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Simon Young, Solicitor Head of Legal and Democratic Services



LICENSING AND PLANNING POLICY COMMITTEE

Thursday 21 April 2016 at 7.30 pm

Town Hall

The members listed below are summoned to attend the Licensing and Planning Policy Committee meeting, on the day and at the time and place stated, to consider the business set out in this agenda.

Councillor Graham Dudley (Chairman)
Councillor David Wood (Vice-Chairman)
Councillor Michael Arthur
Councillor Tony Axelrod
Councillor Rob Geleit

Councillor Tina Mountain Councillor Martin Olney Councillor David Reeve Councillor Humphrey Reynolds Councillor Clive Smitheram

Yours sincerely

Head of Legal and Democratic Services

For further information, please contact Fiona Cotter, tel: 01372 732124 or email: fcotter@epsom-ewell.gov.uk

AGENDA

1. QUESTION TIME

To take any questions from members of the the Public

Please note: Members of the Public are requested to inform the Democratic Servicers Officer before the meeting begins if they wish to ask a verbal question to the Committee.

2. DECLARATIONS OF INTEREST

Members are asked to declare the existence and nature of any Disclosable Pecuniary Interests in respect of any item of business to be considered at the meeting.





3. MINUTES OF PREVIOUS MEETING (Pages 3 - 6)

The Committee is asked to confirm as a true record the Minutes of the Meeting of the Committee held on 18 February 2016 (attached) and to authorise the Chairman to sign them.

4. HACKNEY CARRIAGE FARE TARIFF/ACCEPTANCE OF CARD PAYMENTS IN TAXIS (Pages 7 - 18)

The Committee is asked to consider if it should be mandatory for licensed Hackney Carriage Vehicles to have the facility for credit/debit card payments

5. CANDIDATE ASSESSMENT OF CONSERVATION AREA - LINKS ROAD, EPSOM (Pages 19 - 40)

This report asks the Committee to consider the conclusion and recommendation of the Assessment of the Candidate Conservation Area; and that on basis recommends that no further action be taken by the Borough Council

6. PERFORMANCE MANAGEMENT: PROVISIONAL TARGETS FOR 2016/17 (Pages 41 - 44)

This report sets out the Committee's Performance Management Provisional Targets for 2016/17.

Minutes of the Meeting of the LICENSING AND PLANNING POLICY COMMITTEE held on 18 February 2016

PRESENT -

Councillor Graham Dudley (Chairman); Councillor David Wood (Vice-Chairman); Councillors Michael Arthur (for Items 41 to 44), Tony Axelrod, Rob Geleit, Martin Olney, David Reeve, Humphrey Reynolds and Clive Smitheram

Absent: Councillor Tina Mountain

Officers present: Karol Jakubczyk (Planning Policy Manager) and Sandra Dessent (Democratic Services Officer)

41 QUESTION TIME

No questions were asked or had been submitted by members of the Public.

42 MINUTES OF PREVIOUS MEETING

The Minutes of the Meeting of the Licensing and Planning Policy Committee held on 10 December 2015 and the Special Meeting of the Licensing and Planning Policy Committee on 19 January 2016 were agreed as a true record and signed by the Chairman.

43 DECLARATIONS OF INTEREST

No declarations of interest were made by Councillors in items on this Agenda.

44 EPSOM TOWN CENTRE OFFICES AT RISK OF CONVERSION TO RESIDENTIAL: CONFIRMATION OF ARTICLE 4 DIRECTIONS

Following the Secretary of State's decision to extend the permitted development regime relating to a change of use from office to residential, it was proposed to use a series of highly focused Article 4 Directions to protect buildings and sites in Epsom Town Centre that had been assessed as being at risk.

The process included an initial consultation period that provided interested parties with an opportunity to make their views known to the Council. Responses were received for seven of the nineteen Article 4 Directions.

The Committee considered the landowner comments and Officer responses detailed in the New Article 4 (1) Directions Epsom Town Centre – Landowner Comments and Officer Responses report. The Committee also received copies

of a letter received from DLA Piper (on behalf of the new owners of the Job Centre, East Street) containing additional comments objecting to the serving of an Article 4 direction on the Job Centre. The Committee noted and discussed the additional comments alongside Officers' commentary set out in the Committee report, which highlighted the constraints to permitted development changes of use involving A2 (Financial and Professional Services) uses. Three buildings were identified for further consideration, namely; Job Centre, 50 East Street, Glen House, East Street and 69-71 East Street. The Committee were informed that it was not known if the Government would make further changes to the permitted development regime, however any subsequent modifications would be brought to the attention of the Committee and dealt with in accordance with the Council's policies.

The Committee was informed that the Secretary of State had requested and subsequently been provided with further information on the introduction of Article 4 Directions. The Secretary of State had not responded, but Officers agreed to keep the Committee informed on any further developments.

Subject to the amendment of typographical errors in the New Article 4 (1) Directions Epsom Town Centre – Landowner Comments and Officer Responses January 2016 document, the Committee agreed the following recommendations:

- (1) The immediate confirmation of the Article 4 Directions relating to buildings and sites in Class B1 (Office) use.
- (2) To allow the three Article 4 Directions for three specific buildings in Class A2 (Financial and Professional Services), namely Job Centre, East Street; Glen House, East Street and 69-71 East Street to lapse (after a six month period 28 June 2016).

Note: Councillor Michael Arthur left the at 21.00 and did not return to the Chamber

45 REVISED SUSTAINABLE DESIGN SUPPLEMENTARY PLANNING DOCUMENT - CONSIDERATION OF CONSULTATION RESPONSES AND ADOPTION

The existing Design Supplementary Planning Document SPD was adopted in 2012 and forms part of the Local Plan. The document provided detailed guidance on the implementation of Core Strategy Policy CS6. A revised version was prepared which took into account changes to national policy, legislation and advances in good practice.

A public consultation on the proposed changes took place and five responses were received. The Committee received a summary of the consultation responses and a revised Supplementary Planning Document, incorporating the recommended changes.

The Committee considered the responses and the revised Supplementary Planning Document and were informed that the document purpose was to strengthen and support the planning process for developers and householders in identifying opportunities to integrate sustainability into their development.

Accordingly, the Committee agreed to the adoption of the Sustainable Design Supplementary Planning Document.

The meeting began at 7.45 pm and ended at 9.15 pm

COUNCILLOR GRAHAM DUDLEY (CHAIRMAN)

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HACKNEY CARRIAGE FARE TARIFF/ACCEPTANCE OF CARD PAYMENTS IN TAXIS

Report of the: Head of Housing and Environmental

Services

Contact: Rachel Jackson

Urgent Decision?(yes/no) No
If yes, reason urgent decision required: N/A

Annexes/Appendices (attached): Annexe 1: Press release from Transport

for London regarding card

payments.

Annexe 2: Consultation letter sent to all

licensed Hackney Carriage

Drivers.

Annexe 3: Responses from consultees

Other available papers (not attached): None

REPORT SUMMARY

The Committee is asked to consider if it should be mandatory for licensed Hackney Carriage Vehicles to have the facility for credit/debit card payments.

RECOMMENDATION (S)

That the Committee decide whether or not to require all Epsom & Ewell licensed Hackney Carriages to be fitted with a credit/debit card payment or other cashless payment facility in line with Transport for London (TfL) requirements.

Notes

- 1 Implications for the Council's Key Priorities, Service Plans and Sustainable Community Strategy
 - 1.1 None applicable for the purpose of this report.

2 Background

2.1 This Council has a longstanding and unique dual licensing arrangement with Transport for London (TfL). This allows for a Hackney Carriage licensed by the TfL to be licensed with the Borough. This arrangement was initially intended to allow an effective transition from the old Greater London Authorities. Under this arrangement, this Council adopts the TfL

fare tariff which is reviewed annually. Following on from this consultation, it is recommended that the Council continues to adopt the tariff to avoid any confusion.

- 2.2 This Council ceased issuing new dual licences with effect from 1 January 2014 with the exception of licences issued to existing Hackney Carriage Drivers licensed with the Authority since no later than 01 January 2013, if it can be proven that the London knowledge test is in progress.
- 2.3 In February 2016 TfL announced that from October this year every licensed London Hackney Carriage will be required to accept card payments for their fares, and to compensate the cost, a 20p increase would be added to all fares from April 2016.
- 2.4 There are a number of taxis both Dual and Borough only who currently offer card payment facilities, with the tariff allowing for a 10% or £1 surcharge imposed on the fare for card payments. This surcharge will be removed from April 2016 in line with the new tariffs.
- 2.5 All Hackney Carriage proprietors were written to and asked for their view. From 46 consultees, a total of seven responses were received, Details of the responses are attached as Annexe 3.

3 Proposals

3.1 The Committee is asked to consider whether it wishes to make it mandatory for all Epsom & Ewell licensed Hackney Carriage to have a card payment or other cashless payment facility from October 2016, or if this is considered unnecessary at the current time.

4 Financial and Manpower Implications

- 4.1 Should the Committee consider to introduce a mandatory card system, staff would be required to verify compliance with the requirement and this task would need to be absorbed within existing staffing resources.
- 4.2 **Chief Finance Officer's comments:** None for the purposes of this report.

5 Legal Implications (including implications for matters relating to equality)

- 5.1 Section 47(1) of the Local Government (Miscellaneous Provisions) Act 1976 empowers a Borough Council to attach to the grant of a licence of a Hackney Carriage under the Town Police Clauses Act 1847 such conditions as the Borough Council may consider reasonably necessary.
- 5.2 The powers conferred by section 47(1) would enable the Council to impose a requirement on all Epsom & Ewell licensed Hackney Carriages be fitted with a credit/debit card or other cashless payment facility. There are no implications for matters relating to equality.
- 5.3 Monitoring Officer's comments: Section 47(3) of the Act provides that

any person aggrieved by any conditions attached to a Hackney Carriage licence issued under this legislation may appeal to a magistrates' court.

6 Sustainability Policy and Community Safety Implications; Partnerships

6.1 None for the purposes of this report

7 Risk Assessment

7.1 None applicable

8 Conclusion and Recommendations

- 8.1 The Committee is asked to decide whether or not it wishes to impose the requirement that all Epsom & Ewell licensed Hackney Carriages be fitted with a credit/debit card payment facility in line with TfL requirements, or if they are satisfied with the current arrangement.
- 8.2 After taking into account the responses received from the consultation and local factors, namely: that the majority of taxi journeys are under £10; that each taxi rank is located within very easy reach of an ATM cash machine and that there has never been a complaint received from taxi users regarding a lack of facility, Officers do not consider that it is necessary to implement a mandatory cashless payment facility at this time.

WARD(S) AFFECTED: All

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CARD PAYMENTS TO BE ACCEPTED IN **EVERY BLACK CAB**

03 February 2016

Travelling in one of London's iconic black cabs is about to become even easier. Today (3 February) it was confirmed that every London taxi will be required to accept card payments for their fares by October this year. The move was approved by the Board of Transport for London (TfL) following a consultation in which an overwhelming 86% of respondents backed the move.

Cash has always been the standard method of payment in London's 22,500 licensed taxis but around half of all cab drivers now accept card payments. By requiring cards to be accepted in all black cabs, taking a cab will be even easier for Londoners and visitors.

The Mayor of London, Boris Johnson MP, said: `It's great news that with a quick swipe of a card, millions of passengers will be able to pay for their journeys in London's iconic black cabs. It's an essential part of modern life and it'll make paying for your journey swifter and simpler than ever before.'

Garrett Emmerson, TfL's Chief Operating Officer for Surface Transport, said: `We believe the acceptance of card and contactless payments will be a huge plus for both taxi drivers and their passengers. Card payments are part of everyday life in London, and people use them in every aspect of their lives. The TfL network is seeing more and more contactless payments so this would bring the taxi trade into line with other transport services in the Capital. It means that customers no longer have to check whether they have cash for a iourney beforehand and will open up taxis to potential new customers.'

TfL has also committed to working with the card industry to link card payment devices directly to the taximeter in future.

Richard Koch, Head of Policy at The UK Cards Association, said: 'Consumers are increasingly choosing to pay with cards as a convenient and secure alternative to cash. It's great news for Londoners, and visitors to the Capital, that they'll always have the option of using a debit or credit card in taxis now too. With one in ten card transactions now contactless, many passengers will also welcome the ability simply to touch and pay for their cab journey.'

ENDS

Notes to Editors

* * * * * * * * *

AGENDA ITEM 4

- customers using cards will not pay any surcharge on their fare. This will AND PENET 1 passengers will only ever pay what is shown on the meter, no matter by what means they choose to pay.
- Under the proposals all card equipment will be approved by TfL and must be available
 for customers to use conveniently. This will ensure that drivers will have a wide range of
 options to choose from when deciding which equipment to install in their taxi.
- The plans follow on from a TfL Board decision last September to review whether credit card acceptance in cabs should become mandatory.
- The consultation received more than one thousand responses from a wide range of stakeholders, including taxi trade organisations, passenger safety groups, card industry representatives and the London Assembly Transport Committee.
- A copy of the consultation report is available on our website: https://consultations.tfl.gov.uk/taxis/card-payment

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 Date
 12 February 2016
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 Rachel Jackson 01372 732449

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Our Ref RJ/HCTARRIF Email rjackson@epsom-ewell.gov.uk

Dear Sir/Madam

HACKNEY CARRIAGE FARE TARIFF/CREDIT CARD ACCEPTANCE IN TAXIS

As you may be aware Transport for London (TfL) has recently announced that from October 2016 all TfL licensed Hackney Carriages will have to accept credit/debit card payments. To offset the cost of purchasing a card payment system, and payment processing charges, there will be a 20 pence surcharge added to all fares.

At this stage, I do not intend to recommend (to Council) a mandatory card payment facility in Epsom & Ewell Borough Council licensed Hackney Carriages, however there are a number of factors that need to be taken into account, hence, this letter to you as proprietors

I would be grateful to hear your views on this matter. If you consider that the Authority should follow in line with the TfL and insist on card payments, then the new London Taxi Tariff would be adopted in its entirety. If however you consider that this is not appropriate, then there would be a slight disparity in the tariffs, in that TfL licensed Hackney Carriages will charge 20 pence extra on each fare, but this is perhaps something that a customer may absorb without major concern.

If the Authority is not to insist on card payments, then it would not be justifiable to allow a 20 pence surcharge to be added to all fares.

If you have already installed a card payment system, then this of course was a business decision you made, and the surcharge is not something that should be imposed in retrospect.





AGENDA ITEM 4 ANNEXE 2

However, the current Epsom & Ewell Taxi Fares allows for a surcharge of £1 or 10% of the fare to be added to card payments, whereas TfL licensed Hackney Carriages will not be able to charge more that the metered rate.

I would be grateful to hear any comment you have on the above, ideally via email to me at rjackson@epsom-ewell.gov.uk, by no later than **Friday 26 February 2016**.

Yours faithfully

(Signature Redacted)

Rachel Jackson Licensing, Grants and HIA Manager



RESPONSES FROM CONSULATION

1. Dual Hackney Carriage Driver:

"Hi Rachel Thankyou for your recent communications regarding email acceptance in Epsom and Ewell Hackney Carriages. As you know all TFL Taxis including Epsom Duel plated vehicle will have to stop charging a surcharge to passengers who wish to pay by Credit/Debit etc.Any charges will be covered by the Driver/operator. To cover the costs involved we have been granted a 20p increase in the flag fall on every fare. This will of course mean the E/E Taxis receive the increase as well as they are on the same TFL tariff as the Duel Plated Taxis for a very good reason because both Types of Taxi work the same ranks taking the same regular passengers in the same area. I understand from your letter that you don't see why E/E taxis should be made to accept card payments as quite clearly after speaking to passengers i feel they would welcome this payment option and would use it more due to the welcome news that surcharges are going to be stopped from 2/04/16. and other Drivers have seen passengers being passed down the line of taxis at Epsom Station trying to find one that takes cards and losing their place in the gueue or being left stranded. This is not good as Epsom Station is not the best place to wait late at night and even worse if you are a lone female. Exactly why TFL are making these changes that I support.

Regarding the 20p increase. As you cannot have two different Tariffs in operation as it would clearly cause confusion for the Public and be a potential flashpoint between Driver and passenger. And this is very important you will also find that E/E drivers will start telling passengers not to use TFL Taxis as they charge more. There have always been tensions between E/E and TFL Drivers due to historical reasons and a increasing shortage of work when we should all try and get along in these difficult times.

For these reasons as E/E taxis will be getting the 20p increase i hope that you will agree with me that it is best all round to follow the same rules.

As installing the equipment won't be mandatory until October we have plenty of time to sort out what type of terminals can be approved including any cost to operators. If you need any advice on this Rachel I will gladly help."

2. Dual Hackney Carriage Driver:

"It is totally unacceptable to have cabs in Epsom with different tarrifs this would could course arguments with customers and drivers. Regular customers will notice the difference and pass by London plated cabs As far as credit cards are concerned why not make them mandaty as there are companies who fit the machines free of charge the 3 percent charge should be covered by the 20 pence increase in flag .Also it costs money to bank cash in time and bank charges When Epsom is in zone 6 it would great for customers to get off the train and use the same card for their taxi contactless as they have for their train this would encourage more customers which I am sure all drivers would want WE MUST EMBRACE MODERN TECHNOLOGY OR THE TAXI TRADE WILL BE DEAD"

3. Dual Hackney Carriage Driver:

"Hi, my views on card payments, are I think it would be best to keep in line with T.F.L..so all the tariffs are the same(people don't know the difference between London taxi and Epsom Hackney carriage) In the near future most people will be paying with a credit card's (All the shops have card payment machines in them) we must move with the times...It would also leave a paper trail, which would help stop fraud... I hope I have been of help to you."

4. Dual Hackney Carriage Driver:

"To keep everything in line, level playing field, with the rest, TFL, dual platers. We all should have credit card machines.

The public would not have to put up with, of do they or don't they, take credit card. We have to move with the times.

Maybe a deal could be done with a supplier, to come round and fit the cabs up."

5. Epsom & Ewell Licensed Hackney Carriage Driver:

"In answer to your letter, from a personal view I agree with you not to recommend a mandatory card payment facility In Epsom and Ewell."

6. Epsom & Ewell Licensed Hackney Carriage Driver:

"There's only about 4 dual plates? So if they have machines they can charge 20p extra, Epsom and Ewell without card machines deduct 20p If at later stage we get machines then we can charge 20p extra if they pay by card?"

7. Joint response from 3 Dual Hackney Carriage Drivers and 1 Epsom & Ewell Licensed Hackney Carriage Driver:

"Firstly, thank you for involving the drivers in the decision regarding whether to mandate card payments in Epsom Hackney carriages. This is a refreshing approach that TFL could learn a lot from. The following response is a joint response on behalf of myself (*Dual HCD and 3 other Drivers*).

What would the cost be?

It ought to be noted that for obvious reasons the earnings of an Epsom Driver are often significantly lower than that of a London driver, and installing card machines will not come cheap. TFL have decided that, despite many drivers using handheld devices such as IZETTLE and CABAPP, the card machines must be fitted into the rear compartment with one of their 'registered partners.' TFL have also decided, after promising drivers a cap of 3% on commission fees, that it would be better to let the free market decide. The result of this is that all current providers who are able to fit card machines into the rear compartment currently charge a rental fee of approx 200-300 pounds per year and charge a commission fee of between 5 and 10%, plus 20p per transaction (rendering the extra 20p on the meter

pointless). In a further brainwave by TFL, it has been decided that the current printers that taxi's have installed and linked to the meter would not suffice, and an extra printer which is linked to the card machine will need to be added, at a cost of £100-200 per year. It is fair to say, therefore, that the extra 20p on the meter would nowhere near cover the £1000+ per year expenses that would be suffered by the driver. TFL have used the logic that it would create extra work which would cover these costs, however it is extremely unlikely, for the following reasons, that this would be the case in Epsom

Is there a huge demand?

The situation in Epsom is very different to that of central London. Ninety nine percent of journeys in Epsom begin from a taxi rank, and approximately fifty percent of the current drivers have a means of taking a card payment. For this reason, whenever there has been a passenger who has needed to pay by card, if the front taxi is unable to accept this means of payment the customer has always been able to go to the second or third cab in the queue and the problem has been solved. In four years of taxi driving I have never once come across a passenger who has been stranded at the station unable to find a driver who will accept their card; this is also partly due to the fact that people's journey home are very rarely covered under work expenses (company cards) and therefore they are easily able to draw the cash out at the cashpoint ten metres away. Thus the demand for this sort of service is almost non existent in comparison to the situation in central London.

To Conclude

If common sense is therefore allowed to prevail, it would make most sense to allow the current fifty percent of drivers to continue using handheld devices which do not charge a rental fee and have transaction fees of around 2%; this is cheaper for the driver and, in the long run (given the meter rises are calculated using a cost index to the driver), cheaper for the customer. There will also be some dual-plated drivers, who did not previously offer card payments, that will now have such a service and therefore the amount of drivers accepting card will increase further. It must also be noted that currently three out of the four taxi unions are saying that to force sole traders to accept non legal tender and technically 'give credit' is illegal, and thus the matter looks highly likely to head for the courts before October; a situation which will not leave taxi drivers or TFL looking particularly favourable. TFL are also currently under scrutiny regarding the Muslim law RIBA, which to my understanding means that Muslim drivers would be disregarding their faith to accept a credit card.

http://www.inter-islam.org/Prohibitions/intrst.htm

Again, TFL are undecided on whether to fight this in court or give Muslim drivers an exemption. It is worth noting that the percentage of Muslim drivers in Epsom is relatively high and thus if exemptions were granted it would render the entire principal pointless. It may well be that the end result is all taxi drivers having to have a card machine fitted in the rear, at great cost, but not mandated to accept them. This would be a ridiculous situation that, in my opinion, Epsom council would do well to avoid.

However, I would agree that to leave a situation where a quarter of the taxis in epsom are charging a different base fare (with different card payment charges) is not ideal. It would seem to me that the easier solution would be to find a justifiable means to increase the fare to £2.60, without mandating card payments. As I mentioned earlier, meter prices are calculated using a cost index to the driver, a link to which can be found here:

http://taxileaks.blogspot.co.uk/2016/02/annex-b-projected-licensed-taxi-cost.html?m=1

As you can see, one of the costs that is calculated is that of licensing. The current licensing costs in London are £192 (three year badge) and £102 (1 year vehicle plate). In Epsom these costs are £265 and £270 respectively. This would mean that over each three year period an Epsom driver is incurring much higher licensing costs, especially when incorporating the extra dead mileage an Epsom driver would suffer having to consistently return to a rank. In my opinion, this would justify an increase of 20p on the base fare, and bring consistency to the fares amongst drivers. To add to this consistency, I would suggest ending the 10% surcharge being passed on to the customer. This has, over the years, led to drivers being lazy, as they are not incurring the costs and several providers such as verifone have at times offered up to £500 cashback to install their device. This is not in the best interests of customers, however if the fee was not allowed to be passed on it would mean drivers choosing the best option in the market; Hailopay is currently free to use, whilst PayPal handheld devices are rent free and charge 1.75%. By using the cost index to justify raising the base fare by twenty pence and ending the card surcharge being passed on. Epsom drivers and Dual plated drivers would have complete consistency in fares and the customers who wish to pay by card will easily be able to without incurring any costs."

PROPOSED ALEXANDRA ROAD, LINKS ROAD, ASHDOWN ROAD, KINGSDOWN ROAD AND LONGDOWN ROAD CONSERVATION AREA

Report of the: Head of Place Development

Contact: Karol Jakubczyk

Urgent Decision?(yes/no) No

If yes, reason urgent decision required:

Annexes/Appendices (attached): Annex 1: Assessment of Candidate

Conservation Area

Other available papers (not attached): Minutes of the Licensing & Planning

Policy Committee Agenda 19 February

2015

REPORT SUMMARY

During February 2015 the Licensing & Planning Policy Committee responded to a question from a local resident seeking the designation of Links Road Epsom as a Conservation Area. The Committee resolved that an initial investigation be carried out within one year to establish whether Links Road and the surrounding streets merited designation as a Conservation Area.

An initial assessment of Links Road and the surrounding street network has now been carried out and is included as an annex to this report. Members are invited to consider the conclusions of this assessment and confirm the way forward.

RECOMMENDATION

Notes

The Committee considers the conclusion and recommendation of the enclosed Assessment of the Candidate Conservation Area; and that on basis no further action be taken by the Borough Council.

1 Implications for the Council's Key Priorities, Service Plans and Community Strategy

1.1 The Borough's Conservation Areas play an important role in defining the local built environment. They are a key heritage asset that contributes towards meeting the Borough Council's key priority of enhancing the visual appearance of the local environment.

- 1.2 The designation of new Conservation Areas provides the Borough Council with an enhanced ability to manage growth and development within the identified area. This can have an additional positive impact upon other key priorities including economic vitality, quality of life and sustainability.
- 1.3 The Corporate Plan includes related planning policy objectives relating to the enhancement of the Borough's visual character and appearance.
- 1.4 The Borough Council's Local Plan includes an emerging Heritage Asset Strategy, which includes Conservation Areas, which will assist in the spatial delivery of the objectives of the Sustainable Community Strategy and the Council's Key Priorities.

2 Background

- 2.1 Conservation Areas are designated under the provisions of Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act). A Conservation Area is defined as "an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance". Historic England provides useful guidance and advice to local authorities regarding the designation of Conservation Areas. Their guidance states that an area has to be identified as having a definite architectural quality or historic interest to merit designation.
- 2.2 The process for designation has to be properly followed otherwise a designation could be challenged. Prior to designating an area, a local planning authority should carry out, or have carried out a Conservation Area Appraisal and ideally include a photographic survey of all buildings included at the time of designation.
- 2.3 During February 2015 the Licensing & Planning Policy Committee responded to a written and supplementary verbal question posed by a resident of Links Road Epsom. These sought the designation of the Links Road as a new Conservation Area on the basis that this area is comprised of Edwardian properties that were considered (by residents) to be of architectural and potentially historic value. The questions and the Committee's response are set out in the Minutes of the Meeting of the Licensing and Planning Policy Committee held on 19 February 2015.
- 2.4 The Committee noted that the adjacent Higher Green and Longdown Lane North Conservation Area is the subject of an up-to-date Appraisal and Management Plan. There were no plans at that point to undertake a review of these documents. The Committee also noted that the Appraisal concluded that the Conservation Areas boundaries were appropriate and that no changes or additions were justified.
- 2.5 Following discussion, the Committee agreed that an initial investigation be undertaken to determine whether an extension or a new Conservation Area incorporating Links Road and the surrounding streets is appropriate. The Committee resolved to receive a report on this matter within twelve months.

2.6 An assessment of a candidate Conservation Area, covering Alexandra Road, Links Road, Ashdown Road, Kingsdown Road and Longdown Road has been prepared by the Borough Council's Urban Design and Heritage Advisor Eimear Murphy (of Murphy Associates). A copy of this assessment is included under Annex 1.

3 Assessment of the Candidate Conservation Area

- 3.1 The Assessment of the Candidate Conservation Area was a technical exercise comprised of desk top research and a series of visits to the area. The desk top research charts the growth and development of the area through the use of historic maps and primary data sources; such as local record, newspapers, journals and periodicals. The Assessment has sought to utilize available and accessible data sources to inform its conclusion and recommendation.
- 3.2 The Assessment establishes that the candidate Conservation Area remained as undeveloped open countryside until the second half of 19th Century. Following the arrival of the railway networks in Epsom, new development began to spread slowly southwards towards the candidate area. The Assessment notes that in spite of the spreading development, the candidate area continued to remain largely undeveloped until the first quarter of 20th Century.
- 3.3 The Assessment notes the historic importance of Alexandra Park, which adjoins the candidate area to the immediate north. The Assessment has also sought to identify specific buildings that may be considered of possible interest this is a critical part in justifying the designation of new Conservation Areas.
- 3.4 The Assessment concludes that the candidate area is attractive and includes some buildings that could be classified as being of individual architectural interest.
- 3.5 However, the overall conclusion is that whilst the area is attractive it is typical of many suburban areas that have developed gradually since the late 19th Century. As such it does not display the qualities, attributes and special values that would warrant designation as a Conservation Area under section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

4 Financial and Manpower Implications

4.1 The identification and designation of a new Conservation Area will have significant resources implications for the Council's Planning Policy Team. This would include the preparation of a new Conservation Area Appraisal and Management Plan and the serving of an Article 4 Direction. The Team's current work programme was approved by the Licensing and Planning Policy Committee in September 2014. That work programme did not factor in any additional work required to identify and designate a new Conservation Area.

5 Equalities and Other Legal Implications

5.1 There are no equalities and legal implications associated with this report.

6 Sustainability Policy and Community Safety Implications

6.1 There are no Sustainability Policy and Community Safety considerations associated with this report.

7 Partnerships

7.1 No specific considerations.

8 Risk Assessment

8.1 None required.

9 Conclusion and Recommendations

9.1 The Committee are asked to consider the conclusions and recommendation of the Assessment of the Candidate Conservation Area; and on that basis resolve that no further action by the Borough Council is necessary.

WARD(S) AFFECTED: College





Epsom & Ewell Borough Council March 2016

AGENDA ITEM 5 ANNEXE 1

Consideration of Alexandra Road, Links Road, Ashdown Road, Kingsdown Road and Longdown Road for Conservation Area designation

March 2016

1. Introduction

- 1.1 Conservation Areas are designated under the provisions of Section 69 of the *Planning (Listed Buildings and Conservation Areas) Act 1990* (the Act). A Conservation Area is defined as "an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance".
- 1.2 Section 71 of the Act requires local planning authorities to formulate and publish proposals for the preservation and enhancement of Conservation Areas. Continuing on from this Section 72 of the Act also specifies that, in making a decision on an application for development within a Conservation Area, special attention must be paid to the desirability of preserving or enhancing the character or appearance of that area.
- 1.3 The National Planning Policy Framework (the NPPF) explains under Paragraph 127 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."
- 1.4 Historic England provides useful guidance and advice to local authorities regarding the designation of Conservation Areas. Their guidance state that an area has to be identified as having a definite architectural quality or historic interest to merit designation.
- 1.5 The process for designation has to be properly followed otherwise a designation could be challenged. Prior to designating an area, a local planning authority should carry out, or have carried out a Conservation Area Appraisal and ideally include a photographic survey of all buildings included at the time of designation.
- 1.6 Following on from designation and to fulfil the duties under the Act, the local planning authority should periodically review the area. Such a review process should include its boundaries and proposals for the preservation and enhancement of the area. Typically, local planning authorities prepare a management plan as an output following on from appraisal and designation.

- 1.7 Areas suitable for designation as Conservation Area can arise in various ways such as being identified during local characterisation studies. These can identify areas which have a special interest to them because of particular historic associations that were previously not understood.
- 1.8 It is not always the case that Conservation Areas have high levels of nationally designated heritage assets and/ or a variety of architectural styles. For example candidate Conservation Areas may follow a homogenous style; be linked to a particular industry or philanthropist; or may have a particular local interest. Candidate Conservation Areas can also include parts of settlements where the original layout is visible in the modern street pattern; where a particular style of architecture prevails; or traditional materials predominate. Some Conservation Areas are designated because of the quality of the public realm, green spaces and historic parks, and some seek to protect agricultural landscapes of special interest.

2. The Area

- 2.1 The area put forward for consideration covers Alexandra Road, Links Road, Ashdown Road, Kingsdown Road and Longdown Road. The candidate area is immediately adjacent to the Higher Green/Longdown Lane North Conservation Area, which lies to the west.
- 2.2 As indicated from an assessment of historic maps, the area saw little development at the end of the 19th Century with a greater number of properties being constructed at the turn of the 20th Century to the interwar period. In the latter part of the 1970s some of the larger detached dwellings along Alexandra Road gave way to flatted developments. Where undeveloped plots remained as a result of ad hoc periods and sections of development, particularly in Links Road, Ashdown Road and Kingsdown Road, saw infilling with further dwellings.
- 2.3 Overall and despite the presence of flatted buildings along Alexandra Road, the area is characterised by large detached houses set in reasonable plots. Widths of plots and space between dwellings vary, often reflecting the period of development.
- 2.4 Overall the area has a pleasant character, albeit that Alexandra Road is a busy through route. Ashdown Road displays an attractive variety of individual late Victorian/early Edwardian and interwar properties. Links Road displays a more consistent and uniform appearance

derived from its repetitive nature of the interwar dwellings, set closer to the street with a tighter grain.

2.5 The section below provides an overview of the area assisted by extracts from Ordnance Survey mapping.

3. Historic Overview and Map Regression

- 3.1 Until the early 19th century, this part of Epsom was still 'Common Fields' of Smith Hatch in the Manor of Epsom situate on chalk downland. The earlier Rocque map (1768) shows the area as being extensively agricultural in nature and use. Although it lay close to the medieval church of St Martins, there were very few buildings apart from two groups of paired cottages on the north side of the road and one single house on the south.
- 3.2 Following the opening of Epsom College in 1853, and the expansion of Epsom into the adjoining countryside from the mid-19th century onwards, further development was inevitable.
- 3.3 None of the roads referred to existed at the time of the 1866 Ordnance Survey map. The land that they now occupy was still in use as fields, perhaps an extension of the 'Common Fields to the south side of College Road. Windmill Lane and Higher Green was once a continuous lane to the north east. This still exists; originally it provided access to Mill Road and across the London Brighton Rail Line.
- 3.4 There is also evidence of an Old Chalk Pit accessed adjacent to the south side of this lane. Close to Windmill House and the disused Ewell Windmill, a flour mill, indicated as being unused in 1894, a Sand Pit appears with a local brickworks to the west side of the railway line.



1866 OS Map Extract

- 3.5 By 1894 Alexandra Road can be seen running in a northwest-southeast direction providing a connection from College Road to the south east toward Pikes Hill and Mill Road to the north west where a new road, Cross Road appears. Today this is called Bridge Road.
- 3.6 Apart from the development at the far end of College Road, Longdown Lane and Pikes Hill¹, there was no built development present within this area. However by 1895 (Second Edition Ordnance Survey) there were 7 dwellings on the northwest side of Alexandra Road.

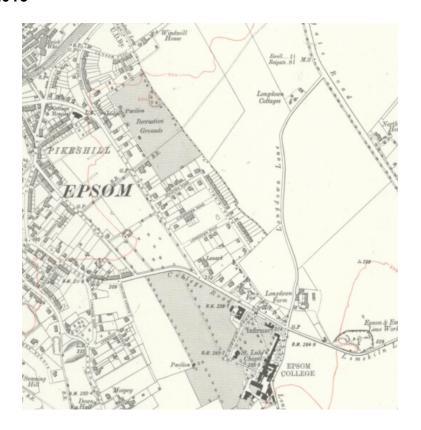
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¹ Pikes Hill is an existing Conservation Area.



1895 OS Map Extract

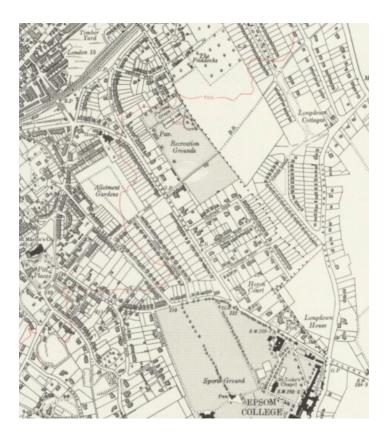
- 3.7 By the close of 19th Century and during the early 20th Century there was a noticeable increase in the number of dwellings to the northwest side. The 1913 Third Edition Ordnance Survey map shows the presence of new named roads in the form of Ashdown Road, Kingsdown Road, Longdown Road and Links Road. It is of note that Links Road did not continue through to Longdown Lane at this time.
- 3.8 At this point in time Links Road contained a higher density of dwellings, which were arranged as semi-detached pairs with their back gardens abutting the line of the former lane named Higher Green. Apart from the dwellings to Links Road, the pattern of development and irregular plots reads of sporadic, piecemeal and speculative building.



1913 OS Map Extract

- 3.9 A larger dwelling named 'Lanark' (later called 'Heron Court' 1932) is noted at the elbow of College Road and Alexandra Road. At the far end other buildings and features can be identified a 'Lodge; and the Recreation Ground with Pavilion which extended up to Windmill Lane.
- 3.10 These grounds were bisected by a bridle way leading from Albert Road to the fields to the northeast. The former Chalk Pit was contained within the recreation grounds. The map appears to show that a number of dwellings along Alexandra Road were of the detached and paired villa types.
- 3.11 By 1932 the south west side of Alexandra Road saw rapid development with dwellings of a generally tighter grain than those to the north and on what was formerly part of the Pikes Hill area, allotment gardens. The route of the bridle way had been formalised and named Bridle Road, allowing greater access to lands to the rear of those properties to the south west side of Alexandra Road and the development of Copse Edge Avenue.

3.12 This land parcel, to the north east of Albert Road appears to have associations with an historic farmstead comprising a regular courtyard which was still in existence in 1911and was perhaps connected with the former Pitt Place Farm.



1932 OS Map Extract



1938 OS Map Extract



1958 – 1978 OS Map Extract



1958 - 1978 OS Map Extract

4. Important Open Spaces - Alexandra Park (6.11 hectares)

- 4.1 Alexandra Recreation Ground is situated in the southern half of the Borough about a quarter of a mile from Epsom Town Centre. The main entrance, with limited car parking, is situated off Alexandra Road opposite Bridle Road. There are disabled parking facilities next to the main pavilion, which are accessed via the entrance on Alexandra Road at the junction with Bridge Road.
- 4.2 The park is crossed by a designated cycle path and bridleway and there are a number of pedestrian entrances into the park from Bridge Road, at its junction with Alexandra Road; from Norman Avenue; from Wallace Fields and from Windmill Lane.
- 4.3 In 1912, Alexandra Park had a Putting Green, Tennis Gardens and Pavilion. At the time it was reputed to have had one of the finest bowling greens in Surrey. This saw the Epsom Park Bowling Club using the grounds.
- 4.4 In 1918 it became the home of Epsom Juniors Cricket Club. Later that year the club became Epsom Juniors Football Club and started playing their first games here. They later went on to be named Epsom Town and then Epsom & Ewell.
- A.5 There is reference to a drinking fountain being placed in the Alexandra Recreation Ground in 1931. The Drinking Fountain Association Archives note this as being the oldest public space, having been purchased in 1898. In 1932 two further fountains were added to Alexandra Recreation Ground. These were of the same design as those at Court Recreation Ground and Rosebery, made of an imitation stone called granolithic and manufactured in Millwall. Water ran from the central vase into a basin, where cups where provided and flowed out into dog troughs at the base. However, by 1931 the design was already obsolete, 'there being undoubted objection on hygiene grounds to the present system of the cup being used by anyone who may come along. The Council started getting rid of the fountains which they had been so anxious to acquire. It is unlikely that any of this type exist today in Alexandra Recreation Ground.

5. Other heritage assets

- 5.1 The Higher Green and Longdown Lane North Conservation Area Appraisal and Management Plan were adopted by the Council in January 2009. The College Road Conservation Area was adopted in 2010. Pikes Hill Conservation Area was designated in 1987. All three conservation areas are in close proximity to these roads.
- 5.2 The College Road Conservation Area relates to a single residential street which is referred to as being relatively peaceful with some through traffic.
- 5.3 Epsom College (1853), with its historic buildings and wide open spaces, lies immediately to the east of the conservation area boundary.

6. Possible buildings of interest

- 6.1 The Lodge at entrance to Alexandra Recreation Ground.
- 6.2 In more recent times, certainly the mid to late C19th, a significant number of former dwellings have been demolished in Alexandra Road to make way for flatted developments, particularly to the north side

7. Other Background Information

- 7.1 Apart from historic maps, there is little on-line evidence available regarding the development of the area. Kelly's Directory for 1911 provides evidence of persons residing within the named streets with properties having individual names. This, along with the pattern of development and adverts for the sale of land for development would indicate that that a number of properties were constructed as a result of speculative development, perhaps by local builders.
- 7.2 The following is a summary of some of that research.

Kelly's Directory 1911

Recreation Ground recorded as having a resident caretaker, Thomas Belf Epsom and Ewell Cottage Hospital located in Alexandra Road George Berry, Fairlawn, Alexandra Road Mrs Summerville-Bevan, Alexandra Road Robert Bradshaw, Downsview, Alexandra Road Jack Sydney Flower, Danehurst George, Chas Harrison, Oakdene, Charles R Hills, Fairview Hubert Biscoe Tritton, Field House, Mrs Horace Alfred Philips, Redlands William Augustus Stennott, The Lea Jas Child & Son, Landscape Gardeners, Roseleigh & Miss Fanny Child, dressmaker Mrs M S Tidwell, Silverlane 1935

Links Road – Dwelling names Alton Belgrano Southbank

Ashdown Road – Dwelling Names New Selma Ashdown Coniston Clipston Holly Lodge

Longdown Road
Farmer, Rupert Gold Fothergill of Longdown Farm, College Road

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Newspaper Records

Dover Express 1895 9 August Will of Colonel William Sedgwick of 3 Alexandra Road – son continued to reside there.

Dorking and Leatherhead Advertiser 26 October 1901

Advertisement of Freehold Property known as Diary Farm, Alexandra Road,
Epsom. This comprised a compact homestead, including five-roomed
cottage, extensive cow house, containing accommodation for 18 cows,
granary, barn, piggeries and excellent modern dairy, also a grazing
paddock, having a frontage to Alexandra Road, of upwards of 530 feet, the
whole of which is available for the erection of good class houses, if desired.

Sussex Agricultural Express, 18 April 1902 Clergyman resident in Alexandra Road looking for Cook-General and House-parlour maid.

Surrey Mirror, 14 January 1914

Montague School, Road, advertised for sale – with bedsitting and school rooms. Further sale advertised in a preliminary notice.

Surrey Mirror 16 March 1923

Advert for 'Freehold Building Land' for sale – 'Twelve Freehold Plots (in separate lots), fronting Alexandra Road, Epsom, Being absolutely Ripe for The Erection of High-Class Residences. Also and reference is made to the sale of unrestricted building land in Albert Road.

Sheffield Independent - 4 November 1929 Property noted as Kenaway, Alexandra Road in an advert

Sunday Mirror, 22 Feb 1929 – new house advertised for sale by auction adjoining the Old Pines, 21 Alexandra Road.

Croydon Advertiser and East Surrey Report , 24 March 1939 Sale announced of Bayham Lodge, Alexandra Road - description of remaining household furniture and effects quite expensive contents.

Gloucestershire Echo, 16 April 1946 Wessex Film Productions Limited of 87 Bishopsgate London - directors noted as being James Selbourne, 43 Alexandra Road

8. Conclusion and Recommendation

- 8.1 It is considered that the area displays the attributes of the growth of Epsom post the arrival of the railway, which brought with it pressures for new homes. Toward the end of the 19th Century, there is evidence of an emerging affluence in the area with individual properties being constructed with individual house names, and in some instances, information about the professions and living requirements of the occupants.
- 8.2 The development of Links Road is more reflective of the rise of suburbia and growth of the standardised dwelling design as opposed to the eclecticism evident in the roads running perpendicular to Links Road, in particular Ashdown Road.
- 8.3 Although historically part of the Epsom Court Common Lands, and the presence of Alexandra Park, no evidence has been revealed of associations with philanthropists, other famous persons, or events.
- 8.4 Its character and appearance is typical of many suburban areas that have developed gradually since the late 19th Century through into the present day.
- 8.5 In summation, the streets are attractive and some include buildings of individual architectural interest.
- 8.6 However; having regard to the advice and guidance issued by Historic England; the checklist included on Page 15 of the Understanding Place (2011) Guidance; and given that it comprises the typical attributes of suburbia, it is concluded that it does not display the qualities, attributes and special values that would warrant designation as a Conservation Area under section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 8.7 With that conclusion in mind, it is recommended that the Borough Council does not proceed with a process of designating this area as a Conservation Area.

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Sources of Information

British Newspapers Archives British National Library Trade Directories Victoria County History

References

NPPF, 2012

Understanding Place: an Introduction (English Heritage, 2010)

Understanding Place: Historic Areas Assessments in a Planning and

Development Context (English Heritage, 2010)

Understanding Place: Characterisation and Spatial Planning (English

Heritage 2011)

Valuing Places: Good Practice in Conservation Areas (English Heritage

2011)

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Notes

PERFORMANCE MANAGEMENT: PROVISIONAL TARGETS FOR 2016/17

Report of the: Chief Executive

Contact: Frances Rutter/Adama Roberts

Urgent Decision?(yes/no) No

If yes, reason urgent decision required: N/A

Annexes/Appendices (attached): Annexe 1 - Provisional Targets for

2016/17

Other available papers (not attached): None

REPORT SUMMARY

This report sets out the Committee's Performance Management Provisional Targets for 2016/17.

RECOMMENDATION (S)

That the Committee:

- (1) Receives the Provisional Targets for 2016/17;
- (2) Reviews and agrees targets for 2016/17 as detailed in Annexe 1 of this report.

1 Background and Implications for the Council's Key Priorities, Service Plans and Sustainable Community Strategy

- 1.1 In December 2011 the Council adopted the Corporate Plan for 2012/16. The Plan identifies the Council's Key Priorities and Core Values for the next four years. This is the last year of the life cycle of the current Corporate Plan. As a result the Council is in the process of drafting its new Corporate Plan 2016/20.
- 1.2 As part of the service planning process to support delivery of the Council's Corporate Plan, targets have been agreed under the Service Plans for 2016/17.
- 1.3 It was agreed as part of the current and new Corporate Plan 2016/20 that due to the volatile nature of the economic climate, targets will be reviewed and set annually rather than for a period of four years. This was deemed more productive because changes and decisions around actions set in our Service Plans could be taken promptly, in line with changing economic times.

2 Financial and Manpower Implications

- 2.1 Targets identified for 2015/16, at the time of drafting the targets, were considered to be achievable within agreed budgets.
- 2.2 **Chief Finance Officer's comments:** There are no specific financial or manpower implications for the purpose of this report.

3 Legal Implications (including implications for matters relating to equality)

- 3.1 There is the opportunity through the development and delivery of this Service Plan to secure significant benefits for residents.
- 3.2 There are no particular legal implications for the purpose of this report.
- 3.3 *Monitoring Officer's comments:* None for the purposes of this report.

4 Sustainability Policy and Community Safety Implications

- 4.1 Delivery of Year 1 of the Service Plan once agreed will assist the Council to create sustainable communities.
- 4.2 There are no particular community safety implications for the purpose of this report.

5 Partnerships

5.1 There are no particular partnership implications for the purpose of this report.

6 Risk Assessment

6.1 The creation of a Performance Management Framework mitigates against loss of focus and assists the organisation in ensuring that it has the financial capacity to deliver its objectives.

7 Conclusion and Recommendations

- 7.1 The implementation of a robust performance monitoring and management system is essential to ensure that the Committee's Service Plans, and ultimately, the Council's Key Priorities are delivered or any variances explained and decisions over future action made.
- 7.2 This report sets out performance information relating to the Service Plan targets for 2016/17. In considering any targets as a result of the information before them, Members must take into account the risks and implications of any targets set.
- 7.3 The Committee is requested to agree its targets for 2016/17 as set out in Annexe 1.

WARD(S) AFFECTED: N/A







New Corporate Plan 2016 to 2020

Licensing & Planning Committee's Provisional Targets for 2016 to 2017

Key Priority	We will do this by	Targets for 2016/17	Targets to be achieved by
Keeping the Borough Clean and Green	Accommodating sustainable development whilst protecting the green belt in accordance with Policy	 Members to consider a Strategic Housing Market Assessment Members to consider a Green Belt Study Complete the pre-submission consultation on a partial review of the Core Strategy 	31 March 2017
Supporting Businesses and our Local Economy	Supporting developers to bring forward the development of town centre sites	 Number of major planning applications received Number of minor planning applications received Number of other planning applications received At least 75% of major planning applications determined within 13 weeks At least 80% of business applications processed within 8 weeks At least 90% of other planning applications determined within 8 weeks Produce proposals to implement Planning Performance Agreements for Major Planning Applications by 31 July 2016 and implement these once agreed by the Planning Committee Develop a project plan for major applications 	31 March 2017
	Ensure licensed premises, business, and individuals and taxi and private hire vehicles remain safe for residents and visitors	 Undertake quarterly compliance/enforcement visits to licenced premises, businesses and taxi and private hire vehicles to ensure that legislation and policies are being adhered to 	31 March 2017