

The information, recommendations and advice contained in this report are correct as at the date of preparation, which is more than two weeks in advance of the Committee meeting. Because of these time constraints some reports may have been prepared in advance of the final date given for consultee responses or neighbour comment. Any changes or necessary updates to the report will be made orally at the Committee meeting.

Case Officer	Katie Herrington
Application No.	22/00453/FULPP
Date Valid	8th July 2022
Expiry date of consultations	5th August 2022
Proposal	Change of use from suite of offices (Class E(g)) to day school (Class F1(a)), provision of car parking, drop-off point for mini bus, landscaping and associated works
Address	Studio Forty 40 Lynchford Road Farnborough Hampshire GU14 6EF
Ward	St Mark's
Applicant	Mr Tim Brown
Agent	Mr Ian Watts
Recommendation	Grant

Description

The site lies between the 'old' and 'new' Lynchford Road adjacent to the St Alban's Roundabout, with its vehicular access from the 'old' Lynchford Road. The site is occupied by a locally listed part-single-storey, part-two-storey late nineteenth and early twentieth century detached brick-built building that is currently in office use (Class E). There is also a small parking area and a grassed and wooded area to the East. The surrounding uses are predominantly commercial in nature, with residential above, and the site is close to North Camp District Centre.

The area to the west of the parking area is within the South Farnborough conservation area. This includes the building. To the East of the parking area (and incorporating a small area of it) is an area of designated Open Space. Opposite are two locally listed buildings (47 Lynchford Road and 2 Alexandra Road).

The proposal is for the change of use from Class E to a day school (Class F1), to be used by children and young people aged 11 to 18 years with special educational needs, the provision of a multi-sensory area and the installation of perimeter fencing. The parking area is to be remodelled to provide 22 spaces and a drop off area.

The day school will cater for the teaching needs of some 50 Special Educational Needs (SEN) children (both boys and girls) aged 11 to 18 years. The Transport demands of the school are materially different from those of a standard non-specialist school given the specialist needs of its students. The children are transported from their residential facilities to the day school by mini-bus (15- seater) and private taxi. A designated drop-off area is provided in front of the main entrance managed by the school.

Whilst no pre-application submission was submitted for this proposal, discussions during the processing of the application led to removal of a proposed hard surfaced play area (MUGA) shown within the designated Public Open Space.

Consultee Responses

Aboricultural Officer

No comments received.

Planning Policy

Raised concerns about the loss of POS

Ecologist Officer

The applicant has previously submitted report titled Preliminary Ecological Appraisal and Roost Assessment, author Arbtech Consulting Ltd, dated 16th June 2022, which identified a 'low' potential for active bat roosts to be present and affected by the proposed development. One further bat emergence survey was recommended.

The above referenced Bat Emergence and Re-entry Surveys report provides the results of that single bat emergence survey which was undertaken in accordance with good practice. No bats were seen to be actively roosting at the proposed development site and active roost are therefore presumed absent. Active roosts are therefore assumed to not be a constraint to development.

HCC Commissioning Manager

Has provided power-BI forecast for SEN for Hart and Rushmoor. There is a projected growing deficit of SEN school places over the coming years within Hart and Rushmoor.

2022-2023		2023-2024		2024-2025		2025-2026	
Pupils	+/-	Pupils	+/-	Pupils	+/-	Pupils	+/-
190	-178	208	-196	238	-226	254	262

Environmental Health

Air Quality - Information provided as part of previous applications demonstrated the site meets respective air quality objectives. Then submitted Transport assessment indicates that the number of trips

generated by the proposal will be similar to the existing use of the site. Therefore there would be no material change. No further information required on this issue.

Noise - Road traffic noise has the potential to adversely impact on the potential use of the site as an educational facility. If this facility can be classed as a school then acoustic conditions would likely be controlled by Part E of the Building Regulations. If Building regulations do not apply in this instance then EH would advise applying condition 61EH Sound Insulation to insure that class rooms meet acceptable acoustic standards, particularly important if children attending the facility have any special hearing or communicative requirements. BB93 sets out the minimum performance standards for acoustics in schools. EH also advises conditions 62EH (Sound Insulation plant).

Officer comment – As the proposal does not relate to residential amenity, it is not a matter of the planning system to require adequate sound insulation for the school. This is a matter for the provider to ensure.

Guidance regards to the MUGA has not been included as this element has been removed from the proposals.

HCC Highways Development
Planning

Holding Objection

Trip Rates – are satisfied with the trip rates provided.

Foot path extension – there is a conflict within the Planning, Design and Access Statement and the submitted plan, the latter of which shows an extension to the footpath. The Highway Authority seeks confirmation that no physical works will take place on the existing network of footpaths.

Accident data – the data provided was not from the Hampshire Constabulary, this needs to be provided.

Travel Plan – additional information required.

Conservation Team

The site is located within to the conservation area and the main building is locally listed. The internal works retain the layout and features of the building and there are not external alterations proposed, therefore no harm to the building. The additional development in the site, includes construction of fencing which would split the site, but could be reversed/removed, should the use no longer be retained. No objection to the proposed change of use.

Neighbours notified

In addition to posting a site notice and press advertisement, 103 individual letters of notification were sent to 2 Alexandra road; 1, 1A (Snooker Hall; sports bar) Camp road; 15, 16, 17, Chartwell Gardens; 33; 35; 37; 39; 41; 45 Lynchford Road & 2,3, 4 Wesley Chambers; 40 & 1 – 10; 41; 47 & ground floor; 49 & flat 1, 2; 51; 51A Lynchford Road & 1, 2, 3, 4 Rosemary House; 53; 53A; 53B; 55; 55a; 57 & ground, ground rear, first floor; 59 & flat 2, 3, 4, 5); 61; 63 & living accommodation; 65; 65A; 65B; 67A; 67B; 67C; 69 & flat; 69A; 69B; 71; 73-75; 73A; 77; 79-81; 83; 85 & Flat 1, 2, 3, 4, 5, 6, 7, 8; 87; 89; 89B; 91A; 91B; 93; 93A & flat 1, 2, 3, 4 Lynchford Road; 4, 6, 7, 8 Peel Court; and North Camp Garrison Methodist Church.

Neighbour comments

1 letter of support;

73A Lynchford Road -

I would like to say that I am in full support of this planning application. And with this email I was wanting to enquire if the building will remain the same on the outside in keeping with the area. Currently the surrounding grounds could benefit immensely from improvement, as I feel it has started to fall into disrepair. As a parent of a child with special needs, and not having access to a school with these facilities locally, it would be fantastic to see and be able to recommend a local service like this in our area. Any updates regarding this would be appreciated.

Policy and determining issues

The site is situated within the defined urban area of Farnborough within the South Farnborough conservation area and is occupied by a locally listed building. Accordingly, the following policies are considered most relevant; SS1 Presumption in Favour of Sustainable Development; IN2 Transport; Policy IN1 - Infrastructure and Community Facilities; IN2 Transport; HE1 Heritage; HE3 Development within or adjoining a Conservation Area; DE1 Design in the Built Environment; DE6 Open Space, Sport and Recreation; NE3 Trees and Landscaping of the Rushmoor Local Plan, along with the Rushmoor Car and Cycle Parking SPD and point 95 of the NPPF.

The determining issues pertinent to this application are; The principle of development; visual impact including heritage assets; Impact upon Open Space; Highways considerations; impact upon residential amenities; and ecological impacts.

Commentary

- Principle of development

Loss of Class E space -

The site is not within a designated employment zone and not located within a primary or secondary frontage. The submission has been accompanied by a marketing report and letter

demonstrating a limited interest in the site for uses within Class E uses. Taking these factors into account there would not be a conflict with development plan policy in that respect.

Specialist School use -

Schools, including specialist schools as per this application, are defined as types of Educational 'infrastructure' in the Local Plan. Policy IN1- *infrastructure and community facilities* requires that new community facilities and infrastructure are located and designed so that they are accessible to all and are compatible with the character and needs of the local community. There is a demonstrable need for such facilities with a projected growing deficit of SEN school places over the coming years within Hart and Rushmoor. However, it is understood that it cannot be guaranteed that all pupils will be necessarily local to Rushmoor itself. However, given the specialist nature of the school this is not considered to be unusual. Places must be available to meet the needs of existing and new communities.

On balance, the facility would provide or the needs for local and wider communities within Hampshire. The proposal would not conflict with the requirements of Policy IN1 and the NPPF.

- visual impact including heritage assets;

The site is located within the South Farnborough Conservation Area and is occupied by a locally listed building. The proposal is not seeking to make external alterations to the host building but will require the erection of a metal fence around the site and alter the layout of the car park within. The fencing will be of mesh form around the site aside from the existing wall where it would comprise a railing. The colour of the fence/ railing is to be secured by condition.

It is not considered that the erection of the fencing or the alterations proposed would detract from the heritage assets or otherwise result in harm to their significance. The proposal is not considered to result in visual harm to the character and appearance of the area.

The proposal would accord with Policy DE3 and HE1 in this respect.

- Impact upon Open Space

The East of the application site is an area of designated Public Open Space. The proposals have been revised to remove a MUGA from this area, but the proposals will still enclose this area and provide a sensory garden. The fencing does not enclose the wooded area to the East and is confined to the grassed area within, and positioned behind, the hedge/ trees that surrounding the site to the south, with a small area on Lynchford Road to the front of the vegetation.

Open Space, as defined by the Local Plan, includes those areas for recreation, open sport or visual amenity. Policy DE6 of the Local Plan sets out that Development will not be permitted on areas of open space used for recreation or outdoor sport or having visual amenity subject to exemptions. This exemptions apply where: Re-provision is made elsewhere of equivalent or better community benefit in terms of quality, quantity and accessibility; The development is for sports and recreation provision, the need for which clearly outweighs the loss; or an assessment has been undertaken, which has clearly shown that the open space to be surplus to requirements in meeting need in Rushmoor over the plan period.

The Open Space in this location is publicly accessible and the proposal would result in the

grassed area being made inaccessible to the public. Effectively this would change the nature of the open space from publicly accessible land to a community facility restricted to users of the application site.

This area of Open Space, whilst being physically accessible by the public, has the visual appearance of being private area within the curtilage of the offices rather than an area associated with the adjacent Napier Gardens – in part due to the extent of tree cover along the boundary, the proximity of the car park and building. The result is that it sees little use by the public. The proposed boundary treatment design would still retain its contribution to visual amenity. The proposal would retain the area as Open Space but would alter its function.

The loss of public access to this area would involve a degree of harm, balanced by the community benefit of an important recreational function for the pupils of the SEN school whilst retaining its visual attributes.

The proposal is not considered to conflict with Policy DE6 to the extent that it should sustain a refusal of planning permission.

The proposal includes a sensory garden. No detailed plans have been provided of its content, but this would normally include paths and planting. Providing the garden would have limited hardstanding, it is not considered that this would unduly erode the qualities of this Open Space. A condition has been recommended to require further details.

Subject to conditions, the proposal is not considered to conflict with Policy DE6 of the Local Plan.

- Highways considerations;

Policy IN2 (Transport) requires development to provide 'safe, suitable and convenient access' and 'an appropriate on-site movement layout' for all potential users, amongst other things. It also requires new development to provide appropriate parking provision and to submit a Transport Assessment and Travel Plan in accordance with the Council's Car and Cycle Parking Standards supplementary planning document (SPD, adopted in November 2017). For educational establishments, the SPD notes that a bus/coach loading area should be provided either on or off site (fn. 23) and that Hampshire County Council's On-Site School Parking Guidelines (adopted in April 2013) should be used to determine the requisite parking provision for primary and secondary schools (fn. 24).

In terms of car parking, Hampshire County Council recommends the provision of one space per teaching member of staff and two spaces per three non-teaching staff members. A Travel Plan and Transport Statement have been submitted with the application which states that the proposal will employ ten teaching staff and thirty support staff. On this basis, there is a requirement for thirty car parking spaces. The proposal involves the reconfiguration of the existing car park to provide a designated drop-off/collection area, two mini-bus parking spaces and 22 car parking spaces, which is a shortfall of eight spaces. However, it is noted that the Napier Gardens public car park is located opposite the site on Queen's Avenue and that pay-and-display on-street parking is available along 'old' Lynchford Road. Given the above, the proposal is unlikely to result in harm in that respect.

In terms of drop off and pick up of pupils, the arrangements of this SEN school is significantly different from that from a standard school. The pupils are taken to the school via mini-bus or private taxi, due to the specific care requirements associated with the pupils attending the

school. Based on existing facilities this amounts to around 61% of pupils using the mini-bus, which would make around 3 trips a day. The Transport Statement details the way in which staff can manage the drop off/ pick up area to avoid congestion on the highway. Statements from similar Outcomes First schools have been provided demonstrating the use of the same system of drop -off and pick up and the management of such¹.

Whilst no cycle parking is to be provided for pupils, it is noted that Hampshire County Council's Guidelines state that this should be assessed on a site-specific basis for special schools and that the submitted Travel Plan and Transport Statement highlight that the majority of pupils will arrive and depart by minibus and taxi. Letters from existing similar facilities operated by the same company have been provided that explain how this operates in practice and how the drop of/ and pick up facility is managed. Whilst a Travel Plan has been submitted, further information has been requested and this has been secured by condition. Such system of drop off and pickup is not unusual for specialist schools and shall be secured by way of a suitably worded travel plan, that shall include mechanisms for avoiding queuing on the public highway.

Hampshire County have reviewed the proposals and have recommended a holding objection for additional information. This relates to the alterations around the entrance, accident data and updates to the Travel Plan.

The proposed site plan shows extensions to the footpath on Lynchford Road on both sides of the existing bell mouth, however, the Planning Design and Access statement states that no physical works are to be made to the entrance. The Highways Authority have requested that the developer confirms that no physical works will take place on the public highway and amend the plan accordingly.

The agent has confirmed that changes are proposed to the path so that it provides continual passage within the site, however a response from Hampshire Highways has yet to be received. The changes to the public highway are not fundamental to the operation of the proposals and in the interest of not delaying the application further, a condition has been imposed requiring details and clarification in that regards.

Whilst accident data was provided by the applicant, the data was not from the Hampshire Constabulary, and Hampshire Highways have requested that the data from the latter source be provided. Such information has been provided to the county, but no response has been provided. Given the nature of the proposals in this instance it is considered that it would not be prudent to delay or refuse the application in this instance. Whilst the proposal is for a school, given their special educational needs the pupils are to be delivered to the site by Mini-bus or taxi. They will not be walking into the site. In addition, the site can be lawfully used for uses within Class E – a use that includes retail, restaurants, offices, indoor sport, recreation or fitness, medical or health services, and creche/ nursery and it is not considered that the proposals, given this particular context – would result in a materially different risk from this.

The proposal is for a school falling within Use Class F1. Use Class F1 incorporates uses such as ; The provision of education, the display of works of art, museum, public library, public reading room, public halls, public worship, law courts.

¹ Executive Headteacher of Hillingdon Manor School describing the arrangement for drop off and pick up (DOPU) of students for this school.

The proposal can change use without planning permission to any uses falling within Use Class F1, so the proposal needs to be sure that the highways demands of these uses can be met.

The concern here is that some of the uses within Class F1 may result in traffic impacts that could result in highway safety issues. This includes schools without the particular drop off and pick arrangement as described above. To control for this, a condition has been recommended requiring specific travel plans for any new users of the site outside that of this particular school provider (outcomes first group).

Subject to conditions, the proposal is considered to accord with the aimst of Policy IN2 of the Local Plan and the Rushmoor Car and Cycle SPD.

- Impact upon residential amenities;

The proposal would result in the provision of a SEN School that would operate during the day. It is not considered that the proposal would result in noise or other disturbance that would harm the amenities of residential occupiers nearby.

- Ecological impacts.

The proposal has been revised so that no trees would be removed. The applicant has previously submitted a report - Preliminary Ecological Appraisal and Roost Assessment, author Arbtech Consulting Ltd, dated 16th June 2022, which identified a 'low' potential for active bat roosts to be present and affected by the proposed development. One further bat emergence survey was recommended. The above referenced Bat Emergence and Re-entry Surveys report provides the results of that single bat emergence survey which was undertaken in accordance with good practice. No bats were seen to be actively roosting at the proposed development site and active roost are therefore presumed absent. Active roosts are therefore assumed to not be a constraint to development.

The proposal would be acceptable in this respect.

Conclusions

It is considered that the proposed development would be acceptable in principle, not result in harm to Heritage Assets or result in harm to visual amenity, would have satisfactory relationships with neighbours, and subject to conditions would not have a harmful impact upon highways. The proposals are thereby considered acceptable having regard to Policies SS1, IN1, IN2, HE1, HE3, DE1, DE6, NE3 of the adopted Rushmoor Local Plan (2014-2031) along with the Rushmoor Car and Cycle Parking SPD and point 95 of the NPPF.

Full recommendation

It is recommended that the Head Economy, Planning and Strategic Housing be authorised to **GRANT** planning permission subject to the following conditions and informatives:-

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason - As required by Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The permission hereby granted shall be carried out in accordance with the following approved drawings Drawing numbers:

100 - Location Plan

101 - Existing Site Plan

102 A - Proposed Site Plan

hn103 - Existing Elevations and Plan

104 - Proposed Elevations and Plan

Planning Design and Access Statement

Addendum to Planning, Design and Access Statement

Preliminary Ecological Appraisal and Roost Assessment. Arbtech. 16/06/2022/

Foundations Heritage - on behalf of SpaceM Studio. Report No. 1501 June 2022.

Studio 40 Marketing Report. Bernard Gordon & Company. June 2022.

Prelim Flood Risk Assessment and Surface Water Strategy - Innervision design. June 2022.

HighgateTransportation - Transport Statement 2291/TS/01

HighgateTransportation Technical Note September 2022

Arboricultural Planning Statement. RSK ADAS Ltd. June 2022.

Reason - To ensure the development is implemented in accordance with the permission granted

3. The maximum number of pupils at the school shall not exceed 50 in any academic year.

Reason: in the interest of highway safety.

4. Notwithstanding the details within the submitted documents, tree T1 shall be retained on the site.

Reason: In the interest of visual amenity and biodiversity.

5. Any works affecting the public highway shall be carried out in accordance with details that shall be first submitted to and approved in writing by the Local Planning Authority in consultation with Hampshire County Council Highways. Such submission shall include any details relating to works to the public highway either side of the bell mouth. Such works shall be implemented in accordance with the details so approved and retained for the lifetime of the development.

Reason – In the interest of highway safety.

6. Prior to their erection, details of any refuse stores shall be submitted to and approved in writing by the Local Planning Authority. Such refuse stores shall be implemented in accordance as so approved and retained for the lifetime of the development.

Reason: In the interest of visual amenity and Heritage Assets.

7. Prior to the installation of boundary treatment, details of boundary treatment shall be first submitted to and approved in writing by the Local Planning Authority. Such

submission shall include their height, material and colour. Such boundary treatment shall be installed as so approved and retained for the lifetime of the development.

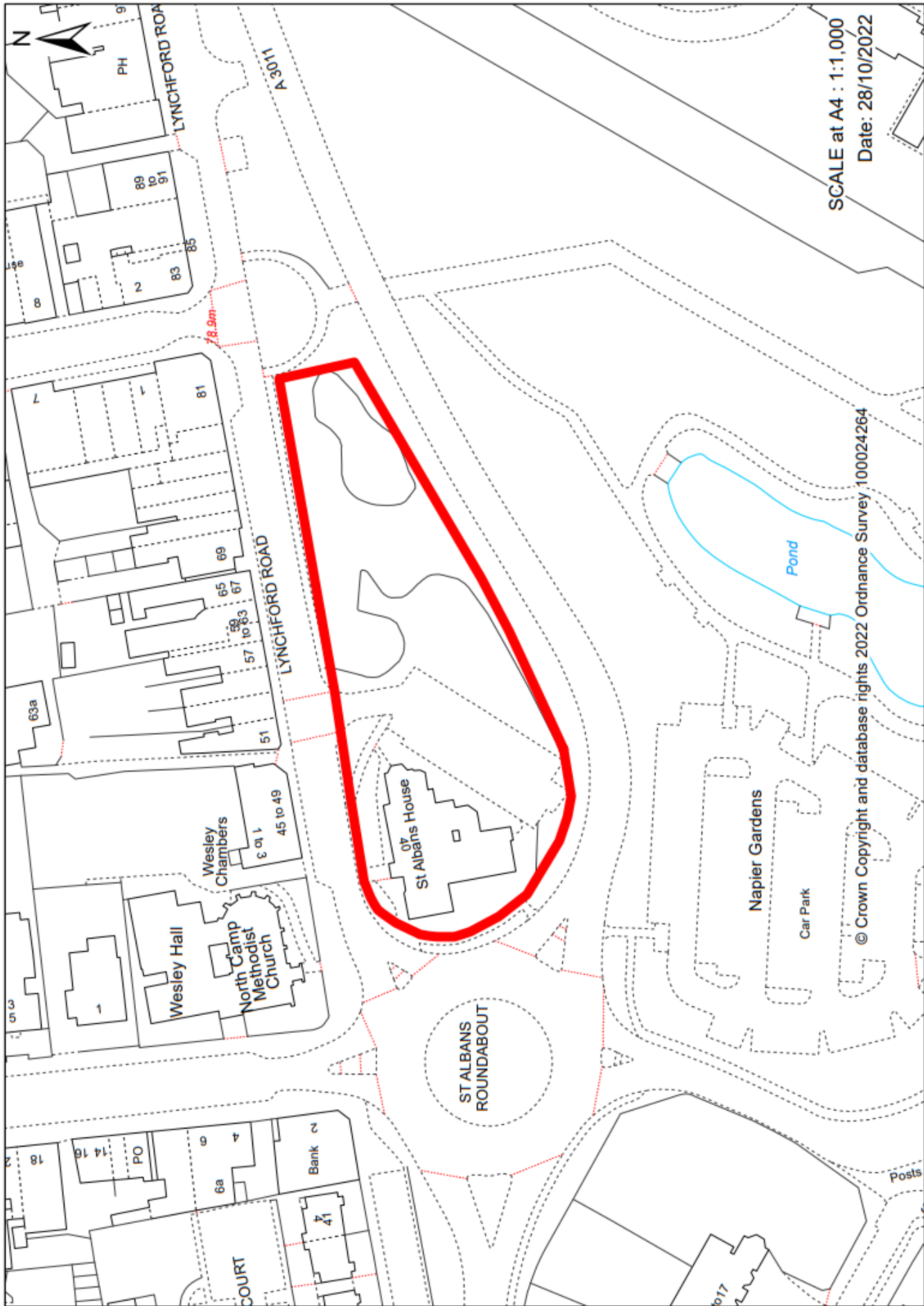
Reason: In the interest of visual amenity and Heritage Assets.

8. Prior to the installation of the sensory garden or other landscaping, details shall be first submitted to and approved in writing by the Local Planning Authority. Such submission shall include details of any hardstanding, planting, seating areas and structures. Such sensory garden/ landscaping shall be installed as so approved and retained for the lifetime of the development.

Reason: In the interest of visual amenity and Heritage Assets.

9. Notwithstanding the submitted information, prior to commencement of the use hereby approved, shall be submitted to and approved in writing by the Local Planning Authority. Where relevant this shall include the management of travel by pupils and staff, and the requirement for a new travel plan for each new occupier. The Travel Plan so approved shall be implemented prior to the occupation of the development and reviewed as agreed.

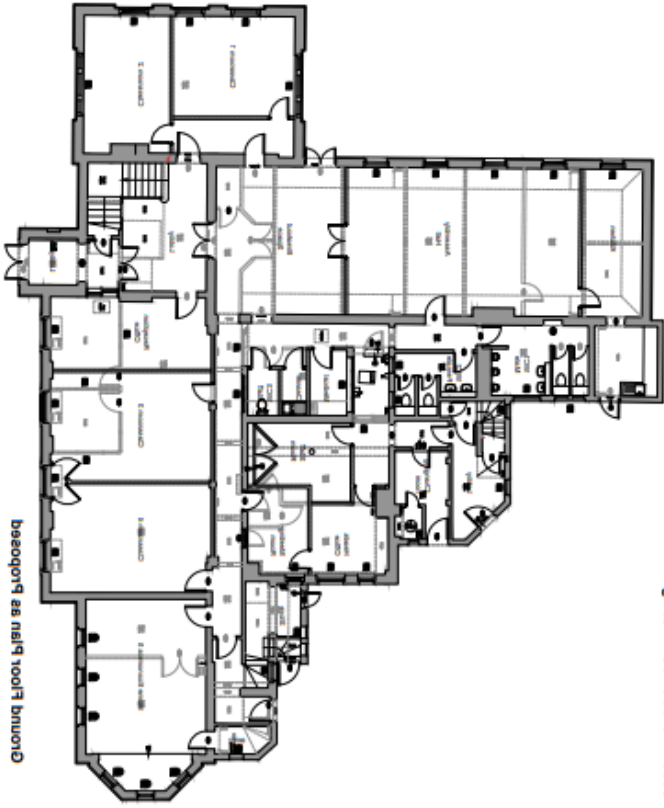
Reason: In the interest of highway safety.



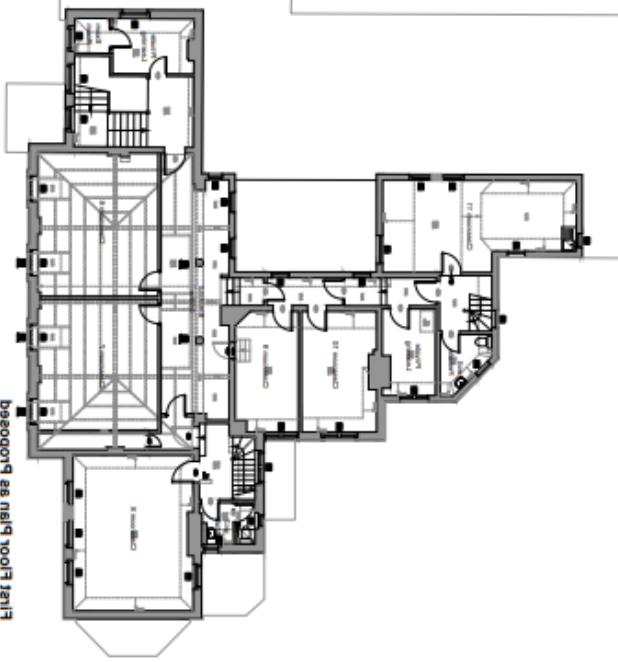
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Date: 28/10/2022

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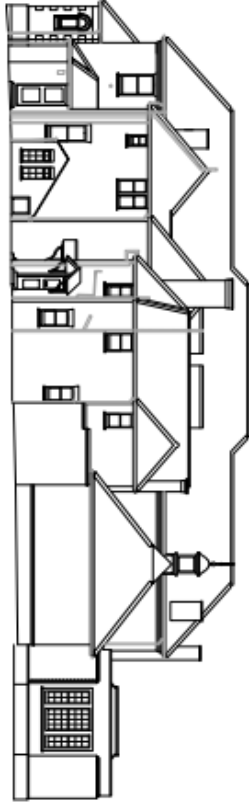
Ground Floor Plan as Proposed



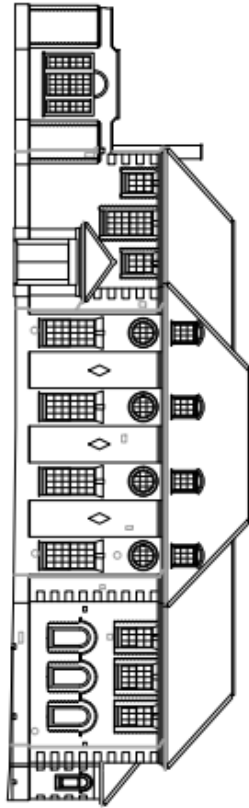
First Floor Plan as Proposed



South Elevation as Existing



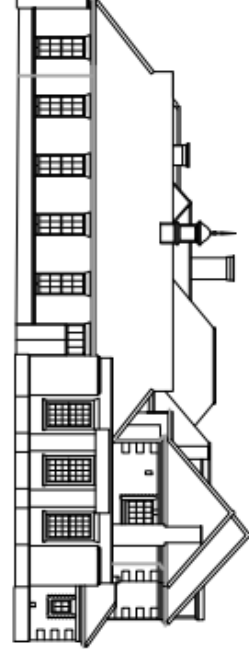
North Elevation as Existing



East Elevation as Existing



West Elevation as Existing



Architectural Elevation as Proposed
 Proposed by: **Wong & Partners**
 100, Market Street, Singapore 049961
 Tel: +65 6733 8888
 Fax: +65 6733 8889
 Email: info@wongpartners.com.sg
 Website: www.wongpartners.com.sg

Scale: 1:100

Project No: WPT/2014/001

Client: [REDACTED]

Architect: [REDACTED]

Structural Engineer: [REDACTED]

MEP Engineer: [REDACTED]

Interior Designer: [REDACTED]

Quantity Surveyor: [REDACTED]

Cost Consultant: [REDACTED]

Project Manager: [REDACTED]

Site Supervisor: [REDACTED]