is a temporary taxi rank established for the duration of the Airshow on the Airshow site which, subject to show planning arrangements, will be located on land just off the Queens Gate Road, Farnborough. The two points, between which the scheme is proposed to operate, are shown at **appendix B**.

### **Signs on Vehicles and Authorised Places**

- 2.3 It is proposed that every vehicle standing for hire under the terms of the scheme be obliged to display and carry a notice indicating that the vehicle is available for shared hire between the authorised places. This will be in addition to the signs and notices presently required under the conditions of each taxi vehicle and driver's licence.
- 2.4 It is similarly proposed that the authorised places (Ranks A and B) be designated by specified signage to provide prospective passengers with information on the operation of the shared taxi scheme, together with fare tables, the times of its operation and other relevant information.

### **Exclusive and Shared Compellability**

- 2.5 It is proposed that the scheme will run on both a shared and exclusive basis. The existing right of the hirer of a taxi to demand an exclusive service and to be carried to any other place will remain. However, passengers who wish to share the vehicle for journeys between the authorised places would be afforded 'shared compellability' arrangements.

## **Fares**

- 2.6 In accordance with Department for Transport (DfT) guidance, any scheme for shared fares should offer an incentive both to the taxi proprietor and passengers. Such a scheme should therefore ensure that the driver receives more in fares than for an exclusive hire and that each passenger pays less.
- 2.7 In a change to FIA18, the trade propose a flat fare taxi-share system charging £4.50 per person up to a maximum charge of £18 for each taxi; regardless of the number of passengers conveyed in excess of four. Previously, a charge of £4.00 up to a maximum of £16 per taxi applied for FIA18.
- 2.8 Based on the proposals and the journey assessment given at **appendix C**, a typical exclusive fare (in accordance with existing fare chart charges) between the proposed destination points ranges between £5.40 to £6.80 dependent on the route taken.

**NB:** A definitive figure cannot be provided at this stage as traffic flow routes in, out and around the Airshow site have not yet been finalised. However, having taken account of all possible routes between the authorised places, the given journey assessment shows that a standard exclusive journey would ordinarily cost more than the proposed taxi-share scheme which therefore accords with DfT guidelines.

## **Marshalling**

- 2.9 It is also proposed that marshals regulate the operation of the taxi-sharing scheme, attending the Farnborough station rank in the morning and the Airshow rank in the afternoon in accordance with peak demands and the general flow and migration of customers. Marshals will be contracted by Farnborough International Ltd, the organisers of the Airshow.

## **3. CONSULTATION**

### **Necessary Consents**

- 3.1 Following receipt of the request for a taxi-sharing scheme, the Highways Authority and those with relevant land interests (including TAG and South Western Railway) have confirmed their approval of the proposals by virtue of the correspondence given at **appendix D**.
- 3.2 At the time of writing, the other statutory consultees (e.g. Police) have not made any comment on the proposals. Where appropriate, these may be considered with any representations following any period of public consultation (see below).

### **Public Consultation**

- 3.3 Regulation 5 of the 1986 Regulations requires the details of any proposed taxi-sharing arrangement to be published in a local newspaper and at the Council Offices by way of public consultation on the proposals. Representations regarding the proposals may then be made within a period of not less than 28 days. Regulation 6 subsequently provides that the Council may make the scheme with or without modifications after due consideration of any representations made. This report seeks Cabinet approval for public consultation of the proposals outlined above.

## **Member Consultation**

- 3.4 By way of effecting suitable Member consultation, the views of the Licensing, Audit & General Purposes Committee will also be sought during any public consultation period and fed back to Cabinet as may be appropriate. This is scheduled to be taken to their meeting of 27<sup>th</sup> January 2020.

## **4. IMPLICATIONS**

### **Legal Implications**

- 4.2 Having received a request by 18% of the licensed trade, the Council is required to establish a suitable taxi-sharing scheme. The form and nature of the scheme is subject to the Council's discretion, but both the trade request and the proposals outlined above largely follow those established for FIA18, are proven and have previously worked successfully without challenge.

### **Financial and Resource Implications**

- 4.3 While the Council may incur some limited administrative costs in terms of the public consultation and signage necessary to effect a scheme, there are no significant financial implications associated with this report. All costs are factored into and can be borne by existing budgets.

### **Equalities Impact Implications**

- 4.4 Whilst there is no directly available and/or attributable data to quantify any impact, there may be some temporary reduction and/or delay in availability of taxi services to the wider community while the taxi-share scheme operates. However, as the majority of taxi drivers are self-employed and choose when they work anyway, it is generally considered that there are no equality impact implications for those with protected characteristics.

## **5. DELEGATED AUTHORITY PROPOSALS**

- 5.1 The Council has established a taxi sharing scheme for each bi-annual Airshow since 2004. Whist fares, pick-up and destination points have changed over time and/or with show arrangements, all such schemes have been largely similar in nature; being relatively simple and straightforward to implement. Similarly, all schemes have generally been well received, implemented without problems and have proven successful for all involved.
- 5.2 Against this backdrop, and by way of expediting procedures and progression, Cabinet is also asked to delegate authority to determine both the current and similar future taxi sharing scheme proposals to the Operational Services portfolio holder; taking account of any representations that may be received on consultation as may be appropriate.

## **6. CONCLUSIONS**

- 6.1 Having received a request by 18% of the licensed trade, the Council is required to establish a suitable taxi-sharing scheme for the duration of the trade days of the Farnborough International Airshow 2020. A taxi-sharing scheme similar to that

established for FIA18 is therefore proposed to run between the Farnborough mainline station and a temporary Airshow rank from 20th-24th July 2020.

- 6.2 The proposals are relatively simple and straightforward and generally build upon and compliment the traffic arrangements used to accommodate the Airshow. Similar schemes have been implemented for previous shows.
- 6.3 Whilst the Licensing, Audit & General Purposes Committee will be consulted as part of public consultation processes, the Highways Authority and those with relevant land interests have already confirmed their approval of the proposals outlined in this report.

## **BACKGROUND**

**DOCUMENTS:** - None

## **CONTACT DETAILS:**

**Report Author** - **John McNab**, Environmental Health Manager  
**Email:** john.mcnab@rushmoor.gov.uk, **Tel:** 01252 398886

**Head of Service** - **James Duggin**, Head of Operational Services  
**Email:** james.duggin@rushmoor.gov.uk, **Tel:** 01252 398543

## **Appendices**

<b>Appendix</b>	<b>Title</b>
A	- Taxi Trade Petition (front sheet only)
B	- Plan of authorised places
C	- Journey assessment
D	- Relevant consents

-oOo-



**NB:** Front page only - redacted in compliance with Data Protection Act requirements.

From THE TAXI TRADE

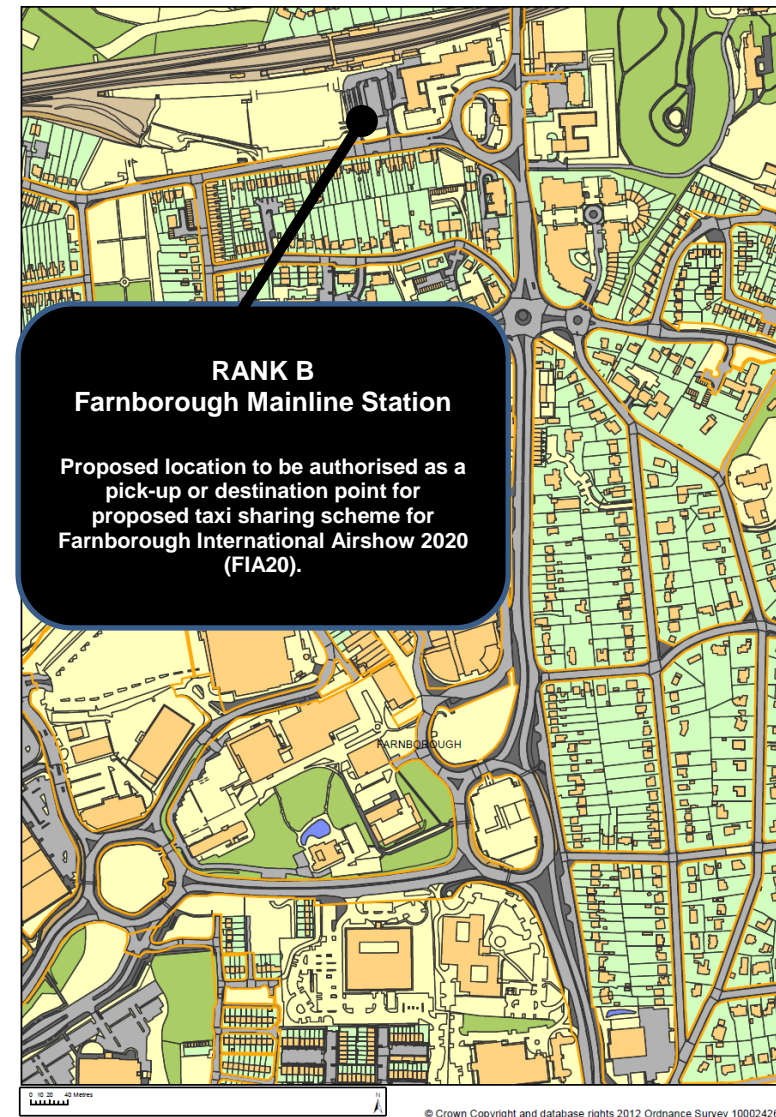
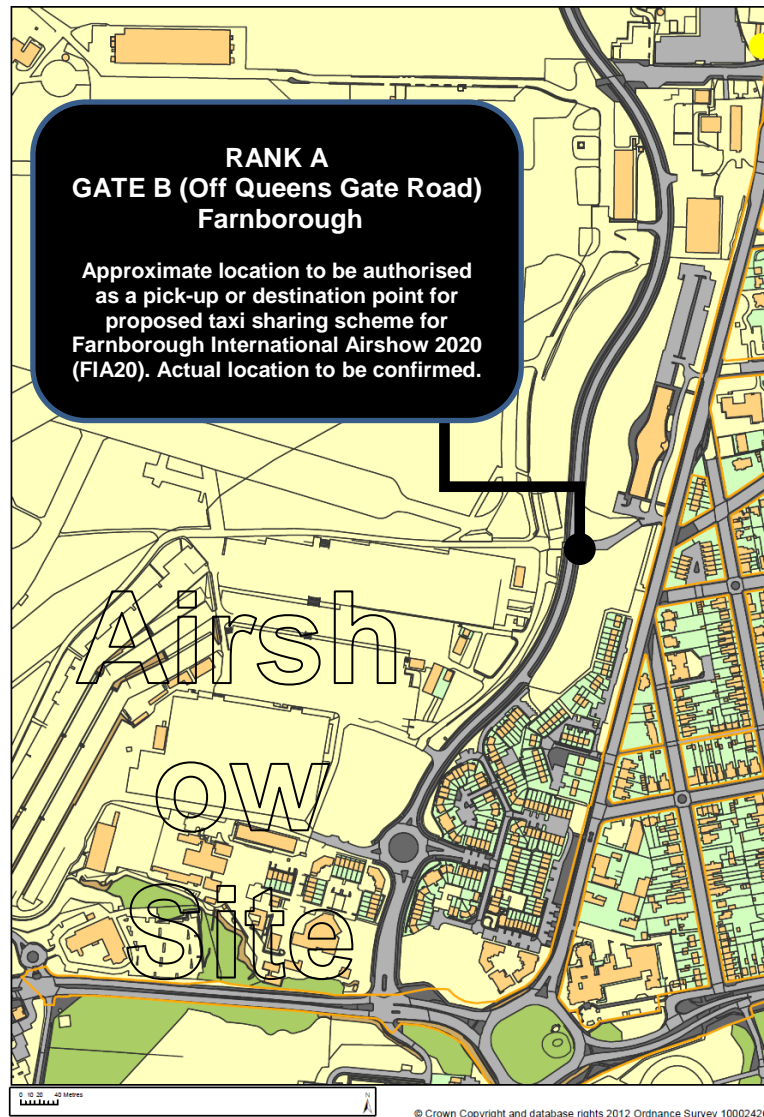
Ref: CAB SHARING, FARNBOROUGH AIRSHOW 2020

We the undersigned ask that you approve cab sharing for FIA20 at the rate of £18 for 4 people between Farnborough Main Line and the Airshow Drop-off point, plus Airshow Taxi Rank to Farnborough Main Line.

<u>Print name</u>	<u>Signature</u>	<u>Badge number</u>
<p>Redacted in compliance with data protection requirements</p>		



PLAN OF AUTHORISED PLACES BETWEEN WHICH PROPOSED TAXI-SHARING SCHEME IS PROPOSED TO OPERATE





# APPENDIX C

## JOURNEY ASSESSMENT OF TAXI JOURNEYS OF VARYING ROUTES

FROM / TO	ROUTE VIA	PROPOSED RANK(S)	APPROX DISTANCE (Yards)	FARE CALCULATION (Based on Rate 1 of scheme of fares effective from 01.09.18)		TOTAL APPROXIMATE FARE (Based on Rate 1 of scheme of fares effective from 01.09.18)
Queens Gate Road (Gate B) To Farnborough Station	Queens Gate Road, Fowler Avenue, Pinehurst Road (via The Village), Meudon Avenue, Farnborough Road, Union Street	A to B	3,555yds	First 1088 yards Each 149.5 yards (or part thereof)	£3.00 $\text{£}0.20 \times (3555 - 1088) / 149.5 = 3.40$	<b>£6.40</b>
Queens Gate Road (Gate B) To Farnborough Station	Queens Gate Road, Fowler Avenue, Pinehurst Road (via The Village), Sulzer Roundabout, Solartron Road, ASDA Car Park, Westmead, Victoria Road, Elm Grove Road, Union Street	A to B	3,575yds	First 1088 yards Each 149.5 yards (or part thereof)	£3.00 $\text{£}0.20 \times (3575 - 1088) / 149.5 = 3.40$	<b>£6.40</b>
Queens Gate Road (Gate B) To Farnborough Station	Queens Gate Road, Fowler Avenue (via Barons), Farnborough Road, Union Street	A to B	2,880yds	First 1088 yards Each 149.5 yards (or part thereof)	£3.00 $\text{£}0.20 \times (2880 - 1088) / 149.5 = 2.40$	<b>£5.40</b>
Queens Gate Road (Gate B) To Farnborough Station	Queens Gate Road, RAE Road, Farnborough Road, Union Street	A to B	2,750yds	First 1088 yards Each 149.5 yards (or part thereof)	£3.00 $\text{£}0.20 \times (2750 - 1088) / 149.5 = 2.40$	<b>£5.40</b>
Queens Gate Road (Gate B) To Farnborough Station	Queens Gate Road, Government House Road, Farnborough Road, Union Street	A to B	3,910yds	First 1088 yards Each 149.5 yards (or part thereof)	£3.00 $\text{£}0.20 \times (3910 - 1088) / 149.5 = 3.80$	<b>£6.80</b>



## RELEVANT CONSENTS

### Landowner consent: South Western Railway

**From:** Adele Richards  
**Sent:** 16 October 2019 11:11  
**To:** John McNab  
**Subject:** Farnborough Airshow 2020

Morning John

Re your letter dated 11<sup>th</sup> October 2019 concerning the Farnborough Airshow 2020 in which you wish to implement a taxi sharing scheme, I wish to advise that as the Land Owner, South Western Railway give consent for this scheme.

I hope this email will suffice, however if not, please advise.

Regards

**Adele Richards**  
 Retail Team Co-ordinator  
 South Western Railway

Address: Overline House, Blechynden Terrace, Southampton SO15 1AL



### Landowner consent: Farnborough Airport Ltd

**From:** Roger Walker  
**Sent:** 15 November 2019 12:14  
**To:** John McNab  
**Subject:** Airshow Taxi Rank

Dear John

With ref to your letter dated 11 Oct 2019 your ref 19/02077/TAXGEN, I can confirm our consent to the proposal.

A couple of points to make; the company name of the airport is now Farnborough Airport Ltd and not TAG Aviation. Secondly, the road you refer to as 'off Queens Gate Road' is now known officially as Trenchard Way although it remains unadopted.

Rgds

**Roger Walker**  
 Director Airport Operations  
 Farnborough Airport  
[www.tagfarnborough.com](http://www.tagfarnborough.com)

## Highways consent

**From:** John Trusler  
**Sent:** 23 October 2019 14:50  
**To:** John McNab  
**Subject:** Farnborough Airshow Taxi share fare arrangements.

John

As discussed, I am happy for you to proceed with the proposals set out in your letter dated 11<sup>th</sup> October 2019.

Many thanks

John

John Trusler | **Principal** Engineer

Rushmoor Borough Council

Tel : 01252 398775 | E-mail : [John.Trusler@rushmoor.gov.uk](mailto:John.Trusler@rushmoor.gov.uk)

Council Offices | Farnborough Road | Farnborough | Hampshire | GU14 7JU

CABINET

COUNCILLOR MARINA MUNRO  
PLANNING AND ECONOMY PORTFOLIO  
HOLDER  
REPORT NO. EPSH1951

16 DECEMBER 2019

KEY DECISION? YES

### DRAFT LOCALLY LISTED HERITAGE ASSETS SUPPLEMENTARY PLANNING DOCUMENT

#### SUMMARY AND RECOMMENDATIONS:

The purpose of the Draft Locally Listed Heritage Assets Supplementary Planning Document (SPD) is to provide further guidance to support the implementation of Policies HE1: Heritage and HE2: Demolition of a Heritage Asset, contained in the recently adopted Rushmoor Local Plan.

**It is recommended that Cabinet:**

- 1) approves the publication of the Draft Locally Listed Heritage Assets Supplementary Planning Document for the purposes of six weeks public consultation;**
- 2) delegates to the Head of Economy, Planning and Strategic Housing, in consultation with the Portfolio Holder for Planning and Economy, to make any necessary factual and/or non-substantive minor amendments to the document prior to consultation and adoption;**
- 3) following the consultation period and subject to no substantive policy or resource objections being received during that time, approves the adoption of the Locally Listed Heritage Assets SPD with any minor amendments; and**
- 4) notes that, in the event of substantive policy or resource objections being received, the matter will be brought back to the Cabinet for consideration.**

## 1. INTRODUCTION

- 1.1. The purpose of this report is to present the draft Locally Listed Heritage Assets Supplementary Planning Document (SPD) (attached as Appendix 1) and recommend that it be subject to six weeks public consultation commencing on **31 January 2020** at 9am and closing on **14 March 2020 at 5pm**. If no substantive policy or resource objections are received during the consultation, the report also seeks approval to adopt the SPD with minor amendments as required. In the event of substantive objections being received, the matter will be brought back to Cabinet for consideration.
- 1.2. The draft Locally Listed Heritage Assets SPD is essentially a factual update of the Buildings of Local Importance (BLI) SPD that was adopted in 2012.

The Draft SPD reflects changes that have occurred since the adoption of the Buildings of Local Importance (BLI) SPD including:

- The National Policy context (NPPF, 2019);
- The Local Planning Policy context (Rushmoor Local Plan, 2019);
- Updated guidance from English Heritage;
- Amendments to the Local List

- 1.3. In addition, the name of the document has been changed to provide greater clarity on the purpose of the document, and to illustrate that the 160 records currently on the Rushmoor Local List (Appendix 2) consists structures as well as buildings.
- 1.4. The adoption of the final version post consultation is considered to be a Key Decision, as it provides guidance which could be significant in terms of its effects on communities living in the whole of the Borough.

## **2. BACKGROUND**

- 2.1. The purpose of an SPD is to build upon and provide more detailed advice or guidance on policies contained in an adopted Local Plan. SPDs are a material consideration in decision-making but cannot introduce new planning policies into the development plan or add unnecessarily to the financial burdens on development.
- 2.2. Chapter 16 of the NPPF (2019) confirms the importance that the Government attaches to conserving and enhancing the historic environment. The NPPF states that ‘in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance’ (paragraph 189).
- 2.3. Policy HE1 in the Local Plan requires that (in summary): *‘proposals for development that affect heritage assets (designated and non-designated) should conserve and enhance the significance, special interest and character and appearance of the heritage asset and its setting, particularly those that are recognised as having an intrinsic link to the military or aviation history of the Borough’.*
- 2.4. To support the implementation of Policy HE1: Heritage and HE2: Demolition of a Heritage Asset, the draft SPD sets out the national and local policy context for locally listed buildings or structures as well as identifying the relevant conservation principles which apply to these buildings. In addition, the document sets out the criteria for identifying buildings and structures of local importance and the procedure that the Council will follow to determine whether they are added to the Local List.

- 2.5. Planning Legislation sets out the process for preparing Supplementary Planning Documents.

### **3. DETAILS OF THE PROPOSAL**

- 3.1 The proposal is to undertake six weeks public consultation on the draft Locally Listed Heritage Assets SPD commencing on 31 January 2020 at 9am and closing on 14 March 2020 at 5pm. The report seeks approval to delegate to the Head of Economy, Planning and Strategic Housing, in consultation with the Portfolio Holder for Planning and Economy, to make any necessary factual and/or non-substantive minor amendments to the document, to address comments received during the consultation.
- 3.2 If the objections received are not substantive, the proposal is for Cabinet to approve the SPD for adoption together with the minor amendments made under delegated authority. If substantive objections are received, the matter will be brought back to Cabinet for consideration.
- 3.3 Upon adoption, the document will supersede the current Buildings of Local Importance SPD (adopted 2012).
- 3.4 It is important to note that during the Consultation (which will run alongside Conservation Area Review consultations for Cargate and Aldershot Military Town) interest parties will be able to suggest additional buildings or structures for inclusion on the Local List.
- 3.5 It is important to note that we will not be consulting on the Heritage Asset Surveys that justify the inclusion of the 160 building and structures that are currently contained on the Councils Local List. Some of these surveys are over 7 years old and it is the intention that following the adoption of the Locally Listed Heritage Assets SPD the surveys will be reviewed / updated as part of a rolling programme.

#### **Alternative Option**

- 3.4 The alternative option would be not to produce a Locally Listed Heritage Assets SPD. However, this would mean that the Council will not have published up to date guidance to implement policies HE1 and HE2 of the Rushmoor Local Plan.

#### **Consultation**

- 3.5 Officers presented the draft Locally Listed Heritage Assets SPD to the Strategic Housing and Local Plan Group (SHLPG) on 23 October 2019. The Group was supportive of the draft SPD.
- 3.6 Following Cabinet approval, the draft Locally Listed Heritage Assets will be subject to six weeks public consultation in accordance with the Council's adopted Statement of Community Involvement (2019). Consultation methods will include the use of online survey tools and social media in order to broaden the extent of public engagement and encourage feedback.

## **4. IMPLICATIONS**

### **Risks**

- 4.1. There are not considered to be any risks associated with the implementation of the recommendations of this report.

### **Legal Implications**

- 4.2. There are legal issues to consider in progressing the SPD towards adoption, specifically satisfying Part 5 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

### **Financial and Resource Implications**

- 4.3. There are not considered to be any financial implications arising from the decision.

### **Equalities Impact Implications**

- 4.4. The adoption of the Locally Listed Heritage Assets SPD is unlikely to lead to equalities implications.

## **CONCLUSIONS**

- 4.5. The Draft Locally Listed Heritage Assets SPD provides further guidance to support the implementation of Policies HE1 and HE2 contained in the Rushmoor Local Plan.
- 4.6. The draft SPD was supported by the Strategic Housing and Local Plan Group at its meeting on 23 October 2019.
- 4.7. The adoption of the SPD will be a Key Decision, as it provides guidance which could be significant in terms of its effect on all of the communities living in the Borough.
- 4.8. The SPD, once adopted, will provide up to date guidance on the relevant conservation principles which apply to Locally Listed Heritage Assets. In addition, the document sets out the criteria for identifying buildings and structures of local importance and the procedure that the Council will follow to determine whether they are included on the Local List.

## **BACKGROUND DOCUMENTS:**

**Appendix 1** – Draft Locally Listed Heritage Assets Supplementary Planning Document

## **Appendix 2 – Rushmoor Local List (November 2019)**

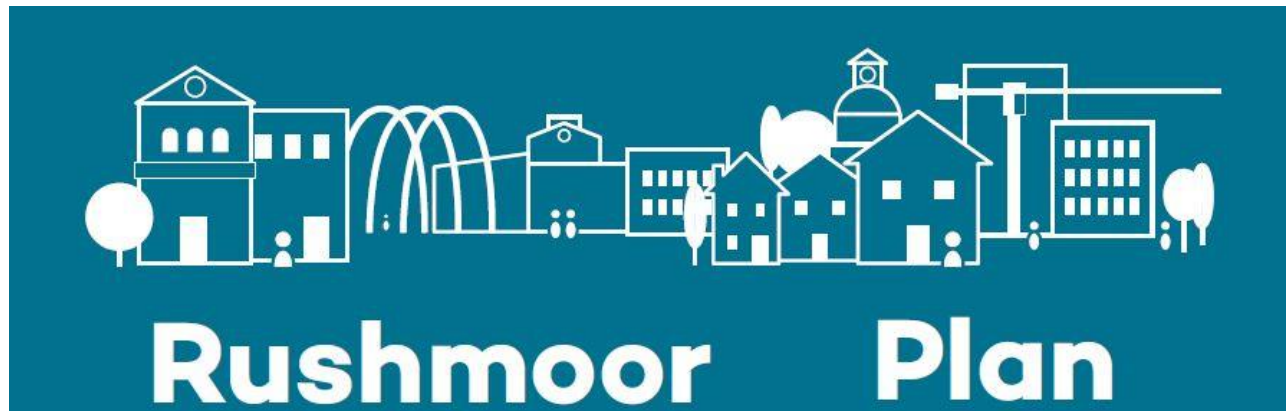
The adopted Local Plan is available to view at:  
<https://www.rushmoor.gov.uk/rushmoorlocalplan>

### **CONTACT DETAILS:**

**Report Author** – Ian Mawer / Principal Planning Officer / Email:  
[ian.mawer@rushmoor.gov.uk](mailto:ian.mawer@rushmoor.gov.uk) / Tel: 01252 398733

**Head of Service** – Tim Mills / Head of Economy, Planning and Strategic Housing  
/ Email: [tim.mills@rushmoor.gov.uk](mailto:tim.mills@rushmoor.gov.uk) / Tel: 01252 398542





**DRAFT**  
**LOCALLY LISTED HERITAGE ASSETS**  
**SUPPLEMENTARY PLANNING DOCUMENT**

**DECEMBER 2019**

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## 1. Consultation

- 1.1 The Council's current Buildings of Local Importance SPD was adopted in 2012. Since this time there has been changes to planning policy and guidance at both the local and national levels.
- 1.2 This draft Locally Listed Heritage Assets Supplementary Planning Document (SPD) is essentially a factual update to the 2012 BLI SPD. The draft SPD outlines how planning applications that would result in changes to a locally listed heritage asset will be considered in accordance with the policies contained in the Rushmoor Local Plan (2019). The document also outlines the criteria for identifying buildings and structures of local importance. Upon adoption, this SPD will supersede the current Buildings of Local Importance SPD (2012).
- 1.3 As part of a six-week public consultation, we would like to hear your views on this draft SPD and whether there are any buildings or structures that you consider satisfy the criteria for inclusion on the Local List.
- 1.4 It is important to note that we are not consulting on the Heritage Asset Surveys that justify the inclusion of the building and structures currently contained on the Council's Local List. Some of these surveys are over 7 years old and it is the intention that following the adoption of this SPD the surveys will be reviewed / updated as part of a rolling programme.
- 1.5 You can give your views between **31 January 2020** and **5pm on 14 March 2020** in the following ways:  
By **online survey** or by email to: [planningpolicy@rushmoor.gov.uk](mailto:planningpolicy@rushmoor.gov.uk)

### Or in writing to:

The Planning Policy and Conservation Team  
Rushmoor Borough Council  
Council Offices  
Farnborough Road  
Farnborough  
GU14 7JU

**Please note:** We cannot treat the comments we receive during this consultation as confidential, so please do not include any personal information. We will publish all responses on the council's website, together with the name of the respondent and/or organization.

You can find out how we will use the information you send us in our [privacy notice](#) on the council's website.

We will consider all comments received on the document and amend it if necessary, before deciding whether to adopt it as formal supplementary planning guidance early next year.

## 2. Introduction

### What is a Supplementary Planning Document?

- 2.1 A Supplementary Planning Document (SPD) supports national planning policy guidance and elaborates upon policies in the Rushmoor Local Plan 2014-2032 (adopted February 2019). SPDs are one of the material considerations that national planning policy says we can take into account when determining a planning application.
- 2.2 This SPD elaborates upon Local Plan Policies HE1: Heritage and HE2: Demolition of a Heritage Asset.

### The purpose of this SPD

- 2.3 The purpose of this Supplementary Planning Document (SPD) is to set out the criteria for identifying buildings and structures of local importance and the procedure for adding them to our Local List. It also identifies the relevant conservation principles which apply to these buildings.
- 2.4 Locally listed buildings are of historic or architectural merit but do not benefit from the same protection as statutory listed buildings which are designated by [Historic England](#).
- 2.5 The key objectives of this SPD are to:
- Raise the profile of, and give recognition to, buildings and structures that contribute to the special local character and distinctiveness of an area;
  - Encourage the preservation and repair of buildings and structures of local historical and architectural importance;
  - Enhance the appearance of the Borough's built environment;
  - Provide clear guidance to the Council's Development Management Team and developers on alterations to such buildings where planning permission is required;
  - Ensure that developments are sympathetic and appropriate to the character of the Borough's locally important historical buildings.

### National policy context

- 2.6 The [National Planning Policy Framework](#) sets out broad principles, which councils must take into consideration when deciding whether to grant planning permission, including achieving well-designed designed places.
- 2.7 Chapter 16 of the NPPF (2019) confirms the importance that the Government attached to conserving and enhancing the historic environment. Amongst other things, it states that 'in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance' (paragraph 189).
- 2.8 In addition, the NPPF states that 'the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the

application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset’ (Paragraph 197).

### **Local policy context**

- 2.9 The [Rushmoor Local Plan](#) sets out a range of policies designed value and conserve the historic environment in the borough, for example Policy HE1: Heritage states amongst other things that ‘proposals for development that affect heritage assets (designated and non-designated) should conserve and enhance the significance, special interest and character and appearance of the heritage asset and its setting, particularly those that are recognised as having an intrinsic link to the military or aviation history of the Borough’.
- 2.10 Policy HE2 of the Rushmoor Local Plan states that the ‘the demolition or partial demolition of a heritage asset, particularly those with an intrinsic link to the aviation or military history of the Borough, will not be permitted unless every practical effort has been made to retain it, the loss of the asset is necessary to achieve public benefits, those public benefits outweigh the loss, and it is demonstrated that the new development will proceed within a reasonable and agreed timescale...’

### **When this guidance applies**

- 2.11 This document identifies the particular conservation principles that apply to buildings listed on the Local List. This document also sets out the criteria for identifying additional buildings and structures of local importance and the procedure that will be followed for considering their inclusion on the Local List.

### 3. Local Historic Significance

- 3.1 The Council has prepared a Statement of Local Historic Significance<sup>1</sup>, which provides information about the history of the Borough. This provides a context for understanding the significance of our heritage assets and identifying buildings and structures of local interest.

#### Statement of Local Historic Significance

Aldershot and Farnborough are two urban areas linked by a large military camp adjacent to the county boundary with Surrey, which follows the course of the River Blackwater.

Until the mid-19<sup>th</sup> century much of the area that these two towns now occupy was heathland and common surrounded by a landscape of small, irregular field and small settlements, most no more than hamlets of medieval origin at Aldershot, Cove, Farnborough Street and Farnborough Green and isolated farmsteads. In addition, there were a number of large houses set in park-like grounds at Aldershot Place, Farnborough Place and Windmill Hill (re-built in 1859 and re-named Farnborough Hill). In 1882 Farnborough Hill became the home of the Empress Eugenie who built a mausoleum for the bodies of her husband, the Emperor Napoleon III and her son, the Imperial Prince, and established St Michael's Abbey.

Aldershot Military Town was established as a garrison town in the 1850s, in response to a growing requirement for a military presence overseas. In 1854, 8,000 acres of low-cost heath at Aldershot were purchased as the site of the first permanent training ground for the army, large enough to run regular summer exercises for 10 to 12 battalions at one time. Aldershot is known as the "Home of the British Army".

By the late part of the 19<sup>th</sup> century, the temporary camps had been replaced with buildings of brick and slate and had grown to become the largest British military garrison in the British Empire, with its own water and power supply, food production, police and fire brigades. In addition, it became the centre of military innovation and attracted military scientists, engineers and experimenters. Many of the camp commanders were reformers concerned with the conditions under which the ordinary soldier lived, and with their welfare and education as well as their military training. Gradually the camps were provided with facilities and infrastructure such as schools, a hospital, a power station and a sewage works making Aldershot a complete military town. Even some of the roads were built to accommodate a marching army and so were wider than usual. Buildings were laid out on a formal grid pattern with both buildings and spaces having key functions within the barracks.

In 1905, His Majesty's Balloon Factory was set up in Farnborough. From that time, and under a variety of names, Farnborough became one of the key sites in the world relating to developments in aviation, aerospace and defense technology. The Factory closed in 1999 when the Ministry of Defence moved its activities to the Cody Technology Park. The Farnborough Airshow, held every two years, continues to reflect the history and advances in aerospace.

<sup>1</sup> Prepared in accordance with [Historic England Guidance: Local heritage Listing: historic England Advice Note 7](#) (Published 2016)

The arrival of the army had a massive impact on the two small settlements, particularly Aldershot. In 1851 the population of Aldershot a little under 1,000 and Farnborough was 477. By 1861 Aldershot's population soared to 16,720, whilst Farnborough had a population, including military personnel, of 5,530. This figure had almost doubled by 1901, at which date there was a population of 30,974 in Aldershot. The presence of the camps led to new commercial centres being built to serve the two camps and the rapidly expanding population which, from the 1860-70s had also begun to include rail commuters to London.

The resulting built form, from the medieval and post medieval expansion of hamlets and villages, to the large scale Victorian and to a less extent Edwardian expansion of the towns and the army camps, combined with the functional buildings of the military and aviation sites are all recognised on the Statutory lists for the Borough. These are highly relevant to the Local List and reflect the importance of the military presence to the evolution of the area.

## 4. Locally Listed Heritage Assets

- 4.1 The Local List is a locally designated register of buildings in Rushmoor, which will receive special consideration when planning proposals are submitted for approval to the Council. Historic England (the public body that looks after England's historic environment) acknowledge that local lists:
  - play an essential role in building and reinforcing a sense of local character and distinctiveness in the historic environment.
  - can be used to identify significant local heritage assets.
  - strengthen the role of local heritage assets as a material consideration in the planning process.
- 4.2 It is important to note that the local List is separate to the nationally designated Statutory List, which is managed by Historic England and includes buildings which are graded as Grade I, II\* and II Listed Buildings.
- 4.3 The Council's Local List was first adopted in 2012 and since this time additional buildings have been added to the list and some buildings removed. Currently there are 160 Locally Listed Buildings designated on the Local List. These buildings were designated for satisfying one or more of the criteria contained in Appendix A.
- 4.4 This SPD describes how planning applications that would result in changes to a locally listed heritage asset will be considered. Whilst local listing provides no additional planning controls, the fact that a building or structure is on a local list means that its conservation as a heritage asset is an objective of the NPPF and a material consideration when determining the outcome of a planning application.

## **5. Is planning permission required for all proposals that would affect a Locally Listed Heritage Asset?**

- 5.1 Not necessarily, the proposed works to the building or structure should be assessed for its impact and assessed for any harm. The following information provides guidance on the information required to support a planning application:
- A written description of the works you are proposing to carry out and why;
  - Photos, maps and drawings that may help illustrate your proposals and state the materials proposed;
  - A survey from an historic architect/surveyor to assess the buildings state of repair, stability and structural material where a structural change is proposed.
- 5.2 Once the Council has received the above information, we will issue a response to state whether planning permission is required. If we confirm that planning permission is required, the above information could form the basis of a Heritage Impact Assessment.

## **6. Requirements when submitting a planning application that would affect a Locally Listed Heritage Asset**

- 6.1 When submitting a planning application that would affect, or have the potential to affect, a Local Listed Heritage Asset, a Heritage Impact Statement will be required to comply with Local Plan Policy HE1: Heritage.
- 6.2 When considering applications for alteration, extension or demolition of a building or structure on the Local List, the significance of the building, and its particular features of importance will be taken into consideration. If a building or structure is included on the Local List, this will be a material consideration when determining any planning applications that affect it.
- 6.3 The significance of the building or structure on the Local List should be assessed for the following character values that apply:
- Evidential Value
  - Historic Value
  - Aesthetic Value (including special features, extensions, setting and landscaping)
  - Communal Value
- 6.4 In summary, the applicant must demonstrate a clear understanding of the work proposed and the potential impact upon the locally listed heritage asset, to ensure that alterations would be sympathetic of the significance of the building or structure.

## **7. Demolition of a Locally Listed Heritage Asset**

- 7.1 The Council will seek to protect and retain Locally listed Heritage Assets whenever possible. Demolition should only be agreed where the replacement is of such a high quality that the loss of the locally important building/structure will be adequately mitigated by a development that enhances the character of the local area. Where a loss is proven to be acceptable, the Council will require a full record of the building/structure to be carried out and any features of local historical interest to be donated to an interested party e.g. the local archives at a library or incorporated into the site's redevelopment.

## **8. Suggesting amendments to the Local List**

- 8.1 As part of this consultation the Council are seeking to obtain views on whether there are:
- additional buildings that should be included on the local list
  - current buildings on the local list where the records require amending
  - buildings that should be removed from the local list (for example the building no longer meets the criteria for selection; has been demolished; or has undergone changes that have negatively impacted upon its significance)
- 8.2 If you wish to suggest a building for inclusion, removal or for amendments to be made to the Local List amendments please complete the Local List consultation response form.
- 8.3 Appendix A identifies the criteria that will be used to appraise suggested additions or removals from the Local List. It should be noted that only one of the criteria needs to be met to make the building or structure eligible for inclusion or retention on the Local List.

## **9. The procedure for amending the Local List**

- 9.1 Prior to any buildings or structures being added to the Local List, the owners of affected buildings or structures will be notified, as well as the local ward Councilors. This will provide an opportunity for these parties to comment upon that building or structure's inclusion on the Local List.
- 9.2 It is important to remember that the Council can only consider comments about the building/structure's level of local architectural or historic interest, and cannot consider personal circumstances, or current or future development proposals. A building or structure will only be added to the Local List if it meets one or more of the criteria in Appendix A. If a building or structure meets the criteria there will be no valid reason for omitting it unless the background information is incorrect (for example, it is not by a regional architect or the date of construction is significantly different to that originally understood to be the case).
- 9.3 Once nominations have passed all the necessary checks, a shortlist will be formed for ratification. The final decision for inclusions, removals or amendments to the Local List will be made by the Council's Cabinet or by the Head of Economy, Planning and Strategic Housing, in consultation with the Planning and Economy Portfolio Holder under delegated authority.

## Appendix A – Criteria for designating a Locally Listed Heritage Asset

- A.1 The following criteria were used to identify the 160 buildings and structures that are currently on the Council's Local List and will be used to appraise any future submissions for local listing. The criteria are based upon the those contained in Historic England Guidance reflecting the importance of the building from a local perspective (as indicated by the Statement of Local Historic Significance), and the criteria used by Historic England for their statutory list.

### Criteria for locally listing

- A. Buildings or structures dating before 1840, which have survived in anything like their original condition;
- B. Buildings dated between 1840 and 1914 that have a definite quality and character. The use of local styles are particularly relevant when we determine the value of such a building;
- C. Buildings dated between 1914 and 1939, which have a particular quality, character or are of local significance;
- D. Buildings dated after 1939, which are outstanding and represent an important architectural style;
- E. The work of recognised local architects, builders and engineers;
- F. Buildings which are good examples of local town planning;
- G. Examples of identifiable building traditions, techniques and materials that are part of the local architectural style;
- H. Buildings, which have a landmark or group value that contributes to the image of the local area;
- I. Buildings with special local (for example, Rushmoor's military or aviation history) or national historical associations;
- J. Historic buildings with strong architectural interest affected by minor reversible alterations;
- K. Buildings that have been documented in recognised publications, for example, 'Hampshire Treasures' and 'Pevsner', or have received an architectural or planning award.

## Appendix A – Rushmoor Local List (November 2019)

The document lists the Locally Listed Heritage Assets within Rushmoor Borough. The Reference column provides the Local Listing reference number for each asset and links to the relevant heritage asset survey.

Reference	Address	Date added to list
<a href="#">LL5001</a>	Albert Road - No. 15, Aldershot	2012-03-26
<a href="#">LL5002</a>	Lamp standard, Albury Lane, Aldershot	2012-03-26
<a href="#">LL5003</a>	Alexandra Terrace & Hotel, Barrack Road, Aldershot	2012-03-26
<a href="#">LL5006</a>	Technical Store OMA003, St Omer Barracks, Alisons Road, Aldershot	2012-03-26
<a href="#">LL5007</a>	'The Red Lion', 2 Ash Road, Aldershot	2012-03-26
<a href="#">LL5008</a>	Imperial House, 2 Grosvenor Road, Aldershot	2012-03-26
<a href="#">LL5009</a>	Wesley Hall, Barrack Road, Aldershot	2012-03-26
<a href="#">LL5010</a>	Boundary Wall to Nos. 33-39, Brighton Road, Aldershot	2012-03-26
<a href="#">LL5011</a>	Grasmere House, 33 Cargate Avenue, Aldershot	2012-03-26
<a href="#">LL5012</a>	24 Cargate Avenue, Aldershot	2012-03-26
<a href="#">LL5013</a>	27 Cargate Avenue, Aldershot	2012-03-26
<a href="#">LL5014</a>	Nos. 29-31, Cargate Avenue, Aldershot	2012-03-26
<a href="#">LL5015</a>	The Beeches, 30 Cargate Avenue, Aldershot	2012-03-26
<a href="#">LL5016</a>	Former stables and outbuildings, Cavendish Mews, Aldershot	2012-03-26
<a href="#">LL5017</a>	Cricket Pavilion (South of Wavell House), Queens Avenue, Aldershot	2012-03-26
<a href="#">LL5018</a>	Wavell House, Cavans Road, Aldershot	2012-03-26
<a href="#">LL5019</a>	The Glebe House, 110 Church Lane East, Aldershot	2012-03-26
<a href="#">LL5020</a>	Lych Gate at St Michael the Archangel, Church Lane East, Aldershot	2012-03-26
<a href="#">LL5021</a>	Ayling Barn, 77 Church Lane West, Aldershot	2012-03-26
<a href="#">LL5022</a>	73 – 75 Cranmore Lane, Aldershot	2012-03-26
<a href="#">LL5023</a>	91 & 93 Cranmore Lane, Aldershot	2012-03-26
<a href="#">LL5024</a>	Officers Mess, New Normandy Barracks, Evelyn Woods Road, Aldershot	2012-03-26
<a href="#">LL5025</a>	Masonic Hall, Edward Street, Aldershot	2012-03-26
<a href="#">LL5026</a>	Cedar Court, 3 Eggars Hill, Aldershot	2012-03-26
<a href="#">LL5027</a>	Cedar Court boundary wall, 3 Eggars Hill, Aldershot	2012-03-26
<a href="#">LL5029</a>	Gates to former Royal Pavilion, Farnborough Road, Aldershot	2012-03-26
<a href="#">LL5030</a>	Blandford House, 5 Farnborough Road, Aldershot	2012-03-26
<a href="#">LL5031</a>	Blandford Cottages, 1 Farnborough Road, Aldershot	2012-03-26
<a href="#">LL5032</a>	Basingstoke Canal Bridge, Farnborough Road, Aldershot	2012-03-26
<a href="#">LL5033</a>	Gates to Royal Garrison Church of All Saints, Farnborough Road, Aldershot	2012-03-26
<a href="#">LL5034</a>	Guardhouse at Government House, 9 Farnborough Road, Aldershot	2012-03-26

Reference	Address	Date added to list
<a href="#">LL5035</a>	Kitchen garden wall at Government House Mess, 9 Farnborough Road Aldershot	2012-03-26
<a href="#">LL5036</a>	Blandford Cottage, 7 Farnborough Road, Aldershot	2012-03-26
<a href="#">LL5037</a>	13 Farnborough Road - Stables to north-east of Government House Mess, Aldershot	2012-03-26
<a href="#">LL5038</a>	Vine Cottage, 3 Farnborough Road, Aldershot	2012-03-26
<a href="#">LL5039</a>	Army Cricket Pavilion, Army Cricket Ground, Fleet Road, Aldershot	2012-03-26
<a href="#">LL5041</a>	Former Army Signalling School, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5042</a>	The Mortuary Chapel, The Military Cemetery, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5043</a>	Group of monuments (notable local people), The Military Cemetery, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5044</a>	Outbuildings to north of Fitzwygram House, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5045</a>	Crane at Ash Lock, Government Road, Aldershot	2012-03-26
<a href="#">LL5046</a>	Ash Lock, Government Road, Aldershot	2012-03-26
<a href="#">LL5047</a>	Gun Hill House, Gun Hill, Aldershot	2012-03-26
<a href="#">LL5048</a>	Salter & Son, 23 High Street, Aldershot	2012-03-26
<a href="#">LL5049</a>	Parish Church of St Augustines Church, Holly Road, Aldershot	2012-03-26
<a href="#">LL5050</a>	St Augustines Church Hall, Holly Road, Aldershot	2012-03-26
<a href="#">LL5052</a>	Water Tower (to west of Cambridge Military Hospital Main Block), Hospital Road, Aldershot	2012-03-26
<a href="#">LL5053</a>	Cambridge House, Hospital Road, Aldershot	2012-03-26
<a href="#">LL5054</a>	Louise Margaret Hospital, Hospital Road, Aldershot	2012-03-26
<a href="#">LL5055</a>	Nurses Accommodation, Louise Margaret Hospital, Hospital Road, Aldershot	2012-03-26
<a href="#">LL5058</a>	McGrigor Barracks, Hospital Road, Aldershot	2012-03-26
<a href="#">LL5060</a>	Officers Mess, Mandora Barracks, Louise Margaret Road, Aldershot	2012-03-26
<a href="#">LL5062</a>	Military Police Barracks, headquarters Fourth Division, Steeles Road, Aldershot	2012-03-26
<a href="#">LL5063</a>	Statue of Christ Calming the Storm, Manor Park, Church Hill, Aldershot	2012-03-26
<a href="#">LL5065</a>	Former White Swan Public House, 161 North Lane - Aldershot	2012-03-26
<a href="#">LL5068</a>	Attached buildings, Fox Gymnasium, Queens Avenue, Aldershot	2012-03-26
<a href="#">LL5069</a>	Museum (Former Regimental Institute), Princes Avenue, Aldershot	2012-03-26
<a href="#">LL5071</a>	Canal Bridge (known as Iron Bridge), Queens Avenue, Aldershot	2012-03-26
<a href="#">LL5072</a>	Memorial to IRA victims, Queens Avenue, Aldershot	2012-03-26
<a href="#">LL5073</a>	Montgomery's barn to south of Aldershot Military Museum, Evelyn Woods Road, Aldershot	2012-03-26
<a href="#">LL5074</a>	Glover and Riding Tailors Shop, Queens Avenue, Aldershot	2012-03-26
<a href="#">LL5075</a>	St Josephs Rectory, Queen's Road, Aldershot	2012-03-26

Reference	Address	Date added to list
<a href="#">LL5076</a>	West End Centre, Queen's Road, Aldershot	2012-03-26
<a href="#">LL5077</a>	Aldershot Rail Station, Station Road, Aldershot	2012-03-26
<a href="#">LL5078</a>	41 Station Road, Aldershot	2012-03-26
<a href="#">LL5079</a>	48-48a Union Street, Aldershot	2012-03-26
<a href="#">LL5080</a>	3-11 Wellington Street and 49 – 51 Union Street, Aldershot	2012-03-26
<a href="#">LL5081</a>	Wesley House, Upper Union Street, Aldershot	2012-03-26
<a href="#">LL5082</a>	New Testament Church of God, 83 Victoria Road, Aldershot	2012-03-26
<a href="#">LL5083</a>	102 Victoria Road, Aldershot	2012-03-26
<a href="#">LL5084</a>	117 Victoria Road, Aldershot	2012-03-26
<a href="#">LL5085</a>	87 Victoria Road and 27 Station Road, Aldershot	2012-03-26
<a href="#">LL5086</a>	Victoria Road / Gordon Road – 'Lloyds Bank', Aldershot	2012-03-26
<a href="#">LL5087</a>	George VI posting box, Forge Lane, Aldershot	2012-03-26
<a href="#">LL5089</a>	The George Public House (formerly the Goose), Wellington Street, Aldershot	2012-03-26
<a href="#">LL5090</a>	Coach House to Normanton House, Winton Road, Aldershot	2012-03-26
<a href="#">LL5091</a>	Normanton House, Winton Road, Aldershot	2012-03-26
<a href="#">LL5092</a>	Redroof, Winton Road, Aldershot	2012-03-26
<a href="#">LL5093</a>	Waterloo House, Church Lane West, Aldershot	2012-03-26
<a href="#">LL5094</a>	Devereux House, 69 Albert Road, Farnborough	2012-03-26
<a href="#">LL5095</a>	Edward VII post box, Alexandra Road, Farnborough	2012-03-26
<a href="#">LL5096</a>	103-105 Alexandra Road – 'Eric's Own' & 'Olivette', Farnborough	2012-03-26
<a href="#">LL5097</a>	2 Alexandra Road, Farnborough	2012-03-26
<a href="#">LL5098</a>	107 Alexandra Road, Farnborough	2012-03-26
<a href="#">LL5099</a>	38–40 Alexandra Road, Farnborough	2012-03-26
<a href="#">LL5100</a>	63 Alexandra Road, Farnborough	2012-03-26
<a href="#">LL5101</a>	20–26 Alexandra Road, Farnborough	2012-03-26
<a href="#">LL5102</a>	Post Office, 108 Alexandra Road, Farnborough	2012-03-26
<a href="#">LL5103</a>	St Mark's Church, Reading Road, Farnborough	2012-03-26
<a href="#">LL5104</a>	Fenwick Harrison Buildings (Former YMCA Soldiers Club), 16-20 Camp Road, Farnborough	2012-03-26
<a href="#">LL5105</a>	11–15 Camp Road, Farnborough	2012-03-26

Reference	Address	Date added to list
<a href="#">LL5106</a>	The Lodge, 59 Canterbury Road, Farnborough	2012-03-26
<a href="#">LL5107</a>	Church of St Peter Lych Gate, Church Avenue, Farnborough	2012-03-26
<a href="#">LL5108</a>	Durdham House, 2 Church Road East, Farnborough	2012-03-26
<a href="#">LL5109</a>	The Clockhouse, Clockhouse Road, Farnborough	2012-03-26
<a href="#">LL5110</a>	Pembroke House, 8 St Christophers Place, Farnborough	2012-03-26
<a href="#">LL5111</a>	The Tradesman's Arms, 57 Cove Road, Farnborough	2012-03-26
<a href="#">LL5112</a>	Boundary Wall, La Fosse House, 129 Ship Lane, Farnborough	2012-03-26
<a href="#">LL5113</a>	South Lodge, 314 Farnborough Road, Farnborough	2012-03-26
<a href="#">LL5114</a>	St Anne's Buildings, Farnborough Hill School, 312 Farnborough Road, Farnborough	2012-03-26
<a href="#">LL5115</a>	The Swan Inn, 91 Farnborough Road, Farnborough	2012-03-26
<a href="#">LL5116</a>	Elm Tree House, 9 Farnborough Street, Farnborough	2012-03-26
<a href="#">LL5117</a>	Former Imperial Arms Public House, 12 Farnborough Street, Farnborough	2012-03-26
<a href="#">LL5119</a>	The Castle Inn, 107 Lynchford Road, Farnborough	2012-03-26
<a href="#">LL5120</a>	Holiday Inn 'Queen's Head Arms', Lynchford Road, Farnborough	2012-03-26
<a href="#">LL5121</a>	47-49 Lynchford Road, Farnborough	2012-03-26
<a href="#">LL5122</a>	88-91 Lynchford Road, Farnborough	2012-03-26
<a href="#">LL5123</a>	Old School Studios, 40 Lynchford Road, Farnborough	2012-03-26
<a href="#">LL5124</a>	The North Camp, 95 Lynchford Road, Farnborough	2012-03-26
<a href="#">LL5126</a>	Cathedral Court, O'Gorman Avenue, Farnborough	2012-03-26
<a href="#">LL5127</a>	Building Q170, O'Gorman Avenue, Farnborough	2012-03-26
<a href="#">LL5128</a>	George VI post box, Park Road, Farnborough	2012-03-26
<a href="#">LL5129</a>	Pillbox, Cove Green Allotments, Farnborough	2012-03-26
<a href="#">LL5130</a>	Catholic Church of Our Lady Help of Christians, Queens Road, Farnborough	2012-03-26
<a href="#">LL5131</a>	South Farnborough Infant School, Queens Road, Farnborough	2012-03-26
<a href="#">LL5132</a>	St Marks Church of England Aided Primary School, Queens Road, Farnborough	2012-03-26
<a href="#">LL5133</a>	Brighstone House, 123 Reading Road, Farnborough	2012-03-26
<a href="#">LL5134</a>	25 Reading Road, Farnborough	2012-03-26
<a href="#">LL5135</a>	North Farnborough Infant School, Rectory Road, Farnborough	2012-03-26
<a href="#">LL5136</a>	Sarsen Stone Wall, Fernhill Cottage, 30 Rectory Road, Farnborough	2012-03-26
<a href="#">LL5137</a>	The Prince of Wales, 184 Rectory Road, Farnborough	2012-03-26
<a href="#">LL5138</a>	Cemetery Chapel, Ship Lane, Farnborough	2012-03-26

Reference	Address	Date added to list
<a href="#">LL5139</a>	Cemetery Lodge, 154 Ship Lane, Farnborough	2012-03-26
<a href="#">LL5140</a>	Cemetery railings and gates, Ship Lane Farnborough	2012-03-26
<a href="#">LL5141</a>	Ship Lane Cemetery toilets, Ship Lane, Farnborough	2012-03-26
<a href="#">LL5142</a>	Farnborough Railway Station, Union Street, Farnborough	2012-03-26
<a href="#">LL5143</a>	The Lodge ('The Pavilion'), 283 Farnborough Road, Farnborough	2012-03-26
<a href="#">LL5144</a>	Chapel and Hearse House, Victoria Road Cemetery, Farnborough	2012-03-26
<a href="#">LL5145</a>	Queen Victoria Monument, Victoria Road Cemetery, Victoria Road, Farnborough	2012-03-26
<a href="#">LL5146</a>	The Alexandra, 74 Victoria Road, Farnborough	2012-03-26
<a href="#">LL5147</a>	Trafalgar Inn, 1 Short Street, Aldershot	2012-03-26
<a href="#">LL5148</a>	Former Public House, The Old Court House, 80 Cove Road, Farnborough	2012-03-26
<a href="#">LL5149</a>	Green Garth and Tall Pines, 53 Church Avenue, Farnborough	2012-03-26
<a href="#">LL5150</a>	St Michael's House, Hospital Road, Aldershot	2012-03-26
<a href="#">LL5151</a>	Former Post Office, Headquarters Fourth Division, Steeles Road, Aldershot	2012-03-26
<a href="#">LL5152</a>	Former Stables, Headquarters Fourth Division, Steeles Road, Aldershot	2012-03-26
<a href="#">LL5153</a>	Outbuilding to The Prince of Wales, 184 Rectory Road, Farnborough	2012-03-26
<a href="#">LL5154</a>	Queens Avenue – Cranborne House (north of South East District HQ), Farnborough	2012-03-26
<a href="#">LL5155</a>	Alison House, Queens Avenue, Aldershot	2012-03-26
<a href="#">LL5157</a>	Badajos and Salamanca Lodges, Knollys Road, Aldershot	2012-03-26
<a href="#">LL5161</a>	Socmanscote, Knollys Road, Aldershot	2012-03-26
<a href="#">LL5164</a>	Cyprus Block, Thornhill Barracks, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5165</a>	Kenya Block, Thornhill Barracks, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5166</a>	Mauritius Block, Thornhill Barracks, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5167</a>	Germany Block, Thornhill Barracks, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5168</a>	Hong Kong Block, Thornhill Barracks, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5169</a>	Singapore Block, Thornhill Barracks, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5171</a>	K6 Telephone Kiosk, Thornhill Barracks, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5172</a>	Mortuary/chapel, Thornhill Barracks, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5173</a>	Gun Emplacement to North of Thornhill Barracks, Gallwey Road, Aldershot	2012-03-26
<a href="#">LL5178</a>	Marlborough Infants School, Redvers Buller Road, Aldershot	2012-03-26
<a href="#">LL5179</a>	Clocktower House, Redvers Buller Road, Aldershot	2012-03-26

Reference	Address	Date added to list
<a href="#">LL5180</a>	Wellington Community Primary School, York Road, Aldershot	2014-10-07
<a href="#">LL5181</a>	The Ship Inn,162 Ship Lane, Farnborough	2014-10-07
<a href="#">LL5182</a>	14, 16 and 16a Grosvenor Road, Aldershot	2015-10-20
<a href="#">LL5183</a>	Boundary Wall to Hillside House, 2 Eggars Hill, Aldershot	2015-10-20
<a href="#">LL5184</a>	32-34 Grosvenor Road, Aldershot	2015-10-20
<a href="#">LL5185</a>	Imperial Standard,25 Western Road, Aldershot	2015-10-20
<a href="#">LL5186</a>	227 Farnborough Road, Farnborough	2013-04-23
<a href="#">LL5187</a>	Crowthorne House, 25 Oxford Road, Farnborough	2016-05-17

CABINET

COUNCILLOR MARINA MUNRO  
PLANNING AND ECONOMY PORTFOLIO  
HOLDER  
REPORT NO. EPSH1950

16 DECEMBER 2019

KEY DECISION? YES

## REVIEW OF CONSERVATION AREAS

### SUMMARY AND RECOMMENDATIONS:

This report sets out the background to a review of the Borough's Conservation Areas and seeks approval to consult upon and, if there are no substantive changes, to adopt proposed boundary changes, Character Appraisals and Management Plans and Article 4 Directions for the Cargate Avenue and Aldershot Military Town Conservation Areas.

**It is recommended that Cabinet:**

- 1) approves the publication of the Draft Character Appraisals (including proposed boundary changes and Management Plans) and Draft Article 4 Directions for the Cargate Avenue and Aldershot Military Town Conservation Areas and the Draft Conservation Areas Overview, for the purposes of six weeks public consultation;**
- 2) delegates to the Head of Economy, Planning and Strategic Housing, in consultation with the Portfolio Holder for Planning and Economy, to make any necessary factual and/or non-substantive minor amendments to the documents prior to consultation and adoption;**
- 3) following the consultation period and subject to no substantive objections being received during that time, approves the adoption of the Character Appraisals (including proposed boundary changes and Management Plans) and Article 4 Directions for the Cargate Avenue and Aldershot Military Town Conservation Areas and the Conservation Areas Overview with any minor amendments; and**
- 4) notes that, in the event of substantive objections being received, the matter will be brought back to the Cabinet for consideration.**

## 1. INTRODUCTION

- 1.1. The purpose of this report is to set out the background to a comprehensive review of the Borough' eight Conservation Areas (CAs), commencing with the Cargate Avenue and Aldershot Military Town Conservation Areas. The report presents draft Character Appraisals, including proposed boundary changes and Management Plans, for each Conservation Area, together with Draft Article 4 Directions that remove certain permitted development rights in the vicinity.

- 1.2. The report goes on to recommend that the draft documents be subject to a public consultation of six weeks. In the event that no substantive objections are received during the consultation, the report also seeks approval to adopt the documents with minor amendments as required. In the event of substantive objections being received, the matter will be brought back to Cabinet for consideration.
- 1.3. The adoption of the final versions of the documents post consultation is considered to be a Key Decision, as they provide guidance and remove permitted development rights which could be significant in terms of their effects on communities living in two or more wards in the Borough.

## 2. BACKGROUND

- 2.1. The Borough's conservation areas were last reviewed in 2005/06 but no changes were made and the character appraisals were never published. The current review reflects a commitment contained within the Rushmoor Local Plan, adopted in February 2019, which itself is based on a statutory duty on local planning authorities<sup>1</sup> to keep conservation area status under review 'from time to time'. The conservation area reviews support the implementation of Local Plan Policy HE3: Development within or adjoining a Conservation Area.
- 2.2. The statutory definition of a conservation area is *"an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance"*.<sup>2</sup> The National Planning Policy Framework (NPPF) states that *"when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest."*
- 2.3. Further information on the national and local policy framework around Conservation Areas is set out in section 3 of the Overview document, which is intended to be read alongside the individual character appraisals (attached as **Appendix 1**).
- 2.4. There are currently eight Conservation Areas designated within the Borough of Rushmoor as follows:
  - Aldershot West (designated 1980 and amended 1982, 1989)
  - Basingstoke Canal (designated 1977)
  - Cargate Avenue (designated 1980 and amended 1982, 1989)
  - Farnborough Hill (designated 1977 and amended 1989)
  - Manor Park (designated 1980 and amended 1989)
  - Saint Michael's Abbey (designated 1977)
  - South Farnborough (designated 1987)
  - Aldershot Military Town (designated 2003)

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

<sup>2</sup> S69(1) Planning (Listed Buildings and Conservation Areas) Act 1990

- 2.5. Following the adoption of the Local Plan in February, the Planning Policy and Conservation team began to develop a programme of review, preparation and publication of character appraisals for all eight Conservation Areas. Input from members was sought from the Strategic Housing and Local Plans Group (SHLPG) on 27 March 2019 and Policy and Projects Advisory Board (PPAB) on 3 April 2019. The reports set out options for a way forward, including appointment of external consultants, taking no further action and instigating a 'bespoke' approach using internal resources carried out over several years. The reports also presented a 'pilot' in-house appraisal of the Cargate Avenue Conservation Area, which had been carried out to ascertain the level of resourcing that might be required. PPAB appointed SHLPG to progress the reviews.
- 2.6. In line with input from members, the 'bespoke' approach was adopted and initial character appraisals of all eight Conservation Areas were undertaken to establish potential issues likely to arise, including potential boundary changes. The appraisals were based on site visits and desk-based research, including work undertaken as part of the 2005/06 review. This culminated in a workshop on 4 July 2019, to which all members were invited, at which officers presented their initial findings for each Conservation Area and sought guidance on any controversial issues which might arise and an indication of priority order.
- 2.7. As a result of feedback from the workshop and a further invitation to members to make comments, Strategic Housing and Local Plan Group on 28 August agreed to progress detailed reviews of the Cargate Avenue and Aldershot Military Town Conservation Areas during the current financial year. This was based on the fact that work on both was already well advanced and both were at risk from unsympathetic development and would benefit from Article 4 Directions to restrict permitted development rights.
- 2.8. At its last meeting on 23 July 2019, Cabinet approved an area of Aldershot around the High Street as an area of study for the review of the Aldershot West Conservation Area, in order to facilitate a bid for Heritage Action Zone funding. Unfortunately, the bid was unsuccessful and so the review of the Aldershot West Conservation Area will proceed in due course, with input from the local community including the Aldershot Civic Society.
- 2.9. Management plans outline a positive strategy to deal with the threats and opportunities identified in each character appraisal. The effect of incremental, small-scale change within a conservation area can be cumulative and negative, particularly when involving the loss of key architectural features such as chimneys, boundary walls or traditional windows and doors. Incremental change is particularly difficult to manage and therefore requires good stewardship by the residents and property owners, in addition to taking action through the planning system.
- 2.10. Each management plan lists the negative and positive attributes of the conservation area and outlines how Article 4 Directions to remove permitted development rights could assist in the preservation of its character. Article 4 Directions are not intended to prevent development, but to ensure that

proposals are carefully assessed to ensure that the character of the conservation area is preserved and/or enhanced.

### **3. DETAILS OF THE PROPOSALS**

#### **Overview Document**

- 3.1 The overview document attached at **Appendix 1** sets out the context in which conservation areas in Rushmoor have been designated, which includes the legislative and planning policy framework as well as the geographic and historic setting of the borough. It also explains in general terms what householders need planning permission for, if their property is within a conservation area. The production of a separate document removes the need to repeat this information in each individual character appraisal.

#### **Cargate Avenue**

- 3.2 The character appraisal for Cargate Avenue is based around four sub-areas of differing characters. For this reason, it is suggested that the name of the conservation area is changes to 'Cargate', to reflect that there are other streets included in the designation.
- 3.3 Proposed boundary changes involve the removal of areas which do not contribute positively to the historic character or which have a limited visual relationship with the rest of the area. These include the 1980's housing estate south of Laburnum Rd, the residential area around Vine St, new developments along Cargate Grove and Cargate Terrace and the area at the top of Ayling Lane. Further details of the justification for the proposed removal of these areas is set out in section 2 of the Character Appraisal document at **Appendix 2**.
- 3.4 The proposed boundary changes could result in the removal of tree protection, given that planning permission is required for works to trees within conservation areas. The proposed areas to be removed have been the subject of an initial survey by the Council's Arboricultural Officer. Where necessary, Tree Preservation Orders will be made to ensure that important trees remain protected.
- 3.5 In order to preserve the historic character of the conservation area, it is proposed that an Article 4 Direction is made which removes permitted development rights including those relating to boundary walls, external painting, replacement windows, chimneys and satellite dishes. Further details are set out in the management plan at section 9 of **Appendix 2**.

#### **Aldershot Military Town**

- 3.6 The character appraisal for the Aldershot Military Town provides an update on work carried out in the early 2000s prior to the disposal of the southern part of the military land to create an urban extension for Aldershot, now

known as Wellesley. To avoid confusion with the town centre, it is proposed to change the name to the 'Aldershot Military Conservation Area'.

- 3.7 Proposed boundary changes involve the removal from the designation of areas which have now been cleared and redeveloped, together with the modern Centre for Health, Early Years Centre, Army Careers Centre and some 20th century military housing to the south. In addition, some minor changes are proposed for clarity, to ensure the boundaries relate to physical features on the ground and do not bisect existing buildings. Tree protection in the proposed areas to be removed is not considered to be an issue for this conservation area, since it is covered in the Wellesley planning permission.
- 3.8 It is proposed to add in to the conservation area the historic playing fields to the west of the A325 and the area which forms part of the historic setting of Queens Parade Recreation Ground, north of the canal. Whilst the canal area currently forms part of the Basingstoke Canal Conservation Area, this is subject to review in due course.
- 3.9 Further details of the justification for the proposed boundary changes is set out in section 2 of the Character Appraisal document at **Appendix 3**.
- 3.10 In order to preserve the historic character of the conservation area and its setting, it is proposed that an Article 4 Direction is made which removes permitted development rights from new development, including those relating to boundary walls and hard surfacing of front gardens. The intention is that these requirements will be in line with covenants linked to the purchase of new homes in the Wellesley development, and will apply across a wider area than the conservation area itself. Further details are set out in the management plan at section 9 of **Appendix 3**.

### **Proposed Public Consultation**

- 3.11 Whilst there is no statutory requirement for the Council to consult on the reviews of its conservation areas, it is considered good practice to do so. Consultation on Article 4 Directions is a statutory requirement before they are confirmed permanently. Therefore, in order to avoid having to write to the same people several times, it is proposed to run the two consultations concurrently, alongside public consultation on the draft Locally Listed Heritage Assets SPD (see separate report). This will provide an opportunity for people to suggest additional historic buildings or structures for inclusion on the Local List.
- 3.12 A public consultation period of six weeks is proposed, commencing on **31 January 2020** and closing on **14 March 2020 at 5pm**. The consultation will involve writing to all residents and businesses within the current and proposed conservation areas, together with local groups, Historic England and other interested parties. Online survey tools will be used, together with social media, press releases and posters in parks and other community facilities within the two areas. In addition, a public exhibition and meeting

involving ward members will be held in each area during February/March, in order to make the engagement as wide as possible.

#### **Article 4 Directions**

- 3.13 In line with the statutory procedures for making an Article 4 Direction, notice would be served on the affected properties on 31 January 2020, thereby bringing the Directions into immediate effect. Notice of the Directions would also be made by site display and by local advertisement, and Hampshire County Council and the Secretary of State for Housing, Communities and Local Government would be informed. Views on the Directions would be invited and the closing date for submissions would be 14 March 2020, in line with the conservation areas consultation, although the minimum statutory requirement is 21 days.
- 3.14 Whilst immediate Article 4 Directions come into force once notice has been served on affected property owners and occupiers, they expire after six months unless they are 'confirmed' by a local planning authority.
- 3.15 The report seeks approval to delegate to the Head of Economy, Planning and Strategic Housing, in consultation with the Portfolio Holder for Planning and Economy, to make any necessary factual and/or non-substantive minor amendments to the documents prior to formal consultation and adoption, to address minor comments received.
- 3.16 If substantive objections are received, the matter will be brought back to Cabinet for consideration. If the objections received are not substantive, the proposal is for Cabinet to approve the documents together with the minor amendments made under delegated authority.

#### **Alternative Option**

- 3.17 The alternative option would be not to carry out conservation area reviews in the Borough. However, this would mean that the Council will have failed both to carry out its statutory legal duty and to implement the commitment set out in the adopted Local Plan.

#### **Consultation to Date**

- 3.18 As set out in paragraphs 2.5 to 2.7 above, members of the Strategic Housing and Local Plans Group and Policy and Projects Advisory Board have been involved in the progression of conservation area reviews and all members were invited to a workshop on the subject in July, at which initial appraisals were presented and comments invited.
- 3.19 In addition, copies of the overview document and the draft character appraisals and management plans for Cargate Avenue and Aldershot Military Town were presented to ward members and to members of the Strategic Housing and Local Plans Group (SHLPG) on 23 October. Copies of the documents were also sent to Aldershot Civic Society and to Grainger plc for their informal feedback.

- 3.20 Feedback from ward members and SHLPG was in general positive, and the proposed name changes were supported.

## **4. IMPLICATIONS**

### **Risks**

- 4.1. There are not considered to be any risks associated with the implementation of the recommendations of this report.

### **Legal Implications**

- 4.2. There are legal issues to consider in progressing the Article 4 Directions towards adoption, specifically satisfying the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended).

### **Financial and Resource Implications**

- 4.3. There are not considered to be any financial implications arising from the decision, other than minor costs associated with production of exhibition boards and hire of halls for public meetings, which will be met from existing budgets.

### **Equalities Impact Implications**

- 4.4. The adoption of the documents is unlikely to lead to equalities implications.

## **CONCLUSIONS**

- 4.5. The conservation area reviews have been carried out in line with the council's statutory duty, to fulfil a commitment in the recently adopted Local Plan and in support of Policy HE3 of the Local Plan.
- 4.6. The draft proposals in their earlier iterations were supported by the Strategic Housing and Local Plan Group at its meetings on 27 March, 28 August and 23 October, by the Policy and Projects Advisory Board at its meeting on 3 April and by the members who attended the workshop on 4 July 2019.
- 4.7. The adoption of the documents will be a Key Decision, as they provide guidance and remove permitted development rights which could be significant in terms of their effects on communities living in two or more wards in the Borough.
- 4.8. The documents, once adopted, will assist in preserving and enhancing the historic character of the conservation areas, by providing a framework for determining planning applications and ensuring that development proposals are of high quality.

## **BACKGROUND DOCUMENTS:**

**Appendix 1** – Draft Rushmoor Conservation Areas Overview document

**Appendix 2a** – Draft Cargate Avenue Conservation Area Character and Management Plan

**Appendix 2b** – Draft Article 4 Direction for Cargate Avenue Area

**Appendix 3a** – Draft Aldershot Military Town Conservation Area Character and Management Plan

**Appendix 3b** – Draft Article 4 Direction for Aldershot Military Town/Wellesley Area

The adopted Local Plan is available to view at:

<https://www.rushmoor.gov.uk/rushmoorlocalplan>

Information on the Borough's existing conservation areas is available to view at

<https://www.rushmoor.gov.uk/conservationareas>

Information on the Borough's existing Article 4 directions is available to view at

<https://www.rushmoor.gov.uk/article/9838/Article-4-directions-and-planning-permission>

## **CONTACT DETAILS:**

**Report Author** – Katharine Makant / Senior Planning Officer / Email:

[katharine.makant@rushmoor.gov.uk](mailto:katharine.makant@rushmoor.gov.uk) / Tel: 01252 398416

**Head of Service** – Tim Mills / Head of Economy, Planning and Strategic Housing

/ Email: [tim.mills@rushmoor.gov.uk](mailto:tim.mills@rushmoor.gov.uk) / Tel: 01252 398542

# Conservation Area Overview Document

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## 1. Introduction

### 1.1. What is this document for?

This document sets out the context in which conservation areas in Rushmoor have been designated, which includes the legislative and planning policy framework as well as the geographic and historic setting of the borough. It also explains what you need planning permission for, if your property is within a conservation area. It should be read alongside the individual character appraisals and management plans for each designated conservation area.

This overarching document and the individual documents relating to each conservation area are for guidance and have not been formally adopted as Supplementary Planning Documents at this stage.

Some of the terms used within this document have special meaning in national planning policy (e.g. 'conservation', 'setting' and 'significance'). These terms have been highlighted in the text and a glossary which explains them is provided towards the end of this document.

### 1.2. What is a Conservation Area?

The statutory definition of a conservation area is *"an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance"*. The designation does not prohibit development, but rather seeks to ensure that any changes are in keeping with the area's special character. Once a conservation area has been designated, local planning authorities are required to publish proposals for preserving and enhancing them and to pay *"special attention"* to them when making planning decisions.<sup>1</sup>

Whilst nationally listed buildings may be included within a conservation area, it is the combination of factors such as buildings, walls, trees, hedges, open spaces, views and historic settlement patterns that create the sense of place that gives the area its special character and appearance. Less tangible senses and experiences, such as noise or smells, can also play a key part in forming the distinctive character of an area. It is this character, rather than simply individual buildings, that the conservation area designation seeks to preserve and enhance.

We have set out our justification for designating each conservation area in separate character appraisal documents, which also identify each area's key strengths and weaknesses. The character appraisal is accompanied by a management plan, which sets out ways in which the council will seek to manage change in a way that conserves and enhances the historic area. Character appraisals and management plans provide a framework and guide to enable planning decisions to be made on a site-specific basis, within the context of national planning policy and the adopted Local Plan.

We require development proposals which affect conservation areas to include a description of the **significance** of any heritage assets affected, including any contribution made by their **setting**. This helps us assess the potential impact of the proposal on the conservation area when making decisions

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<sup>1</sup> S69(1) and S72, Planning (Listed Buildings and Conservation areas) Act 1990

about planning applications. Planning permission must also be sought for works to any trees within a conservation area.

## 2. Conservation Areas in Rushmoor

There are currently eight conservation areas designated within the Borough of Rushmoor as follows:

- Aldershot West (designated 1980 and amended 1982, 1989)
- Basingstoke Canal (designated 1977)
- Cargate Avenue (designated 1980 and amended 1982, 1989)
- Farnborough Hill (designated 1977 and amended 1989)
- Manor Park (designated 1980 and amended 1989)
- Saint Michael's Abbey (designated 1977)
- South Farnborough (designated 1987)
- Aldershot Military Town (designated 2003)

The conservation areas were last reviewed in 2005/6 and are now being reviewed again.

## 3. The Policy Framework

### 3.1. National Planning Policy and Guidance

The [National Planning Policy Framework](#) (NPPF) explains how the historic environment, including designated heritage assets such as conservation areas, should be conserved and enhanced. The NPPF places great weight on assessing the **significance** of a heritage asset when making planning decisions and the extent of any potential harm to the heritage asset which may arise from proposed development.

Heritage assets such as listed buildings, scheduled monuments and historic parks and gardens are designated nationally and may be protected by special planning legislation. You can find out more on the [Historic England](#) website. Conservation areas are designated by local planning authorities and covered by local planning policies.

The NPPF<sup>2</sup> states that *'when considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of **conservation** is not devalued through the designation of areas that lack special interest.'*

The designation of conservation areas does not prohibit development and the NPPF requires local planning authorities to look for opportunities for new development *"to enhance or better reveal their **significance**".*

National Planning Practice Guidance<sup>3</sup> states that *"a conservation area appraisal can be used to help local planning authorities develop a management plan and appropriate policies for the Local Plan. A*

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<sup>2</sup> National Planning Policy Framework 2019, Paragraph 186

<sup>3</sup> National Planning Practice Guidance, Paragraph: 025 Reference ID: 18a-025-20190723, revised 23.07.19

*good appraisal will consider what features make a positive or negative contribution to the **significance** of the conservation area, thereby identifying opportunities for beneficial change or the need for planning protection."*

### **3.2. Local Planning Policy**

The [Local Plan](#) (adopted in February 2019) gives a commitment that *'The Council will review periodically the Borough's conservation areas and seek to develop character appraisals/management plans to provide analysis of what features make a positive or negative contribution to the **significance** of the conservation area so that opportunities for beneficial change or the need for additional protection and restraint, including the implementation of Article 4 Directions, may be identified. The information in appraisals can be to those considering investment in the area and can also be used to guide the form and content of new development.'* (paragraph 9.27)

The Local Plan contains a number of policies aimed at conserving and enhancing the historic environment of the Borough. Policy HE3 on 'Development within or adjoining a Conservation Area' is set out in full in Appendix 1.

In addition, the council has published a list of [Buildings of Local Importance](#) as a Supplementary Planning Document (SPD), which designates over 150 buildings, many of which are located within conservation areas. The SPD provides these buildings with a level of closer scrutiny and protection against undesirable alterations and/or irreplaceable loss. A copy of the SPD's Statement of Local Historic Significance is attached at Appendix 2.

### **3.3. Historic England Guidance and Best Practice**

Historic England has published guidance and best practice on assessing **heritage assets** generally and on conservation areas in particular. The criteria for designation is different from that for listed buildings, which concentrate primarily on the merits of individual buildings and their **settings**. Conservation areas usually cover wider geographical areas, focussing on places of special historic character, appearance and communal value, which can include open spaces, parks and trees. Historic England's [detailed guidance](#) on carrying out conservation area appraisals, designation and management also sets out ways in which change can be managed, with the aim of conserving and enhancing historic areas.

A list of useful documents and links is included at the end of this document and you can find out more on the [Historic England](#) website.

## **4. Planning Controls**

### **4.1. Permitted Development**

For those living within a conservation area, property values can be slightly higher but there are greater controls over future development. For home owners, this relates to certain works, including demolition, extensions, satellite dishes and other alterations to houses, which are classed as 'permitted development.' Planning permission is not normally needed for these works but in

conservation areas, planning permission is required for some changes that would normally be classed as permitted development.

Flats do not have any permitted development rights so permission is required for all works that are not like-for-like replacements or that might change the appearance of the building. This includes changes to the windows.

In the case of non-residential development within a conservation area, planning permission is required for changes of use and some extensions and other alterations.

The rules on permitted development change from time to time - you can find the most up to date information on our [conservation area](#) website.

#### **4.2. Article 4 Directions**

For some conservation areas and their surroundings, the council is considering adopting [Article 4](#) directions to control the pattern of development in order to preserve the character of the area and its **setting**. These may require homeowners to seek planning permission to alter windows, paint the exterior of a building or make other changes. These seemingly minor alterations can have a significant cumulative impact on the character and appearance of a conservation area.

#### **4.3. Enforcement**

Where there is an alleged breach of planning requirements within a conservation area, such as the felling of trees or the installation of new windows without planning permission, we will take steps to deal with it. You can find out more about our approach on the [planning enforcement](#) page on our website.

#### **4.4. Heritage Impact Statements**

Our list of local requirements for planning applications within a conservation area includes a [heritage impact statement](#). The level of detail should be proportionate and no more than is sufficient to understand the potential impact of the proposal on the conservation area (NPPF para 189). As a minimum, the relevant historic environment record should have been consulted, which may include conservation area character appraisals and management plans as well as national and local listings for heritage buildings and other structures.

It is not sufficient to merely copy and paste what the historic environment record says about the conservation area or heritage asset – you must make an assessment of **significance** and how your proposal may affect it (this could be positive or negative or both). Where necessary and proportionate, you should employ appropriate heritage expertise. We will take your assessment into account when considering the impact of your proposal on the conservation area and any other heritage assets, including nationally and locally designated buildings.

## **5. Public Engagement and Consultation**

As property values may be affected and there are greater controls over future development, it is very important to ensure that residents and community groups have the opportunity to comment on any proposals for designating or making changes to conservation areas. We will carry out public consultation and engagement in line with the principles set out in our Statement of Community Involvement, adopted in 2019.

## **6. Rushmoor Historic Setting**

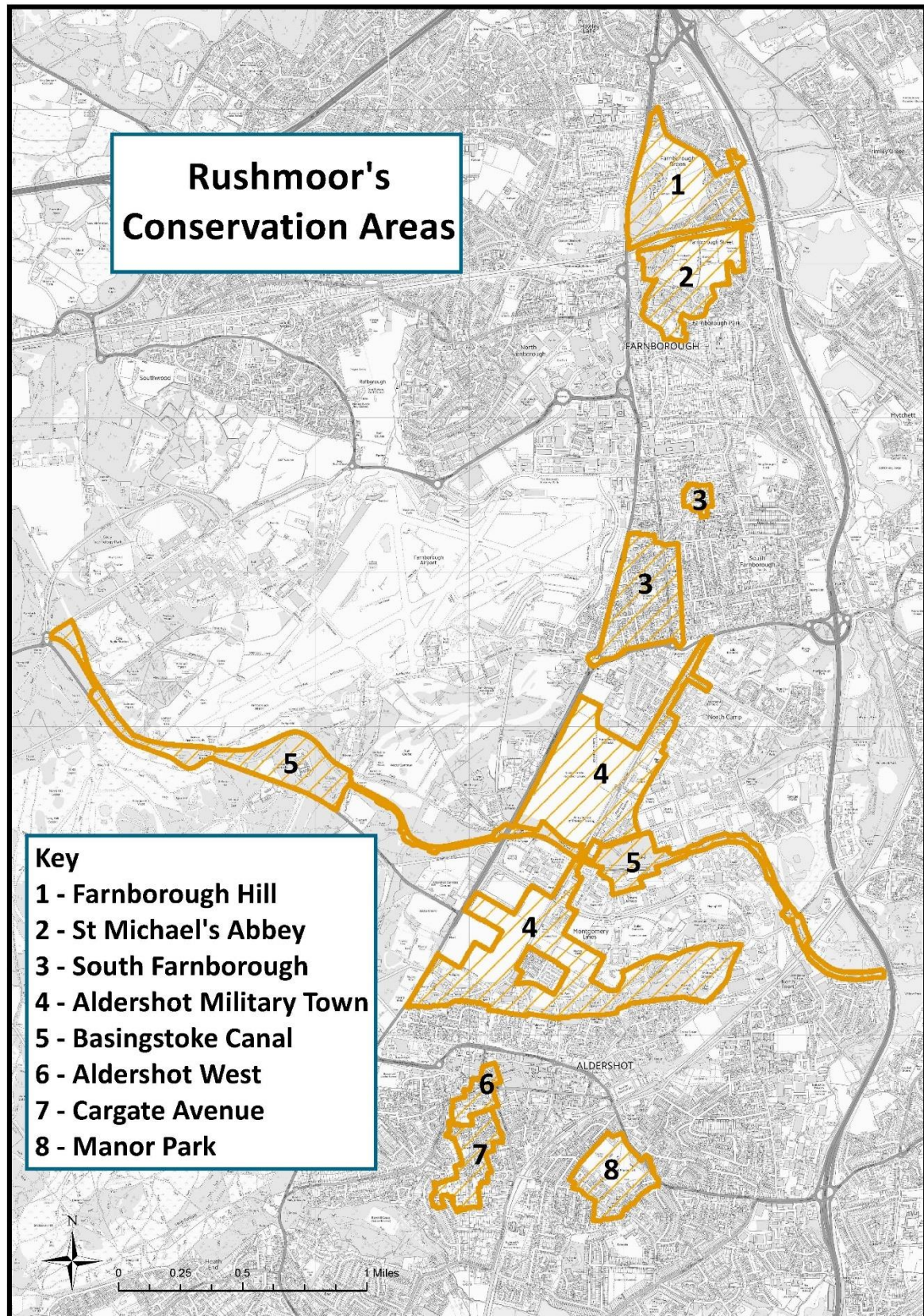
### **6.1. Introduction**

The Borough of Rushmoor encompasses the settlements of Aldershot, Farnborough and North Camp as well as Farnborough Airport and significant amounts of military land, woodland and green open space. The Borough is located in the north east of Hampshire, close to the Surrey border, with Farnham to the south-west and Guildford to the south-east. To the east of the Borough are the Surrey Downs while wood and heath-covered hills stretch west towards Basingstoke. The M3 motorway and the Basingstoke Canal pass through the Borough, as do two main railway lines to London.

### **6.2. Historic Significance**

The historic significance of the Borough includes the following:

- Military – Aldershot has been the ‘Home of the British Army’ since the 1850’s and the military is inextricably linked to the development of the town and the surrounding residential areas;
- Aviation – Farnborough is known as the ‘birthplace of aviation’ since the airfield was established in 1905, the first operational airfield in the UK;
- Napoleon – the burial place of Napoleon III of France and his son in St Michael’s Abbey, Farnborough.



### 6.3. Aldershot

Although there is earlier evidence of human occupation in the area, the first mention of Aldershot is in the will of King Alfred in 885 AD as part of the ancient Crondall Hundred, which covered 30,000 acres of land in Hampshire. The name Aldershot is thought to come from the old English 'alorscreat' or 'wood of alders' and was recorded as 'Aldershete' in the 13th century. This is believed to refer to the areas of undulating heath land and woods that characterised the area and still remain to the west of the town today. The early village was surrounded by open countryside and was located along the main London to Winchester turnpike road (Farnborough Road). The original settlement developed around the 12<sup>th</sup> century St Michael's Parish Church and the 15<sup>th</sup> century Manor House and The Green to the northeast. It is possible that the area in front of the 17<sup>th</sup> century Manor House and extending to the High Street, forming Manor Park today, is the site of this original medieval village.

The hamlet had grown into a small village by 1852, with a population of 875. Aldershot remained centred around the **Manor Park** area until the 1850s, when the arrival of the army and the railway led to huge growth, and the creation of today's town centre. The history of Aldershot is linked to its development as a significant military hub. The first main phase in the modern expansion of Aldershot was the establishment in 1854 of the Military Camp on the large area of open heath land north of the existing village. This became the first major military training establishment in the country. With the impetus of the Crimea War, the Camp expanded rapidly, as did the civilian workforce and services. By 1871, there was a combined military and civilian population of 21,682. Aldershot railway station opened in 1871 on the London Southwest line, and from 1879, the South East Railway Company connected Aldershot with London Waterloo and the south coast via Guildford. The military commitment to the area was reflected in a growth of local businesses, the establishment of affluent residents and the development of civic amenities and utilities.

In 1881, the second significant expansion phase began with the replacement of the basic wooden huts previously characteristic of the camp. New permanent brick barracks replaced the timber huts and 30,000 workmen were employed in the camp construction. The architecture and character of the town changed with the construction of middle and officer class housing on surrounding fields along entirely new roads, such as **Cargate Avenue** to the south west of the town centre. The prosperity and growing civic awareness of Aldershot was manifest in the construction of the Methodist Church, Roman Catholic Church, West Street School and, at the turn of the century, the opening of the Municipal Gardens and Town Hall. These form a loose group to the southwest of the commercial area (**Aldershot West**) and mark the transition of the town into the growing residential areas to the south.

In 2001, a third phase of development of the **Aldershot Military Town** began with consolidation of the military presence in the northern section of the camp and the release of all of the land south of the Basingstoke Canal for development as an urban extension to Aldershot. Planning permission was granted in 2013 for up to 3,850 new homes, together with road improvements, schools, public open space and other facilities. Construction of the new development, now known as Wellesley, started in 2015 and is being delivered in phases by Grainger plc. At the time of writing, the Maida and Gun Hill Development Zones are almost complete and the Corunna and McGrigor Development Zones are underway.

Further information about the Wellesley development may be found on the [Aldershot Urban Extension](#) and [Wellesley](#) websites. Among the documents submitted as part of the planning application was a comprehensive [Conservation Plan and Heritage Strategy](#) setting out the history of the area.

In the 20<sup>th</sup> century, the commercial centre of Aldershot town centre remains incorporated within the area defined in the 1870s. The original grid-iron pattern of roads, with the dog-leg to the station in the south can still be identified. The Hippodrome, near the station, was lost and significant new development has taken place to the east of Station Road. The Victorian Police Station to the north of High Street was replaced by a multi-storey car park, which itself will soon be replaced by residential development. Through the late 1960s and early 1970s, a civic centre complex designed by local architects Building Design Partnership and incorporating the police station, magistrates court, health centre and Princes Hall were built on the site of the former Warburg barracks. The Warburg multi-storey car park and health centre was replaced by the Westgate cinema and leisure development in the early 2000s. In the 1980s, Victorian and Edwardian buildings in the town centre were replaced by a large modern indoor shopping precinct linking Wellington Street, Union Street and High Street.

Aldershot continues to develop and modernise, but the prominent Victorian layout and surviving buildings from this era still provide a link to the history of the evolution of this military town.

#### 6.4. Basingstoke Canal

The **Basingstoke Canal** was conceived as a link between Basingstoke and the River Thames via the River Wey, at a time when the country's waterways were being improved as an alternative to the costly use of highways for the import and export trade. Work on the canal started at Woodham (in Surrey) in 1788, and was to take four years to complete, although due to a number of delays the canal was not opened to traffic until September 1794. During construction, brick fields and brick works were set up in the vicinity of the proposed line of the canal to supply the necessary materials for constructing walls, bridges and wharves.

The canal bisected the Aldershot military town which grew up in the 1850's, dividing it into two distinct areas – the North and South Camps. In 1949 the canal was sold and commercial traffic ceased, partly due to the fact that the navigable length of the canal had reduced over the years. At many points along the canal its character is considerably enhanced by woodland areas which are indicative of its original construction through woodlands. The canal is now the subject of several important environmental designations including that of a Site of Special Scientific Interest.

#### 6.5. Farnborough

The name Farnborough is thought to derive from the old English 'Ferneberg' or 'Ferneberga' or 'hill of ferns' and refers to the extensive areas of undulating heathland that originally covered the area. Tumuli discovered on Albert Road and at Cockadobby Hill (now the Queens Roundabout) bear evidence of early human activity in the area. The Manor of Farnborough is mentioned in the Domesday Book as part of the Hundred of Crondall, in the shire of Southampton, which covered 30,000 acres of

land in this part of Hampshire. This recorded a small farming community, although the precise location of the settlement is not known.

In the medieval period, the Manor of Farnborough, with its fields and probable settlement is thought to have centred on the Manor House (now St. Peter's School) and the adjacent Church of St. Peter. The Manor House has changed names over the centuries. It was known as Farnborough Place in the 1660s and Farnborough Park in the mid 19th century. The manorial estate included all of Farnborough, with the exception of the common and was held by a succession of families until the late 19th century when the Farnborough Park Estate was broken up and sold for residential development. Pressure for housing in the 20th century has seen extensive development to the north of the area, to include most of the former Manorial lands surrounding the Church and Manor House.

Elements of the existing **St Peter's Church** date from the 12th and 13th centuries, whilst the circular plan form of the churchyard suggests the possible site of an earlier Saxon building. Although the principal means of employment in the area would have been farming related, there is also evidence of a pottery industry which is known to have flourished during the 14th century. This utilised clay from the local Reading and London beds. The majority of the pottery sites are recorded at Cove to the north west, but there is evidence for kilns in the grounds of Farnborough Hill. The secondary settlement at Farnborough Street may have developed as a result of the pottery industry in the Farnborough Hill area.

By 1839, the London & South West Railway had been constructed at the foot of the southern slope of the hill, followed in 1849, by the Reading to Reigate Line along the course of the Blackwater River to the east. With a small station at Farnborough Street village, the area became readily accessible from London and attractive to new investors looking for a country retreat. **Farnborough Street** developed as a small village community and still retained two farms, a dairy and several shops in the late 19th century. Later expansion and suburban commuter housing began in the early 20th century, radiating out from the historic cross road and adjacent train station along the lanes to the north south and west.

Until the early 19th century, much of Windmill Hill, now Farnborough Hill, was still part of the common lands of Farnborough Manor. A separate house on the western flanks of the hill was recorded on maps by the mid 18th century and this was rebuilt in 1806, when the new estate expanded to include large amounts of former common land. In 1860, the old house was redeveloped and relocated to the present hill top site where it became known as '**Farnborough Hill**'. The house was completed in 1863, with a series of pleasure gardens and parkland grounds surrounding the house, leading to a woodland area of walks and carriage drives across the turnpike to the west.

In 1879, the mansion and grounds were bought by the Empress Eugenie, the widow of Napoleon III of France, and became her home in exile from 1880 to 1920. In addition to the Farnborough Hill estate, she also acquired the wooded hillside beyond the railway line to the south of the existing parkland. Here, on the summit of the opposing mount, she constructed a permanent mausoleum for the bodies of her husband and son in a church that she could view from her private rooms. The mausoleum included a monastery building and lands for a permanent community of monks to serve the chapel. The priory was raised to abbey status in 1903 and is known today as the complex of **St. Michael's Abbey**, held in trust as a Benedictine Monastery.

In 1927, after the death of the Empress Eugenie, the mansion was sold to The Institute of Christian Education, which commissioned Adrian Gilbert Scott to design additional school buildings, including the school chapel. In 1994, ownership was transferred to the Farnborough Hill Trust and the school continues to thrive under lay management.

In 1905, His Majesty's Balloon Factory was set up in Farnborough and from then on, and under a variety of names, Farnborough became one of the key sites in the world relating to developments in aviation, aerospace and defence technology. The Royal Aircraft Establishment (RAE) site is considered the hub of Farnborough's aviation history. Since it was decommissioned and vacated by the Ministry of Defence (MoD) in 1998, a substantial number of historic buildings, and subsequently a significant part of the area's local heritage, have been lost. Despite these clearances, what remains of the original site still represents one of the best examples of its kind in the world. Seven buildings are recognised and protected by statutory listing, including two Grade 1 wind tunnels, which were included on Historic England's 2016 Heritage at Risk Register, and a 1910 portable airship hanger.

## 6.6. North Camp (South Farnborough)

The North Camp at the southern end of Farnborough was established in 1854 and quickly became the first major military training establishment in the country. With the impetus of the Crimea War, the Camp expanded rapidly, as did the civilian workforce and services. At this time the **South Farnborough** residential area formed part of a large expanse of lightly wooded heath land to the south of the Farnborough Park Estate and earlier village.

The sale for residential development of the heath land in the 1860's opened up opportunities for speculative investors to provide housing for the influx of army officers. Two property companies were formed to purchase land and build houses that could then be leased to the military, one of which was the Farnborough Cottage Company. The author Jo Gosney in her book, 'Farnborough Past', accredits the planning and layout of the wide tree-lined avenues that characterise the area to Edward Chatfield, acting as agent for the company, and Henry Curry an architect. The most formal part of the original plan formed an inverted L-shape of blocks and a street grid, that were created to accommodate Church Circus (now Church Circle), including a site for a church (the present St Mark's Church). However, once the roads had been set out, the avenue trees planted and lots allocated, the process of development was apparently random and was undertaken by entrepreneurs who had made their livings in other businesses. The only buildings illustrated on the 1874 Ordnance Survey of the area were the detached villas in the south western quadrant.

Today, North Camp is a vibrant district centre providing a range of small shops and services for local needs. Specialist shops and restaurants also attract visitors from a wider area.

## 7. Glossary of Terms

**Conservation** is defined in the NPPF Glossary as: *'The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.'*

**Heritage asset** is defined in the NPPF Glossary as: *'A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of*

*its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).'*

**Setting of a heritage asset** is defined in the NPPF Glossary as: *'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'*

**Significance** is defined in the NPPF Glossary as: *'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'*

## 8. Useful Links

National Planning Practice Guidance:

<https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>

Nationally Listed Heritage Assets

<https://historicengland.org.uk/listing/the-list/>

Historic England

<https://historicengland.org.uk/advice/planning/planning-system/>

<https://historicengland.org.uk/advice/planning/conservation-areas/>

<https://historicengland.org.uk/advice/constructive-conservation/conservation-principles/>

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

<https://historicengland.org.uk/images-books/publications/gpa2-managing-significance-in-decision-taking/>

## Appendix 1 – Rushmoor Local Plan Policy HE3

### Policy HE3 - Development within or adjoining a Conservation Area

When considering development proposals within or adjoining a conservation area, the Council will seek to conserve, enhance or better reveal:

- a. Significant views/buildings;
- b. Areas of townscape quality;
- c. Important built features such as chimneys, roof lines, and open areas or natural features, all of which can be an essential part of the character and appearance of the heritage asset.

Proposals which would have a detrimental effect on such features will not normally be permitted. Conservation area character appraisals/management plans will help provide the basis for the identification of such features.

Where permission is required for signage or advertisements, it is important that the design, materials, colour, illumination and positioning are appropriate in relation to the building and the conservation area.

The Council will not permit development adjoining, over, or under the Basingstoke Canal conservation area which:

- a. Would adversely affect the Canal's landscape, ecological and historical character; or
- b. Would detract from the visual character or enjoyment of the Canal through the creation of noise, fumes, smoke or effluents.

## **Appendix 2 - Statement of Local Historic Significance**

Aldershot and Farnborough are two urban areas linked by a large military camp adjacent to the county boundary with Surrey, which follows the course of the River Blackwater.

Until the mid-19<sup>th</sup> century much of the area that these two towns now occupy was heathland and common surrounded by a landscape of small, irregular field and small settlements, most no more than hamlets of medieval origin at Aldershot, Cove, Farnborough Street and Farnborough Green and isolated farmsteads. In addition, there were a number of large houses set in park-like grounds at Aldershot Place, Farnborough Place and Windmill Hill (re-built in 1859 and re-named Farnborough Hill). In 1882 Farnborough Hill became the home of the Empress Eugenie who built a mausoleum for the bodies of her husband, the Emperor Napoleon III and her son, the Imperial Prince, and established St Michael's Abbey.

Aldershot Military Town was established as a garrison town in the 1850s, in response to a growing requirement for a military presence overseas. In 1854, 8,000 acres of low-cost heath at Aldershot were purchased as the site of the first permanent training ground for the army, large enough to run regular summer exercises for 10 to 12 battalions at one time. Aldershot is known as the "Home of the British Army".

By the late part of the 19<sup>th</sup> century, the temporary camps had been replaced with buildings of brick and slate and had grown to become the largest British military garrison in the British Empire, with its own water and power supply, food production, police and fire brigades. In addition, it became the centre of military innovation and attracted military scientists, engineers and experimenters. Many of the camp commanders were reformers concerned with the conditions under which the ordinary soldier lived, and with their welfare and education as well as their military training. Gradually the camps were provided with facilities and infrastructure such as schools, a hospital, a power station and a sewage works making Aldershot a complete military town. Even some of the roads were built to accommodate a marching army and so were wider than usual. Buildings were laid out on a formal grid pattern with both buildings and spaces having key functions within the barracks.

In 1905, His Majesty's Balloon Factory was set up in Farnborough. From that time, and under a variety of names, Farnborough became one of the key sites in the world relating to developments in aviation, aerospace and defense technology. The Factory closed in 1999 when the Ministry of Defence moved its activities to the Cody Technology Park. The Farnborough Airshow, held every two years, continues to reflect the history and advances in aerospace.

The arrival of the army had a massive impact on the two small settlements, particularly Aldershot. In 1851 the population of Aldershot a little under 1,000 and Farnborough was 477. By 1861 Aldershot's population soared to 16,720, whilst Farnborough had a population, including military personnel, of 5,530. This figure had almost doubled by 1901, at which date there was a population of 30,974 in Aldershot. The presence of the camps led to new commercial centres being built to serve the two camps and the rapidly expanding population which, from the 1860-70s had also begun to include rail commuters to London.

The resulting built form, from the medieval and post medieval expansion of hamlets and villages, to the large scale Victorian and to a less extent Edwardian expansion of the towns and the army camps, combined with the functional buildings of the military and aviation sites are all recognised on the Statutory lists for the Borough. These are highly relevant to the Local List and reflect the importance of the military presence to the evolution of the area.

DRAFT



## Cargate Conservation Area Appraisal



**DRAFT October 2019**

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## **1. Introduction**

### **1.1. Overview Document**

This document should be read alongside the Rushmoor Conservation Area Overview document which sets out the context in which conservation areas in Rushmoor have been designated. This includes the legislative and planning policy framework as well as the geographic and historic setting of the borough. The Overview document also explains what you need planning permission for, if your property is within a conservation area.

Whilst nationally listed buildings may be included within a conservation area, it is the combination of factors such as buildings, walls, trees, hedges, open spaces, views and historic settlement patterns that create the sense of place that gives the area its special character and appearance. Less tangible senses and experiences, such as noise or smells, can also play a key part in forming the distinctive character of an area. It is this character, rather than simply individual buildings, that the conservation area designation seeks to preserve and enhance.

### **1.2. Appraisal and Management Plan**

This appraisal document sets out the special architectural and historic interest of the Cargate Conservation Area, which justifies its designation as a heritage asset, the character or appearance of which it is desirable to preserve or enhance. The appraisal also identifies which features of the conservation area make a positive or negative contribution to its significance and is accompanied by a management plan which sets out ways in which homeowners, the local community and the council can manage change in a way that conserves and enhances the historic area.

Character appraisals and management plans provide a framework and guide to enable planning decisions to be made on a site-specific basis, within the context of national planning policy and the adopted Local Plan.

### **1.3. Sub-Character Area Appraisals**

There are four areas of different character within the Cargate Avenue conservation area; The Warren; Cargate Hill; Cargate Avenue, Cargate Grove & Lansdowne Road; Winton Road and Manor Road. These areas are protected based on their spatial character and architectural qualities, historical development and the contribution they make to the conservation areas.

## 2. Proposed Name and Boundary Change



*Modern properties along Laburnum Road*



*Modern properties along Laburnum Road*



*Modern buildings on Upper Elms Road*



*Unsympathetic cladding and modern window*

### 2.1. Name Change

Cargate conservation area is currently designated as “Cargate Avenue Conservation Area” we would recommend that the name is changed to “Cargate Conservation Area” to reflect that there are other streets other than Cargate Avenue which are encompassed by the designation.

### 2.2. Proposed to be removed from the Conservation Area

Conservation areas are intended to recognise areas of historic or architectural character. The location of the boundary for a conservation area is a qualitative decision relating to character. It is essential for the protection of conservation areas, that only areas which are a heritage asset are designated so that the concept of conservation is not devalued (NPPF Paragraph 186).

It may be appropriate to exclude developments on the edge of conservation areas which do not positively contribute to the character or appearance or have a limited visual relationship with the rest of the area. It is also important that the boundary follows features on the ground to minimise confusion in the future, so removing areas from within the conservation area should not create an inappropriate boundary.

### 2.3. Suggested boundary removal

#### **Laburnum Road, Coe Close, Laburnum Close and Laburnum Passage**

This conservation area was undeveloped when Cargate Avenue Conservation Area was first designated. The subsequent permission for the infill development meant that it was included within the conservation area boundary. The buildings from this section were built in the 1980's and are very different in appearance from the villas in the main section of the conservation area.

This part of the conservation area is also detached from Cargate Avenue and Lansdowne Road in that there is no direct access between the two areas, apart from a footpath. The houses along Laburnum Road and its tertiary roads do not have a negative effect on the views from the other sections of the conservation area. However, the lack of historic character and appearance would mean that we would recommend that the boundary of Cargate conservation area is amended to exclude this area.

#### **Upper Elms Road, Vine Street and Lyons Road**

The buildings from this area date to a similar time as those on Cargate Hill and The Warren. However, in this section, most of the buildings have been altered or modified. This includes replacement windows which have not used the original openings, bringing recessed doors forward to the level of the front elevation as well as removing original boundary walls.

There are also a significant number of houses along these roads which have been painted or rendered. Due to these gradual changes which have occurred to this area, the historical character and appearance of the area have been gradually eroded. It is therefore recommended that the boundary of the conservation area is amended to exclude these streets.

### **Cargate Grove and Cargate Terrace**

Since the original designation of the conservation area, there has been substantial new development along these roads. This consists of several flats and modern styled houses. It is therefore proposed that the boundary of the conservation area is adjusted to exclude these streets.

### **Ayling Lane and Church Lane West**

Three of the properties in the middle of this area are 1950's infill and do not add to the historic character of the area. Ayling Lane is separated from the rest of Sub-Area 4 and there are no views in or out of the conservation area along this road due to the typography. There is a locally listed and a nationally listed building along these two roads which provides these buildings with a protected status. Conservation areas protect the historic character of an area rather than a single property. They cover a wider geographical area, focussing on places of special character, appearance and communal value. As the historic features of this area are already protected by legislation, it is recommended that the boundary of the conservation area is adjusted to exclude the area marked on the map.

## **2.4. Tree Protection**

Trees in a conservation are protected by legislation so that the councils should be notified of any works to a tree. By adjusting the boundaries of Cargate Conservation Area this will mean that some trees which are currently protected will no longer be within the conservation area boundary. In order to ensure that valuable trees are not lost, our Arboricultural Officer has been kept abreast of the suggested alterations to the boundary. In lieu of this, an initial observation of the trees which will be affected has been made, and a TPO (Tree Preservation Order) process can be initiated where necessary as the appraisals pass through the necessary steps to become adopted.



*Removed porches on Lysons Road*



*Modern buildings along Cargate Grove*



*Modern flats along Cargate Terrace*



*Modern properties along Church Lane West*



*Modern properties along Ayling Road*

### 3. An Overview of Cargate Conservation Area

#### 3.1. Designation History

The Cargate conservation area was designated in 1980 and then amended in 1982 and 1989. It is one of eight conservation areas in Rushmoor Borough.

#### 3.2. Location

Cargate conservation area is a residential area district close to the south-west of Aldershot town centre. Directly north of the conservation area are the Municipal Gardens, which sits within the Aldershot West conservation area.

#### 3.3. Area development

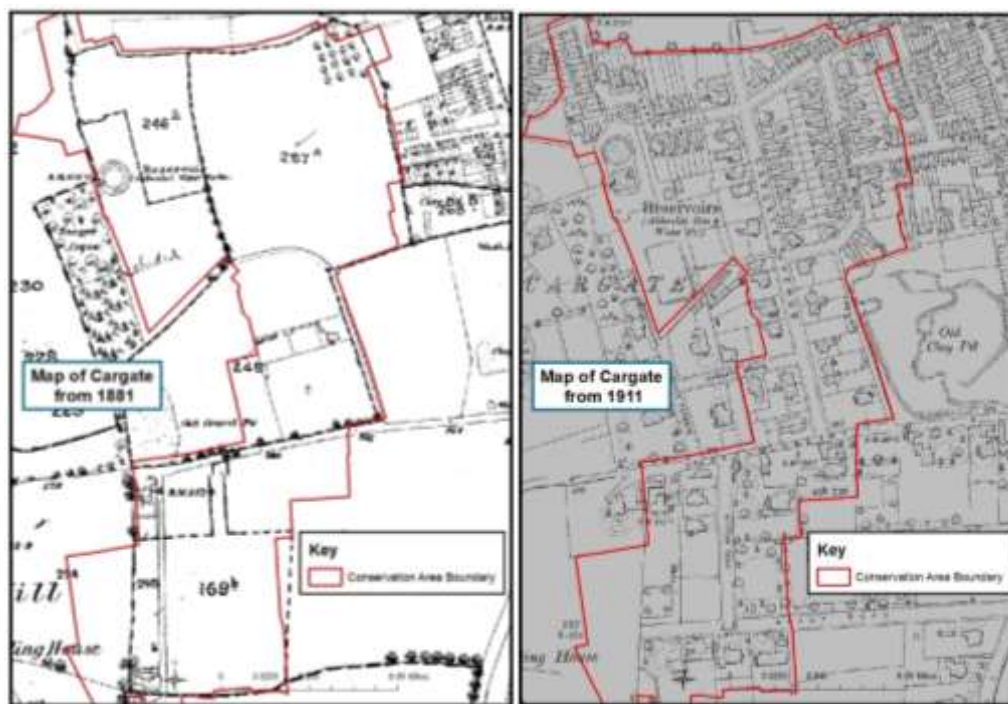
Prior to 1870, the Cargate conservation area was mainly rural in character. The road network consisted of a rough square formed by Queen's Road to the north, Bank Street (now Grosvenor Road) to the east, Sandpit Lane and Ayling Lane to the west and Church Lane West to the south.

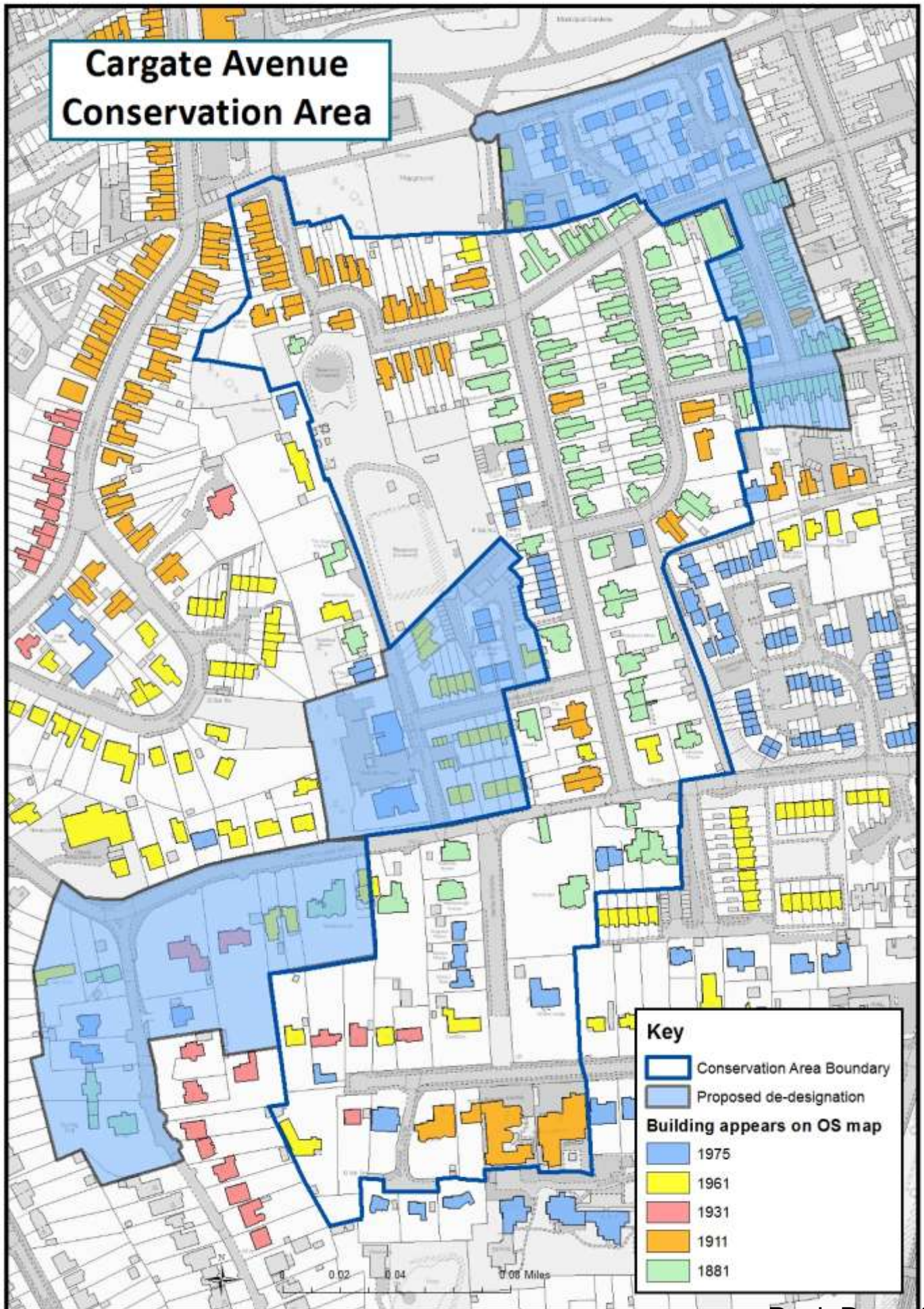
A stretch of properties lined the western side of Bank Street with minor backland development on the patchwork of fields behind. The route down Cargate Hill was the early approach into Aldershot village from the west, running past the reservoir which is still present today.

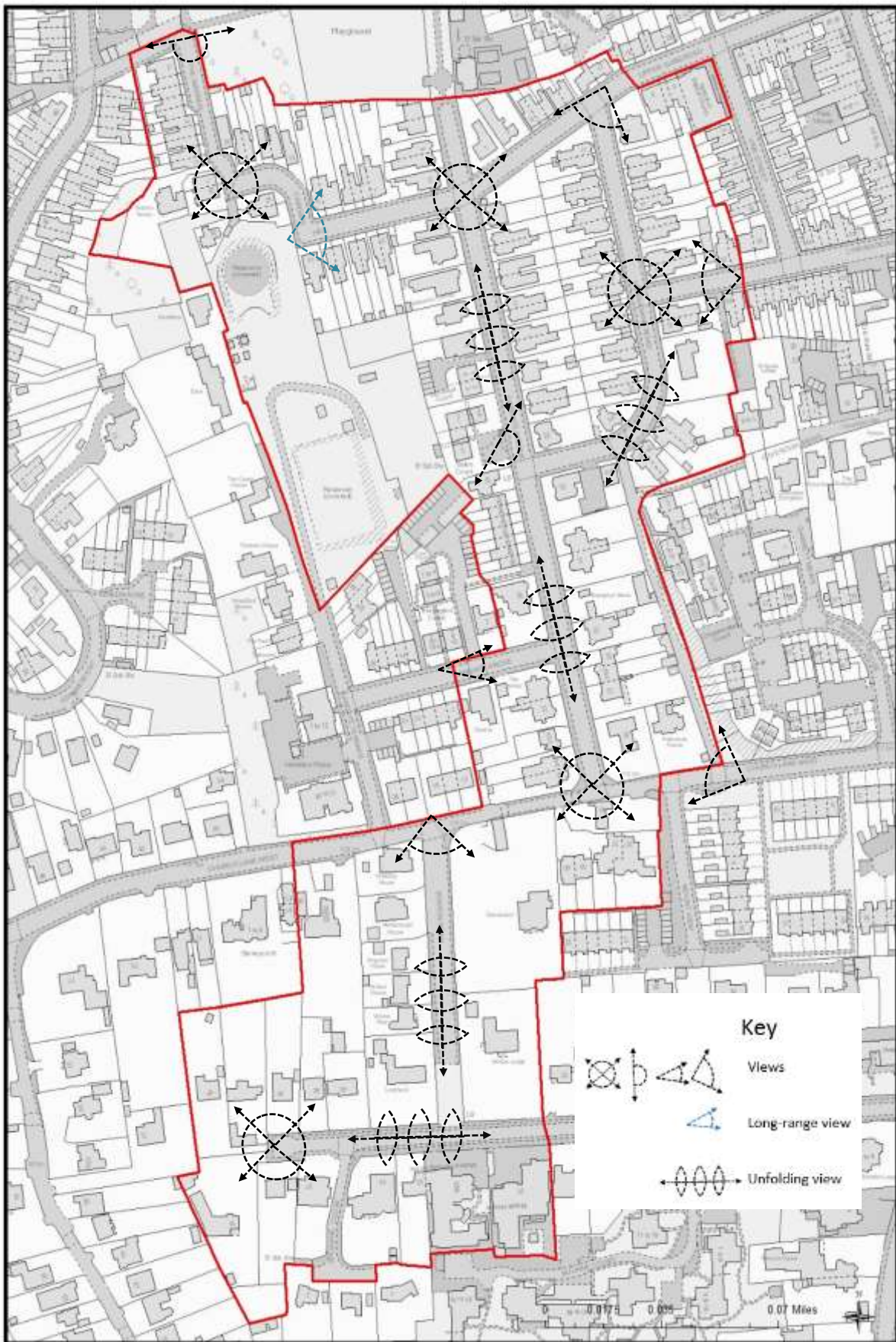
In the 1870s and 1880s, the area to the east of Grosvenor Road was developed for housing to serve the new military camp. Comprising a range of properties, the most prestigious afforded the best views from Cargate Hill and Eggar's Hill to the Surrey highlands. Although the land on Cargate Hill was divided into plots and the architectural styles are cohesive, subtle differences between small groups of properties show the differences in developers. Contemporary maps show odd plots that were not completed at the time of the 1897 Ordnance Survey, as for example numbers 24/26, 19/21 26/31 Lansdowne Road or numbers 7/9 Cargate Avenue.

By 1911 Upper Elms Road had been extended to meet York Road by Cargate Hill and The Warren. The land to the south of Church Lane West and east of Ayling Lane and the area known as the Old Clay Pit on Cargate Hill land remained undeveloped until after the First World War. The Old Clay Pit is bounded by Frog Lane and is the remaining section of a historic track which runs between Lansdowne Road and Church Lane West.

As a result of this pattern of development, it is considered that the Cargate conservation area has four areas with distinct character. These are Winton Road and Manor Road; Cargate Hill; The Warren; and Cargate Avenue & Cargate Grove & Lansdowne Road. Further detail about the special characteristics of each of these areas is set out in the following sections.

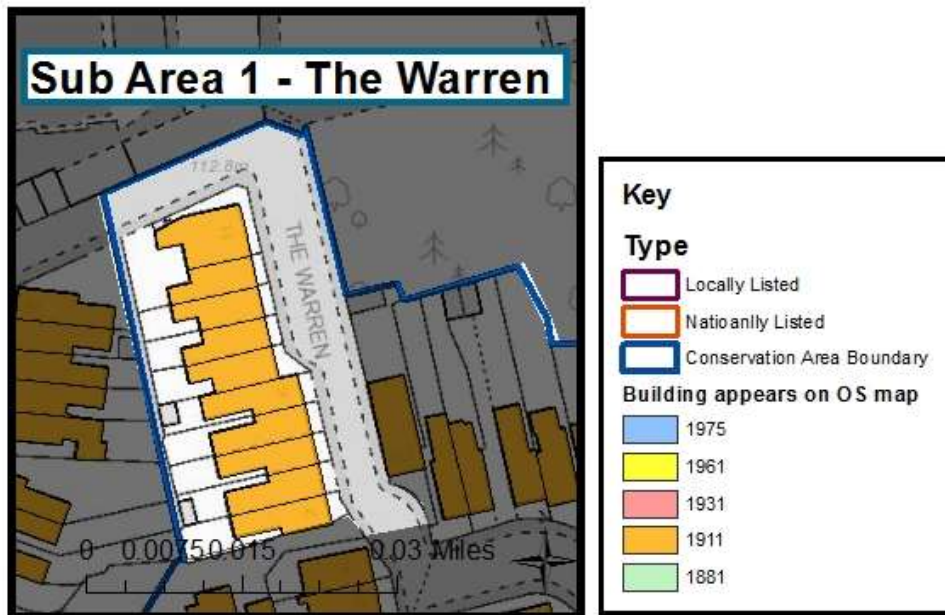








## 4. Sub Area 1 - The Warren



The Warren



The Warren

### 4.1. Area Summary

The properties fronting the Warren were constructed between 1897 and 1910. On the west side of the road is Municipal Gardens Conservation Area. A distinctive feature of the Warren is the step gradient away from Municipal Gardens to the south. At the top of this hill, the first terrace of Cargate Hill has its side elevation to the Warren. The long terrace of 1800s villas on the west side of the road has an imposing façade and is an important feature.

### 4.2. Views

The irregular path of the Warren may follow an earlier track or field boundary. This pattern, combined with the elevated location, results in a dramatic series of long-range views, which are revealed at the turn of each corner.

### 4.3. Streetscape and Boundaries (Public Realm)

The road and footpaths are tarmacked, and due to on-street parking, the road and footpaths appear to be narrow. There are no street lights or furniture in the public realm. Most of the boundaries of the properties are marked by a wall, however, three of these walls have been removed and others have been changed or replaced.

#### 4.4. Open Spaces, Parks and Gardens and Trees

There are no trees or grass along this road. The houses all have small gardens, but these are devoid of planting or have been replaced with hard surfacing. However, as the road runs along the side of Municipal Gardens the trees and hedges on the boundary and within the park provide greenery and openness to the street.

#### 4.5. Building form and detail (Architecture)

The houses all have walls outlining a small paved area in front of the recessed arched doorways. One of the second five terraced houses has a flat modern roof extension projecting towards the road set lower than the gable ends. The decorative chimney stacks in this section dominate the terraced housing and appear in good condition.

#### 4.6. Alterations

Although none of the door openings have been altered, most properties have modern windows, with the few remaining wooden sash windows in poor condition. Several original doors remain. Replacement doors are designed in a style sympathetic to the period. An advertising sign appears on one of the terrace houses and there are also numerous satellite dishes, aerials and associated wiring which break up the façade and the roofline.

Three of the red brick houses have been painted, and the decorative masonry above the windows on the lower terrace appears to be in good condition.

The majority of the front garden walls remain, but a few near the top of the street have been painted or lost completely to make way for parking



*Municipal Gardens from The Warren*



*Decorative chimneys on The Warren*

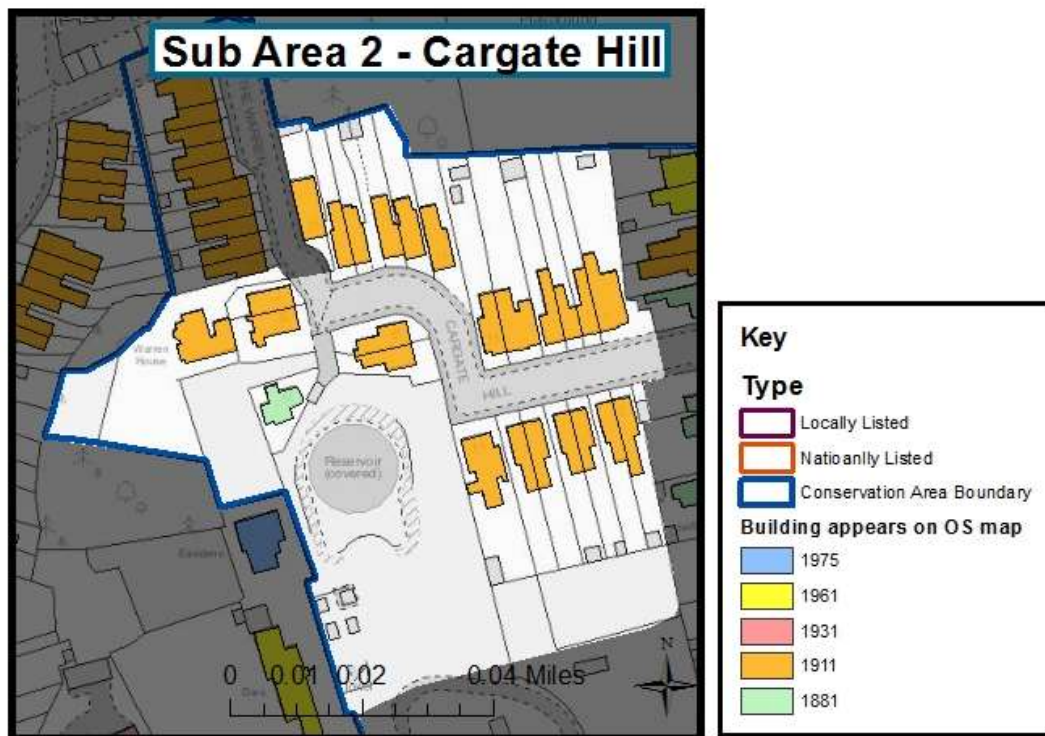


*Removed boundary wall on The Warren*



*Sympathetic modern windows and roof extension on The Warren*

## 5. Sub Area 2 - Cargate Hill



### 5.1. Area Summary



*Cargate Hill*

The road layout on the 1897 Ordnance Survey map indicates an earlier intention to continue the settlement to the top of the hill. Although the architecture along these roads continues in a similar mixed style to Upper Elms Road, the character is strongly influenced by the irregular road pattern. It takes on a less uniform quality as it follows a series of bends over the brow of the hill and around the reservoir, into The Warren. Upper Elms Road, Cargate Hill and The Warren are characterised by properties of a smaller size compared to Cargate Avenue and Lansdowne Road. The dwellings are arranged in terraces or smaller semi-detached pairs with only an occasional larger detached villa near the junction of Upper Elms Road and Cargate Avenue. Some of the properties are Edwardian in date, making them later than those in adjacent roads.

### 5.2. Views



*View from the top of Cargate Hill*

The north edge of this road slopes down to its southern junction with Cargate Avenue which leads to some important views of the decorative mainly detached houses. This pattern, combined with the elevated location, results in a dramatic series of long-range views, which are revealed unexpectedly around each corner. For example, the views include the extensive vista across the gardens of number 11 and 13 Cargate Hill, looking east over Aldershot or northwards down The Warren to the Victorian School buildings of West End County

Infant School. These views are a defining feature of the conservation area.

### 5.3. Streetscape and Boundaries (Public Realm)

The road and paving are tarmacked with some traditional lamp posts. The boundaries for these properties would originally have been brick and are now generally still outlined with brick with some examples of hedge and railing inserts. Chimneys are an important feature of this streetscape as they are dominant in the skyline and the majority remain with their decorative pots. The stepped arrangement of roof slopes, with occasional gables, is notable from the lower end by Vine Street. Number 3 is a tall gabled property of buff brickwork and grey slate roofs and disrupts the view enough to add interest without interrupting the overall street scene.

### 5.4. Open Spaces, Parks and Gardens and Trees

On Cargate Hill the front gardens and houses are generally larger in size than those on The Warren, with the houses being set back further and generally a larger size. In front of the terraces on Cargate Hill, there are two trees in the front garden on opposite sides of the road.

### 5.5. Building form and detail (Architecture)

These buildings are individual in style with decorative features such as multiple front-facing gable ends, dog toothing, decorative masonry and decorative towers.

The original gaps between buildings remain, which are varied in places and reflect the different buildings. Although the houses are different in appearance, they confirm to a period style with red brick and slate or concrete tiles roofs. There are many decorative courses and only two of the brick boundary walls have been painted. The mix of houses is complemented by the gentle curve of the road and its relatively steep incline.

There is a key group of terraced houses halfway along Cargate Hill. It is important to retain these buildings on the street due to its central location and their prominent views. The houses in it retain many of their original features, and there is only one satellite dish presented and one chimney stack without its pots.

Opposite this terrace are 6 semi-detached houses all in the same design with decorative brick courses and ground floor bay windows. These houses also appear in good condition. They all have side doors and although many windows have been replaced, the visual uniformity of this group is distinctive.

### 5.6. Alterations

All the front doors along The Warren have been replaced with modern doors, in some cases, the doors have been moved forward so that the porch area is removed. Although there is no evidence that any of the windows along the Warren have been moved, most of the windows have been replaced with varying and sometimes insensitive veneer units.



*View up Cargate Hill*



*Building form on Cargate Hill*



*Painted brickwork on Cargate Hill*



*Removed boundaries on Cargate Hill*



*Building with extension on Cargate Hill*

Most of the houses along The Warren have satellite dishes, aerials and associated wiring on their front elevations. This breaks up the façade to the detriment of the street. Where the front wall has been lost, this has further negatively affected the uniformity and setting of the buildings.

To the top of Cargate Hill, there are some painted houses, as well as a rendered semi-detached house. One of these painted houses also has a side extension which alters the original form of the building. These buildings are important to the street scene due to their dominant location. Painting brick should be avoided as it is dominant and not reflective of the original design. Unfortunately, it has a negative effect on the traditional street scene due to the loss of original features such as the red brickwork. These features are important to this area.

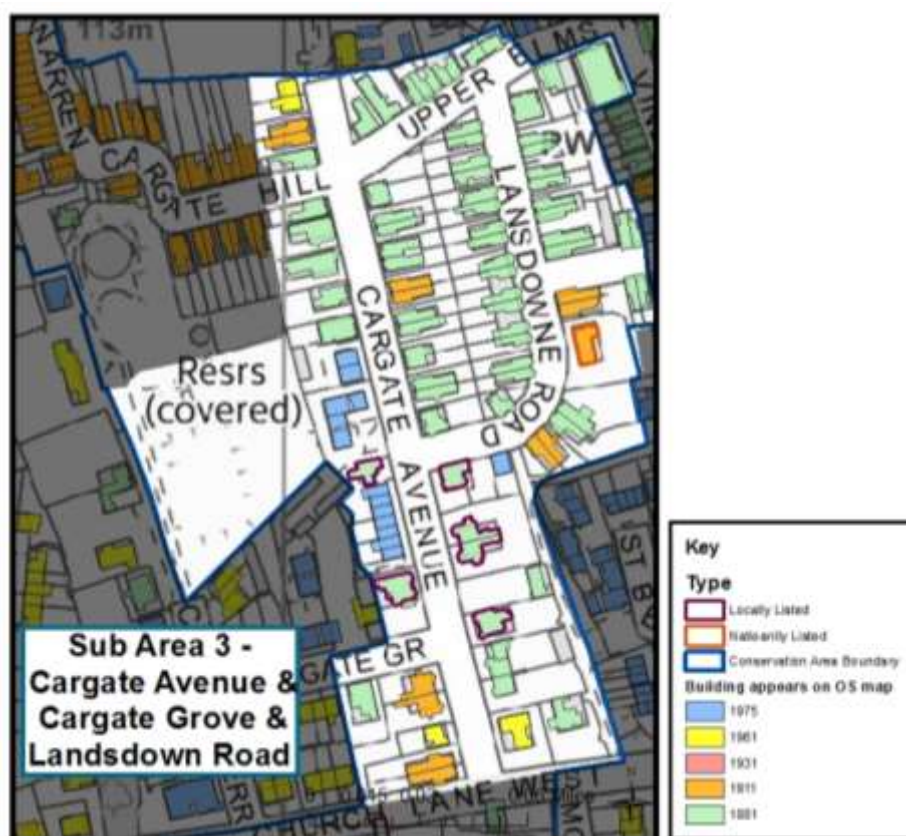


*Removed porch on Cargate Hill*



*Removed boundaries on Cargate Hill*

## 6. Sub Area 3 - Cargate Avenue & Cargate Grove & Lansdowne Road



### 6.1. Area Summary

Cargate Avenue is a straight road which rises from Municipal Gardens and levels off about halfway along its length. It is particularly characterised by a broad street with large detached, semi-detached or double-fronted villas on relatively large plots of land.

Properties along Cargate Avenue follow a similar building line, allowing for a moderate front garden behind a boundary wall with tall, capped gate piers and in some cases, high hedges. The road has a genteel character, despite the redevelopment of several properties along the west side. Some larger properties to the south of the street have been turned into multiple occupation dwellings or divided into flats.

Lansdowne Road is made up of closer semi-detached properties set out in more regular plots. The properties are much closer to the pavement, creating a more constrained width to the street scene. Lansdowne Road is the lower of the two roads and has a suburban quality with regularly spaced large semi-detached houses facing each other across a wide street.



*Cargate Avenue*



*Lansdown Avenue*



*View from Cargate Avenue to Municipal Gardens*



*View along Cargate Avenue*



*Dog toothing on Cargate Avenue*



*Decorative detailing on Landsdown Road*

## 6.2. Views

In the public realm, there are several small trees and hedges which break up the view along the rise of Cargate Avenue. This creates an unfolding view. Properties fronting the bend on Lansdowne Road are well placed to deflect the view around and beyond. The imposing façades of the buildings create a series of interesting views along the street.

## 6.3. Streetscape and Boundaries (Public Realm)

The street is tarmacked with slabbed footpaths and some traditional street lamps. Character is enhanced by subtle variations in detail, between different pairs of properties. The regular form of the villas is also softened by the gentle bend at the southern end of the road which turns westwards to rise to meet Cargate Avenue. The houses along are fronted by a brick boundary wall, and some also have railings on the boundary. The front gardens are small and there is a regular spacing between the buildings reflecting the similarity in plot size.

From the junction with Lansdowne Road, properties on Cargate Avenue become much larger in size and are interspersed with modern houses. The highly decorated buildings also have more trees and greenery within their plots without obscuring views of the façades.

This area is characterised by more unique styles of house, with imposing façades and front gardens. Some are affected by ivy which has invasive roots and can cause damage to brick walls and decorative features.

## 6.4. Open Spaces, Parks and Gardens and Trees

Cargate Avenue is wide with properties set back from the pavement behind modest gardens defined by low walls. The avenue of small trees towards the south of the road in the public domain continues to the end of the street.

## 6.5. Building form and detail (Architecture)

The general street scenes of both roads are characterised by mainly Victorian and Edwardian housing, interspersed with late 20<sup>th</sup>-century infill development. The doors mainly retain the recessed arches above them with skylights above the door. Wooden sash windows have been replaced in places but mainly sympathetically. All the villas have decorative features such as dog toothing, decorative roof tiles, finials, string courses and decorative masonry which indicates a higher quality build than houses on Cargate Hill. There are some decorative chimney pots and stacks still visible, which are an important feature of the skyline.

The rows are articulated by the symmetrical arrangement of two-storey properties with canted bay windows, each with large sashes on either side of the front doors. Between each pair of properties is a standardised 'gap' allowing access to the rear gardens.

## 6.6. Alterations

There have been several alterations to properties within this area, which have had a negative effect on the character area appearance.

A distinctive characteristic of this area is the brick boundary wall for each property, which has unfortunately been removed to the detriment of the surviving character. In some places, the decorative masonry has been painted. The remaining examples which are not affected are worthy of protection.

Although some original windows and doors remain, several of the larger buildings have replacements which have generally been installed in a sympathetic style.

There are also some buildings which have modern single storey garages inserted between them. The area between the properties is an important feature and this “linking” of houses detracts from the character as envisaged by the original developer. Currently none of the side extensions are two storeys. Such additions would create a terracing effect which is detrimental to the character of the conservation area. Any additions between buildings should be sympathetic and subsidiary to the main building.

There are phone lines across the street in multiple places which affect the view of the street. There are also a few satellite dishes on front elevations which detract from the uniformity of the facades.



*Decorative detailing to roof*



*Infill between properties on Lansdowne Road*

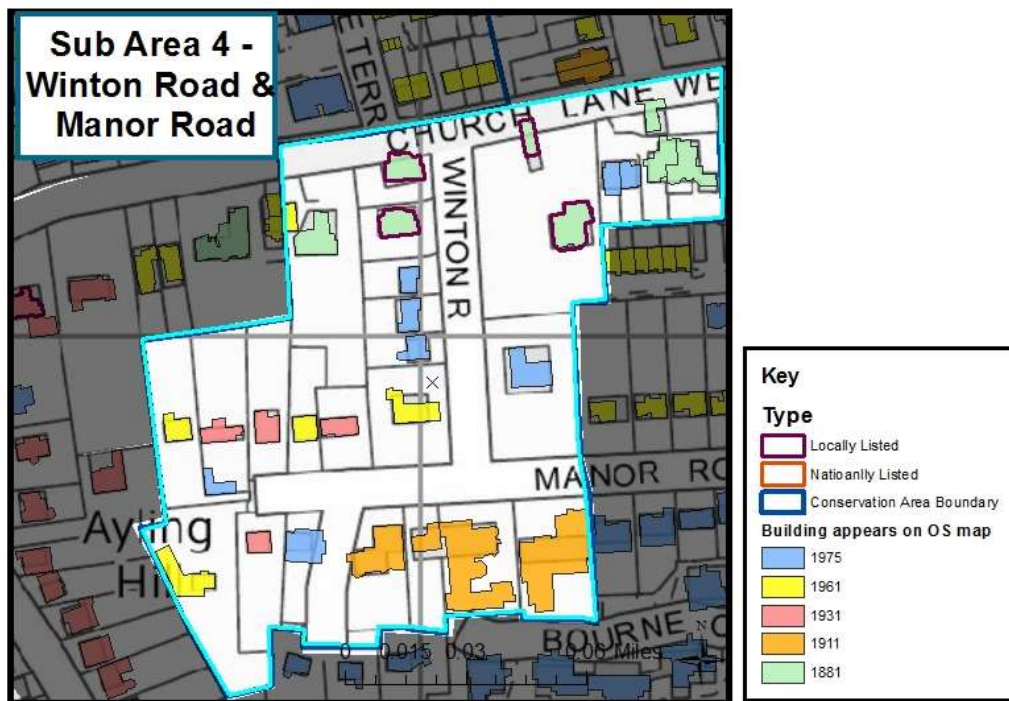


*Painted brick on Lansdowne Road*



*Removed boundary wall on Cargate Avenue*

## 7. Sub Area 4 - Winton Road and Manor Road



View North on Winton Road



View West on Manor Road

### 7.1. Area Summary

This character area sits at the southern end of the conservation area and is a quiet residential area further from the town centre with low activity and traffic. The road layout has a loose unplanned style based around a much older and irregular road pattern which gives this area a semi-rural feel. There are several well-established trees that provide a verdant character and allow for only a few glimpsed views out of the conservation area.

### 7.2. Views

The undulating land within this area frames short views along the roads. Number 27 Manor Road is an important focal point when looking downhill on Winton Road. Mature trees on the west side of Winton Road screen Normanton House giving glimpsed views to the locally listed building. Church Lane West is a narrow leafy road that rises to a point near its junction with Cargate Avenue and drops towards Winton Road with long views out over the green hills to the east and west.

### 7.3. Streetscape and Boundaries

The mature trees, hedgerows and well-maintained grass verges make the streetscape much greener than other parts of the conservation area. Manor Road and Winton Road both have avenues of trees that are important in channelling views along the road. Where key trees

have been removed and not replaced, the semi-rural streetscape is interrupted producing a more urban appearance. The surface of Winton Road is gravel hoggin with wide soft uncurbed grass verges, this informal road surface contributes to the out-of-town feel of the area.

Predominately the boundary style in this area is hedging or low walls which allow greenery from private gardens to contribute significantly to the streetscape. Along Church Lane West there is an area of mature roadside planting, tall walls and overhanging trees. Where the traditional boundaries have been replaced with standard height and design fences, this has reduced the feeling of space and light.

#### 7.4. Open Spaces, Parks and Gardens and Trees

Most of the properties are well set back from a linear view in generous well-planted gardens which discreetly frame glimpsed views of properties. This helps the feeling of openness and space within the character area. Large gardens with mature planting help the feeling of openness and space. It is notable that a few of the gardens have been tarmacked, and where this has happened the semi-rural setting of these buildings is diminished.

#### 7.5. Building forms and details

The buildings in this area are all residential including several currently in use as care homes. The buildings have a larger plot size as well as being predominantly individual in character. The houses are generally high status and substantial in form with strong facades. There are five buildings within this sub-character area, which have been identified on the Local List as having special historic interest (See Section 8).

Although the buildings are individual in character, there is a reoccurring Arts and Crafts style to these buildings visible in the use of decorative features. In keeping with this style, the rooflines and decorative chimneys are key features. Clay hanging tiles appear along with decorative porches and string courses, as well as stained glass and ironwork. In several cases, the chimneys have been removed and decorative tile patterns interrupted which reduces the uniqueness of the buildings.

#### 7.6. Alterations

Although several of the houses along Manor Road have had a series of extensions and alterations, some decorative features remain. Numbers 33, 37, 41 Church Lane West and Normanton House survive from the late 1890s although some of the buildings have been divided and converted. The buildings are generally maintained to a high standard; however, some have missing tiles and areas of peeling paint.

This sub-character area is mainly made up of semi-detached, detached and terraced houses. The principal building material is brick, which in some places has been painted and rendered, breaking up the uniform appearance. There are several original chimney stacks with individual ornamental pots. Where the stacks have been removed, this has had a negative impact on the skyline.



*Winton Road*



*Arts and Crafts style*



*Arts and Crafts property with extensions*



*Original chimney stacks and missing original boundary*

## 8. Listed Buildings

Name	Grade	Link to Historic England
23 Lansdowne Road	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092602">https://historicengland.org.uk/listing/the-list/list-entry/1092602</a>
Ayling House	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1339705">https://historicengland.org.uk/listing/the-list/list-entry/1339705</a>

### Locally Listed Buildings

Reference	Name
LL5011	Grasmere House, 33 Cargate Avenue, Aldershot, Hampshire, GU11 3EW
LL5012	24 Cargate Avenue, Aldershot, Hampshire, GU11 3EW
LL5013	27 Cargate Avenue, Aldershot, Hampshire, GU11 3EW
LL5014	29-31 Drayton Lodge, Cargate Avenue, Aldershot, Hampshire
LL5015	30 The Beeches, Cargate Avenue, Aldershot, Hampshire, GU11 3EW
LL5016	Former Stables and Outbuildings, Cavendish Mews, Aldershot, Hampshire
LL5021	Ayling Barn, 77 Church Lane West, Aldershot, Hampshire, GU11 3LW
LL5090	Coach House, Normanton, Winton Road, Aldershot, Hampshire
LL5091	Normanton, Winton Road, Aldershot, Hampshire, GU11 3DH
LL5092	Redroof, Winton Road, Aldershot, Hampshire, GU11 3DH
LL5093	Waterloo House, Church Lane West, Aldershot, Hampshire, GU11 3LH



## 9. Management Plan

The management plan outlines a positive strategy to deal with the threats and opportunities identified in the conservation appraisal.

The effect of incremental, small-scale change within a conservation area can be cumulative and negative, particularly when involving the loss of key architectural features such as chimneys, boundary walls or traditional windows and doors. Incremental change is particularly difficult to manage as it is not automatically managed through the planning system and therefore requires good stewardship by the residents and property owners.

### 9.1. Good Stewardship

The active management of small-scale change within the conservation area is the responsibility of the people who live and work in that area. Community led conservation involves guiding positive change and positive regular maintenance. The owners of properties situated within a conservation area are caretakers of local heritage for future generations and commitment to good conservation practice is vital for preserving and enhancing its character and appearance.

Living in a well-maintained conservation area often increases property value and appreciation, as well as the general desirability of the area and its community value. Conservation areas are valued for their distinctiveness, visual appeal and historic character.

Historic England, the Society for the Protection of Ancient Buildings (SPAB) and other heritage bodies publish specialist guidance on the suitable maintenance and repair methods for different historic buildings and buildings affecting conservation areas.

### 9.2. Positive & Negative Attributes

The following section details proposed actions to address some of the principal positive and negative features which were identified as part of the Character Appraisal of Cargate Avenue. In order to ensure the continued protection and enhancement of the conservation area. There are elements within the conservation area that should be enhanced to help preserve the established character, these are set out below and help inform the proposed Article 4 Direction.

The conservation area analysis identified the following positive features which are important to preserve the character of the area and give it lasting value:

- Trees and greenery in both the public and private domain
- Original chimneys and pots on the roofline.
- The boundary wall at the front of the property.
- The area of private garden between the boundary wall and property of varying sizes.
- The original decorative features of the property
- The large plot size for the properties towards the south of the conservation area.

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

- Satellite dishes visible from the public domain
- The loss of the boundary wall and hard surfacing of the front gardens
- Properties which have had their brick and/or masonry painted.
- Infill of extensions or developments between properties
- Phone lines and related items visible from the public domain
- The replacement of original windows with windows not in a style in keeping with the property.
- Advertising signs in a residential road
- The removal of trees

### 9.3. Development Management and Article 4 Direction

Conservation areas have greater planning controls over development due to their status. This restricts changes to the external appearance of any building within the conservation area as well as preventing buildings within a conservation

area from being demolished. Further information is available in the Overarching Document and on our conservation area website. However, permitted development rights allow for certain types of alterations without the need for planning permission. Many of these alterations can have an unintended negative impact on the character or appearance of the area.

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

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

- the replacement, improvement or other alteration of windows or doors
- the external painting of a house
- the provision of a hard surface to the front of a property
- the erection, alteration or removal of a chimney
- the erection, maintenance or alteration of a gate, fence, wall or other boundary treatment fronting a property
- the installation or replacement of satellite dishes or aerials
- the erection or construction of a porch outside an external door to the front of a property
- advertising signs

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

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

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

#### **9.4. Implementation and Monitoring**

Progress on the implementation of the management plan and the extent to which planning policies in the Local Plan are complied with or effective in delivering community aspirations for conservation areas will be monitored through the council's authority monitoring report.

These assessments can then be used to review and, if necessary, modify the planning policies as part of the 5-year review of the local plan. They can also be used to review and, if necessary, modify this character appraisal and management plan as part of the ongoing review of the Borough's conservation areas.



**RUSHMOOR BOROUGH COUNCIL**  
**TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT)**  
**(ENGLAND) ORDER 2015 (AS AMENDED)**

**DIRECTION WITH IMMEDIATE EFFECT MADE UNDER ARTICLE 4(1)**

**WHEREAS** Rushmoor Borough Council being the appropriate local planning authority within the meaning of article 4(5) of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) are satisfied that it is expedient that development of the descriptions set out in Schedule 1 below should not be carried out on the land described in Schedule 2 and shown on the attached plan edged and hatched red("the Land"), unless planning permission is granted on an application made under Part III of the Town and Country Planning Act 1990 (as amended).

**NOW THEREFORE** the said local planning authority in pursuance of the power conferred on them by article 4(1) of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) hereby direct that the permission granted by article 3 of the said Order shall not apply to development on the Land of the descriptions set out in Schedule 1 below:

**SCHEDULE 1**

- (a) The replacement, improvement or other alteration of windows, being development comprised within Class A of Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class.
- (b) The erection or construction of a porch outside and external door of a dwellinghouse, being development comprised within Class D of Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class
- (c) The provision of a hard surface which would front a relevant location, being development comprised within Class F of Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class.
- (d) The erection, alteration or removal of a chimney or flue on a dwellinghouse, being development comprised within Class G of Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class.
- (e) The installation, alteration or replacement of a microwave antenna on a dwellinghouse, or within the curtilage of a dwellinghouse, being development comprised within Class H of Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class.
- (f) The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure which would be within the curtilage of a dwellinghouse and would front a relevant location, being development comprised within Class A of Part 2 of Schedule 2 of the said Order and not being development comprised within any other Class.

- (g) The painting of the exterior of any building or work that would front a relevant location, being development comprised within Class C of Part 2 of Schedule 2 of the said Order and not being development comprised within any other Class.

## **SCHEDULE 2**

All properties located within the defined area on the attached map

**THIS DIRECTION** is made under article 4(1) of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) and in accordance with Schedule 3 of that Order shall remain in force until X MONTH 2020 (being six months from the date of this direction) and shall then expire **UNLESS** it has been confirmed by the appropriate local planning authority in accordance with paragraphs 1 (9) and (10) and paragraph 2 (6) of Schedule 3 before the end of the six month period.

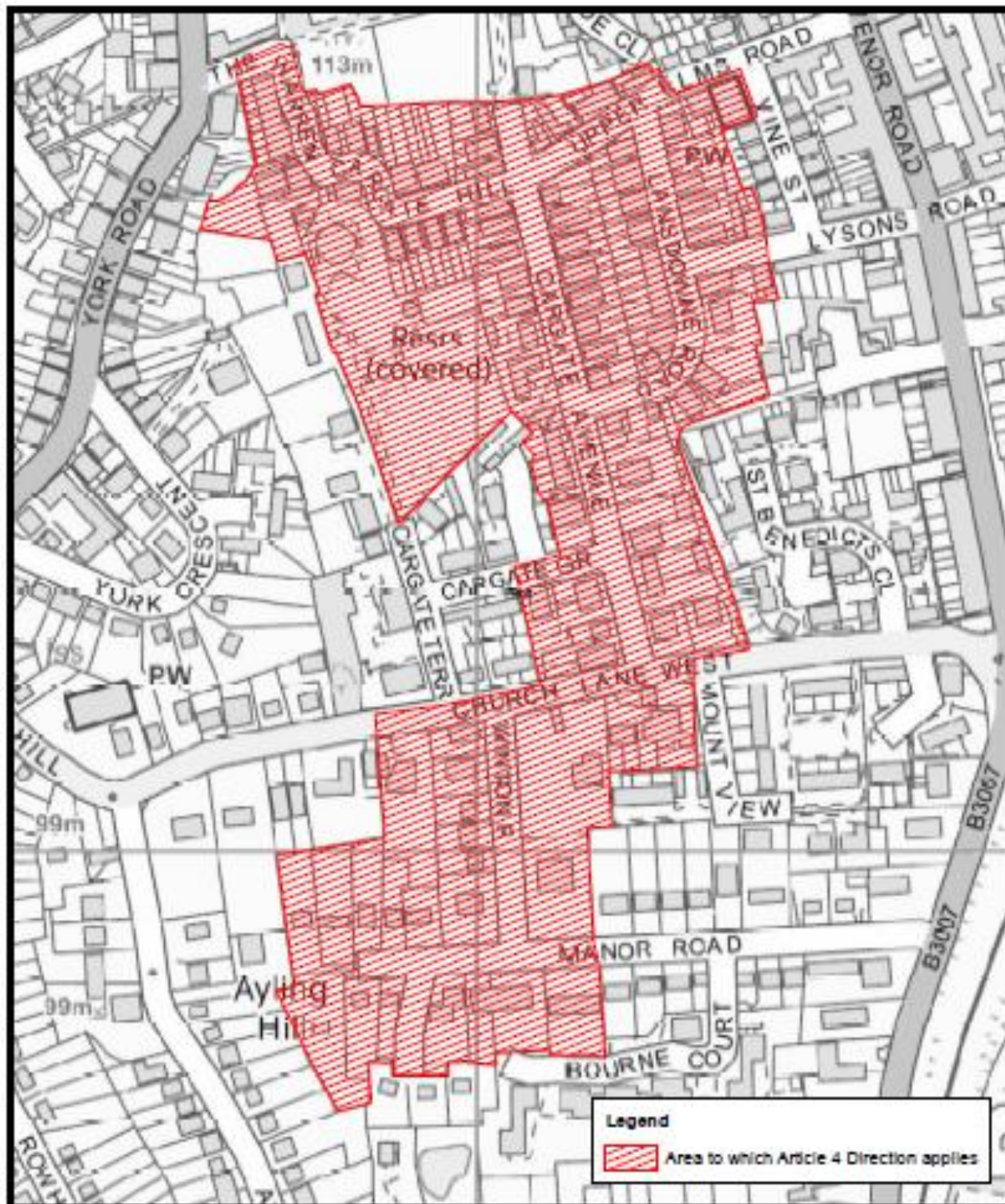
Made under the Common Seal of Rushmoor Borough Council  
this.....day of MONTH 2020  
The Common Seal of the Council was affixed  
to this Direction in the presence of

.....  
Corporate Manager-Legal Services

Confirmed under the Common Seal of Rushmoor Borough Council  
this .....day of MONTH 2020  
The Common Seal of the Council was affixed  
to this Direction in the presence of

.....  
Corporate Manager-Legal Services

## Properties Affected by Article 4 Direction





# Aldershot Military Town Conservation Appraisal

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## 1. Introduction

### 1.1. Overview Document

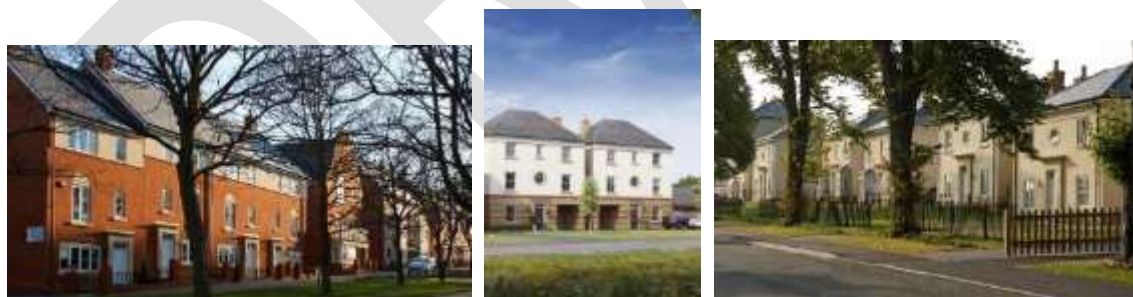
This document should be read alongside the Rushmoor Conservation Area Overview document which sets out the context in which conservation areas in Rushmoor have been designated, including the legislative and planning policy framework as well as the geographic and historic setting of the borough. The Overview document also explains what you need planning permission for, if your property is within a conservation area.

Whilst nationally listed buildings may be included within a conservation area, it is the combination of factors such as buildings, walls, trees, hedges, open spaces, views and historic settlement patterns that create the sense of place that gives the area its special character and appearance. Less tangible senses and experiences, such as noise or smells, can also play a key part in forming the distinctive character of an area. It is this character, rather than simply individual buildings, that the conservation area designation seeks to preserve and enhance.

### 1.2. Appraisal and Management Plan

This appraisal document sets out the special architectural and historic interest of the Aldershot Military Town Conservation Area, which justifies its designation as a heritage asset, the character or appearance of which it is desirable to preserve or enhance. The appraisal also identifies which features of the conservation area make a positive or negative contribution to its significance and is accompanied by a management plan, which sets out ways in which homeowners, the local community and the council can manage change in a way that conserves and enhances the historic area.

Character appraisals and management plans provide a framework and guide to enable planning decisions to be made on a site-specific basis, within the context of national planning policy and the adopted Local Plan.





## **2. Proposed Name and Boundary Changes**

### **2.1. Proposed Boundary Change**

It is proposed to alter the boundary of the conservation and the name of the conservation area. The need to review the boundary is in response to incremental changes, the special interest of area and where modern development has taken place. The areas now cleared and redeveloped would be removed from the Conservation Area, as would the Aldershot Centre for Health, Early Years Centre, Army Careers Centre and some 20<sup>th</sup> Century military housing in Lowe Close. Additional spaces and assets which should be included are the military (soon to be Wellesley) playing fields to the west of the A325, and a section of land to the north of the Basingstoke Canal which forms part of the historic setting to Queens Parade Recreation Ground<sup>1</sup>. ).

### **2.2. Possible Name Change**

In addition, consideration should be given to re-naming the Conservation Area to reflect the fact that 'town' does not describe it properly. i.e. 'Aldershot Military Conservation Area' or 'Aldershot Wellesley Military Conservation Area'.

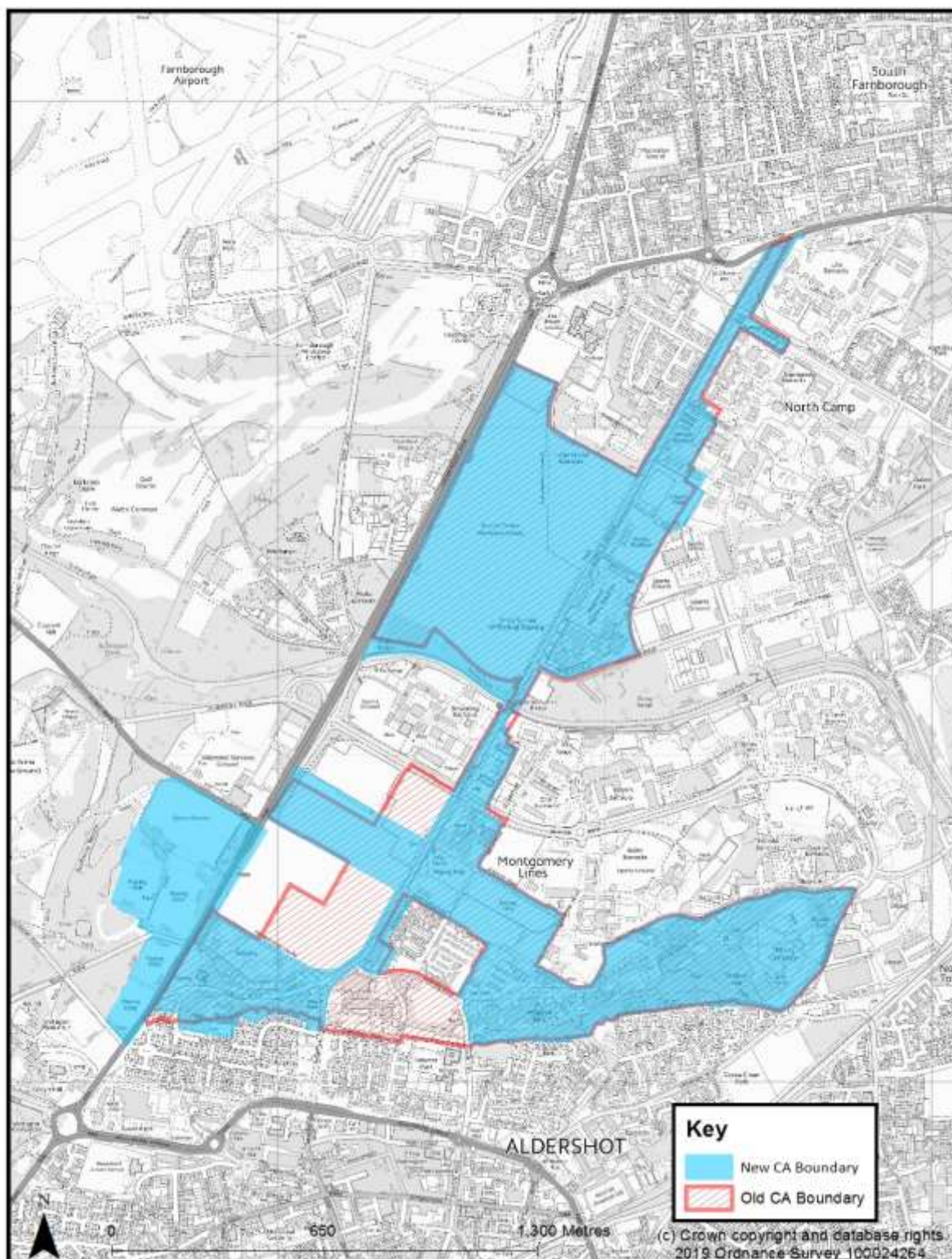
### **2.3. Map**

The Aldershot Military Town Conservation Area was designated in October 2003. The map shows the original boundary and the proposed boundary, with the changes to areas for inclusion and those to be removed.

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<sup>1</sup> This parcel of land currently forms part of the Basingstoke Canal Conservation Area that will be reviewed in due course. The land also forms part of the Wellesley Woodlands Suitable Alternative Natural Greenspace (SANG).

## Aldershot Military Town Conservation Area



### 3. Aldershot Military Town Conservation Area

#### 3.1. Designation History

The Conservation Area was designated in October 2003 and is one of eight conservation areas under the jurisdiction of Rushmoor Borough Council.

The Ministry of Defence (MoD) was developing plans in 2001 to re-model and redevelop parts of the military estate, including the then proposed Aldershot Urban Extension, under a scheme known as Project Connaught.



The rationale for the updated boundary and designation is to recognise, link and protect the character of the area derived from its military past and to contextualise heritage assets remaining within it in the setting of new development.

The designation seeks to preserve and enhance the architectural and historic interest of listed and unlisted buildings and memorials, the architectural and historic interest of the development pattern, road network and open spaces.

The 2003 designation was envisaged as a 'single conservation area linking the important elements of the North and South Camps' as it was then. The current designation aims to present the current and past significance as it is now and to protect the character and appearance of the area for the future.

#### 3.2. Area development

In 1854 the Government acquired 10,000 acres of heath land to the north of Aldershot village, for the establishment of the first permanent training camp for the British Army. Aldershot was chosen for its extensive areas of terrain, the availability of water and its strategic location between London and the coast.

The core of the site was the parade ground, surrounded by the dining halls, armouries, stores, workshops and married quarters. The design of this system reflected a new method of army organisation known as the 'Company System'. Some building designs had been used elsewhere, but others were unique to Aldershot. The Physical Training Group of buildings off Queens Avenue, include the gymnasium (originally 1860, replaced in circa 1890), the athletics ground and the swimming pool. The swimming pool was the earliest army pool to be built in the country.



The early 1900's saw a marked change in many aspects of the army, in particular to weaponry and manoeuvres, with the introduction of motorised transport and flight. Mechanisation superseded the need for horses and as a consequence, many of the ancillary buildings, that were of importance to the Victorian camp, became redundant. Many brick buildings of the North and South barrack Camps were then replaced with independent clusters of buildings. Residential areas were made separate, forming a 'crescent town' around the periphery to the camp. The majority of this housing focused along the former Wellington Lines, redefining the character and appearance of the camp and its relationship to the town of Aldershot.



The history of the Aldershot Military Garrison is characterised by planned phases of development and redevelopment. With each phase retaining and celebrating the past, as well as developing facilities for the future.

In 2013, planning permission was granted for up to 3,850 new homes, together with road improvements, schools, public open space and other facilities on the Aldershot Urban Extension site, south of the Basingstoke canal and north of Aldershot town centre. Construction of the new development, now known as Wellesley, started in 2015 and is being delivered in phases by Grainger plc. At the time of writing, the Maida and Gun Hill Development Zones are almost complete and the Corunna and McGrigor Development Zones are underway.

Further information about the Wellesley development may be found on the [Aldershot Urban Extension](#) and [Wellesley](#) websites. Among the documents submitted as part of the planning application was a comprehensive [Conservation Plan and Heritage Strategy](#) setting out the history of the area.

## 4. Character Area

### 4.1. Area Summary

Given the extensive progress of the Wellesley redevelopment and associated demolition of the former barracks and associated buildings, the focus of the Conservation area should be the preservation and contextualisation of heritage assets and the retention of important open spaces and the formal tree-lined road network. In addition, control over alterations to new development may be appropriate to ensure that its design and appearance respects the retained significant spaces and roads of the Conservation Area.

The areas of former MOD land now cleared and redeveloped should be removed from the Conservation Area, as should the Aldershot Centre for Health, Early Years Centre, Army Careers Centre and the 20<sup>th</sup> Century military housing in Lowe Close. Additional spaces and assets which should be included are the Wellesley military playing fields to the west of the A325, and a section of land to the north of the Basingstoke Canal which forms part of the historic setting to Queens Parade Recreation Ground.



The review map illustrates the spaces and areas affected by the boundary changes. In addition, consideration should be given to re-naming the Conservation Area to reflect the fact that 'town' does not describe it properly. i.e. 'Aldershot Military Conservation Area' or 'Aldershot Wellesley Military Conservation Area'.



#### **4.2. Views**

The landscape formation of plateaus and shallow slopes along with the grid iron layout make the Aldershot Garrison typical of a military development layout and street formation.



#### **4.3. Streetscape and Boundaries**

The overall appearance of the Conservation Area is defined by its military historic architecture and road layouts. The history is recalled by the names of roads, spaces and buildings. The original grain of the area is structured on the north-east to south-west orientation of the road grid pattern. The notable exceptions being Knollys Road, Hospital Road and Gallway Road.

The majority of military housing was focused along the former Wellington Lines and Stanhope and Montgomery Lines. Other key structural elements include the central spine road of Queens Avenue and the recreational and open land of Queens Parade. The redevelopment of the North and South Camps and the current Wellesley development have retained the historic street pattern.

Historic boundary treatments to plots are rare, due to the MOD open layout. A few hedges have historically defined spaces and some formal entrances have wrought iron gates, with brick and stone piers. Later metal fencing introduced by the MOD, some for security reasons, resulted in greater separation of the site from the public realm.

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

Open spaces are key features of the Conservation Area. Most spaces are associated with the military pattern of development. The army athletic grounds and pitches forms a significant area of open space. Views eastwards extend to the wooded boundary of the Basingstoke Canal. To the west of Queens Avenue is the recreational area of Queens Parade Ground.



Individual and groups of trees contribute significantly to the character and appearance of the Conservation Area. Red and white horse chestnut trees are the main species lining the roads, with some beech and oak. The trees define the visual and physical boundaries of roads no longer used and important historical routes and buildings. The tree cover outside the Conservation Area also contributes to views into and out of the area, with wooded hills surrounding the area beyond the adjacent settlements to the north, east and west.

The elevated topography along the ridge of the South boundary escarpment, along Knollys Road, Hospital Road and Gallway Road, afford significant views across the site. This section of the Conservation area has undulating topography, an irregular character to the road pattern and mature trees, which all contrast with the openness and functionality elsewhere within the area.

#### 4.5. Building forms and details

There are a number of listed buildings that are of regional importance in relation to their military architectural design and function;

- The Cambridge Military Hospital is associated with the pioneering work of the plastic surgeon Captain Harold Gillies, who started a unit at the hospital in 1915. 2000 patients from the Battle of the Somme were treated at the unit and the first patients from WW1, were all treated for jaw and facial injuries. The hospital was used as a local healthcare facility for Aldershot and Farnborough until 2009 when it closed.
- The Louise Margaret Hospital was built as a maternity hospital in 1897 and dedicated to the Duchess of Connaught.
- Fitzwygram House was established as a Veterinary School in 1888, by Captain John Shipp.
- A number of monuments and memorials have been placed within the conservation area, which play a significant part in the development and history of the Military Town and Aldershot.



The principal building materials are buff bricks and red/orange bricks with grey/blue/heather slate roofs and decorated soffit and barge boards. Yellow stock brickwork is also found, particularly for the pre-1890's buildings and as architectural features such as string courses and chimney stacks, and as the main material of some of the larger properties. Brick is an important building material for the

area. Early bonds of Flemish and English are evident, with a Stretcher bond at a later date. Other important materials and features are York stone, Portland stone, Bath stone, polychromatic brickwork and terracotta detailing. Granite sets formed part of the hard-landscaping detail for the modern barracks, with much of this still in situ. Other hard landscaping materials present are stone kerbs and Staffordshire blue brick paviours. In the 1960s, redevelopment of the area used concrete as a design material and for features. Little of this construction remains within the conservation area, however the retained listed Ramsden Garden Wall Memorial is characteristic of this era.



## 5. Listed buildings

Nationally Listed Buildings		
Address	Grade	Link to Historic England Record
Aldershot Military Museum M Block	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1109984">https://historicengland.org.uk/listing/the-list/list-entry/1109984</a>
Aldershot Military Museum N Block	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1109985">https://historicengland.org.uk/listing/the-list/list-entry/1109985</a>
British Army 2 <sup>nd</sup> Division World War I Memorial	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1393803">https://historicengland.org.uk/listing/the-list/list-entry/1393803</a>
British Arms – 8 <sup>th</sup> Division World War 1 Memorial	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1393804">https://historicengland.org.uk/listing/the-list/list-entry/1393804</a>
Church of St Andrew, Church of Scotland	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1391573">https://historicengland.org.uk/listing/the-list/list-entry/1391573</a>
Foxs Gymnasium, Queens Avenue	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1156234">https://historicengland.org.uk/listing/the-list/list-entry/1156234</a>
Garrison Church of St Michael and St George	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092606">https://historicengland.org.uk/listing/the-list/list-entry/1092606</a>
Maida Gymnasium, Queens Avenue	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1339698">https://historicengland.org.uk/listing/the-list/list-entry/1339698</a>
Main Block of Cambridge Military Hospital	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1339693">https://historicengland.org.uk/listing/the-list/list-entry/1339693</a>
Memorial to Lieutenant Reginald Archibald Cammel, Air Battalion royal engineers, Queens Avenue	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1393806">https://historicengland.org.uk/listing/the-list/list-entry/1393806</a>
Old Military Swimming Baths	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1272438">https://historicengland.org.uk/listing/the-list/list-entry/1272438</a>
Pediment Sculpture to the North of the Prince Consort Library	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092601">https://historicengland.org.uk/listing/the-list/list-entry/1092601</a>
Prince Consort's Library	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092600">https://historicengland.org.uk/listing/the-list/list-entry/1092600</a>
Royal Army, Veterinary Corps Laboratory	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1393221">https://historicengland.org.uk/listing/the-list/list-entry/1393221</a>
Smith Dorrien House, Queens Avenue	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1375566">https://historicengland.org.uk/listing/the-list/list-entry/1375566</a>
South East District Headquarters Building, Steeles Road	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1092611">https://historicengland.org.uk/listing/the-list/list-entry/1092611</a>
The Observatory, Queens Avenue	II	<a href="https://historicengland.org.uk/listing/the-list/list-entry/1302983">https://historicengland.org.uk/listing/the-list/list-entry/1302983</a>

<b>Locally Listed Heritage Assets</b>	
<b>Reference Number</b>	<b>Name and address of building or structure</b>
LL5017	Cavans Road - Cricket Pavilion South of Wavell House
LL5018	Cavans Road - Wavell House and Guardhouse
LL5041	Gallwey Road – Former Army Signalling School
LL5042	Gallwey Road - Chapel at Military cemetery
LL5043	Gallwey Road – Group of monuments (notable local people) Military Cemetery
LL5044	Gallwey Road – group of Outbuildings to north and north-west of Fitzwygram House
LL5047	Gun Hill - (jcn with Hospital Road) - Gun Hill House
LL5052	Hospital Road – (to west of Cambridge Military Hospital Main Block) Water Tower
LL5053	Hospital Road (north Side) - Cambridge House
LL5054	Hospital Road - Louise Margaret Hospital
LL5055	Hospital Road - Nurses Accommodation, Louise Margaret Hospital
LL5058	McGrigor Barracks, Hospital Road, Aldershot
LL5060	Louise Margaret Road - Officers Mess, Mandora Barracks
LL5062	Maida Road – Military Police barracks block 10m to north-east of South East District Headquarters
LL5068	Attached Buildings, Foxs Gymnasium, Queens Avenue, Aldershot
LL5069	Queens Avenue - Building to south-east of Old Military Swimming baths
LL5071	Queens Avenue - Canal Bridge
LL5072	Memorial to IRA Victims, Pennefathers Road, Aldershot
LL5073	Queens Avenue – Montgomery’s barn to south of Aldershot Military Museum
LL5074	Queens Avenue – Outbuilding to S of Basingstoke Canal (possible former Guardhouse) now Tailors shop
LL5150	St Michael’s House, Hospital Road (North side)
LL5151	Post Office to north of South East Headquarters, Queens Avenue
LL5152	Building 5m to north-east of South East Headquarters
LL5154	Queens Avenue – Cranborne House (north of South East District HQ)
LL5155	Queens Avenue – Alison House (north of South East District HQ)
LL5157	Knollys Road – Badajos and Salamanca Lodges
LL5161	Knollys Road – Socmanscote
LL5178	Redvers Buller Road - Marlborough Infants School
LL5179	Redvers Buller Road - Clocktower House

## 6. Management Plan

### 6.1. Introduction

The management plan outlines a positive strategy to deal with the threats and opportunities identified in the conservation appraisal.

The effect of incremental, small-scale change within a conservation area can be cumulative and negative, particularly when involving the loss of key architectural features such as chimneys, boundary walls or traditional windows and doors. Incremental change is particularly difficult to manage as it is not automatically managed through the planning system and therefore requires good stewardship by the residents and property owners.

### 6.2. Good stewardship

The active management of small-scale change within the conservation area is the responsibility of the people who live and work in that area. Community led conservation involves guiding positive change and positive regular maintenance. The owners of properties situated within a conservation area are caretakers of local heritage for future generations and commitment to good conservation practice is vital for preserving and enhancing its character and appearance.

Living in a well-maintained conservation area often increases property value and appreciation, as well as the general desirability of the area and its community value. Conservation areas are valued for their distinctiveness, visual appeal and historic character.

Historic England, the Society for the Protection of Ancient Buildings (SPAB) and other heritage bodies publish specialist guidance on the suitable maintenance and repair methods for different historic buildings and buildings affecting conservation areas. Key points to remember when looking to carry out repair work or install replacement features are:

- A method of repair that was suitable for one building may not be suitable for another. Repair and replacement should always be considered on a case-by-case basis;
- Repairs using appropriate materials and techniques are always preferable over wholesale replacement;
- Where a historic feature has degraded beyond repair, replacement should be carried out on a like-for-like basis;
- Where seeking to improve failing modern features, a traditionally-designed alternative using appropriate materials is preferable. For example, the replacement of uPVC gutters and downpipes with lead, cast iron or coated aluminium alternatives that better reflect the traditional character of the conservation area;
- Cement-based mortars and/or ribbon pointing are harmful to historic brickwork and masonry. Repairs to any pointing should be carried out in a Naturally Hydraulic Lime (NHL) mortar, after any cementitious mortar has been raked out. This will ensure the longevity of the historic built fabric;
- Due consideration should be given to the sustainability of the repair or replacement.
- Reversibility is an important consideration as better alternative may become available in the future;
- Historic external detailing should be retained or, where damaged beyond repair, replaced on a like-for-like basis. This includes (but is not limited to): the texture and colour of render; size and colour of bricks used, and the bond in which they are laid; hung tiles; and chimneystacks;
- The reinstatement of historic features that have been lost is favourable;
- The repair and replacement of windows can have a notable effect on the character and special interest of the conservation area, both positively and negatively. The aim should always be to retain historic windows wherever they survive, carrying out refurbishment work where

needed to make sure they remain usable. Timber frames are preferable over uPVC on the public realm elevations.

### 6.3. Positive & Negative Attributes

The following section details proposed actions to address some of the principal positive and negative features identified as part of the Character Appraisal process in Aldershot Military Town in order to ensure the continued protection and enhancement of the conservation area. There are elements within the conservation area that could be enhanced to help preserve established character, these are set out in the list below and help inform the proposed Article 4 Direction.

<b>Boundaries</b>	Traditional boundaries such as walls, railings and hedges should be preserved whenever possible.
<b>Roads</b>	The distinctive and historic configuration of the roads should be preserved.
<b>Trees</b>	Trees should be retained in the area, with trees being replaced when necessary.
<b>Front Gardens</b>	Hard surfacing of front gardens should be discouraged.
<b>Historic Features</b>	Historic features of buildings, such as string courses, barge boards, chimney stacks etc should be retained whenever possible.
<b>Maintenance</b>	Buildings within the Conservation Area should be maintained to a good state of repair.
<b>Design</b>	New developments should be of a good design and appropriate materials.

The conservation area analysis identified the following positive features which are important to preserve the character of the area and give it lasting value:

- Trees in both the public and private domain;
- Traditional boundaries such as walls, railings and hedges adjacent to highways;
- The distinctive and historic configuration of roads;
- Front gardens, green spaces and open areas;
- Historic features of buildings, such as string courses, barge boards, chimney stacks etc.

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

- New Satellite dishes visible from the public domain and existing ones no longer in use which should be removed;
- The loss of traditional boundary features; walls, railings and hedges;
- Hard surfacing of front gardens;
- The replacement of original windows in a manner not in keeping with the style and age of the property;
- The removal of trees;

- Boundary fencing in areas of the new development fronting significant heritage spaces;
- Repairs or extensions using materials that do not have a similar appearance to that of the original buildings;
- Installation of roof lights or solar panels that would protrude more than 50mm from the roof slope on elevations which front a highway;
- Wheelie bins visible from the highway rather than in concealed storage.

#### **6.4. Development Management and Article 4 Direction**

Conservation areas have greater planning controls over development due to their status. This restricts changes to the external appearance of any building within the conservation area as well as preventing buildings within a conservation area from being demolished. Further information is available in the Overarching Document and on our [conservation area](#) webpage. However, permitted development rights allow for certain types of alterations without the need for planning permission. Many of these alterations can have an unintended negative impact on the character or appearance of the area.

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

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

- the replacement, improvement or other alteration of windows or doors;
- the provision of a hard surface to the front of a property;
- the erection, alteration or removal of a chimney;
- the erection, maintenance or alteration of a gate, fence, wall or other boundary treatment fronting a property;
- the installation or replacement of satellite dishes or aerials;
- the erection or construction of a porch outside an external door to the front of a property;
- advertising signs

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

In summary any change to the conservation area should seek to:

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

#### **6.5. Implementation and Monitoring**

Progress on the implementation of the management plan and the extent to which planning policies in the Local Plan are complied with or effective in delivering community aspirations for conservation areas will be monitored through the council's authority monitoring report.

These assessments can then be used to review and, if necessary, modify the planning policies as part of the 5-year review of the local plan. They can also be used to review and, if necessary, modify this character appraisal and management plan as part of the ongoing review of the Borough's conservation areas.

DRAFT

**RUSHMOOR BOROUGH COUNCIL**  
**TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT)**  
**(ENGLAND) ORDER 2015 (AS AMENDED)**

**DIRECTION WITH IMMEDIATE EFFECT MADE UNDER ARTICLE 4(1)**

**WHEREAS** Rushmoor Borough Council being the appropriate local planning authority within the meaning of article 4(5) of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) are satisfied that it is expedient that development of the descriptions set out in Schedule 1 below should not be carried out on the land described in Schedule 2 and shown on the attached plan edged and hatched red("the Land"), unless planning permission is granted on an application made under Part III of the Town and Country Planning Act 1990 (as amended).

**NOW THEREFORE** the said local planning authority in pursuance of the power conferred on them by article 4(1) of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) hereby direct that the permission granted by article 3 of the said Order shall not apply to development on the Land of the descriptions set out in Schedule 1 below:

**SCHEDULE 1**

- (a) The replacement, improvement or other alteration of windows, being development comprised within Class A of Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class.
- (b) The conversion of garages to habitable rooms, being development comprised within Class A of Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class.
- (c) The provision of a hard surface which would front a relevant location, being development comprised within Class F of Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class.
- (d) The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure which would be within the curtilage of a dwellinghouse and would front a relevant location, being development comprised within Class A of Part 2 of Schedule 2 of the said Order and not being development comprised within any other Class.
- (e) The installation, alteration or replacement of a microwave antenna on a dwellinghouse, or within the curtilage of a dwellinghouse, being development comprised within Class H of Part 1 of Schedule 2 of the said Order and not being development comprised within any other Class.

## **SCHEDULE 2**

All properties located within the defined area on the attached map.

**THIS DIRECTION** is made under article 4(1) of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) and in accordance with Schedule 3 of that Order shall remain in force until X MONTH 2020 (being six months from the date of this direction) and shall then expire

**UNLESS** it has been confirmed by the appropriate local planning authority in accordance with paragraphs 1 (9) and (10) and paragraph 2 (6) of Schedule 3 before the end of the six month period.

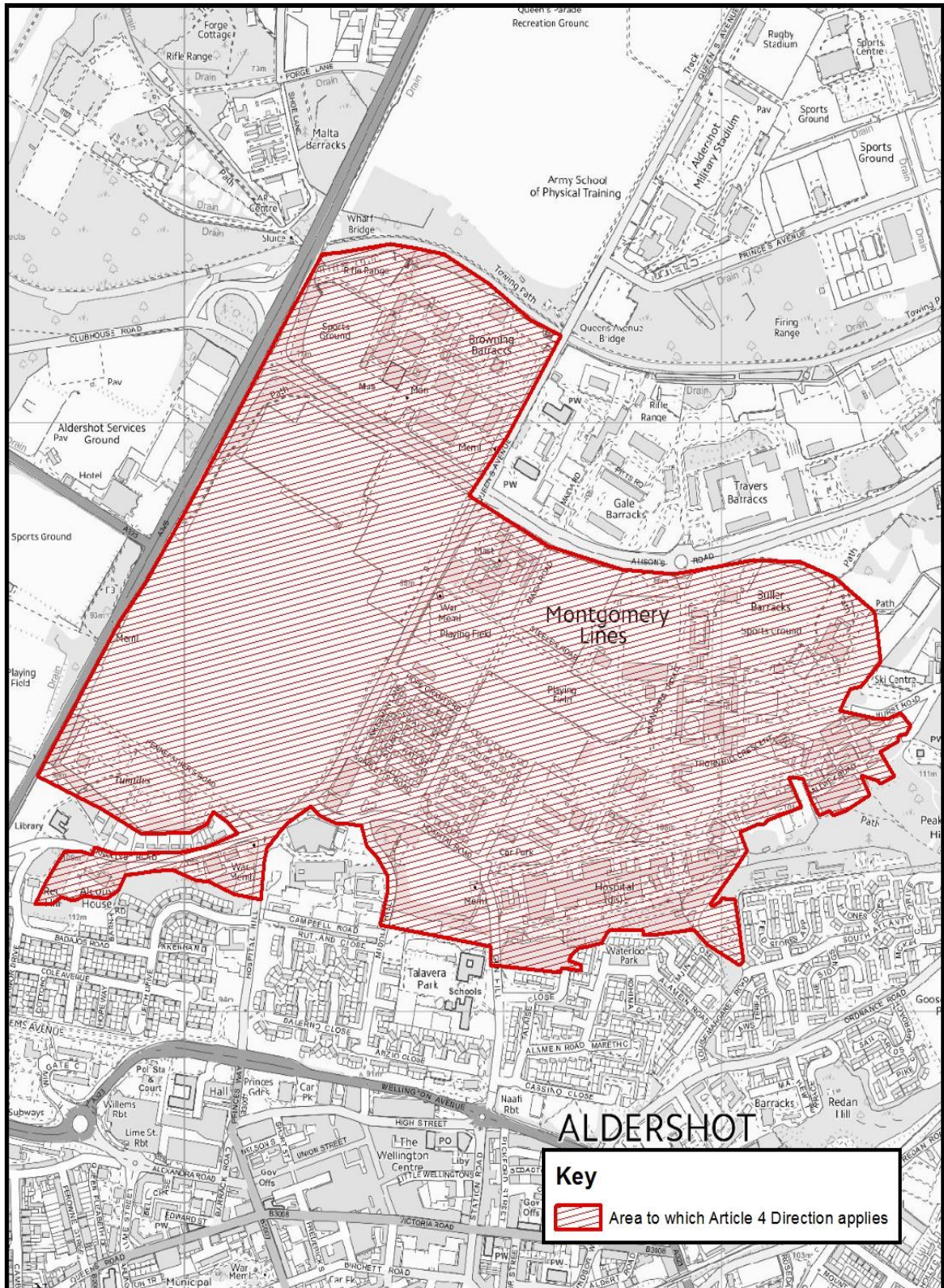
Made under the Common Seal of Rushmoor Borough Council  
this.....day of MONTH 2020  
The Common Seal of the Council was affixed  
to this Direction in the presence of

.....  
Corporate Manager-Legal Services

Confirmed under the Common Seal of Rushmoor Borough Council  
this.....day of MONTH 2020  
The Common Seal of the Council was affixed  
to this Direction in the presence of

.....  
Corporate Manager-Legal Services

## AREA TO WHICH ARTICLE 4 DIRECTION APPLIES



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CABINET

COUNCILLOR MAURICE SHEEHAN  
OPERATIONAL SERVICES PORTFOLIO  
HOLDER  
REPORT NO. OS 1916

16<sup>th</sup> DECEMBER 2019

KEY DECISION? YES

## RUSHMOOR PLAYGROUND STRATEGY

### SUMMARY AND RECOMMENDATIONS:

- The Chairman of the Policy and Projects Advisory Board (PPAB) presents the Rushmoor Playground Strategy which has been developed through PPAB with cross member involvement.
- The Strategy seeks to ensure provision of a network of high quality, diverse play facilities across the borough through the adoption of a hierarchy of sites. It seeks to maximise safety and play value by ensuring facilities are managed and maintained to a high standard. The strategy recognises the value of play facilities across the borough but highlights that additional consideration should be given to provision within areas of deprivation.
- Cabinet are recommended to approve the draft Rushmoor Playground Strategy 2020-2030.

## 1. INTRODUCTION

1.1. After referral from the Cabinet, the Policy and Projects Advisory Board have met on three occasions to consider the strategic approach to provision of playgrounds in the borough.

1.2. The Strategy has one overriding objective;

**“For every resident in the borough to have either a local equipped playground within a five-minute walk (0.4 km) or a neighbourhood playground within a fifteen-minute walk (1.2 km), complimented by destination facilities at key parks”**

## 2. BACKGROUND

2.1. The borough is well served by a network of play areas, some are owned and managed by the Council and others are privately owned. The quality of these facilities is highly variable, and many are nearing the end of their operational life.

- 2.2. A strategy is required to ensure investment is appropriately targeted across the network and to maintain a high-quality provision of playgrounds boroughwide.

### **3. THE STRATEGY**

- 3.1. Details of the strategy are included below, but for reference, the draft strategy is included at Appendix 1.
- 3.2. In developing the strategy, members of the Policy and Projects Advisory Board considered the following factors:
- 3.2.1. The right to play
  - 3.2.2. Assessment of demands
  - 3.2.3. Assessment of supply
  - 3.2.4. Good design and diversity of facilities
  - 3.2.5. Management and maintenance
  - 3.2.6. Community engagement
  - 3.2.7. Funding arrangements
- 3.3. The board concluded that the borough was well served with equipped playgrounds throughout the borough. There were very few areas where provision seemed light and some areas where there was clear overprovision.
- 3.4. Members also visited a range of playgrounds and concluded that the standard of provision was highly variable with some facilities at the end of their operational life, while others were provided to a very high standard. In most cases, members noted that the levels of use for the older, lower quality sites were notably less than the more recently provided facilities.
- 3.5. The strategy includes five key objectives:
- 3.5.1. For every resident in the borough to have either a local equipped playground within a five-minute walk (0.4 km) or a neighbourhood playground within a fifteen-minute walk (1.2 km), complimented by destination facilities at key parks**
  - 3.5.2. The Council will provide an appropriate hierarchy encompassing Destination, Neighbourhood and Local playgrounds.**
  - 3.5.3. The Council commits to manage and maintain playgrounds to a high standard to ensure a safe and high-quality experience.**
  - 3.5.4. The Council commits to continued assessment of population demographics to ensure appropriate level of provision**
  - 3.5.5. The Council commits to consideration of levels of deprivation when considering playground provision.**
- 3.6. The strategy also refers to the financing of the implementation of the plan, outlining that many required actions could be met from existing budgets, but others will require capital funding. The Council will also seek any opportunities to secure external funding for such schemes.

## **4. IMPLICATIONS**

### **Risks**

- 4.1. Failure to agree a strategic approach to the provision of playgrounds across the borough could lead to a less coordinated approach to renewal or replacement with greater variability in the quality of facilities.

### **Legal Implications**

- 4.2. With many play facilities nearing the end of their operational life, the risk of claims due to injury is likely to increase.

### **Financial and Resource Implications**

- 4.3. The revenue budget of £60k is already allowed for and there will be a requirement for Capital funding which will be brought forward on an annual basis as part of the budget setting process. Opportunities for external funding will also be sought.

### **Equalities Impact Implications**

- 4.4. None

## **5. CONCLUSIONS**

- 5.1. The Rushmoor Playground Strategy sets the strategic direction for the provision of equipped playgrounds for the next 10 years and is designed to help ensure appropriate and consistent provision across the borough.
- 5.2. The strategy has been developed by the Policy and Projects Advisory Board at the request of Cabinet and had strong cross-party support from the group.
- 5.3. Cabinet are recommended to approve the strategy as outlined in this report and attached at Appendix 1.

**BACKGROUND DOCUMENTS: None**

### **CONTACT DETAILS:**

**Report Author – Andy Ford** – Parks and

**Email :** [andy.ford@rushmoor.gov.uk](mailto:andy.ford@rushmoor.gov.uk)

**Tel:** 01252 3988771

Guided by PPAB – Chairman Jonathan Canty

**Head of Service – James Duggin**, Head of Operational Services

**Email:** [james.duggin@rushmoor.gov.uk](mailto:james.duggin@rushmoor.gov.uk)

**Tel:** 01252 398543



# Rushmoor Playground Strategy

## 2020 – 2030



**RUSHMOOR**  
BOROUGH COUNCIL

## **Contact Us**

If you have any queries regarding this document, please do not hesitate to contact a member of the Operations Team.

By email at: [contracts@rushmoor.gov.uk](mailto:contracts@rushmoor.gov.uk)

By phone on: 01252 398399

By post to:

Rushmoor Borough Council

Operations Service

Council Offices

Farnborough Road

Farnborough

Hampshire

GU14 7JU

## **Context and Background**

This strategy has taken into account the following factors when formulating its strategic objectives.

- The Right to Play – Rushmoor recognises every child's right to play opportunities within the borough.
- Assessment of demand – The demographics of the borough and the number of children playgrounds are to serve.
- Assessment of Supply – The national and local guidelines for playground provision and the number of sites currently available.
- Good design providing exciting and diverse facilities.
- Appropriate management and maintenance
- Community engagement.
- Appropriate finance.

## **Summary**

This Strategy covers the following objectives;

- To provide a network of high quality, diverse play facilities across the borough.
- To utilise a hierarchy of play facilities
  - Destination
  - Neighbourhood playgrounds
  - Local playgrounds
- To ensure that the facilities are managed and maintained to a high standard to ensure a safe and high-quality experience.
- To ensure additional consideration is given to sites located within areas of deprivation.

The Strategy provides the guidelines for the continued and future provision of equipped playground sites and informs the final Playground Action Plan for the next ten years.

## Implementing the Strategy

The objectives identified will provide direction for the next ten years, (2020 – 2030). A number of the suggested actions can be addressed within the existing budgets, including the annual funding allocated to playground maintenance. Others, such as the upgrade, replacement or relocation of playgrounds will require a commitment of capital funding. It is recommended that projects are submitted for capital funding each year based on priorities identified in the Action Plan. Developer contributions (S106), external funding (Landfill Community Fund) and grant funding can also be sought to contribute to project development. It is important to note that the Playground Strategy does not commit the Council to implementing all suggested actions. However, the Strategy will guide the Council in improving playgrounds and better servicing the community as resources become available.

## Vision

This strategy sits under the Councils overall vision **Your Future, your place – a vision for Aldershot and Farnborough 2030**

- Strong communities, proud of our area – great public spaces and places where people can meet for a wide range of affordable leisure, cultural and community activities.
- Healthy and green lifestyles – everyone will have access to parks and green spaces and to affordable facilities so they can lead active and healthy lifestyles.

The underlying vision that underpins the provision of playgrounds within this Strategy is:

**“The Council is committed to providing a range of play experiences that are accessible, safe and fun.”**

## Overriding Objective

**“For every resident in the borough to have either a local equipped playground within a five-minute walk (0.4 km) or a neighbourhood playground within a fifteen-minute walk (1.2 km), complimented by destination facilities at key parks.”**

## Strategic Objectives

High Quality Diverse Play Facilities
<p>The Council recognises the value of high-quality equipment and appropriate design when implementing playground provision across the borough and the need for different challenges across different sites.</p> <p>To help meet this objective and to provide a wide ranging and diverse level of playgrounds across the borough to cater for differing play needs the Council will adopt a system of hierarchical provision as follows;</p> <ul style="list-style-type: none"><li>• Destination sites within select main parks with complimentary facilities such as parking and café.</li></ul>

<ul style="list-style-type: none"> <li>• Neighbourhood sites within parks and larger open spaces.</li> <li>• Local sites within residential areas.</li> </ul>	
<b>Quality Objectives</b>	<b>Objective 1: The Council commits to providing a network of high-quality, diverse play facilities.</b>  <b>‘For every resident in the borough to have either a local equipped playground within a five-minute walk (0.4 km) or a neighbourhood playground within a fifteen-minute walk (1.2 km), complimented by destination facilities at key parks.’</b>
	<b>Objective 2: The Council will provide an appropriate hierarchy encompassing Destination, Neighbourhood and Local playgrounds.</b>
<b>Management &amp; Maintenance</b>	
<p>The Council understands and commits to ensuring that playground facilities are managed appropriately to ensure they remain in good condition, are safe and fit for purpose.</p>	
<b>Management Objective</b>	<b>Objective 3: The Council commits to manage and maintain playgrounds to a high standard to ensure a safe and high-quality experience.</b>

<b>Demographics and Deprivation</b>	
<p>The Council will continue to assess the demographics of given areas when considering new or refurbished facilities and commits to considering levels of deprivation and how such factors may impact provision.</p>	
<b>Demographic Objective</b>	<b>Objective 4: The Council commits to continued assessment of population demographics to ensure appropriate level of provision.</b>
<b>Deprivation Objective</b>	<b>Objective 5: The Council commits to consideration to levels of deprivation when considering playground provision.</b>

CABINET

COUNCILLOR MAURICE SHEEHAN  
OPERATIONAL SERVICES  
PORTFOLIO HOLDER

Date 16 DECEMBER 2019

Report No. OS1915

KEY DECISION: YES

**PROCUREMENT OF A NEW LEISURE OPERATING CONTRACT AND FUTURE  
LEISURE PROVISION**

**SUMMARY:**

This report sets out the proposed approach for the procurement of a new leisure operating services contract covering the Farnborough Leisure Centre and Aldershot Indoor Pools and Lido complex. The approach takes into account procurement advice and a strategic needs analysis, developed following public engagement and consultation with local user groups.

The report also sets out a proposed facility mix for a new leisure provision in Farnborough, which would be undertaken alongside the procurement process and linked to the regeneration of the Civic Quarter.

**RECOMMENDATIONS:**

1. That the new contract be procured using a process of competitive dialogue as described in this report and the Head of Operational Services in consultation with the Operational Services Portfolio Holder be authorised to carry out the process fully to include making amendments to and finalising the documentation for use throughout the procurement process.
2. The procurement documentation and conditions of contract set out in appendices 3 to 6 be agreed as the basis for the procurement.
3. That a total procurement project budget of £50,000 be included in the revised revenue estimates for 2019/20 with flexibility to carry forward any unspent balance into 2020/21.
4. In order to bring forward the next stage of a new leisure centre in Farnborough as agreed in the Corporate plan, the facility mix as set out in paragraph 4.9 be agreed, and that £100,000 of the Civic Quarter Farnborough Development Capital Budget, approved by Council in February 2019 is set aside for the feasibility and design work for the Leisure Centre.
5. The Cabinet authorises officers to work with the indoor bowling club to look at alternative options for indoor bowls and that a budget of £10,000 be agreed to support initial feasibility work.

## **1. INTRODUCTION**

- 1.1 The purpose of this report is to set out the proposed approach for the procurement of a new leisure operating services contract covering the Farnborough Leisure Centre and Aldershot Indoor Pools and Lido complex.
- 1.2 The report also sets out a proposed facility mix for a new leisure provision in Farnborough, which would be undertaken alongside the procurement process and linked to the regeneration of the Civic Quarter.

## **2. BACKGROUND**

### **Current Operating Contract**

- 2.1 The Council's Leisure facilities at Farnborough Leisure Centre and Aldershot Pools and Lido are currently run by Places Leisure Ltd. The contract has been in place since 2002 and is currently subject to a 2-year extension to 31<sup>st</sup> March 2021.
- 2.2 The current contract is structured such that the Council pays the operator to run its facilities. This arrangement was the norm with operational management contracts for leisure facilities let at the time but is no longer in-line with trends in the market. The procurement of a new contract will derive significant financial benefits to the Council, along with reduced operational risks.
- 2.3 Developing a new contract also presents an opportunity to refocus the service and align it with the Council's vision to 2030, specifically contributing to the strong communities and healthy lifestyles themes. This can be achieved through placing greater emphasis on health and wellbeing (both physical and mental) and a requirement for the operator to increase participation, particularly from disadvantaged and under-represented groups.

## **3. EXISTING FACILITIES**

### **Farnborough Leisure Centre**

- 3.1 The existing centre was constructed over 40 years ago in two phases, with the wet side being constructed several years before the dry side. It is a multi-purpose leisure centre operated via a leisure management contract with Places Leisure Ltd.
- 3.2 The facilities include: 33.3m main pool, 12.8m teaching pool, 100+ station fitness gym, cafeteria, 3 squash courts, 10 lane ten pin bowling, sauna and steam rooms, creche, soft play area, 10 court sports hall, 6 rink indoor bowls green, meeting rooms, treatment rooms office accommodation, multi activity rooms and dance studios. The leisure centre attracts over 600,000 visits a year, with over 200,000 visits for health and fitness and 150,000 visits for swimming.
- 3.3 In February 2019 the Council appointed GT3 Architects and Strategic Leisure Limited to look at options for the future provision of Farnborough leisure Centre

as part of its wider regeneration of the Farnborough Civic Quarter. Their conclusions of the facility were that the leisure centre was in a central town location with good transport links, that it was fully accessible and DDA compliant, competitively priced with a large range of activities. However, it was noted that the external appearance was dated, the car park refund system was cumbersome, the main pool was non-compliant for competitive swimming, the flat roofs require on-going maintenance, the plant was becoming obsolete and non-maintainable with poor energy efficiency with increasing maintenance liabilities, and that the existing building has few merits of a refurbishment scheme.

### **Aldershot Pools and Lido**

- 3.4 The Aldershot Indoor Pools were built in 1975 and the Lido built in 1930 and are both operated via a leisure management contact with Places Leisure Ltd. The facilities include: 25m indoor main pool, 12.5m indoor teaching pool, 50+ station fitness gym, traditional male and female changing rooms, vending machines (indoor only), large outdoor unheated lido (1.5 million gallons), 9 acres of parkland with picnic tables and benches, 3 water flumes, diving area, paddling pool, large play sandpit, franchised café and catering outlets, male and female changing rooms, 2 x 3G floodlit football pitches, 180 space car park with overflow parking in the adjacent Aldershot Park. The Indoor Pools attracts around 120,000 swimming visits, 85,000 gym visits and 95,000 spectator visits annually. The Lido attendances vary due to the seasonal nature of the facility with attendances between 31,000 and 39,000 in the last 3 years.
- 3.5 The consultants made the following comments about the facilities: The Pools and Lido are situated in an out of town location in 9 acres of mature parkland. The facilities had reasonable transport links and were clearly signposted with a large car park. The facilities are DDA compliant and the indoor pools have a 'community' feel. The swimming and gym activities are competitively priced. However, they noted that the facilities were tired and dated and in need of significant refurbishment to bring them up to current standards and customer expectations. The original filtration, pipework and circulation systems to the Lido are over 80 years old and are a serious maintenance liability together with the chlorine gas disinfection system and other plant and roof liabilities would require over £1.5 million investment. The unusual kidney shaped main lido pool requires a minimum of 12 lifeguards to be on duty which keeps the operating costs high as these staff members need to be specifically 'lido' trained for its safe operation. Their view regarding investment in the facilities was seen as a challenge due to the short (80 days) summer season, and that an integrated indoor and outdoor facility would be the best compromise.

## **4. FUTURE LEISURE PROVISION**

### **Farnborough**

- 4.1 In February 2019 GT3 Architects along with Strategic Leisure limited were appointed to look at options for the future provision of Farnborough Leisure Centre as part of the wider development of the Civic Quarter.

- 4.2 A detailed Headline Needs Analysis (appendix 1) was carried out which provides a strategic assessment of the existing Farnborough Leisure Centre facilities and sets out the consultation feedback from the public, existing operator, clubs and users.
- 4.3 The report looks at the demographic of the Borough and takes into account key statistics in relation to the future provision of sport and physical activity. The key factors to reflect in terms of future provision include:
- A growing population;
  - An ageing population;
  - A population that is growing in ethnic diversity;
  - A population with key groups of inactive people;
  - The need to provide facilities and activities which encourage and support increased levels of physical activity, and behaviour change in the inactive; and
  - A specific need to provide activities for those with life limiting disabilities, males, young people aged 16-34 and those in middle social grades.
- 4.4 Section 4 of the Headline Needs Analysis focuses on analysis of existing provision across the Borough and highlights areas where change may be desirable. It suggests a move to a 25m 8 lane pool from the current 33m 6 lane pool and proposes that a sports hall should be of a more flexible design. If squash courts are retained they should be of a multi-use design. Consideration of the current 6 rink indoor bowls hall identified that the space was underutilised for around a third of the available time and due to its specialist flooring is difficult to use for alternative activities. Whilst the club has 350 members, visits have decreased annually from around 16,400 in 2014/15 to 14,200 in 2018/19.
- 4.5 Section 5 of the Headline Needs Analysis makes recommendations for the facilities mix for the future provision in a new Leisure Centre as set out below:

NEW FARNBOROUGH LEISURE CENTRE	
•	1 x 25m x 8 lane main pool.
•	Spectator provision – limited permanent poolside seating, with the ability to bring in seating for competitive events as needed.
•	Village change conforming to safeguarding guidance; fully inclusive; Changing Places room. Village style changing, plus group changing rooms.
•	1 x 20m x 4 lane intermediate pool with a movable floor.
•	Fitness Suite - 150-170 stations.
•	1 x 6 or 8 court main sports hall.
•	2 x multi- purpose sprung floor studios
•	1 x permanent spinning studio
•	2 x squash courts with moving wall so can be converted into multi-purpose activity space
•	1 x 10 pin bowling alley.
•	1 x Café with 60 + covers.
•	Clip and climb adjacent to café/soft play
•	Beauty/physio rooms etc if on rental income basis.
•	Retail space of 50 sq. m.
•	Vending machine space
•	1 x sauna and steam suite.

- 4.6 In relation to indoor bowls the Headline Needs Analysis identified that as an alternative, indoor bowling could be provided as a stand-alone facility. The build cost of a stand-alone facility or repurposing an existing building or facility would have a lower build cost than the estimated £2.7m cost of incorporating in a new facility (1000sqm of space based on a build cost of £2,700/sqm).
- 4.7 On this basis a facilities mix for the new leisure facility is being recommended based on the table in 4.5 above including a 25m pool, flexible sports hall and squash facilities but excluding indoor bowls.
- 4.8 Recognising that there are 350 indoor bowling club members it is important that alternative options are considered over the coming months. The club have been advised that the Council wishes to work with them to identify options. It is proposed that a budget of £10,000 be agreed for initial feasibility work.

### Emerging Brief

- 4.9 The facilities mix as outlined in 4.5 has been taken by GT3 Architects and used, together with stakeholder consultation, to inform an emerging brief which incorporates the proposed facility mix but with 150 station fitness suite, an 8 court sports hall and 250 spectator seats overlooking the main pool hall to facilitate competition.

## Design Brief

- 4.10 Based on the emerging brief GT3 architects created a design brief which includes an options analysis effectively setting out 3 options for the centre:
- A. Refurbishment option – Refurbishment of the existing centre, leaving activities and facilities as they currently are but up-grading to a higher standard.
  - B. Refurbishment and extension – Refurbishment of existing centre, plus extending the building to ensure the building meets the emerging brief requirements
  - C. New build – Demolition of existing centre (phased approach) to be replaced with new facilities.
- 4.11 The table below summarises the cost implications of refurbishment vs new build:

Option's analysis carried out by GT3 Architects	
Cost of refurbishment of Farnborough Leisure Centre (existing facility mix)	£30 Million
Cost of refurbishment of Farnborough Leisure Centre (emerging brief)	£40 Million
Cost of new build of Farnborough Leisure Centre	£18-24 Million

## Civic Quarter Considerations

- 4.12 The Council is working through the Rushmoor Development Partnership (RDP) to develop a new masterplan for the Civic Quarter which will include where on the site the new leisure centre will be located. The RDP has appointed LDA Architects to undertake this work and the current master planning programme has a target planning application submission of spring/summer 2020. There will be a range of public engagement opportunities before the planning application is submitted.

- 4.13 It is important to note that the options analysis set out at 4.11 is based on the assumption that a new centre would be on the existing site. Further feasibility and design work are required including the LDA master planning work for the Civic Quarter, further site considerations and options for funding of a new centre. Further detailed reports will be presented to cabinet in due course
- 4.14 Taking into account the above there is a requirement for further feasibility work as set out in paragraph 9.7 of this report.

### **Aldershot**

- 4.15 Although this report focusses on a new provision for Farnborough, the council accepts that a long-term sustainable solution is required for Aldershot Indoor Pools and Lido. It is proposed that throughout the dialogue stages of the operator procurement process that bidders generate ideas/give thought to provide a future facility at Aldershot that meets the needs and aspirations of the local community, whilst also providing a facility that is affordable in the long term.

## **5. TASK AND FINISH GROUP**

- 5.1 A cross-party Task and Finish group was established as part of the Projects and Policy Advisory Board to guide the operator procurement, particularly through making recommendations on key issues contained within the services specification and the approach to procurement. Additionally, the group will be asked to consider key topics that are raised as part of dialogue with bidders, form part of the dialogue process in the final stage of the procurement and monitor the evaluation and award process.
- 5.2 To date the Task and Finish group have met on three occasions, two of which have been in the current municipal year. At the meeting held on the 23 July Members were introduced to the project and appraised of progress to date and at a meeting on 15 August, took part in a workshop to develop key sections of the services specification.
- 5.3 Members of the Task and Finish Group were keen to ensure that the services specification supported the 4 key priority areas of the Council plan (People, Place, Better Services and Partnership) and their comments have helped to form the services specification and contract for this procurement.

## **6. PROCUREMENT ROUTE &TIMETABLE**

### **Procurement Route**

- 6.1 This procurement is above EU threshold procurement values of £181,302 and therefore subject to The Public Contracts Regulations 2015.
- 6.2 Following feedback from pre-procurement engagement, the Council proposes to utilise the newly revised Sport England Toolkit in order to guide the procurement in terms of best practice and identifying key principles. This

documentation has been developed by Sport England in partnership with key stakeholders and has been used successfully in numerous tenders since its development.

6.3 Although leisure services are classed as “light touch” in terms of procurement procedure, the main elements of EU and the Council procurement rules still apply. The Council believes in order to get the best outcome from this opportunity is to carry out a process akin to Competitive Dialogue, the procedure used for the Environmental Services Contract that was awarded in 2017. This will enable tenderers to develop and discuss proposals with the Council as well as having input into the design of Farnborough Leisure Centre.

6.4 The main elements of the process are:

- Pre-qualification
- Bidders Day
- Dialogue phase
- Tenderers’ outline submissions (Stage 1)
- Evaluation, moderation and shortlisting (to 2 highest scoring bidders)
- Refinement of documents
- Further Dialogue with shortlisted bidders
- Tenderers’ final submissions (Stage 2)
- Evaluation and moderation
- Contract award and implementation

6.5 There will be two stages of procurement:

- a. Outline solutions (Stage 1)
- b. Final tender- (Stage 2) (to include the 2 highest scoring bidders from the outline stage)

6.6 The proposed Timetable is set out at Appendix 2.

6.7 Consideration has been given to who will form the evaluation team and what their role will be. Time has been allocated to ensure enough resource is available at the critical times. The team will include specialist expertise in the key areas associated with service delivery.

6.8 Members of the Task and Finish group will be invited to attend a session with bidders at the final tender stage and will also be invited to join the evaluation teams in their moderation sessions.

## **7. CONDITIONS OF CONTRACT**

7.1 The Leisure Operating Contract has been drafted using the recently revised Sport England toolkit and is tailored to be specific to the Council’s requirements. The contract enables a greater transfer of risk to the Operator. A copy of the draft contract can be found at Appendix 3.

- 7.2 The new operator will take over the existing facility on 1<sup>st</sup> April 2021. The contract has been drafted to provide a robust change mechanism in the event that a new centre is built which can be found at schedule 22 of the contract.
- 7.3 Competitive Dialogue is a dynamic process and bidders will expect to negotiate changes to specific clauses within the contract documentation. It is therefore vitally important that the council can react to these quickly and agree a negotiated position. It is therefore proposed that the delegation is given so that any changes to the conditions of contract be agreed with the Portfolio Holder during the course of the procurement process.

### **Services Specification**

- 7.4 The Services Specification forms a key part of the Leisure Operating Contract and sets out the required standards that the operator shall meet during the contract period.
- 7.5 As with the Contract this has been drafted using the Sport England toolkit along with input from the Head of Operational Services, Service Manager, Service leads and the Task and Finish Group. A copy of the draft specification can be found at Appendix 4.

## **8. TENDER EVALUATION MODEL**

- 8.1 The tender evaluation model forms a significant part of the procurement process. The Council usually evaluates tenders using a standard weighting of 60% to price and 40% to quality. The quality aspect is the tender response to the 14 method statements (Appendix 5) which will also inform the dialogue agenda.
- 8.2 The dialogue process enables the Council to vary these weighting's if indicated at the start of the process. The evaluation model proposes to evaluate stage 1 submissions with a weighting of 60% quality and 40% price. The number of bidders will then be reduced to 2 and their final tenders (stage 2) will be evaluated as 50% quality and 50% price.
- 8.3 The evaluation model can be found at Appendix 6.

## **9. IMPLICATIONS**

### **Risks**

- 9.1 The existing leisure operating contract expires on the 31<sup>st</sup> March 2021 and has been in place since 2002. If we do not proceed with the procurement we could be subject to legal challenge.
- 9.2 If we are not clear on the facilities mix of a potential new facility in Farnborough, we may not attract the best value bids from potential operators.

## **Legal Implications**

- 9.3 As the existing contract has been extended to the end of its term the service must be re-procured. This report sets out the methodology and basis for doing so. As the Contract value is over the EU threshold procurement values of £181,302 it is therefore subject to The Public Contracts Regulations 2015.

## **Financial Implications**

### **Leisure Operator Procurement**

- 9.4 The Council currently pays the existing Operator to run its facilities. An analysis carried out by Strategic Leisure as part of a Pre-Procurement Advice report outlines that by re-procuring the contract based on the existing facilities and moving from the current position where the Council makes a payment to our operator, to one where the Council receives a payment, the Council could look to make significant savings. Based on this year's figures potential savings of circa £600,000 per annum could be realised with a further £300,000 per annum for a new Leisure Centre in Farnborough.
- 9.5 The report, which can be found at exempt appendix 7, also includes a headline options appraisal to evidence which future operational delivery model the Council should employ – specifically an assessment of the in-house option compared to the outsourced. The report found that an in-house option is likely to be the most expensive form of future service delivery and would be unable to achieve any savings without rationalising the service by closing some facilities.
- 9.6 To support the procurement process an additional budget of £50,000 is required to cover legal and specialist consultancy.

### **Farnborough Leisure Centre**

- 9.7 On the basis that the proposed facility mix for a new leisure provision in Farnborough be agreed, it is requested that a budget of £100,000 be agreed to enable further feasibility and design work for a new Leisure Centre in Farnborough. Further detailed cabinet reports will be presented in due course.

## **Equalities Impact Implications**

- 9.8 None.

## **10. CONCLUSIONS**

- 10.1 The leisure offer in the area is of key strategic importance and one that is pivotal to the successful delivery of the Council's Vision to 2030, encouraging strong communities and healthy lifestyles. A new Leisure Centre in a redeveloped Civic Quarter in Farnborough will become a key destination, providing a wide range of leisure and sports activities for many years to come.

- 10.2 The Council's existing leisure operating contract is in need of modernisation and re-procurement to ensure the needs of local residents are being appropriately addressed. The proposed new contract will focus on encouraging greater levels of participation overall and opportunities to specifically target groups with lower levels of activity to engage with leisure activities. Initial work indicates that the new contract should also make a significant contribution towards improving the Council's financial position by moving from a contract where the Council pays the operator to one where the operator pays the Council to run the facilities.
- 10.3 Cabinet are asked to consider the details set out in the report and approve the recommendations as outlined on page 1 of this report to allow the progression of the design work for the new leisure centre and the commencement of the procurement of a new operator.
- 

#### **CONTACT DETAILS:**

**Report Author:** Johanna Cohen, Projects and Improvement Manager

**Head of Service:** James Duggin / james.duggin@rushmoor.gov.uk  
01252 398543

#### **BACKGROUND DOCUMENTS:**

a) Farnborough Family Entertainment & Leisure Centre – Briefing document  
28.05.2019

**APPENDICES (all held on Council's website [here](#), except Appendix 7 which is confidential and only available to authorised personnel):**

Appendix 1 - Headline needs analysis

Appendix 2 - High level project plan

Appendix 3 - Conditions of contract

Appendix 4 - Specification and appendices

Appendix 5 - Method statements

Appendix 6 - Tender evaluation methodology

Appendix 7 - Pre procurement report (confidential)

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