

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	David Stevens
Application No.	22/00193/OUTPP
Date Valid	15th March 2022
Expiry date of consultations	Original Consultation : 4 th May 2022; Following Amended plans and submissions in December 2022 : 9th January 2023
Proposal	Outline Planning Application (with scale, layout, appearance and landscaping reserved for future consideration) for a mixed-use development, including demolition of all existing structures and erection of up to 960 residential units [Use Class C3] and non-residential floorspace comprising of the following mix of uses: leisure centre [Use Class E], hotel [Use Class C1], office floorspace [Use Class E], retail, commercial, healthcare, entertainment floorspace [Use Class E/Sui Generis] and community floorspace (including new library) [Use Class F1/F2]. Construction of two transport mobility hubs, associated infrastructure and highway works. Creation of new publicly-accessible open spaces including replacement skate park and associated access, servicing, landscaping and works [Amended description and submissions finalised on 16 December 2022]
Address	Proposed Farnborough Civic Quarter Development Site, Meudon Avenue, Farnborough
Ward	Empress
Applicant	Rushmoor Development Partnership
Agent	Stantec (formerly Barton Willmore)
Recommendation	Grant subject to s106 Agreement

Introduction

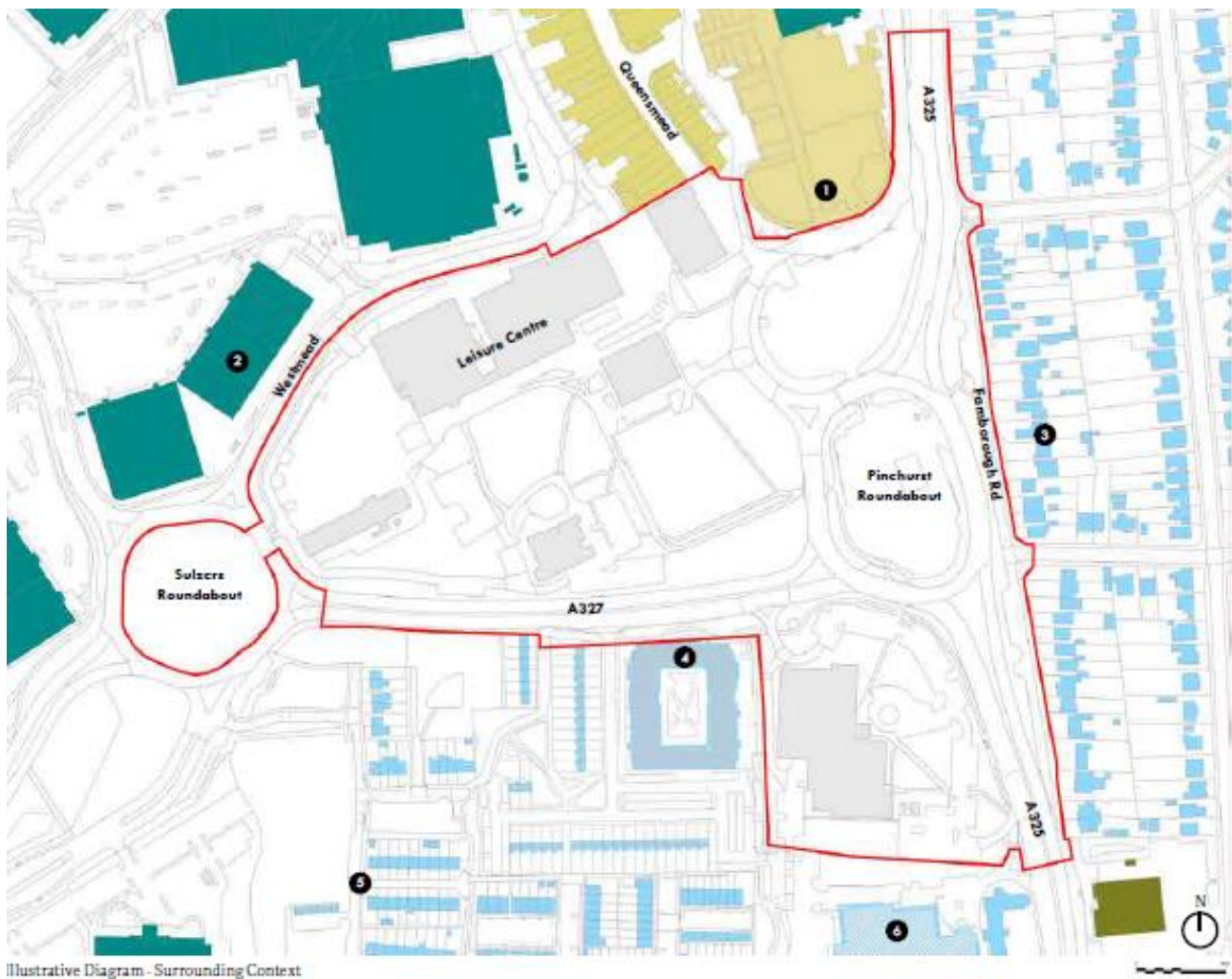
The application relates to outline proposals for the re-development of the Farnborough Civic Quarter. This is a key town centre regeneration scheme contributing to the Council's strategic objectives as identified by the adopted Rushmoor Local Plan (2014-2032) and Supplementary Planning Documents.

A Members' Site Visit was undertaken on Saturday 28th January 2023.

The Application Site : The site is of an irregular shape and measures 12.23 hectares. The Kingsmead (Briarcliff House), Queensmead and Princes Mead (Asda) portions of the existing Farnborough Town-Centre shopping area are located to the north. The application site contains the Iceland foodstore building and the adjacent paved area at the south end of Queensmead; sections of the Eastmead and Kingsmead service roads adjacent to Briarcliff House; the whole of the Pinehurst North and South Car Parks and surrounding Pinehurst Roundabout road junction, the adjacent section of Farnborough Road (A325) opposite Nos.120-192 Farnborough Road; the Council Offices site; the Westmead House offices; the Meudon Avenue road (A327); the Westmead (or Sulzers) Roundabout car park; the Leisure Centre Car Park; the sites of the demolished Farnborough Leisure Centre, Elles Hall Community Centre and Farnborough Police Station; Farnborough Library; the Skate Park, open spaces and pond; and various car parks, access roads, paths, cycleways and paved areas.

In total the application site currently contains approximately 12,000 sqm of existing floorspace at the Council Offices, Farnborough Library, Westmead House and the Iceland building.

The land at the application site is, with the exception of much of the main roads and roundabouts (A325 and A327), which are elevated on embankments, mainly level, with a variation in ground elevation in metres Above Ordnance Datum (AOD : i.e. sea level) across the FCQ site ranging between approximately 65 metres AOD at the Leisure Centre Car Park up to 70 metres AOD at the south side of the Council Offices site.



The Application Proposals : The application is for a phased mixed-use re-development of the site that is expressed in **Outline Form** with all matters except the means of access

reserved for future consideration. Accordingly, the scale, layout, appearance and landscaping of the proposed development are 'Reserved Matters'.

Officer Note: An Outline planning application submits proposals in abbreviated form seeking consent in principle to a limited range of aspects of those proposals.

This form of application is normally only used for larger or more unusual development proposals. Outline applications are a preliminary planning application option provided within the planning legislation to enable developers to find out if there are any issues of principle and basic detail to resolve before they get too far into planning the details of their proposals.

If Outline planning permission is granted this does not act as consent for development to begin. Once outline planning permission has been granted, one or more 'Reserved Matters' applications must then be made in order to complete approval for the development proposals at the level of detail that is expected with a conventional fully-detailed planning application.

The details contained with Reserved Matters application must be consistent with those of the parent outline approval, including any conditions that are attached to it.

The application description sets out the basic elements and quantum of development proposed, which, following amendments submitted in December 2022, comprise the following:-

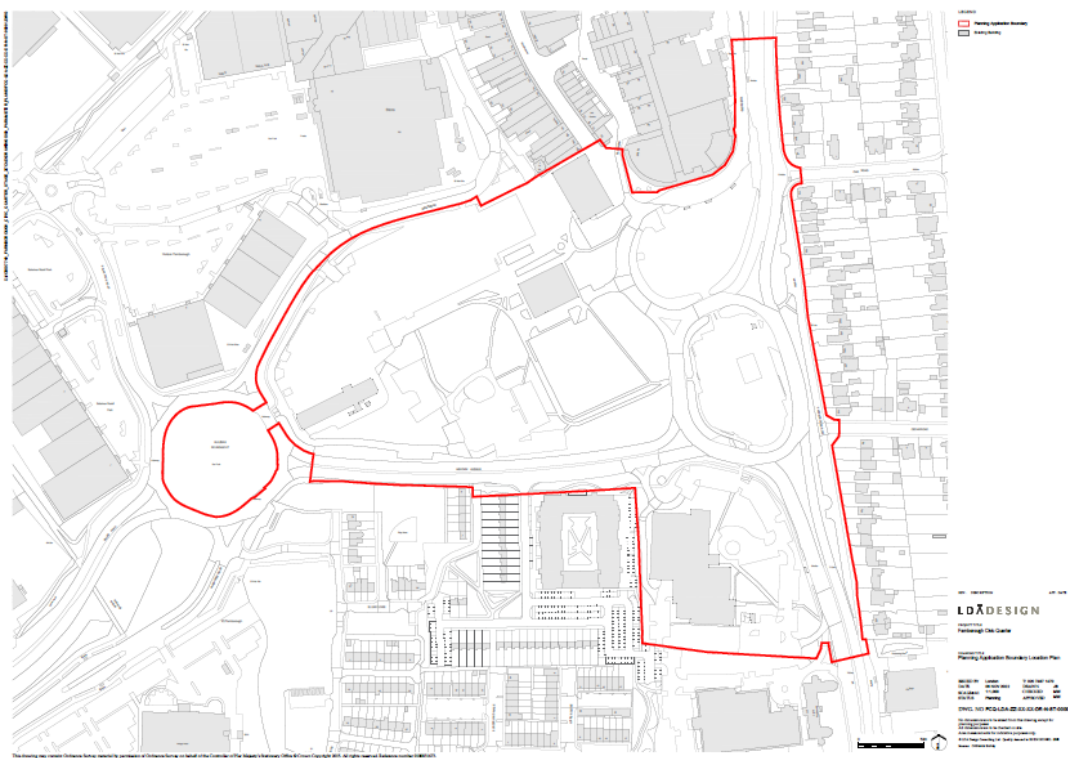
- (a) demolition of all existing structures including the existing Council Offices, Farnborough Library, Westmead House and the Iceland building;
- (b) removal of the existing Pinehurst Roundabout and associated embankments and construction of a new traffic-light controlled A325 Farnborough Road and A327 Meudon Avenue 'T'-junction;
- (c) erection of up to 960 residential units [Use Class C3]. The revised Planning Statement (December 2022) advises that the mix of dwelling units would comprise 363 (38%) 1-bedroom, 498 (52%) 2-bedroom and 99 (10%) 3-bedroom plus units;
- (d) erection of non-residential floorspace comprising the following mix of uses: a new leisure centre [Use Class E], an hotel [Use Class C1], office floorspace [Use Class E], retail, commercial, healthcare, entertainment floorspace [Use Class E/Sui Generis] and community floorspace (including a new library) [Use Class F1/F2];
- (e) construction of two transport mobility hubs, associated infrastructure and highway works;
- (f) creation of new publicly-accessible open spaces including a replacement skate park; and
- (g) associated access, servicing, landscaping and other works.

In respect of the proposed non-residential floorspace at (d) above, the quantum proposed has specifically been excluded from the applicants' description of proposed development to enable flexibility for how exactly it would be provided in the future. Nevertheless, in order to secure control, the applicants suggest the use of a planning condition to set maximum limits as follows:-

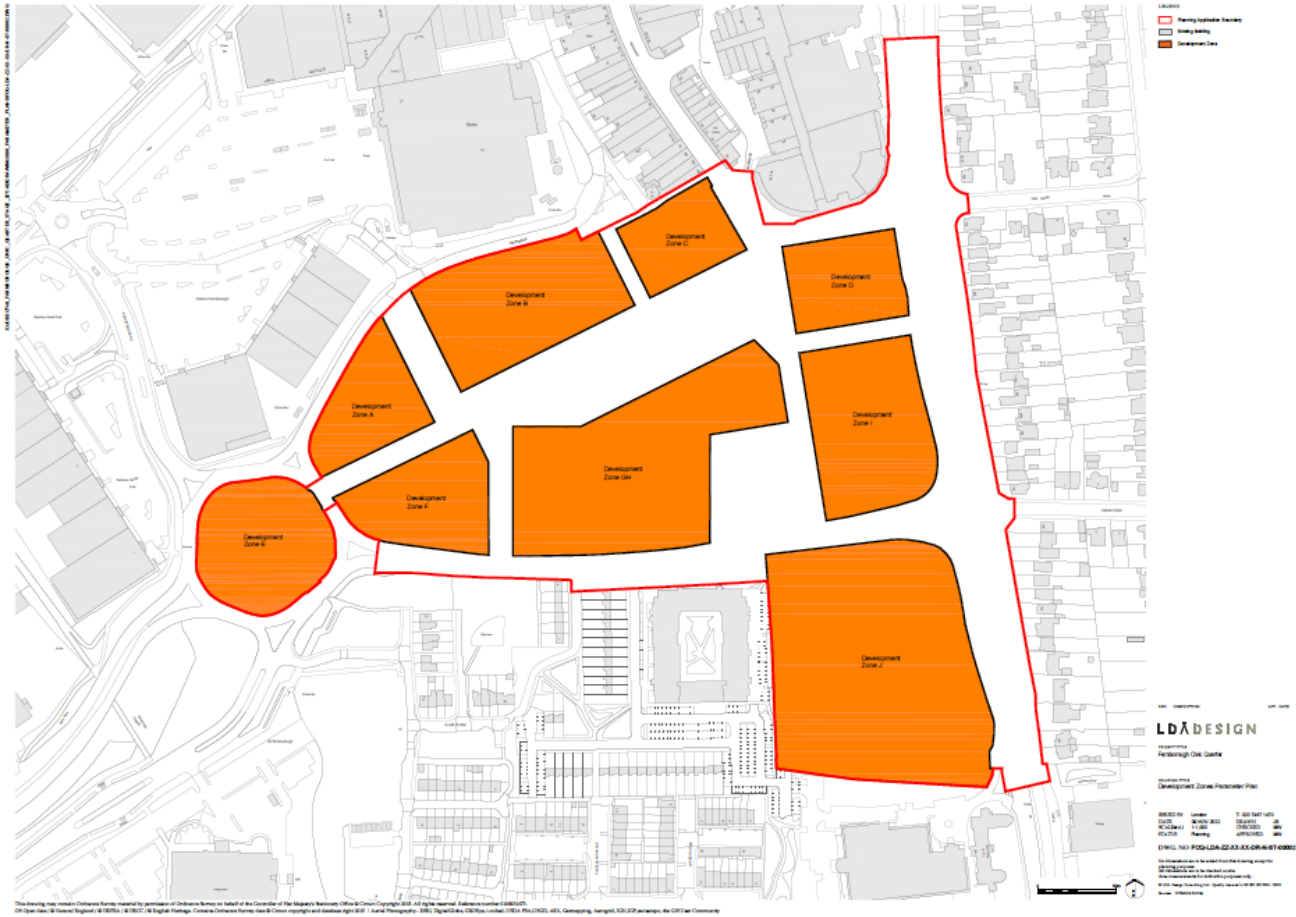
- The total amount of non-residential floorspace across the entire development, covering the uses set out within the description of development, shall be no more than 45,072 sqm (GIA : Gross Internal Area);
- The total amount of non-residential development within Use Class C1 (Hotels), for the provision of an hotel, shall be no more than 7,200sqm (GIA);
- The total amount of non-residential development within Use Class E (Commercial, Business and Service), for the provision of offices, shall be no more than 4,080sqm (GIA);
- The total amount of non-residential development within Use Class E (Commercial, Business and Service), for the provision of healthcare and nurse facilities, shall be no more than 403sqm (GIA);
- The total amount of non-residential development within Use Class E (Commercial, Business and Service) and Sui Generis Use Class, for the provision of retail and food and beverage, shall be no more than 4,560sqm (GIA);
- The total amount of non-residential development within Use Class E (Commercial, Business and Service), Use Class F (Local Community Uses) and Sui Generis Use Class, for the provision of leisure and entertainment facilities, shall be no more than 8,292sqm (GIA);
- The total amount of non-residential development within Use Class F (Local Community Uses) shall be no more than 500sqm (GIA); and
- The total amount of non-residential development for the provision of Mobility Hubs shall be no more than 20,037 sqm (GIA).

Plans for Determination : A set of **Parameter Plans** have been submitted for determination with the application. Amended in December 2022, these describe the basic maximum built volume and distribution of the proposed development across the application site. If outline planning permission is approved and implemented, the developers would be obliged to comply with what is shown by the Parameter Plans when they submit Reserved Matters applications. The Parameter Plans comprise:-

A **Site Location Plan:** See below. A red-line defining the extent of the application site.



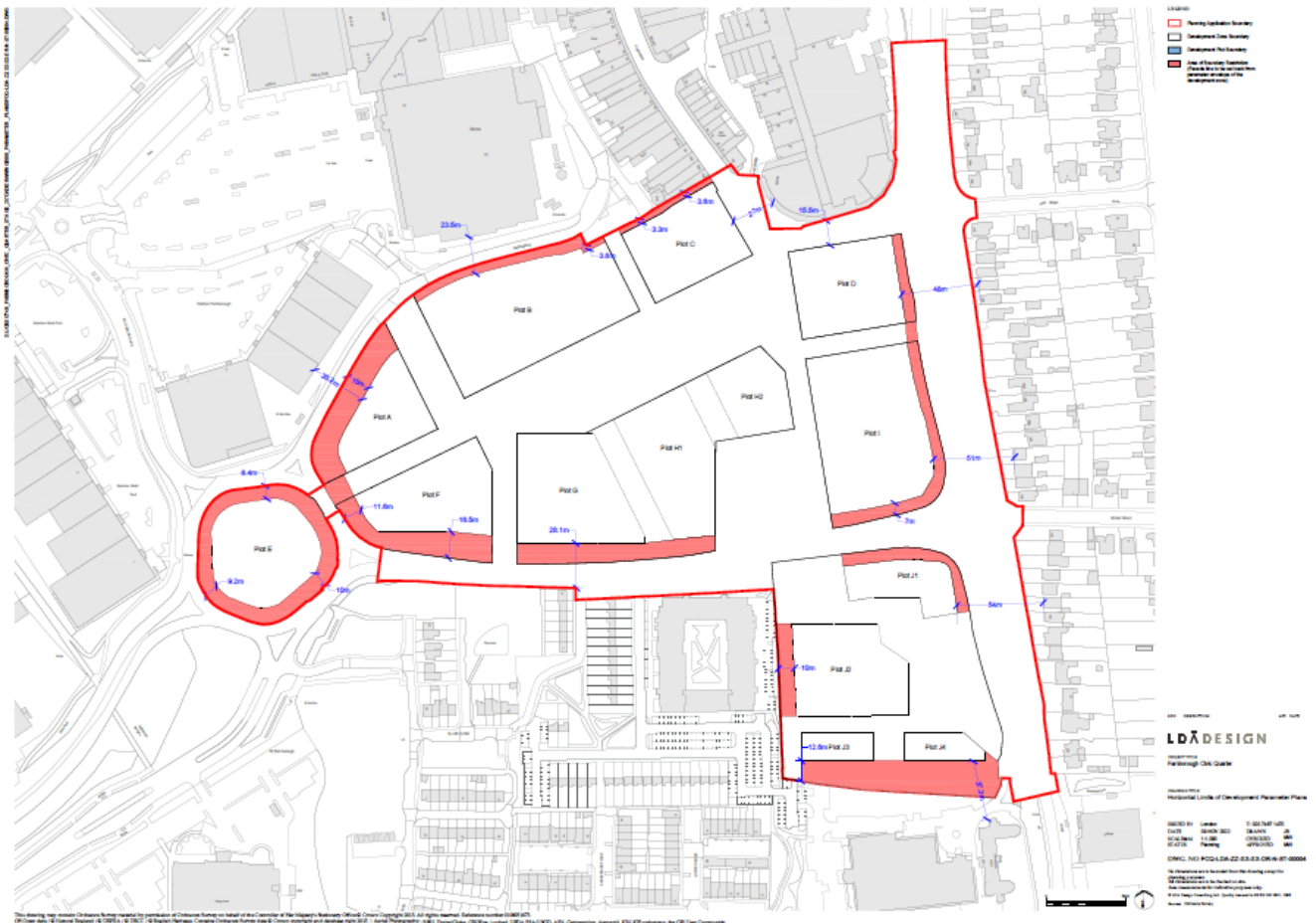
A **Development Zone Parameter Plan** : which identifies 9 zones for future development phasing within which it is proposed development would take place : Zones A-J inclusive.



Development Zone	Current Land Use
A	Most of Leisure Centre Car Park
B	Most of former Leisure Centre site
C	Iceland Block and adjacent Kings Moat Car Park to west
D	Pinehurst North Car Park
E	Westmead (formerly Sulzer) Roundabout
F	Westmead (formerly Sulzer) Building and landscaped area to south
GH	Site of former Elles Hall Community Centre and car park, adjacent pond, part of Skate Park; most of former Farnborough Police Station site and portions of adjoining open space areas.
I	Pinehurst Roundabout incorporating Pinehurst South decked car park
J	Rushmoor Borough Council Offices site

Although not identified as Development Zones on this Parameter Plan, there are areas of land that would fall within the proposed highway works for the new Farnborough Road/Meudon Avenue 'T'-junction; existing public open space and Farnborough Library (to be demolished) identified by a Public Open Space Parameter Plan as a Central Park and Civic Square between Zones A, B, C, D, GH and F; and further areas of public open space between Plots GH, I and Meudon Avenue (dubbed 'Elles Glade') and on Plot J (dubbed 'Pinehurst Gardens').

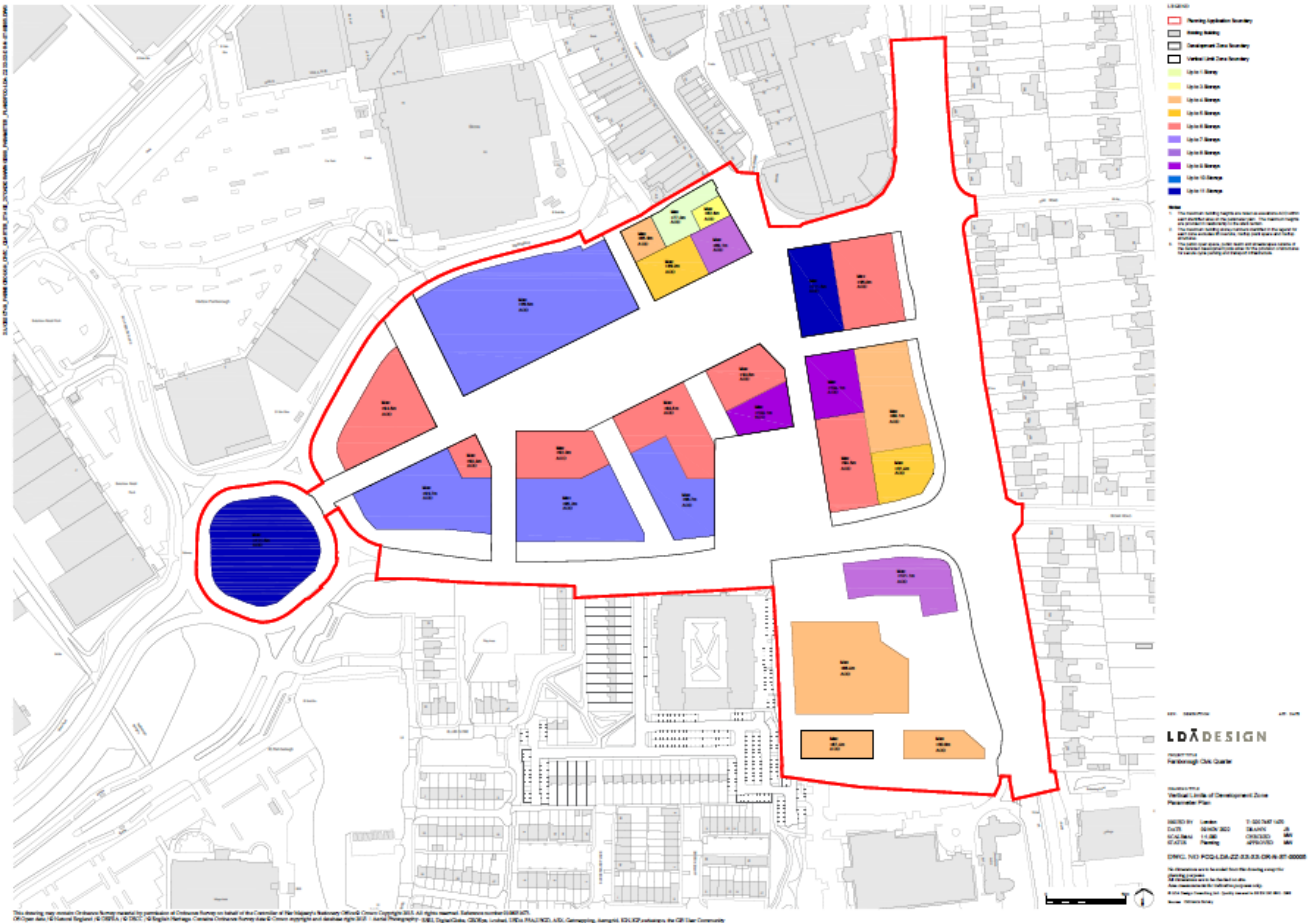
A **Horizontal Limits of Development Parameter Plan** (Next Page : Amended December 2022): this defines and identifies the maximum horizontal extents of the buildings envisaged in the development. First, an outer black line follows the borders of the Development Zones as already defined by the Development Zones Parameter Plan:-



Where the applicants have considered that there are relationships with adjacent and nearby existing development to address, the Horizontal Limits Parameter Plan also identifies “Areas of Boundary Restriction” shaded in red/pink around the perimeter of the site, where the facades of any buildings would be set back within the Zone in question. The Areas of Boundary Restriction are supplemented by some identified minimum façade-to-façade separation distances from properties around the site.

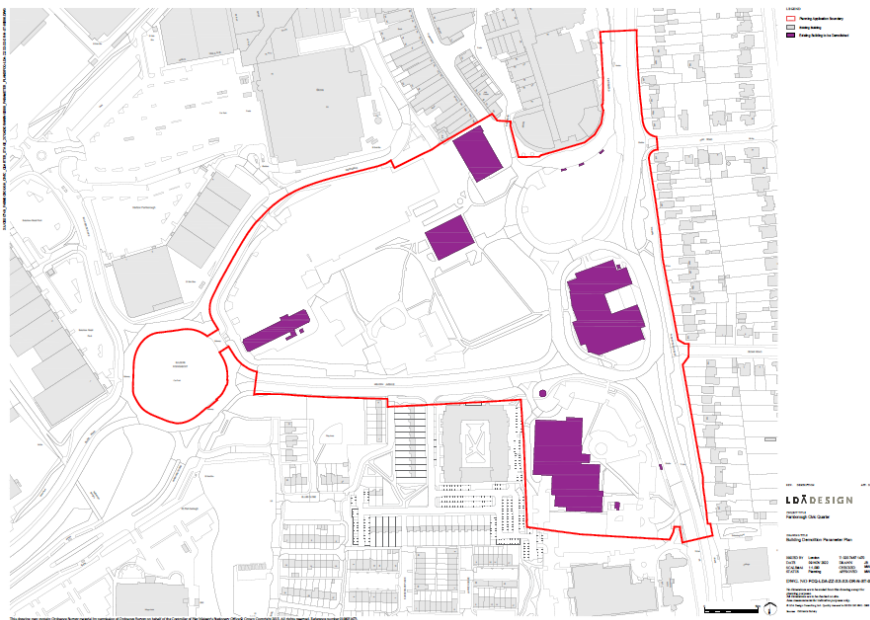
In the case of Development Zones GH and J, the Horizontal Limits Parameter Plan identifies that the building Plots within these Zones would be sub-divided into Plots G, H1 and H2; and Plots J1, J2, J3 and J4. In the case of Zone GH this is in order to identify space for streets dissecting the Zone between the individual building Plots. In the case of Zone J, this is to accommodate areas of Public Open Space identified by the Public Open Space Parameter Plan.

A Vertical Limits of Development Zone Parameter Plan (Next Page : Amended December 2022): This Parameter Plan identifies the maximum heights on building Plots, or parts of them. This sets out both a maximum number of storeys (up to 11-storeys by reference to a colour-coded key) and also identifies a maximum elevation Above Ordnance Datum (AOD). In this latter respect, account must be taken of the site ground-level height AOD (approximately 65 metres AOD for the application site) in order to determine the proposed maximum height of the building in question.

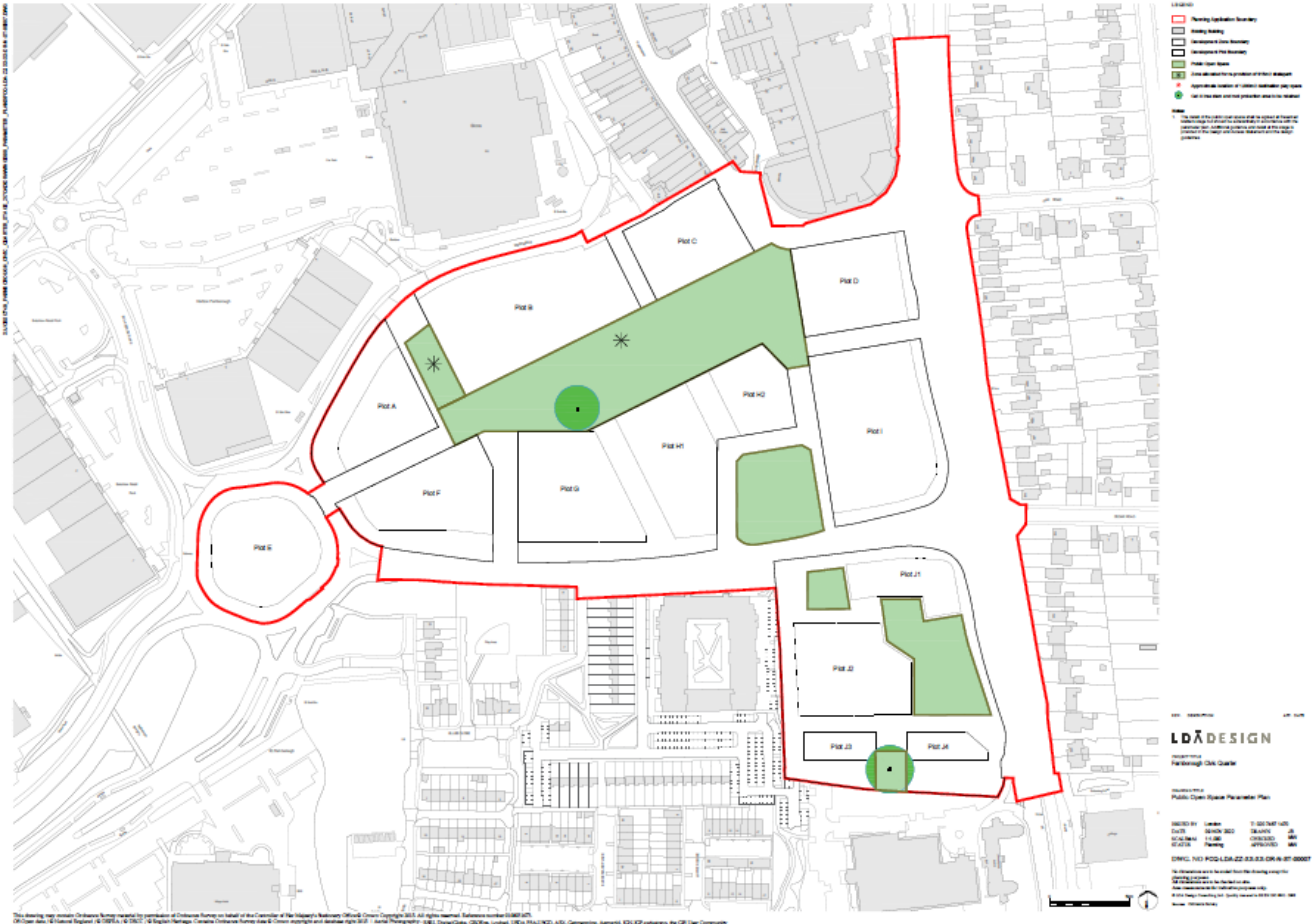


Combined with the Horizontal Limits Parameter Plan, the Vertical Limits Parameter Plan describes, and is seeking planning permission for, a maximum volume envelope for each part of the proposed building Plots. For most of the proposed development Plots the buildings are shown to have elements of more than one maximum height.

A **Building Demolition Parameter Plan** (Updated December 2022) : this identifies all of the remaining buildings and structures, including some bus-shelters, that would be demolished and removed from the application site to make way for the proposed development:



A **Public Open Space Parameter Plan** (Below : Amended December 2022) : This plan identifies the extent of Public Open Space which would be provided with the FCQ development. This comprises a Central Park; a smaller POS area adjacent to Plots H1, H2, I and Meudon Avenue; and three separate areas of POS within Zone J. The POS Parameter Plan identifies two Category A trees that are to be retained within defined root protection areas. The POS Parameter Plan shows the approximate locations of a new Skate Park (stated with the Plan key to measure 915 sqm); and also a 1,000 sqm destination play space; both in the vicinity of Zone B (the proposed new Leisure Centre).



An **Access Parameter Plan** (Amended December 2022) : identifies the means of access to the proposed development in diagrammatic form – and is annotated as having a tolerance of 15 metres variance for the future location of all new roadways and entrances from the locations indicated on the Plan. The Access Parameter Plan does not show the detailed design of proposed revised roads or the provision of access ways within the site itself as these would be the subject of future Reserved Matters submissions. The Access Parameter Plan shows the proposed Farnborough Road/Meudon Avenue ‘T’-junction; and notes that this would provide “maintained access to existing properties and adjoining roads.” The Plan shows the retention of the Kingsmead road linked to the existing Eastmead service road, but with no outlet to the south with the exception of the provision of a bus-only access road; retention of the old line of Farnborough Road in its existing use as a service road to the east of the application site to maintain all existing property entrances there; and retention of the Westmead (formerly Sulzer) Roundabout and the Westmead service road as existing. It is proposed that most of the routes of access to serve the development would be to and from Westmead and Meudon Avenue.



Updated Illustrative Masterplan Image (December 2022) : not for determination.

Application Documentation : The application is supported by supporting documents referring to both the Plans for Determination and/or the Illustrative Plans as necessary. These are as follows:-

Document	Notes
Design and Access Statement	Amended version (Rev.G) submitted December 2022.
Planning Statement	The Agent's Covering Letter submitted in December 2022 sets out various amendments to this document to reflect the reduction in the overall number of dwelling units to 960. An amended Application Form was also provided to reflect this reduction.
Design Requirements	A new supporting document submitted in December 2022 to define a form of Design Code for the development.
Statement of Community Involvement	

Transport Assessment	A TA Addendum document was also submitted December 2022.
Framework Travel Plan	An amended version of this document was submitted in December 2022.
Car Parking Management Plan	
Delivery & Servicing Management Plan	
Energy Statement	
Sustainability Statement	
Arboricultural Report & Tree Condition Survey	Incorporating a Tree Constraints site survey plan; and Tree Protection & Removal Plans based on Illustrative Plans.
Preliminary Ecological Appraisal/ Surveys & Biodiversity Net-Gain Metric calculations	A Condition Assessment and an amended BNG Metric submitted December 2022.
Flood Risk Assessment & Surface Water Drainage Statement	
Utilities Report	
Fire Strategy Report	
Ground Conditions Assessment	
Environmental Statement (ES : including a Non-Technical Summary & Appendices) with the following chapters: <ul style="list-style-type: none"> • Introduction • EIA Methodology • Site & Development Description • Alternatives & Design Evolution • Construction Methodology & Phasing • Population & Human Health • Townscape & Visual • Built Heritage • Transport & Access • Noise • Air Quality • Daylight, Sunlight & Overshadowing • Wind • Water Resources & Flood Risk • Ecology • Climate Change • Summary & Residual Effects 	1. A Statement of Conformity of the revised proposals with the ES; and 2. an amended set of wire-line annotated images provided with the Townscape & Visual Impact document submitted with the ES, were submitted in December 2022.
Noise Impact Assessment	
Archaeology Desk-Based Assessment	
Economic Viability Assessment	An additional Statement submitted January 2023.
Daylight & Sunlight Assessment of Illustrative Masterplan	
FCQ Vision Document	
Target Delivery & Phasing Programme	
Retail Impact Assessment	A new document submitted December 2022.

The Proposals Plot By Plot : Attached with **Appendix A** at the end of this Report are summaries of the main features of the proposals for each of the Development Plots.

S106 Agreement : In addition to the controls to define and guide subsequent Reserved Matters Applications for the proposed development which are the subject of recommended

Planning Conditions and the Design Requirements document (December 2022), the applicants indicate that they are willing to enter into a s106 Legal Agreement to secure, mechanisms for the payment of SPA, Off-Site Public Open Space and Highways (Travel Plan) financial contributions; provision of affordable housing with viability reviews; On-Site Public Open Space Provision, Management & Maintenance; Provision of Community & Leisure Facilities; Car Parking, Cycle Hire & Car Club Provision, Management and Review; Mobility Hub Provision, Operation & Management Details; Any Off-Site Biodiversity Net Gain requirements; operation of an Employment & Skills Plan; and Quality Control & Review Measures to ensure Design Quality.

Environmental Impact Assessment : Due to the scale of the proposals, the application is classed as 'EIA Development' falling within Paragraph 10(b) of Schedule 2 (Discretionary requirement for EIA) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. The application is accompanied by an Environmental Statement (ES) (in 3 volumes). The ES refers to a number of its own supporting documents and there is a Non-Technical Summary. A Statement of Conformity with the ES was submitted by the applicants with the amendments to the scheme received in December 2022.

A scoping opinion was originally issued by the Council on 7 May 2021, confirming the matters which should be addressed by an Environmental Statement (21/00180/SCOPE). The Council's response was revised in January 2023 to confirm that the Accidents & Disasters topic no longer needed to be addressed by the ES in the light of consultation responses from National Air Transportation Services (NATS) and Farnborough Airport to the current application. The Council's supplemental report evaluating the technical content of the ES is appended at **Appendix B** to this report.

Other Planning History

Much of the application site was developed in the late 1960s and 1970s, with the main activity, involving the elevation of Farnborough Road and Meudon Avenue to form the Pinehurst and Sulzer Roundabouts, taking place in the early 1970s. The Council Offices were built in 1980-81. There is extensive planning history relating to existing buildings and land uses within the application sites and those which have been demolished. The most relevant planning history is summarised below:-

Case Reference	Description & Site	Decision & Date
FAU4278	New supermarket (the building now containing the Iceland store). 98a Queensmead, Farnborough	Granted 06/06/1968
FAU4648	Erection of recreation centre (Swimming Pool). Land at Westmead, Farnborough	Approved 15/09/1969
FAU5510	Erection of new County Council library. Pinehurst Avenue, Farnborough	No Objection 19/08/1971
FAU6197	Outline: Erection of sports hall (Recreation Centre) Land adjacent to Recreation Centre, Westmead, Farnborough	Approved 01/12/1972
FAU6433	Outline : New office block (later known as Sulzer Building).	Granted 07/06/1973
FAU6768	Details of new office building. Land adjacent to Westmead Roundabout	Approved 06/11/1973

FAU6800	Two-storey addition to existing Community Centre. Elles Hall, Meudon Avenue, Farnborough	Granted 30/11/1973
RSH2688	New Civic Centre (RBC Council Offices). Elles Mess Site, Farnborough Rd, Farnborough	No objection 16/04/1980
RSH5020/CON	Phase II Farnborough Town Centre Cycleway Scheme. Land to rear of Farnborough Police Station and Pinehurst Avenue, Farnborough	No objection 24/02/1987
89/00036/RBC	Erection of single deck car park over existing surface car park. Pinehurst Car Park, Farnborough Road, Farnborough	Granted 22/06/1989
16/00805/DEMOPP	Prior notification of proposed demolition under Schedule 2 Part 11 Class B of the Town and Country Planning (General Permitted Development) (England) Order 2015 as amended for the demolition of existing former police station building and associated outbuildings and removal of above and below ground fuel tanks. Police Station, Pinehurst Avenue, Farnborough	Prior Approval Required & Granted 01/11/2016
18/00367/OUTPP	Outline application for the erection of up to 174 units across 8 storeys (plus a semi-underground car park) with associated car parking, cycle parking, open space, landscaping, lighting, drainage & associated infrastructure, engineering and service operations (all matters reserved). Police Station, Pinehurst Avenue, Farnborough	Withdrawn 11/11/2020
20/00213/FULPP	Continued use of leisure land as a hard surfaced pay and display car park. Operation as a car park 24 hours a day, 7 days per week Kings Moat Car Park, Westmead, Farnborough	Granted 05/06/2020
20/00486/DEMOPP	Demolition of existing community centre building. Elles Hall, Meudon Avenue, Farnborough	Prior Approval Not Required 04/08/2020
21/00580/DEMOPP	Demolition of Farnborough Leisure Centre. Farnborough Leisure Centre, Westmead, Farnborough	Prior Approval Required & Granted 05/08/2021

Consultee Responses

Internal Consultees:

RBC Contract
Management

No comments.

RBC Ecology
Officer

Proposals as Originally Submitted : More information required.

RBC Env. Health

No objection subject to conditions.

RBC Arboricultural
Officer

More Information Required: Of a total of 381 individual trees and 18 groups of trees, 237 individual trees and 11 groups of trees have been identified for removal. Over half of these trees are retention grade category B trees which according to the recommendations of BS5837, are of a category that should be accommodated by development schemes and their removal would conflict with policy NE3 of the Rushmoor Local Plan. We need to understand whether the proposed tree losses are merely illustrative at this stage or whether outline consent would make the proposed losses irreversible.

No issue with the BS5837 compliant tree survey, the findings of which according to the BS, should have informed the development layout. However, given the significant proposed tree losses and having studied the submitted Arboricultural Impact Assessment, there are questions relating to the extent to which the layout has been informed by the tree survey and to what extent the AIA has been produced to support the preferred layout. Overlaying the preferred layout plan and the existing tree survey plan enables the identification of significant development opportunities between important tree groups which could suggest that the current level of proposed tree removals is excessive and unnecessary. A tree constraints plan would have been produced to inform the layout and it might be helpful if this can be submitted by the applicant. Notwithstanding, by Referring to S4.3 of the submitted AIA, "A significant percentage of trees (to be removed) sit adjacent to existing highway infrastructure or in close proximity to buildings to be demolished" and "growing on sloping and mounded terrain" It is accepted that many of these trees would require removal as they are unlikely to survive root disturbance although the quoted justification for wider tree loss is unconvincing: "the whole site is being remodelled".

Another area of concern is the proximity of shade trees to the South aspect of building footprints and the potential for post development pressure to reduce the canopies of retained trees that limit solar gain. These conflicts are symptomatic of over-development or inappropriate footprint orientation.

The extent of losses of mature shade trees cannot be justified by mitigation tree planting (assuming these new trees grow to maturity) due to the time delay in realising their benefits. Any net gain in terms of amenity and bio-diversity would be some years away. There have been cumulative losses of canopy cover over the last decade due to intensive developments which threaten town centres and social housing areas, those most poorly served by functional canopy cover which consequently become urban heat islands. If this outline scheme is to be approved, trench planting would be preferred to individual planting pits as this maximises rooting volume. Trees should be irrigated from recycled roof water, stored in high-capacity tanks on site and available during the growing season, particularly during hosepipe bans. The survival of new trees would depend upon a satisfactory long-term landscape management plan.

RBC Parks

Provides potential POS projects on which a POS financial contribution

Development Officer could be used.

RBC Planning Policy More information required including a need for a Retail Impact Assessment.

RBC Private Housing No response to consultation.

Hampshire County Council

Hampshire County Council Planning No comments.

Hampshire County Council Education Response received 24 January 2023 : The proposed development of 597 dwellings (excluding 1-bedroom dwellings) would be expected to generate a total of 90 additional primary age children and 63 additional secondary age pupils. This is based on a figure of 0.3 primary age children per new dwelling and 0.21 secondary age children per dwelling which was derived by conducting demographic surveys of developments that have been completed within Hampshire and calculating the average number of primary age children on those developments. As the dwellings are all proposed to be flats, the expected yield has then been halved to arrive at the final figures.

The development site is served by Tower Hill Primary School, St Peter's CofE Junior School and Cove Secondary School. The primary age phase schools are forecast to be full so, to accommodate the anticipated yield of pupils from this development, a contribution will be sought. The Cove School is also full but is only at capacity owing to the recruitment of pupils from out of their catchment area. Consequently, no additional secondary school places will be needed to cater for these pupils and no contribution will be sought from the developer. Details of the forecasting methodology used, along with the current pupil numbers in the Farnborough primary schools and at The Cove School provided.

The County Council has used previous extension projects to derive a cost for the proposed expansion to the primary places within Farnborough, and this is estimated at £1,865,610. This is based on the provision of 3 teaching spaces at a pro-rata cost at one of the neighbouring Farnborough Schools.

No contribution will be sought to provide additional secondary school places owing to the out of catchment recruitment of pupils to the school.

In summary, the contribution towards the expansion of Tower Hill Primary School or St Peter's Junior is necessary as without an expansion they will not be able to accommodate the children from the development. The level of contribution being sought is based on the number of additional classrooms required to accommodate these children at the schools and therefore is fairly and reasonably related in

scale and kind to the development. This information is supported by the County Council's 'Development Contributions towards Children's Services Facilities' which sets out the methodology for assessing the impact of development on education infrastructure.

Recommendation : Without the provision of a contribution towards the provision of additional school places the County Council, as Local Education Authority, would object to the proposal on the grounds that the impact on the existing infrastructure cannot be sufficiently mitigated and therefore the development is unacceptable in planning terms. [*Officer Note: the issues raised by this response are addressed in the Commentary section of this Report.*]

HCC Highways
Development
Planning

Proposals as Originally Submitted : No response to consultation in 2022 pending further information being sought directly from the applicants.

Adjacent Local Authorities

Bracknell Forest
BC

No objection.

Guildford BC

Consultation acknowledgement, but no further response received.

Hart DC

No Objection : The site relates to 12.23ha of land situated within a central area of Farnborough, just south of the primary shopping area around Queensmead. It sits approximately 10 minutes walk south from the Farnborough Main train station and 15 minutes walk north from Farnborough business park. The site covers an area that bridges Farnborough's retail core with the predominantly residential areas to the south and east. This location places the site in an area surrounded by a diverse number of land-uses. The application site contains 4 buildings which collectively would comprise circa 8270sqm of office space (Use Class E).

ASSESSMENT: The main issue associated with this consultation is whether the proposal would give rise to any strategic impacts upon the District of Hart. The only elements that could potentially impact on the District are matters associated with highways and the sites within Hart that form part of the Thames Basin Heaths Special Protection Area (TBHSPA) due to the distance between the application site and the District's boundary, approximately 1.34 miles (straight line between the two, at the closest).

In terms of highways, It is unlikely that the redevelopment of the central area of Farnborough and associated traffic generation and movements would have far reaching direct impacts such as to affect Hart District in a significant adverse manner. The development site is easily accessible from A roads and the M3, which are adjacent/ in proximity to the development site and located between Rushmoor and Surrey. In any event the application contains detailed highway information that has to be assessed, by Hampshire County Council in their capacity of

Local Highway Authority. The County Council should have been also consulted on the application received by Rushmoor Borough Council as they are the Local Highway Authority in Hampshire.

With regards to impacts to the TBHSPA, Rushmoor Borough Council should ensure that the recreational impacts arising from the strategic development proposed are fully mitigated as to avoid negative effects to the SPA as a whole.

The above strategic implications for Hart District Council are part of considerations that have to be taken into account not only by Rushmoor Borough Council but also by Hampshire County Council and Natural England; and such considerations would have to comply with the objectives of the Rushmoor Development Plan and the NPPF. As such in this instance, no objection is raised.

Surrey CC

No comments.

Surrey Heath BC

No objection: After careful consideration, it is considered that the Council have no objection to make on the proposals. No conditions suggested. I nevertheless trust that the proposals will be considered in the context of your local planning policies and that any representations received from nearby occupiers, including those from Surrey Heath Borough Council, will be fully taken into account.

Waverley BC

No objections : Waverley BC Planning and Economic Development have the following comments on the application:

- It is noted that this site is allocated for mixed-use development in the adopted Rushmoor Local Plan. However, this application for 1006 units seeks a greater yield of housing than the Local Plan allocation of approximately 700 units.

- Our interest is in relation to any potential cross boundary impacts; which may be greater than assessed at the Local Plan stage given the uplift of proposed dwellings.

- Our interest is in relation to any potential cross boundary impacts. It is our view, that given the distance involved, the potential impacts would likely only be on infrastructure and services.

- There is a need to ensure that any potential cross boundary impacts on infrastructure are identified and addressed. Such potential impacts would include transport and it is very important that Surrey County Council is consulted with, we would give great weight to the any opinion given by Surrey County Council.

- Any potential cross boundary impacts on other facilities, such as schools and health facilities, should also be considered with the relevant infrastructure bodies.

- It is noted that Rushmoor has not adopted CIL. Therefore, reliance is placed upon S106 to secure infrastructure from development. Dependant on the cross-boundary impacts identified, we would expect to planning obligations to be secured to mitigate the any cross-boundary impacts of the development proposal.

- We cannot see that a retail impact assessment has been conducted.

However we would highlight that it should be considered as to whether any town centre expansion could adversely affect other nearby centres. For example, a substantial increase in retail floorspace in one location might draw business away from another centre. Waverley Borough Council has considered the application and raises no objection to the proposal.

Infrastructure Consultees

Frimley Clinical Commissioning Group	Representation: Frimley CCG are working with RBC to ensure that health facilities and services are included in this development. We agree with residents that improved and expanded health facilities are required to ensure that high quality care can continue to be provided to people already living in Farnborough and those who choose to move to the town. We disagree with the information included in the environmental statement about GP provision. Significant additional estate is required from which GPs can operate.
Scottish & Southern Energy	Comment/Advice : Asset Data would not be permitted to authorise works on behalf of SSEN. Please follow HSG 47 Guidelines for all groundworks. If there are any concerns that the proposed works could affect our network, or you would like to confirm clearances required or certain voltages, please contact our Connections and Engineering Department on Tel: 0800048 3516.
Southern Gas Network (Formerly TRANSCO)	<p>Comments #1: SGN is responsible for the management of the network that distributes gas to premises across the SE England. SGN have apparatus within and in the vicinity of the proposed Application as shown on the enclosed Infrastructure Plan. Please note the plan is provided as a guide to the approximate position of the apparatus and the actual location and details will need to be determined on site.</p> <p>SGN is concerned that the works associated with the application may adversely affect the integrity of the apparatus and access to it. SGN expect all reasonable measures are taken prior to the implementation of any works associated with the Application to ensure the apparatus is properly protected. Such measures may include, but not limited to, agreeing protective provisions and relocating the apparatus at the sole cost of the Applicant.</p> <p>I have included a link to SGN's Digging Safely guidelines which may be of use -https://sgn.co.uk/help-and-advice/digging-safely . A meeting can be arranged with SGN's Asset Engineering manager to establish the protective measures that will be required.</p> <p>Comments #2: Clarification : No objection subject to informative : Southern Gas Networks Plc ("the Company") is not stating that the above regeneration project must not proceed due to the presence of gas infrastructure in the red-line boundary. Rather, the Company's position is that, should planning permission be granted for the development, an Informative note must be appended to the decision notice to draw the attention of the JV (comprising your Rushmoor</p>

Borough Council and Hill Investment Partnerships). Such note will state that prior to proceeding with any physical works near the Company's assets, the JV must first enter into an Asset Protection Agreement with the Company. The Company expects the JV to pay its associated legal costs for the negotiation of this Agreement.

I attach a copy of the Company's infrastructure plan so you may clearly see the positions of the affected Medium Pressure mains, Low Pressure mains and gas governor. The terms of the legal agreements governing the affected assets strictly prohibit any works in the vicinity of the assets without the Company's prior written consent.

South East Water No comments.

Stagecoach South
Western Trains
Limited No comments.

Environmental & Drainage Consultees

Environment Agency No objections subject to conditions.

Hants & I.O.W.
Wildlife Trust No comments.

HCC Lead Local
Flood Authority No objections subject to conditions.

Natural England Thames Basin Heaths Special Protection Area (SPA): No objection subject to appropriate mitigation being secured. I can confirm to you that as long the applicant is complying with the requirements of Rushmoor BC's Avoidance and Mitigation Strategy for the Thames Basin Heaths SPA (through a legal agreement securing contributions to Suitable Alternative Natural Greenspace (SANG) and Strategic Access Management and Monitoring (SAMM)), Natural England has no objection to this application.

Natural England has not assessed this application for impacts on protected species. Natural England has published Standing Advice which you can use to assess impacts on protected species or you may wish to consult your own ecology services for advice.

Thames Water No objections subject to conditions and informative.

Other Consultees

Hampshire Bat
Group No comments.

National Highways No objection.

Historic England	No comments necessary.
BT	No comments.
Farnborough Airport	Support : Reasons: No impact. Comment: The proposed development has been examined from an obstacle limitation safeguarding perspective and does not conflict with our safeguarding criteria. If any changes are proposed to the information supplied to Farnborough Airport these would need to be submitted for review.
MOD Safeguarding	No comments.
Civil Aviation Authority	No comments.
Hampshire Fire & Rescue Service	No objections and makes generic comments concerning fire safety precautions and requirements.
Kingsmead Managers Office	No comments.
National Air Traffic Safeguarding	No objections: The proposed development has been examined from a technical safeguarding aspect and does not conflict with our safeguarding criteria. Accordingly, NATS (En-Route) Public Limited Company ("NERL") has no safeguarding objection to the proposal. However, please be aware that this response applies specifically to the above consultation and only reflects the position of NATS (that is responsible for the management of en-route air traffic) based on the information supplied at the time of this application. This letter does not provide any indication of the position of any other party, whether they be an airport, airspace user or otherwise. It remains your responsibility to ensure that all the appropriate consultees are properly consulted. If any changes are proposed to the information supplied to NATS in regard to this application which become the basis of a revised, amended or further application for approval, then as a statutory consultee NERL requires that it be further consulted on any such changes prior to any planning permission or any consent being granted.
Hampshire Constabulary	No comments.
County Archaeologist	No objections : I agree with the conclusions reached in the submissions documents and endorse the DBA to the planning authority. Whilst the site has previously been used as a barracks and residence, of historic interest, the 1970's development of the site is likely to have had a significant, site wide, negative impact that would have compromised any archaeological remains related to the known previous land uses or any earlier archaeological activity. This will have significantly lowered the site's archaeological potential and the proposed development is unlikely to have any impact on in situ archaeological remains. As such, I do not wish to raise any archaeological issues.

Sport England More information required. Sport England is unable to support this application as submitted and would welcome clarification on the proposed replacement of the leisure centre and how it represents suitable replacement provision under para 99 of the NPPF and Sport England's own planning objectives. We also wish to understand how the outdoor sporting needs of the new population will be met. [*Officer Note: this is a matter of detail to be the subject of a future Reserved Matters submission.*]

Consultation Responses concerning Amended Plans & Details submitted in December 2022

Following receipt of new and amended/updated plans and supporting information in December 2022, further consultation resulted in the following submissions at the time of writing:-

HCC Highways
Development
Planning Support, but more information required at Reserved Matters stage : The County Council provides the following comments on the application in its capacity as Local Highway Authority, the authority responsible for Library Services. The detailed technical responses from the relevant service areas can be found appended to this letter.

The County Council is supportive of the Borough Council's aspirations regarding regeneration of the Civic Quarter site, however there is a need for some further technical work in order to enable the Local Highway Authority to confirm that the proposals are deliverable.

The County Council is pleased to note the provision of the Cultural Hub at the heart of the Borough Council's plans, and recognises the importance of this venue in delivering the wider Rushmoor Cultural Strategy. The County Council would welcome further discussions regarding the suitable allocation of library space and nature of accommodation as the detailed design evolves. Provision of the library within the development is critical given that Farnborough Library is a large and very busy 'Tier 1 Library', with 1,855m² of gross internal area, and the library will form a key part of the cultural 'core' of this new venue.

In summary the local highway authority remain supportive of the proposals in principle and will confirm its detailed recommendations in respect of highways matters following the resolution of some technical details which are necessary to confirm that the proposals are deliverable.

RBC Ecology
Officer No objections in principle but further information requested : a further revised Biodiversity Net Gain Metric was submitted to the Council in January 2023 incorporating proposed off-site tree planting. At the time of finalising this report further clarification is being sought from the applicants' agents concerning the data input. A response is awaited – an update will be provided at the Committee meeting.

RBC Planning
Policy No Planning policy objections in respect of the Retail Impact Assessment subject to condition.

It is confirmed that, according to Paragraph 5 of the Town & Country Planning (Consultation) (England) Direction 2021, development outside town centres is to be referred to the Secretary of State where certain criteria are met and that the proposed FCQ development meets all the criteria set out in Paragraph 5(1). Namely, that it is to be carried out on land which is edge of centre (Criterion a) for the purposes of retail use, as established by the NPPF and defined by Paragraph 2 of the Direction, that it is not in accordance with more than one provision of the Rushmoor Local Plan (Criterion b), and that it consists of retail floorspace in excess of 5,000 square metres when aggregated with similar retail floorspace within a 1km radius which is already provided (e.g. in the town centre), completed within 5 years (e.g. Horizon Retail Park) and is the subject of planning applications/planning permission (e.g. Block 3, Firgrove Parade) (Criterion 5c(ii), as outlined in Paragraph 5(2).

Stagecoach South No comments.
Western Trains
Limited

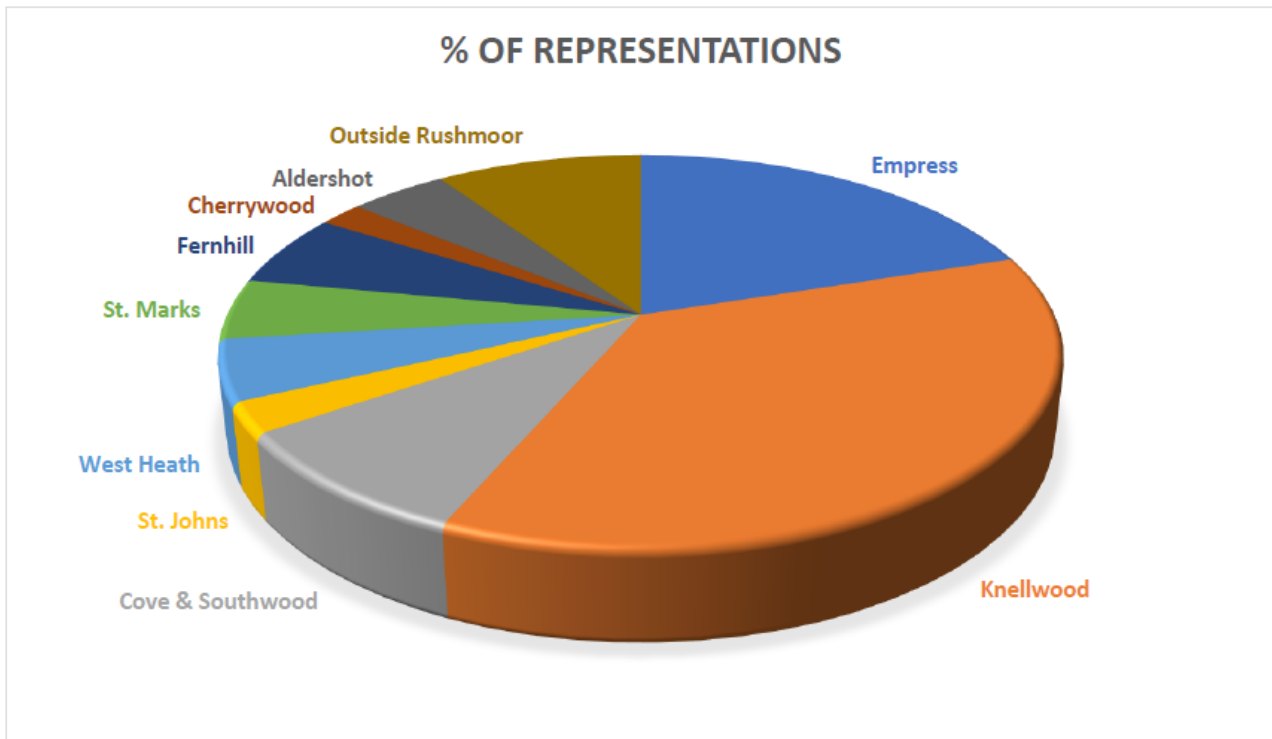
Neighbours notified:

On 17 March 2022 a total of over 1200 individual letters were posted to the occupiers of all properties in a radius surrounding the application site containing properties in Farnborough Road (including The Convent), Salisbury Road, The Crescent, Oak Road, Sycamore Road, Cedar Road, Pirbright Road, Church Avenue, Farnborough Library, Queensmead (including Dukes Court), Eastmead, Westmead, Kingsmead Shopping Centre (including the Cinema), Briarcliff House, Princes Mead (including the Management Office), The Mead, Meads Business Centre, Victoria Road, Empress Court (Hawthorn Close), Asda Supermarket, Westmead House, Horizon Retail Park, Solartron Retail Park, Invincible Road, the Village Hotel, Pinehurst Road & Cottages, Elles Close & Quarters, Moorfield Place ('Sky Plaza' Houses), Wallis Square (including Beverley House, Comet House, Lincoln Court, Lynx Court & Vulcan House), Bell Court (Merlin Road), Kestrel Road (including Buccaneer & Wessex Courts), Sunderland Place, Ashton House (Pond Road), Jupiter Close, Lion Road, Cathedral Court (O'Gorman Avenue), & Farnborough College of Technology. This included all properties located directly adjoining or opposite the application site and some way beyond. The reply date for comments was set as 4 May 2022, a notification period of 48 days, almost 7 weeks.

A total of seven site notices were posted at intervals around the perimeter of the application site and notice was published in the Hampshire Independent newspaper. In addition to the website publication of all the application documents, paper copies were made available for public inspection at the Council Offices and Farnborough Library.

Representations received in respect of application as originally submitted:

At the time of writing this report a total of 209 individual comments had been received, comprising 185 Objections, 13 Neutral Representations, and 11 comments in Support. With the application site located almost entirely within Empress Ward, but abutting Knellwood Ward to the east, the overall distribution of the comments received is as follows:-



Comments received from the occupiers of properties in Knellwood Ward comprise 36% of the total, with comments from Empress Ward 20%. Approximately one-third of the total Knellwood Ward objections originate from Farnborough Road properties adjoining the east of the application site.

Occupiers of properties in Cove and Southwood Ward and from addresses located outside of the Borough together comprise the third largest sources of comments, each with 9% of the total. The remainder of Farnborough Wards and Aldershot (all Aldershot Wards counted together) are the source of all remaining comments received in roughly equal proportions. Objections have been received from Councillor Roberts; representatives of Blackwater Valley Friends of the Earth, Blackwater Valley Green Party, The Farnborough Society, and Rushmoor Accessibility Action Group.

In terms of **Objections**, although generally expressing support for the principle of town centre regeneration, the need for regeneration and provision of a new leisure centre and civic amenities (on which the Council are generally urged to bring replacement facilities forward as a matter of urgency), the following grounds of objection have been raised:-

Principle:

- (a) Contrary to Council and Government policies : Local Plan Policies DE1 (Design in the Built Environment)), NE1 (Thames Basin Heaths Special Protection Area), NE3 (Trees), NE4 (Biodiversity), LN1 (Housing Mix), LN2 (Affordable Housing), LN4 (Specialist & Supported Accommodation), DE6 (Open Space, Sport & Recreation), and SP7 (Meudon House/Pinehurst House Development Allocation) are specifically identified in this respect [*Officer Note: the last policy in this list, Policy SP7, does not relate to the proposed development and application site, but to land currently being developed to the south of the application site, namely the 'Sky Plaza' (formerly Meudon House) and Pinehurst House Sites*];
- (b) The proposals make a mockery of, and are hypocritical, inappropriate and unsustainable in the light of, the Council's climate emergency declaration. The Council should be a

leader, exemplar and take some responsibility in these respects and reconsider the entirety of the proposed development; and/or substantially reduce the scale and balance of the proposed uses within the proposed development [*Officer Note: Whilst it is an underlying and important issue of context for the Council as a corporate body, the Council's climate emergency declaration is not an adopted Planning policy document against which planning applications can be considered and determined*];

- (c) The scale of the residential development proposed exceeds what the Council are required to provide according to the Local Plan and Government policy and guidance;
- (d) Hart District Council and Surrey Heath Borough Council (Rushmoor BC's Housing Market Area partners for the Local Plan) should be required to provide more residential development instead to take the pressure off Rushmoor;
- (e) Overdevelopment : too much development is proposed for the constrained area of land involved. Unacceptable town-cramming in size, layout & density : the application should be refused unless significantly reduced in scale and residential content;
- (f) Over-population : Farnborough is already full and would become even more of a jammed-up bad place to live than it is already;
- (g) The large flatted residential element of the proposals is not needed : there are already far too many flats available in the Borough. Decent family-sized houses with gardens are needed instead – this would also take appropriate account of mental health issues and home-working since the Covid Pandemic [*Officer Note: the Council must consider the proposals as submitted. The Council cannot consider alternative proposals that may be preferred, or refuse permission because alternative uses or developments of the site or other locations are suggested by third parties*];
- (h) Much of the non-residential elements of the proposals are also not needed : the proposed hotel in particular, but there is also already too much office and retail floor space, and too many bars and restaurants, so no new provision of any of these uses is necessary. There is already a surfeit of empty retail units and permitted un-built retail floorspace within the Town Centre area – why not use this existing resource to provide a boost to the Town Centre instead of building new floorspace?;
- (i) Farnborough is a cultural desert and has no theatre or multi-generational entertainments venue – this ought to be provided. Where is the replacement Community Centre – which used to be home to many volunteer community organisations? Just 500 sqm of floorspace is earmarked for community use – 9 X this floorspace is proposed for retail use that far exceeds what is needed – the wrong priorities are being chased;
- (j) Lack of physical and social infrastructure to cope with the proposed additional population that would be housed in the proposed development : doctors, dentists, pre-school, school places, A&E and general hospital capacity, public car parking, police, trains, buses, drainage/sewerage, utility supplies and connections etc. More infrastructure should be provided before any further development is allowed. Existing infrastructure and local services are already under severe strain due to existing and approved over-developments, if not already overwhelmed and run into the ground, and this already unacceptable situation would simply be further exacerbated;
- (k) The proposals do not fit well with the Council's Housing & Homelessness Strategy 2017-2022 [*Officer Note: this document is not a Planning document and does not form part of the Council's adopted Planning policies and documents on which planning applications can be considered and determined by the Council acting as the Local Planning Authority. It is solely a matter for the Council this is a matter for the Council to consider entirely separately in its role as a member of the development partnership proposing the development outside of the planning process to reconcile whether or not the proposals the subject of the submitted application are consistent with, and appropriate in the context of, any other Council policy or other documents that are produced beyond those applicable to Planning*];

- (l) None of the proposed affordable housing would be truly affordable. The proposed 10% affordable housing provision is not enough. What types of affordable housing would be provided?;
- (m) Unacceptable and unsustainable environmental impact – the proposals need to be better thought through and formulated with more care to meet the needs of people in the town. The Council is not doing anything to improve people’s lives and the environment within the Borough;

Civic Amenities:

- (n) The proposed, and much needed, replacement Leisure Centre is unlikely to be big enough, especially since it would need to cater for existing residents in addition to occupiers of the proposed development. It was not appropriate to demolish the Community Centre and Leisure Centre ahead of time;
- (o) It is unclear whether the replacement new Library would be provided or, if it is, whether this would be of sufficient size. No details for the new Leisure Centre have been provided. It is doubted that Plot B is large enough to accommodate a decent Leisure Centre together with new Council Offices, library and community facilities. [*Officer Note: although it is indicated that replacement Leisure Centre and Library facilities are to be provided within the proposed development, specific details are not determined in an Outline application*];
- (p) There is a lot of history associated with the existing skate-park proposed to be lost and already closed [*Officer Note: the existing skate park remains open for use at present; and a new skate park is proposed with the new development. The details of this new facility would be the subject of a future Reserved Matters application should the outline planning permission currently sought be approved*];
- (q) There is a pressing need for a town square and public green open space – not more low-quality high-rise development;

Impact on the Character & Appearance of the Area/Visual Impact:

- (r) Unacceptably poor, unsympathetic and unimaginative design and appearance that would be out of character and cause visual harm : a missed opportunity [*Officer Note: no design details are to be determined with the current application since it is expressed in Outline form only, with such details to be submitted with future Reserved Matters applications instead*];
- (s) Excessive building heights: the development would be a permanent eyesore that would over-dominate its surroundings and have an overwhelming impact on neighbours. This is not London and the proposals are too high-rise and disproportionate in scale and height. Ideally no part of the development should be more than 6-storeys to be in keeping with its surroundings. 11-storeys as proposed is excessive and would dwarf existing nearby higher-rise buildings in the town-centre;
- (t) The planning application should not have even been accepted for consideration by the Planning Dept. [*Officer Note: the Council, as the Local Planning Authority, have a statutory duty to consider all planning applications that are submitted*];
- (u) The application fails to provide any elevations for the proposed new development, especially the proposed taller elements. Accordingly, neighbours are unable to make any properly informed judgements about the impact of the proposed development on them. There are misleading indications of building heights. [*Officer Note: Details of the design and external appearance of all buildings are reserved for future consideration through Reserved Matters Applications. The indications of maximum building heights with the Vertical Limits Parameter Plan are expressed in industry standard form as elevations*];

Above Ordnance Datum (AOD – or sea-level, so the actual proposed maximum building heights for buildings are calculated by subtracting the elevation AOD of the ground at the site : for example 100 metres AOD is a height Above Ground Level (AGL) at the site of 35 metres AGL where the ground elevation at the site is 65 metres AOD : 100-65=35.];

Impacts on Neighbours:

- (v) Significant impacts on neighbours on Farnborough Road opposite the application site – over-dominance, loss of light and privacy, overlooking (possibly in both front and rear gardens) from multiple units/windows from high-rise buildings, reduced outlook, vehicular access problems, increased issues with vermin, overspill street parking etc;
- (w) Complete loss of sky view and sunsets from Farnborough Road properties due to the height and bulk of the proposed Plot D, I and J buildings. Many residents here have enjoyed westerly views and sunsets for many years;
- (x) Infringement of legal rights to light of properties at Nos.120-178 Farnborough Road : legal action could be taken if the scheme is given the go-ahead [*Officer Note: although it is appropriate for the Planning system to consider whether or not existing neighbouring dwellings would, as a result of changes arising from the proposed development, still receive an acceptable level of day/sunlighting and outlook to meet the needs of residential occupation, it is not the role of the Planning system to intervene in matters concerning legal rights to light. If it arises, this is a separate private property matter to be resolved directly between the developer and residents/owners of the neighbouring property(ies) concerned*];
- (y) The development proposed for development (Plots D, I & J) should be re-located to the Westmead side of the site where neighbours would be less affected – and the current plots D, I & J used to provide green space;
- (z) Likely loss of the existing service road vehicular access to Farnborough Road properties such that they would directly adjoin the Farnborough Road again [*Officer Note: the submitted Access Parameter Plan to be determined with the application indicates that this service road would be retained*];
- (aa) Concern that the southbound Farnborough Road bus-lane should be retained outside No.120 Farnborough Road, since this is the only property that has vehicular access direct to the main road and the presence of the bus-lane makes access to and from their property safer;
- (bb) Huge environmental impact of losing the treed embankment separating Farnborough Road properties from the main Farnborough Road;
- (cc) The proposed development would not improve the environment for people living in the vicinity – indeed, it would detract significantly from their amenities and mental health;

Highways Issues:

- (dd) Uncertainty concerning the proposed highway works : it is not clear whether the existing vehicular access arrangements for neighbours, bus lanes, pavements etc would be retained [*Officer Note: the application is in Outline form and details of the proposals are reserved for future consideration through Reserved Matters applications, including the detailed design of road works*];
- (ee) Insufficient road capacity would be provided by the proposed replacement of the Pinehurst roundabout with a traffic-light controlled 'T'-junction : otherwise unnecessary traffic chaos, queuing and grid-lock will occur. The Clockhouse Roundabout will not be able to cope with the additional traffic. This aspect of the proposals is not a good idea and the existing Pinehurst Roundabout should be retained since it manages traffic well;
- (ff) Increases in traffic congestion, noise, traffic, general activity, disturbance, anti-social

behaviour, crime, and pollution (air, light and noise) exacerbating existing safety and convenience problems in these respects;

- (gg) Egress from Pinehurst Road onto the Westmead (Sulzer) Roundabout is already difficult and will be made even worse as a result of the proposals;
- (hh) Increased traffic in the Westmead and Kingsmead service roads;
- (ii) Inadequate parking provision : the proposed development is short of perhaps 2000 spaces overall, leading to likely/inevitable overspill on-street parking in nearby streets. No provision for visitor parking. The claimed adequacy of the overall quantum of proposed parking provision is not substantiated : it is doubtful that restricting on-site parking will reduce demand for parking;
- (jj) The financial costs do not justify a potential 10% reduction in car use – which is considered to be unachievable in any event without much broader changes being made. Car ownership (and therefore demand for parking remains) even if car usage is reduced. How would this be measured and monitored in any event?;
- (kk) Loss of existing public car parking capacity;
- (ll) The proposed Mobility Hubs are not big enough. They are a good idea in principle, but appear to be no more than multi-storey car parks with a role that is not properly defined and is, in effect, a 'wish-list' item. They are an un-tested concept. Are there any examples of successful mobility hubs elsewhere? Who will run and manage them? When will they be provided and brought into use? – this should be before first occupation of the development.
- (mm) Plot J is located remotely from the nearest proposed Mobility Hub and residents would have to cross a road to get to and from this facility;
- (nn) The assessment of parking demands for the proposed development is flawed in various ways, including the very limited and unrepresentative survey of existing parking usage of car parks within the site and the town centre undertaken in 2019;
- (oo) The Leisure Centre needs to be provided with more parking – or else it will not be used to its full or proper potential;
- (pp) The sharing of parking between residential and non-residential uses will be unworkable;
- (qq) Car-Club viability has not been tested in Rushmoor; and the extent to which this is argued to mitigate for provision of on-site parking spaces is over-optimistic and unrealistic. Car Clubs do not provide all of the day-to-day convenience that car ownership does for school-runs, shopping etc;
- (rr) Parking within the development is likely to be unaffordable and, as such, will not be used as much as it should, with people seeking to park wherever they can outside the development instead to save the expense;
- (ss) The Council does not have a strategy for Electric Vehicle charging provision : all parking in the proposed development should have EV charging points to be future-proof;
- (tt) Who would pay for the implementation of the Travel Plan and provision of a Travel Plan Co-ordinator? [*Officer Note: the developer(s) would be required to do this*];
- (uu) Local train services are incorrectly described in the application submissions;
- (vv) There would be no improvements to local bus services;
- (ww) Existing cycleways in the Borough beyond the development should also be improved to be compliant with current standards. The proposals fail to address poor cycle and pedestrian routes beyond the site – especially North-South across the site and towards Farnborough Main railway station;
- (xx) Pedestrian and cycle paths must be segregated from each other to avoid conflicts between these different user groups : they must also be well signed and adequate bicycle parking provided close to destinations – not within the Mobility Hubs. Bicycle theft is likely. Cycleway provision should be designed in consultation with the local Cycle Forum;
- (yy) Access for people with disabilities, use of mobility scooters and other aids, and blue badge parking needs to be considered;

- (zz) Safety concerns for children and other vulnerable persons crossing Farnborough Road with the proposed loss of Pinehurst roundabout under-passes. Contrary to what is claimed by the Applicants the under-passes do not sever the Town Centre from the east side of Farnborough Road – they provide a safe and convenient pedestrian and cycle connection. Why remove the existing under-passes – since they work fine and enable people (including vulnerable groups of people) to cross Farnborough Road without fear and without holding-up traffic at traffic-light controlled surface crossings? Why remove the road embankments at the Pinehurst Roundabout at all?

Trees:

- (aaa) Unjustified loss of far too many good quality mature trees : resulting in loss of the verdant character and appearance of area, biodiversity, sound buffering and screening, wildlife and their habitat; reduced ability to sequester carbon, and provide urban shade/cooling. Environmental vandalism. Contrary to Local Plan Policy NE3;
- (bbb) Why cannot existing trees be incorporated into the layout of the development rather than having to make way for it? In this respect significant tree loss is, in particular, required to make way for the development of Plots F, G & H1/H2 and I, so these Plots are unjustified and should be deleted from the scheme to make way for green open space and tree retention;
- (ccc) Too many trees have already been lost in the Borough;
- (ddd) It is not possible to be sure how many trees would be lost because the application is in outline form;
- (eee) Replacement tree planting will not provide adequate compensation for the existing trees to be lost for decades, if ever. The size of replacement trees is not specified. 30% of urban tree planting fails to survive more than a year, so the proposed like-for-like tree planting could amount to less than 50% replacement value;
- (fff) The presence of mature trees in the urban environment enables people to better deal with stress, anxiety and depression – people in Rushmoor have a higher than average level of mental health issues – which would therefore be exacerbated;
- (ggg) Even where some trees are indicated/intended to be retained they are still likely to be compromised by being located too close to new buildings;

Public Open Space:

- (hhh) Loss of existing green open spaces – yet why is the existing Library being demolished for this land to then be used as part of the proposed Central Park?;
- (iii) The quantum of existing and proposed open/green spaces is unclear and it is thought that existing open spaces are under-stated and proposed open spaces over-stated – overall there would be a loss of open space;
- (jjj) The proposed Public Open Space is inadequate for both existing and future residents : not enough green spaces and insufficient space are provided for outdoor sports in association with the Leisure Centre. Sports pitches are needed as identified by Sport England in their consultation response. The large play space in the Central Park would dominate use of the space to the exclusion of other open space uses.
- (kkk) The proposed Central Park would be an inadequate unduly dark, thin strip of land hemmed-in between tall buildings and isolated from other open spaces;
- (lll) Farnborough Road is a designated 'green corridor'. Reduction/loss of connectivity between green open spaces, resulting in increased fragmentation of wildlife habitat;

Ecology & Biodiversity:

- (mmm) Loss of existing mature trees will disrupt, and destroy nesting, foraging and commuting environments for bats, birds and other wildlife;
- (nnn) Loss of existing pond – another valuable wildlife habitat. This should be replaced with one or more new ponds;
- (ooo) Nutrient neutrality impact [*Officer Note: this is not an issue that affects developments in Rushmoor because the river catchment in the Borough does not drain south into the Solent where nutrient neutrality is an issue*];
- (ppp) Damage to SSSI's (unspecified); and Special Protection Area impact not addressed;
- (qqq) A 10% biodiversity net-gain cannot possibly be achieved for the proposed development given the extent of biodiversity and habitat loss that would occur as a result of the proposals – however this is the minimum requirement to be provided according to the NPPF;

Other:

- (rrr) Public engagement poor and the responses to this set out in the applicants' supporting information do not reflect the views of the population of Farnborough as a whole and misrepresent the views of those who made comments to the applicants' pre-application consultations. Lack of consultation with relevant stakeholders. Promotional material is misleading in presentation and language. The proposals are not what the local community has been asking for – nevertheless, it is thought that the proposals will go ahead regardless;
- (sss) The quantity of documents submitted with the application is overwhelming and the content impenetrable : this is thought to be a deliberate tactic to discourage meaningful public scrutiny
- (ttt) Out-of-date supporting material in respect of the assessment of parking provision and social infrastructure such as GP surgery capacity/availability of places;
- (uuu) The Council is failing in its duty to provide a healthy environment for its residents. No benefits for existing residents of the Borough – the proposals would only provide profits for developers, which appears to be the only motive for proceeding with the scheme : the needs of existing residents in the Borough should be put before profits;
- (vvv) Unimaginative and flawed proposals. The promises made by the applicants are completely unrealistic and will not be realised. Other town-centre developments in Rushmoor remain incomplete and have remained of poor visual appearance many years after they were started – lessons should be learned from this [*Officer Note: Officer Note: the existing developments that are cited in this respect are the Queensmead Block 3 re-development and the former Ham & Blackbird Site, neither of which were/are developments owned and formulated by the Council. Planning law does not provide control over slow, intermittent or incomplete progress of projects once lawfully commenced*];
- (www) Another regeneration mistake that will be a white elephant and fall rapidly into dereliction and become a ghetto. The proposals are a waste of money, but will destroy the environment in the process;
- (xxx) Loss of the existing Council Offices and Library buildings – both are perfectly good buildings;
- (yyy) Fire safety concerns with the proposed taller buildings in the wake of Grenfell;
- (zzz) General adverse environmental effects would arise from the proposed development: noise, disturbance & activity; poor air quality, unpleasant smells;
- (aaaa) Ground contamination concerns : unspecified;
- (bbbb) Flooding issues : it is alleged that one of the proposed building plots (unspecified which

one) is to be built on floodplain [*Officer Note: All of the application site is land at low risk of fluvial and surface water flooding and none is floodplain*];

(cccc) No climate-proofing strategy;

(dddd) Where is the funding coming from? The application supporting material indicates that the proposed development is unviable even with the vast scale of residential units and inadequate parking provision being proposed. The proposals are therefore too optimistic and naïve. The full financial assessment of the proposals and the extent to which the Council is financially exposed must be clearly stated. It would be more cost-effective and beneficial to the community for (much less) money to be spent on improving the existing town-centre and civic amenities (which have been neglected for years) instead [*Officer Note: other than considering financial viability in the context of compliance with the Council's affordable housing policy (Local Plan Policy LN2), the source of the funding of the proposed development is not a matter that can be taken into material account in the consideration and determination of planning applications*];

(eeee) Inadequate/non-existent costings for the proposed development, including the proposed road works [*Officer Note: although some indications for project costings are set out in the submitted Financial Viability Assessment for the specific purpose of considering whether or not provision of 10% affordable housing is justified having regard to economic viability, the acceptability of otherwise of proposed developments with planning applications in Planning terms is not, for any other reason, determined by the adequacy or existence of costings for the proposed development*];

(ffff) Loss of property values [*Officer Note: this is not a matter that can be taken into account in considering a planning application*];

(gggg) Adverse impacts of the construction period (noise, dust, vibration, inconvenience, traffic, night-works etc) – which is likely to be protracted for many years [*Officer Note: it is long-standing Government guidance that the impacts of activity during the construction of a development cannot be taken into account in determining planning applications*]; and

(hhhh) Granting planning permission for the proposed development would be a breach of neighbours' contravention of the Human Rights. [*Officer Note: UK Courts have held that the consideration of planning applications within the UK Planning System is generally compliant with the requirements of the Human Rights Act because the planning process provides the opportunity for people who consider themselves affected by a planning proposal to make representations to the Council which are considered as part of the decision making process*].

Objection Petition #1

As reported at the 20 July 2022 meeting of the Development Management Committee, a petition has also been received containing over 130 signatures objecting to the proposed Farnborough Civic Quarter development. These represent most of the frontage properties on Farnborough Road between Nos.124 to 178 that face the proposed development site; a selection of properties from both sides of Salisbury Road between Nos.25 to 97; and some properties in Oak Road and Cedar Road between Farnborough Road and Salisbury Road. A small number of signatures are from residents of properties further afield, predominantly from Farnborough addresses.

The instigator of the petition (an occupier of 156 Farnborough Road) advises that local residents do not oppose redevelopment within the local area. However, they consider that residents living local to the site do not support the proposed development and would be adversely and disproportionately affected should planning permission be granted. In this respect, it is considered that the Civic Quarter proposals represent excessive development of a site that is not fit-for-purpose and too small to support the large scale of development

proposed. In this respect, particular concerns are raised as follows:-

1. The planning application contains various ambiguities and contradictions, and is lacking in detail. As a result, residents are unable to make an informed decision about the proposed development or assess its implications;
2. The site is too small to support the construction of approximately 1,000 flats. The development of such a large number of units within a small site will lead to overcrowding, excessive noise, disturbance and congestion;
3. The construction of two high-rise buildings directly adjacent to Farnborough Park will be a permanent eyesore, cause loss of light and lead to loss of privacy due to overlooking of existing residential property nearby;
4. The proposed development will be detrimental to the character of the local area;
5. The proposed development will lead to an increase in local congestion, pollution (sound and light), population numbers and traffic;
6. The proposed development will adversely affect property values, particularly with respect to residents of Farnborough Road and Farnborough Park;
7. The planning application does not include an impact assessment setting out how properties adjacent to the site would be affected by the proposed development;
8. Local services, amenities and infrastructure (such as schools, hospitals, GPs, dentists and road and public transport infrastructure) do not have capacity to manage the proposed increase in population that would result from the proposed development;
9. The planning application emphasises the development of mixed-use space designed to benefit the wider community. However, the majority of the proposed development work is focused on the creation of new residential housing, which is not in the best interest of the local community;
10. The proposed development will result in further demand for, and shortages in, car parking in the area surrounding the site; and
11. The site would be serviced using the existing single lane Farnborough Road, which is already very busy (particularly during peak commuter hours). There is a strong likelihood that the increased housing will further exacerbate traffic issues, congestion and noise. There is also a concern that the removal of Pinehurst Roundabout will reduce the flow of traffic and lead to further congestion.

In terms of those correspondents expressing **Support** for the proposals, the comments make the following collective points:-

- (a) Farnborough Town Centre is in need of regeneration and this proposal is long-awaited;
- (b) Beneficial – most of the land involved is of limited use and is redundant;
- (c) Employment and business generation :the proposals would attract business back into the town that has been lost to other surrounding Centres;
- (d) Hopefully the re-development will commence quickly and not be stalled by appeals and challenges as has happened with previous town-centre developments;
- (e) The proposals will be transformative for the town – it is a time to be excited about the new opportunities that the development will bring; and
- (f) Do not let the naysayers get in the way of much needed change – the proposals are needed and will benefit all.

Representations received in respect of the application as amended in December 2022:

Following the submission of the amended Parameter Plans and some other amended and additional supporting material in December 2022, all those who made comments to the Council on the application as a result of the original neighbour notification were re-notified and given

the opportunity to make further comments by 9 January 2023.

At the time of writing, a total of 38 further objections have been received (including one from Cllr. Roberts), of which approximately a third are from persons who did not previously submit representations. Many of the grounds for objection raised repeat matters raised previously. The following additional points are made:-

1. Disappointed that the views of the community have been ignored : the amendments do not make any appreciable difference;
2. 960 flats is still far too many;
3. The paltry indicated potential saving of a handful of further trees is nowhere near enough – some 57% of trees on site would still be destroyed;
4. A full re-design of the concept of the proposed development is needed – not tinkering around the edges. The applicants are requested to re-consider the proposals;
5. The proposed indicated changing of the A327 (Meudon Avenue) to a single-carriageway road is welcomed;
6. The Biodiversity Net Gain calculations do not make sense: the indicated provision of grassland and brown roofs to compensate for the substantial mature tree loss (mature trees support much biodiversity) is fanciful. Replacement tree planting could, in theory, restore some biodiversity – but with a delay of some 40-50 years for such trees to possibly reach the same maturity and biodiversity value;
7. Unlike trees, grassland would have limited biodiversity value since it would be likely to be trampled being at ground level in public open spaces. Brown roofs would be likely to be limited in extent due to competing uses for the roof spaces of the proposed development – such as for amenity use, and provision of renewable energy installations. Where is the evidence to support grassland and brown roofs adequately compensating for the indicated tree loss? Grassland does not have anywhere near the same mental health benefits for people as the presence of mature trees;
8. The indicated 20% increase in Biodiversity Net Gain claimed with the latest BNG Metric is not substantiated and not considered to be achievable;
9. None of the submitted Design Requirements relating to the achievement of carbon neutrality with the proposed development are mandatory requirements – and are, as such, meaningless. The Energy Statement submitted with the application should clearly state that gas will not be supplied to the proposed development;
10. It is not understood how the applicants can justify the claim in the EIA Statement of Conformity (Table 1) Residual Effects in terms of habitat loss, destruction of bat roosts and lighting disturbance, that destruction of birds' nests and destruction of invertebrate habitats can be described as 'significantly beneficial';
11. The occupier of 120 Farnborough Road welcomes the indication with the latest Illustrative Masterplan that the southbound Farnborough Road bus-lane would be retained [*Officer Note: the Illustrative Masterplan image submitted with the application, even in revised form, is not for determination with the application. The detailed design of the re-engineered Farnborough Road, including in this particular vicinity, remains for future submission and consideration at Reserved Matters stage and is, indeed, also a matter on which the Highway Authority (Hampshire County Council) would have significant input, not least because public highways works are also subject to entirely separate approval processes independent of the Planning process*]; and
12. The many comments already made by others are endorsed and fully supported.

Objection Petition #2: “Save 237 trees from the Farnborough Civic Quarter Development”

This petition, which was compiled on-line on behalf of Blackwater Valley Friends of the Earth, was received by the Council in late January 2023. It has been signed electronically by a total of 1,839 persons identified by name and post-code, of whom 1,174 are residents of Rushmoor. The petition repeats points by, and on behalf of, Blackwater Valley Friends of the Earth concerning tree loss in objections to the application. Some signatories have also previously made individual objections to the planning application.

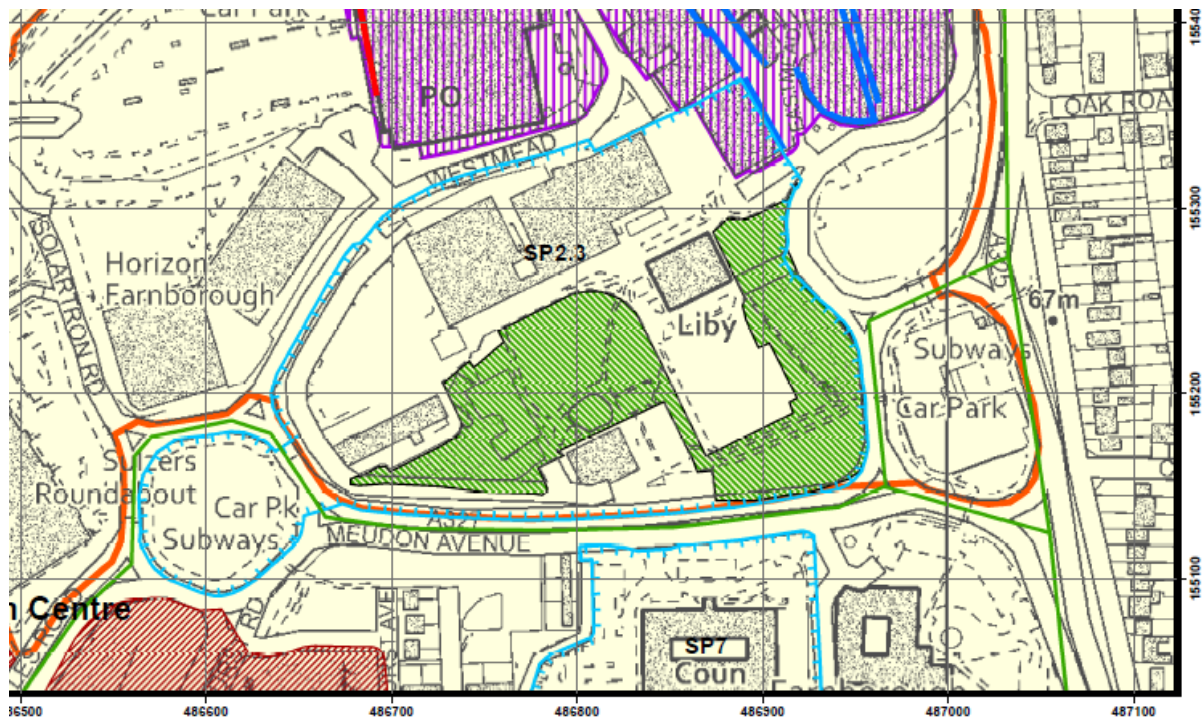
A further written objection has since been received from an individual writing on behalf of Blackwater Valley Friends of the Earth reiterating the same points.

Policy and Determining Issues

The site is entirely within the urban area of Farnborough as defined in the Rushmoor Local Plan (2014-2032). The site is not within a Conservation Area, or adjoining one. The site does not contain any Statutory Listed or Locally-Listed Buildings and none of either are located adjacent.

Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise. In this respect, adopted Rushmoor Local Plan Policies SS1 (Presumption in Favour of Sustainable Development), SS2 (Spatial Strategy), SP2 (Farnborough Town Centre & Primary Shopping Area), SP2.2 (Secondary Frontages in Farnborough Town Centre), SP2.3 (Farnborough Civic Quarter Development Allocation), IN1 (Infrastructure and Community Facilities), IN2 (Transport), IN3 (Telecommunications), HE1 (Heritage), HE4 (Archaeology), DE1 (Design in the Built Environment), DE2 (Residential Internal Space Standards), DE3 (Residential Amenity Space Standards), DE4 (Sustainable Water Use), DE6 (Open Space, Sport and Recreation), DE8 (Indoor & Built Sport & Recreation Facilities), DE10 (Pollution), LN1 (Housing Mix), LN2 (Affordable Housing), LN4 (Specialist & Supported Accommodation), LN7 (Retail Impact Assessments), PC8 (Skills, Training & Employment), NE1 (Thames Basin Heaths Special Protection Area), NE2 (Green Infrastructure), NE3 (Trees and Landscaping), NE4 (Biodiversity), NE6 (Managing Fluvial Flood Risk), NE7 (Areas at Risk of Surface Water Flooding) and NE8 (Sustainable Drainage Systems) are considered relevant to the consideration of the current application.

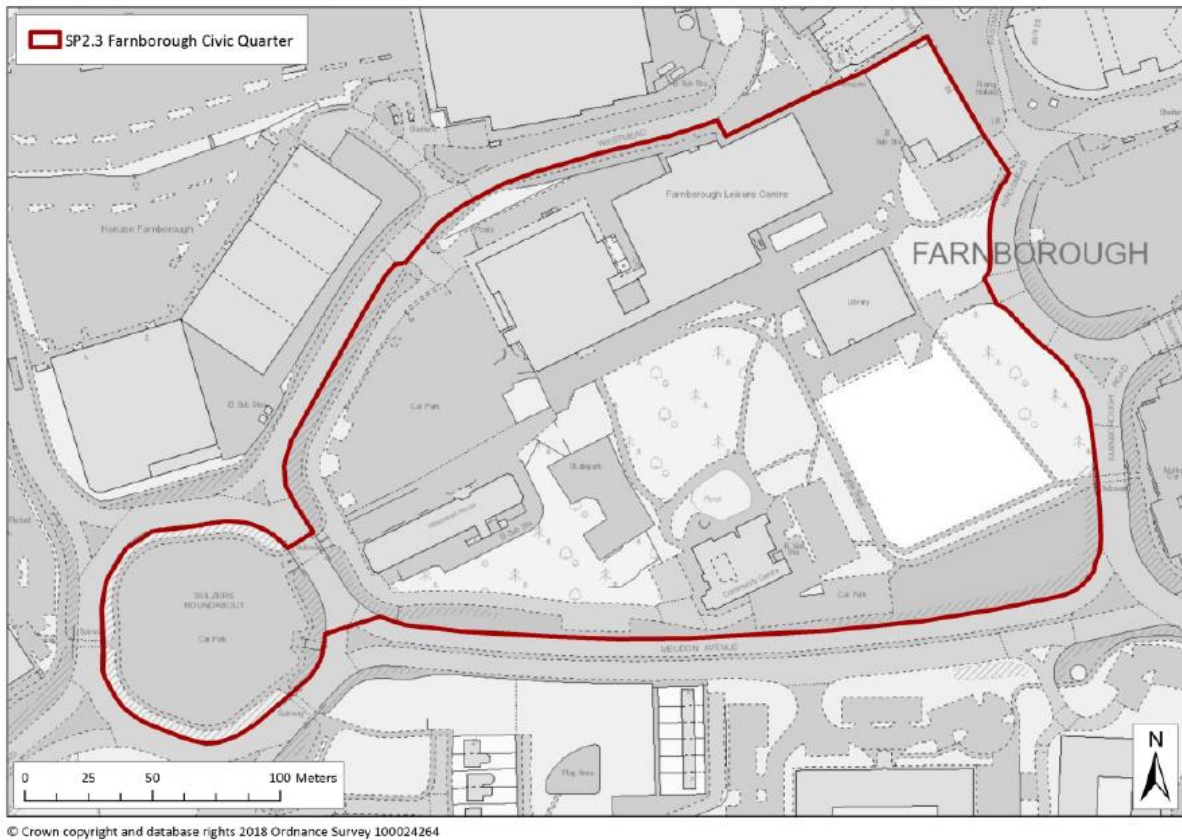
The **Proposals Map** for the adopted Local Plan identifies a number of overlapping planning policies that relate to the application site:-



Extract of Adopted Rushmoor Local Plan (2014-2032) Inset Map 1 : Farnborough Town Centre

Local Plan Policy SP2.3 sets out the development allocation in respect of the Farnborough Civic Quarter for the land identified within the red line on the plan at Paragraph 7.60 of the Local Plan supporting text (see below). However, it can be seen from this plan that the red line for the allocation policy excludes the land relating to the proposed development of Zones D & I (the Pinehurst Car Parks and roundabout) and J (the Council Offices Site); and parts of the

application site to be subject to the Farnborough Road/Meudon Avenue highway works. Accordingly, a significant portion of the overall application site is not subject to Policy SP2.3 and this land is considered as a 'windfall' development site.



Farnborough Civic Quarter (Policy SP2.3)

Policy SP2.3 identifies a number of objectives in the form of 'Principles' to be pursued with the FCQ development in respect of the allocated land, stating:-

“The Council will grant planning permission for a comprehensive redevelopment of the Farnborough Civic Quarter which will be achieved through the following principles:

- a. The creation of a unified Civic Quarter with a strong new identity;**
- b. Improved provision of community/civic/leisure uses incorporating the re-provision of space for existing community/civic/leisure uses within the site;**
- c. Appropriate phasing of the redevelopment of the site to ensure continuity for existing community uses within the site;**
- d. An enhanced central green space which can be used for informal/formal events and activities;**
- e. Active ground floor uses that integrate with the central green space;**
- f. High-density residential development of approximately 700 units at a scale and layout that is appropriate to a town centre location, making effective and efficient use of land;**
- g. The delivery of affordable housing in accordance with the requirements of Policy LN2 (Affordable Housing);**
- h. Delivery of improved pedestrian and cycle links between the Town Centre (Queensmead), Farnborough Business Park and development areas to the south;**
- i. A high-quality distinctive built form that includes the introduction of focal, gateway buildings onto Sulzers Roundabout and Pinehurst Roundabout; and**
- j. Car parking provision in accordance with the Council's adopted parking standards.”**

With the exception of the Westmead (formerly Sulzer) Roundabout, Council Offices Site and land within the Farnborough Road and Meudon Avenue highway works, the application site is within the Town Centre area of Farnborough as defined by the Local Plan.

The Iceland Building is within the Primary Shopping Area of Farnborough Town Centre, with the east frontage of the building within the Secondary Shopping Frontage.

A significant area of the site, comprising the central open space to the south of the former Leisure Centre, the area to the south of Westmead House, the Skate Park and land surrounding the former Police Station site and to the west of the Pinehurst Roundabout, is identified on the Local Plan Proposals Map as Open Space. Farnborough Road and Meudon Avenue are both identified as 'Green Corridors'.

Also relevant are the Councils adopted Car and Cycle Standards Supplementary Planning Document (SPD) adopted in 2017; Farnborough Town Centre SPD (July 2007); Farnborough Town Centre Prospectus SPD (May 2012); Farnborough Civic Quarter Masterplan SPD (June 2015); Affordable Housing SPD (2019); and Locally Listed Heritage Assets SPD (December 2020).

The Farnborough Civic Quarter Masterplan SPD (2015) is the most recent SPD relating to the Farnborough Civic Quarter proposals. It has brought forward the aspirations of the earlier **Farnborough Town Centre SPD** (adopted 2007) as supplemented by the **Farnborough Town Centre Prospectus SPD** (also 2007) in creating a masterplan for the civic quarter area. The Farnborough Town Centre SPD sets out a vision and key objectives for Farnborough Town Centre anticipating the completion of the North Queensmead development and provides guidance for new development proposals in the town centre. The Prospectus document sought to promote future development opportunities to the south of Queensmead including re-development of the Iceland block, development of an anchor retail development on land at the Pinehurst North Car Park, residential development of the Police Station site, and development of land at the Sulzer Roundabout. This was combined with the identification of proposals for provision of new public open space, civic hub facilities, and improvements to pedestrian and cycleway links within and beyond the town centre. These are all principles incorporated into the FCQ Masterplan SPD.

The FCQ Masterplan SPD is a background document to the current adopted Local Plan that underpins Local Plan Policy SP2.3. Paragraph 2.1.3 of the SPD states: *"This SPD sets out more detailed development options for the Civic Quarter specifically set within the revitalisation strategy provided by Core Strategy Policy SP4 Farnborough Town Centre. The SPD will be one of the material considerations that can be taken into account when determining a planning application within the Civic Quarter."* The FCQ Masterplan SPD was subject to formal public consultation. As a result, the contents of this document must carry weight in the consideration of the current planning application. The SPD sets out 9 principles for the FCQ re-development with suggestions for how these could be achieved. These principles, which have some variance from the principles identified within Policy SP2.3, are as follows:-

- "Principle One: re-establishing a network of connected streets and spaces;***
- Principle Two: integrate with context and adjoining sites;***
- Principle Three: enhance green space and retain significant trees;***
- Principle 4: a balance of uses that contributes to Farnborough's long term vitality;***
- Principle 5: continuity of existing community uses;***
- Principle 6: deliver practical development plots;***

Principle 7: work within existing ownership and occupancy boundaries where possible to streamline delivery;

Principle 8: leave as much flexibility as possible around phasing sequence; and

Principle 9: allow as much change as possible before requiring major infrastructure investment.”

The SPD variously relates to all the land included in the current planning application site, with those areas of land excluded from the Policy SP2.3 development allocation also considered in the SPD as “*Longer Term Opportunities*”, albeit not within the SPD ‘Study Area’. This includes plans illustrating the possible re-development of the Council Offices site and Pinehurst Roundabout and provision of a Farnborough Road/Meudon Avenue ‘T’-junction:



There are a small number of other documents that are considered to have some relevance to the application proposals, namely:-

- Rushmoor Local Plan : A Green Infrastructure Strategy for Rushmoor (July 2022);
- The Rushmoor Local Plan Infrastructure Plan (January 2018);
- Farnborough Town Centre Strategy (David Lock Associates) : adopted by the Council’s Cabinet 5th July 2022;

The National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG) are also relevant. The NPPF “*represents up-to-date government planning policy and is a material consideration that must be taken into account where it is relevant to a planning application or appeal. This includes the presumption in favour of development found at paragraph 14 of the Framework. If decision takers choose not to follow the National Planning Policy Framework, where it is a material consideration, clear and convincing reasons for doing so are needed.*”

Where planning policies conflict with each other, which is more likely with complex large proposals such as that the subject of the current application, s38(5) of the Planning and Compulsory Purchase Act 2004 states that, if a policy contained in a development plan for an area conflicts with another policy in the development plan, the conflict must be resolved in

favour of the policy which is contained in the last development plan document to be adopted, approved or published. Conflicts between development plan policies adopted, approved or published at the same time must be considered in the light of all material considerations, including local priorities and needs, as guided by the National Planning Policy Framework. In this respect, it is necessary for the Council to consider and attach weight to the various planning issues and decide which issues over-ride other issues in the balance of considerations of the proposals in order to make a decision on the application.

Determining Issues

Applications for outline planning permission allow developers to seek to establish whether the overall scale and nature of a proposed development would be acceptable before fully detailed proposals are put forward. Granting an Outline planning permission gives consent in principle for a proposed development and requires the later submission of Reserved Matters applications to provide the level of detail needed for a fully-detailed planning permission.

In determining an Outline Planning Application, the Local Planning Authority must consider whether those limited plans, details and other matters on which the outline planning permission is being sought provide a credible framework for an acceptable and policy compliant development to be delivered. The Local Planning Authority must consider imposing planning conditions which are necessary to shape and control the eventual development and to inform the subsequent Reserved Matters submissions. Enforceable controls can be secured using both Planning Conditions and obligations in a s106 Legal Agreement ensuring that subsequent Reserved Matters will result in good development in detail.

Development cannot commence until Reserved Matters approval has been obtained and it is possible for the Council as Local Planning Authority to refuse Reserved Matters applications if the detailed proposals within them are unacceptable or do not follow the principles established at the Outline stage; for example by failing to be of adequate design quality.

For large developments such as the current scheme it is usual for Reserved Matters applications to be submitted in phases reflecting the long period of time over which they are likely to be implemented. The applicants currently indicate that the first phase of the proposed development could commence in 2024 with an expected completion date for the whole development extending until 2033, a period of 9 years.

Much of the focus of development management is on matters of detail. Consideration and determination of an outline planning application on the basis of limited plans and details is a different exercise by which we are required to envisage a credible and acceptable framework for the proposed development of the application site in principle.

It is considered that the main determining issues are as follows:-

1. Principle : Regeneration Objectives & Policy Compliance including Retail Impact;
2. Environmental Impact Assessment;
3. Ground Contamination;
4. Affordable Housing;
5. Social Infrastructure Provision;
6. Quantum of Development;
7. Design;
8. Visual Impact;
9. Heritage Impact;

10. Trees;
11. Impacts on Surrounding Properties;
12. The Living Environment Provided;
13. Highways Considerations : Proposed Road Works, Traffic Impact, Parking, Refuse Collection & Servicing, Bus Service Facilities, Active Travel;
14. Impacts on Wildlife (SPA Impact & Site-Specific) & Ecology/Biodiversity Net Gain;
15. Flood Risk & Drainage;
16. Public Open Space; and
17. Other Issues : Sustainability, Access for People with Disabilities, and Phasing.

Commentary

1. Principle –

Planning Policy Context : The National Planning Policy Framework (NPPF) advises that the purpose of the planning system is to contribute to the achievement of sustainable development. In this respect, there are three dimensions to sustainable development: economic, social and environmental. These roles are defined as:-

- "contributing to building a strong, responsive and competitive economy by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and co-ordinating development requirements including the provision of infrastructure;
- supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy."

The NPPF advises that these roles should not be taken in isolation because they are mutually dependent, and the planning system should play an active role in guiding development to sustainable locations. Furthermore, it advises that housing applications should be considered in the context of the presumption in favour of sustainable development to deliver a wide choice of high-quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.

The proposed development is seeking to make more efficient use of previously-developed land in a central location of the Farnborough urban area in and adjacent to the Town Centre. Within reason the regeneration of such land, is a clear objective of both Government planning guidance and local planning policy.

Policy SS1 (Presumption in Favour of Sustainable Development) establishes the principle that, in considering the merits of planning proposals, the Council "*will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF....*" And "*Planning applications that accord with the policies in the Rushmoor Local Plan.....will be approved without delay, unless material considerations indicate otherwise.*" Policy SS2 (The Spatial Strategy) states that "*New development will be directed to within the defined urban areas...*".

The proposed development complies with a number of the established principles for the proposed Farnborough Civic Quarter re-development as described by Local Plan Policy SP2.3 : the proposals are for the creation of a unified Civic Quarter with a strong new identity (Policy SP2.3 Principle a.); it is proposed to Improve provision of community/civic/leisure uses incorporating the re-provision of space for existing community/civic/leisure uses within the site (Principle b.); it is proposed to provide an enhanced central green space which can be used for informal/formal events and activities ((Principle d.); and active ground floor uses that would integrate with the central green space (Principle e.).

Whilst objections have been raised on the grounds that the proposed development is not needed for the Council to meet its adopted Local Plan targets for new housing development, this is incorrect. Government guidance does not set Local Plan housing delivery targets as the limit of housing development to be built within the Borough within the current Local Plan period (2014-2032). A significant proportion of the application site is land subject to a specific adopted Local Plan allocation policy (Policy SP2.3), which already establishes the principle of “*high-density residential development of approximately 700 units at a scale and layout that is appropriate to a town centre location, making effective and efficient use of land*” on the majority of the application site. Furthermore, a proportion of the housing target set out within the Local Plan is based on assumptions about the provision of new housing on ‘windfall’ or unallocated sites such as the parts of the current application site not covered by the Local Plan allocation, namely the Pinehurst Car Parks & Roundabout and the Council Offices. The additional 260 units over and above the 700 units envisaged by Policy SP2.3 are therefore consistent with Local Plan policy.

Objections have been raised to the proposed density and height which is described as excessive. However, there are no Local Plan or other policies which prescribe the density or height of development. These aspects of the proposal are acceptable in principle and consistent both with national and local planning policy.

The proposals are considered acceptable in relation to the Council’s Supplementary Planning Document; the Farnborough Civic Quarter Masterplan (2015). The proposal seeks to provide a balance of uses that contribute to Farnborough’s long-term vitality (SPD Principle 4); provide for the continuity of existing community uses (Principle 5); and deliver practical development plots (Principle 6).

Town Centre Retail Impact : The proposed development is intended to create a new Town Centre Quarter which would attract and encourage investment in other areas of Farnborough town centre through regeneration and additional residential occupiers, not least on account of the significant additional residential development proposed. There would be substantial construction activity over a period of years which would create employment opportunities. Nevertheless, it is necessary to consider the specific impact of the proposed retail and other uses on the vitality and viability of Farnborough Town Centre.

With the exception of the Council Offices site (Plot J) and the Westmead Roundabout (Plot E), all the land involved is within the defined Town Centre where Policy SP2 is applicable. With the exception of the existing Iceland block (corresponding with the eastern half of Plot C), no part of the application site is within the Primary Shopping Area referred to in Local Plan Policy SP2 (Farnborough Town Centre). Local Plan Policy LN7 sets out the floorspace and proximity thresholds which trigger the requirement for a Retail Impact Assessment:-

“LN7 – Retail Impact Assessments. An impact assessment will be required for retail development not in the primary shopping area and not in accordance with the up-to-date development plan, which is above the following thresholds:

- 1. An assessment of impact on Aldershot and Farnborough town centres and North Camp District Centre for any retail proposal with over 1,000 sqm gross floorspace.*
- 2. An assessment of impact on North Camp District Centre for any retail proposal for over 250 sqm gross floorspace and within one kilometre of the centre.*
- 3. Assessment of impact on a local neighbourhood parade for any retail proposal deemed to have the potential to have a significant adverse impact and within 500 metres of the parade.”*

The applicants submitted a Retail Impact Assessment (RIA) to the Council produced by Lambert Smith Hampton in December 2022. This was required because Class E floorspace proposed for retail and food and beverage would comprise up to 4,560sqm (GIA) exceeding the NPPF threshold (2,500 sqm) and the locally prescribed threshold of 1,000 sqm.

[Officer Note: A RIA considers the impact of proposed development on the viability and vitality of existing town centre areas to ensure that they remain the first-choice location for retail and other town centre use development - instead of less central or out of town locations. This includes the likely cumulative effect of recent permissions, development under construction and completed development. A RIA will include a 'Sequential Test' to check whether or not there are sites available for the proposed development that are in more central locations than the application site. In this respect developers are not allowed to be unduly specific about the size and form of their proposals. They must be flexible in this respect and, thereby, consider 'disaggregation', which is the whether the provision of the proposed development could, instead, be split between more than one existing available site in a more central location.]

Sequential Test : The NPPF (para.88) requires applicants and local planning authorities 'to demonstrate flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge-of-centre sites are fully explored'.

In terms of flexibility, the Tesco Stores Ltd vs Dundee City Council legal decision (21 March 2012 in the Supreme Court) provides guidance on the sequential approach. The decision states that 'it is the proposal for which the developer seeks permission that has to be considered when the question is asked whether no suitable site is available within or on the edge of the town centre' (Para. 37). The decision also states that the exercise of applying the Sequential Test should be directed 'to what the developer is proposing, not some other proposal which the planning authority might seek to substitute for it which is for something less than that sought by the developer' (Para. 38).

The judgement notes that there is still a need to apply flexibility when devising a proposal having regard to local circumstances (Para. 28), it also highlights that proposals are generated by 'a developer's assessment of the market and that the criteria of flexibility and realism are designed for use in the real world in which developers wish to operate, not some artificial world in which they have no interest in doing so' (Para. 38).

Whilst an applicant is not required to demonstrate that their proposals are needed, the NPPF suggests that an applicant must demonstrate that the development cannot be accommodated in sequentially preferable locations, allowing for flexibility. Recent appeal decisions suggest that the disaggregation of proposals is not specifically included or excluded within the NPPF and appear to accept it. The applicant's assessment (Para. 4.33) indicates that a 20% reduction in retail floorspace is appropriate flexibility, with a floorspace of 3,648 square metres adopted as the parameter and estimates that a site area of at least 0.45 hectares is required to accommodate this reduced scale (Para. 4.34).

The RIA identifies a number of vacant units within the primary shopping area of Farnborough Town Centre, but concludes that the quantum of available space is insufficient to meet the minimum floorspace (3,648 sq. m) identified as part of demonstrating flexibility in terms of format and scale (Paras 4.39-4.40). It identifies the development at Block 3 Queensmead with permission for retail and food and drink uses within the primary shopping area (Kingsmead Square : 19/00103/FUL), but concludes that the scheme would not provide enough floorspace to support the current proposal even allowing for flexibility in format and scale (Para. 4.41). Whilst this permission has been implemented, the construction has not started, and its future

is unclear. It is understood that the ownership of this site may change in the near future (see Cabinet Report No. REG2302, February 2023). It is therefore considered and accepted that any application of the Sequential Test should discount this particular site. Whilst the applicant does not include a development within the primary shopping area at Firgrove Parade (428 square metres of floorspace for retail and food and drink uses) (ref. 21/00170/FULPP) within the RIA, that scheme, combined with available floorspace of vacant units within the primary shopping area, is unlikely to be sufficient to serve demand from the development, allowing for flexibility in format and scale.

The RIA assumes that 50%, or 2,280 sqm of the total floorspace proposed for retail and food and drink uses, will attract retail tenants (Para. 2.16). It estimates that 1,870 sqm of floor space will comprise convenience goods retail in the form of a medium-sized food store; and with 410 sqm of comparison goods retail. On this basis, and having regard to vacant units and development schemes identified within the primary shopping area as of late January 2023, it appears that there are no sequentially preferable sites for a convenience goods retail food store of the size assumed. The location of a convenience retail store in an edge-of-centre location therefore passes the sequential test.

However, there does however appear to be sufficient floor space to accommodate the proposed comparison goods retail element. For example, 65-69 Queensmead (the former Peacocks unit) is currently vacant and offers approximately 450 sqm of floorspace and there are a range of smaller vacant units which could total at least 410 sqm. Comparison retail in an edge-of-centre location (outside the primary shopping area) therefore does not pass the sequential test. However, part of the development site (the Iceland/Bingo Godz unit) is within the primary shopping area. It would, therefore, be possible to accommodate the comparison retail floor space element in this location as part of the development and would not then require a sequential test. As the current application is for outline planning permission, the location of uses within the site is yet to be determined and it is considered that the principal of comparison retail is acceptable on the site, subject to it being within the primary shopping area : i.e. Plot C. It is considered that this can be secured by a suitable condition at the outline stage and the applicants' agent has confirmed that this approach is acceptable.

Retail Impact. The RIA is based upon a catchment area comprising nine study zones which formed the basis of the Aldershot Retail and Town Centre Assessment undertaken in 2020. The catchment includes Rushmoor and expands beyond the Borough boundary into Hart, Surrey Heath, Waverley and Guildford. The RIA identifies estimated average retail spend for the study zones comprising Farnborough (Zones 3 and 4) for convenience goods and comparison goods. It estimates current expenditure per head in 2022 at £6,059 and forecasts that this will increase to £6,515 in 2027 (Para. 5.20). The Assessment estimates that the retail turnover generated by the proposal will be £15.8 million in 2027, with convenience goods retail/food store generating £13.8 million, and non-food comparison goods retail generating £2 million (Paras 5.33-5.34). It provides an estimate of trade diversion and impact on convenience and comparison goods turnover for various centres (Table 5.4) and concludes that retail trade will primarily be diverted from Farnborough Town Centre – which is not surprising given the location of the site. In this respect, the RIA considers the impact of the proposed retail floorspace on town centre vitality and viability.

In terms of the impacts of the proposals on their own (Paras. 5.56-5.57), it estimates that retail turnover in Farnborough Town Centre will fall by 3.2%, and by 0.5% in Aldershot Town Centre in 2027. It estimates that there will be no impact on retail turnover in North Camp District Centre. However, it is noted that convenience retail turnover in Farnborough Town Centre is estimated to reduce by 9.8%. The Assessment suggests that this impact would be mainly confined to two large food stores (i.e. Asda and Sainsbury's). In terms of 'cumulative' impact, taking into

account new retail schemes with planning permission which have yet to be completed, it estimates that overall retail turnover within Farnborough and Aldershot town centres will be reduced by 3.7% and 3.1% respectively in 2027, with North Camp unaffected (Table 5.6). In terms of convenience goods, it estimates that turnover in Farnborough and Aldershot will be reduced by 11.2% and 8.5% respectively (Table 15, Appendix 3). In this respect the NPPF and NPPG are silent as to the accepted threshold for assessing whether a certain level of trade diversion is acceptable or unacceptable. As noted by the NPPG (para. 018, ref. ID 2b-018-20190722), a “*judgement as to whether the likely adverse impacts are significant can only be reached in light of local circumstances*”, and it is for the decision-maker to determine whether any adverse impacts are significant.

The RIA considers the impact of the proposal on planned investment in Farnborough and Aldershot town centres (Paras. 5.79-5.83) and concludes that the scheme would not *‘impede the delivery or success of existing, committed and planned investment projects’*. The Assessment is considered light on detail and fails to consider the impact of the proposal upon the scheme currently under construction at Firgrove Parade. However, having regard to the estimate that half of the proposed retail and food and drink floorspace will attract retail tenants, with 1,870 sqm devoted to convenience goods retail in the form of a medium-sized food store, it is considered unlikely that the proposal would have a significant impact upon this development. Lambert Smith Hampton conclude that *‘there is no evidence that the proposed scheme will result in a significant adverse impact on Farnborough, Aldershot or North Camp town centres’* and that *‘the scheme will not lead to a significant adverse impact on existing or planned investment, trade and/or overall vitality and viability’* (para. 5.85). There is considered to be no policy based reason to doubt this opinion or to raise objections to the proposals.

Conclusions on matters of Principle: In the circumstances, it is considered that the proposals are acceptable in principle.

2. Ground Contamination -

The submitted Preliminary Risk Assessment Report recommends that intrusive ground investigations be undertaken to assess land quality and ground gas risks. Whilst no gross contamination is expected, investigations at sites adjacent to the application site have identified elevated levels of hydrocarbons, heavy metals and asbestos containing materials, along with elevated levels of ground gases. Sulzers Roundabout is adjacent to the former Invincible Road landfill site, and commercial developments along Solartron Road have ground gas protection measures incorporated into their build. Environmental Health officers agree that it is prudent for risks to be assessed and, if necessary, a remedial strategy developed to ensure ground contamination if identified is appropriately addressed. It is considered that standard site investigation conditions applicable to each Reserved Matters phase of the development are appropriate and it is noted that these requirements dovetail with those of the Environment Agency, who similarly request site investigation and other conditions to ensure that no ground contamination is mobilised and able to pollute ground water.

3. Environmental Impact Assessment -

The Council’s evaluation of the Environmental Statement (ES) is attached at the end of this Report at **Appendix B**. It is considered that the ES remains relevant and appropriate to the development proposals as amended in December 2022 ; and that the submitted ES satisfactorily passes the two tests required by the relevant EIA legislation. The conclusion in the light of the evaluation is that, subject to the delivery of mitigation and other measures through conditions and/or a s106 Agreement, the development would not give rise to significant or harmful environmental consequences. The recommendations for mitigation and other

measures in this respect are incorporated into proposed conditions, aspects of the s106 heads of agreement and a Design Requirements document.

4. Housing Mix & Affordable Housing Provision –

Local Plan Policy LN2 requires provision of 20% affordable housing on sites of 11 or more units within Aldershot and Farnborough Town Centres; and 30% affordable housing on land outside the town centre area, subject to viability. For the majority of the application site excluding Ploys E and J, the requirement is for a minimum of 20% affordable units; and 30% for Plots E & J, the requirement is for a minimum of 20% affordable units; and 30% for Plots E & J. Policy SP2.3 sets out the expectation for delivery of affordable housing in accordance with Policy LN2.

If an applicant is able to demonstrate that the financial viability of a proposed scheme cannot support some or all of the affordable housing requirement of Policy LN2, and this is independently verified, the scheme would be policy compliant. This approach is in accordance with Government Planning Policy & Practice Guidance. The applicants have stated that the proposed development is not financially viable if required to provide affordable housing in excess of 10% (96 units). To address the requirements of Policy LN2, the application is supported by a Financial Viability Assessment, updated in December 2022 to account for the reductions in the proposed scheme. This submission has been assessed independently on behalf of the Council by BPS Chartered Surveyors. BPS concurs with the applicant's updated Financial Viability Assessment and agrees that the development could not support in excess of 10% affordable housing on viability grounds even if the Council were to waive the requirements for other s106 financial contributions.

As any planning permission granted on this site is envisaged to take almost a decade to complete, BPS recommend that the development should be subject to late stage financial review in order for true viability to be assessed in relation to the completed development. This would need to be secured by the s106 Planning Obligation in relation to each phase. This would ensure that the applicant/developer does not benefit from any improvement in the market value of the scheme without making appropriate provision for affordable housing or an equivalent financial contribution in the event that completion of the proposed development is protracted.

Subject to the proposed affordable housing provision and viability review being secured through the s106 Planning Obligation, it is considered that the proposed development is fully compliant with the requirements of Local Plan Policy LN2. Furthermore, the Council's position is protected to re-examine project viability should it appear that economic conditions improve in the future whilst the scheme remains unfinished

5. Utilities & Social Infrastructure Provision –

Utilities : The applicants will have to work with utility providers to design and provide the necessary infrastructure to serve the development. Much of this work falls outside the determination of this application because the development could not proceed without the separate consent of the utility providers and the necessary infrastructure improvements taking place even if planning permission had already been granted. No utility provider has indicated that it would not be possible to undertake the necessary upgrades to their networks to serve the proposed development.

Social Infrastructure : Objections have been raised to the proposals on grounds that, in combination with other housing developments in the town, and the town centre area in particular, existing problems with social infrastructure (such as access to healthcare and education) would be exacerbated.

The Frimley Clinical Commissioning Group (the local CCG) has made representations in respect of the FCQ proposals on the basis that they may place additional pressure on local GP and primary care services and care facilities. Information has been submitted in response by the applicant's agent demonstrating that capacity already exists within existing health care infrastructure provision to accommodate the needs arising from their proposed development, not least because the CCG's provision of the Voyager House health facility has secured additional healthcare capacity for Farnborough to address existing and projected future shortfalls. The Rushmoor Infrastructure Plan, which was key evidence informing policies in the current Local Plan, including the FCQ site allocation Policy SP2.3 for up to 700 dwelling units, was only able to generate rough estimates of healthcare capacity requirements based on limited information provided by the CCG, although the undertaking was given to work with the CCG to explore the collection of more robust evidence in support of future policy development taking into account healthcare infrastructure requirements.

The CCG representations on the FCQ development must be considered on the basis of available evidence and local plan policy. Policy SP2.3 accepted the provision of up to 700 dwelling units without undue demand on existing health infrastructure provision before the Voyager House facility was brought forward; 260 more dwelling units sit comfortably within the allowance for 'windfall development' that was also factored into the Rushmoor Local Plan policies. Whilst Local Plan Policy IN1 states that development should provide or meet the reasonable costs of providing infrastructure to meet needs arising from the proposal, and key infrastructure requirements are set out in the Infrastructure Plan, no clear and robust evidence has been submitted to justify any additional requirement for the FCQ development to contribute to healthcare infrastructure. The proposed development does include provision of some non-residential floorspace that could be used for a healthcare facility on site. It is understood that discussions have taken place between representatives of the CCG and the applicants to explore this possibility.

Hampshire Library Service is supportive of the overall aims of this application, which includes provision of a new public library to provide a well-connected community and cultural space. In this respect, they are keen to take the opportunity to incorporate more modern elements of library design and technology that would allow the new library to operate more efficiently and provide improved services to the public. The Library Service also notes their understanding that detailed feasibility work regarding the specific location and proposed space allocation for the library within the proposed FCQ scheme redevelopment will be forthcoming in due course. Details of the new Library provision are a matter for future consideration at Reserved Matters stage, nevertheless it is considered appropriate that re-provision of the new Library be a s106 requirement.

HCC Education submitted a late objection to the proposed FCQ development claiming a financial contribution of in excess of £1.8M is needed to mitigate the impact of the proposed development on primary education services, via the expansion of Tower Hill Primary School or St Peter's Junior School which have catchments that encompass, in part or whole, the application site. The Population and Human Health Chapter (No.6) of the Environmental Statement considers existing and future demand for primary school provision. In this respect there are a total of 21 primary schools within the two primary school planning areas of Farnborough South and Farnborough North; and all but one of these schools (Hawley Primary

School) is within 3.2km of the application site (the Government's catchment area for under 8's). Across the 21 primary schools combined, there is currently a surplus of 517 places, with 181 surplus places in the Farnborough South planning area; and 336 places within the Farnborough North planning area. By 2023/24, Farnborough South is forecast to have 139 primary school places available; and Farnborough North 496 places. In total, the DfE forecasts indicate that there will be a surplus of 635 primary school places within the two Farnborough planning areas combined by 2023/24.

Applying the HCC child yield multiplier for primary education of 0.30 per 2+ bed dwelling, to the Development's proposed 566 2+ bed residential units, it is estimated that the proposed development would give rise to the need for some 170 primary school places. A current surplus of 517 primary school places exists in Farnborough; and the DfE forecasts that this surplus will increase to 635 places in 2023-24. On the basis that the number of primary school places required by the Development (170 places) could be accommodated within the forecast surplus capacity of places within the two Farnborough primary planning areas, it is considered that there is no justification for education funding to be sought to mitigate the impact of the proposed development on local primary school capacity.

In the light of the extent to which the residential element of the FCQ proposals are already subject to allocation within the adopted Local Plan, it is not considered that any financial or other contributions are justified. However, it is clear that non-residential floorspace proposed within the scheme offers the potential space to accommodate some community/social infrastructure uses in addition significant re-provision in the form of a new Recreation Centre, Library and Civic Hub facilities.

6. Quantum of Development -

The Parameter Plans submitted for determination with the application describe a volume of built development that could, if built to the maximum extents indicated, provide in excess of 315,000 sqm of floorspace, of which approximately 48,000 sqm would be ground floor space; i.e. building footprint. Within the development described by the Parameter Plans it is proposed to accommodate 960 dwelling units to at least the minimum nationally prescribed internal floorspace standards, together with private amenity space to meet the requirements of Local Plan Policy DE3. Making generous over-estimates for robustness, it is calculated that the proposed total maximum quantum of the combined residential and non-residential development sought with the FCQ application could be accommodated within approximately 124,000 sqm of floorspace, just 40% of the theoretical maximum floorspace provided within the building envelopes defined by the Parameter Plans.

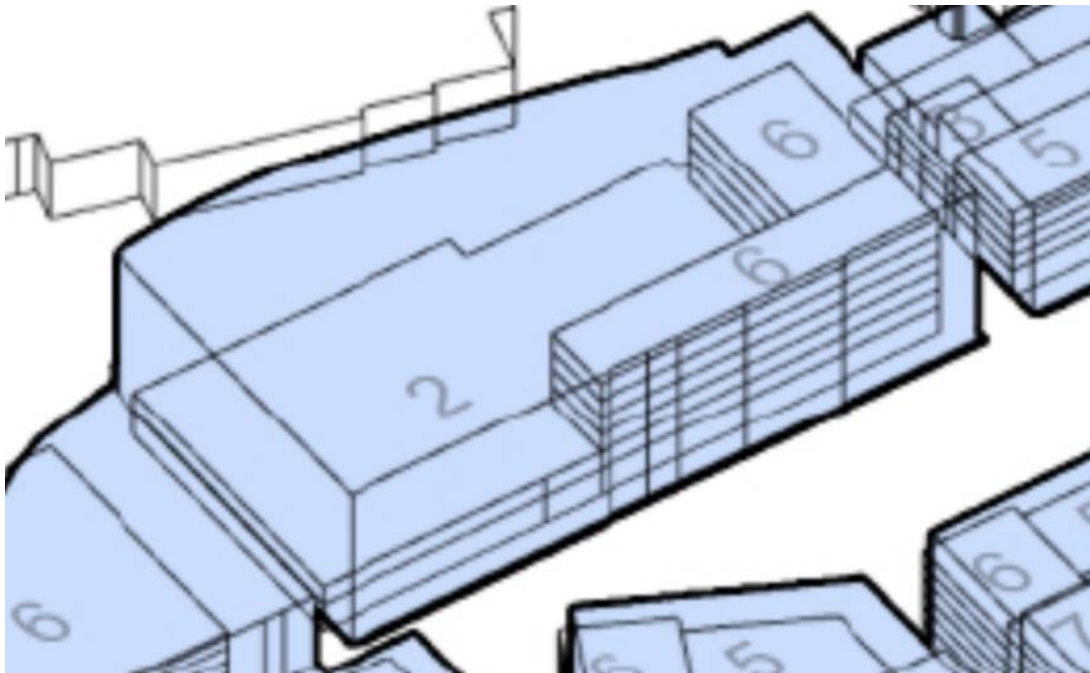
The explanation for the difference is simply that significant flexibility for the spatial design of the proposed development to be proposed at Reserved Matters stage is provided by the Parameter Plans. This is exemplified by the Illustrative Massing within Maximum Height Parameter Zones diagram on Page 70 of the submitted Design & Access Statement (see next page).

This diagram compares the theoretical maximum volume of the Development Plot building envelopes described by the Parameter Plans with the shape and form of the proposed development as envisaged with the Illustrative Masterplan. It can be seen that the Illustrative Masterplan envisages smaller less bulky and lower buildings than are described by the Parameter Plans with the building envelopes.

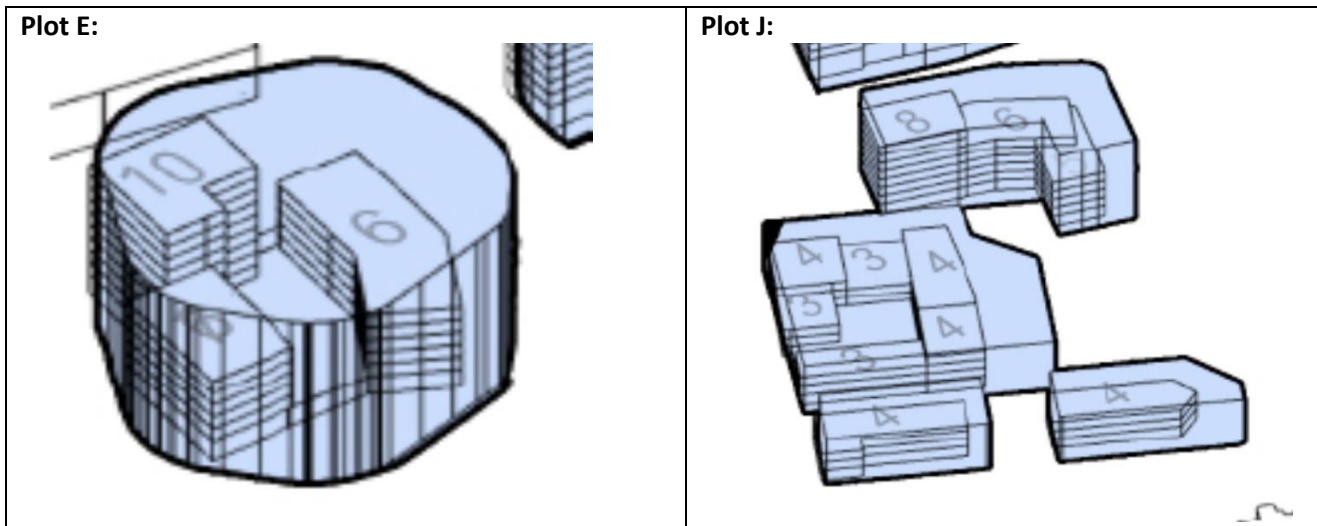


Illustrative Diagram - Illustrative Massing within Maximum Height Parameter Zones

This is most noticeable in respect of Plot B (the proposed new Recreation Centre), where the Parameter Plan tolerances are seeking planning permission for a building across the whole Plot of up to 7 storeys, yet the Illustrative Masterplan indicates that much of the resulting building is expected to be of 2-storey, with a taller perimeter element of 6-storey height along part of the building frontage and at the eastern end. Similarly, Plots E and J are also shown envisaged to fit well within the maximum building envelopes defined for them by the Parameter Plans. The creation of podium amenity spaces in many of the Plots also creates spaces that the Parameter Plans do not describe.

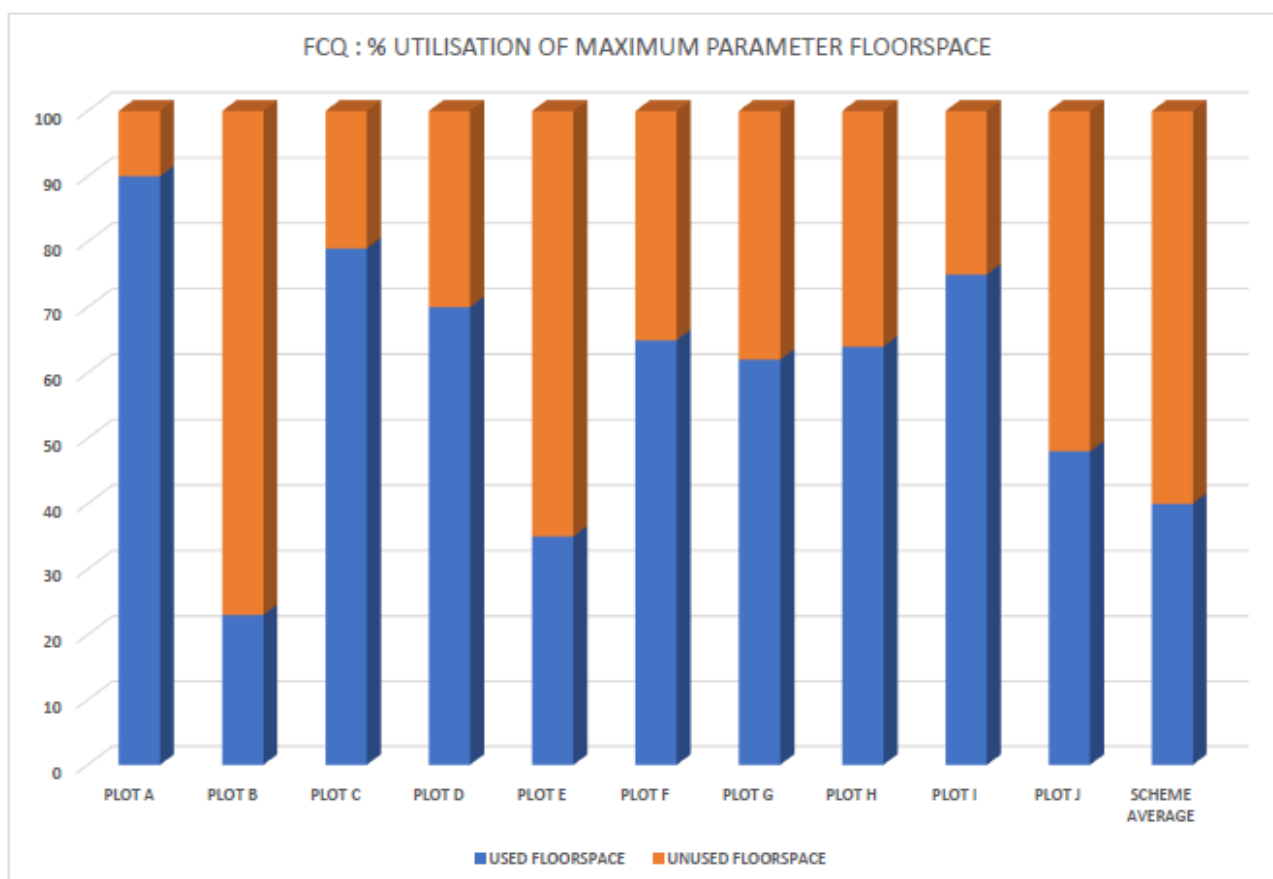


Comparison of Maximum Parameter Building Envelope with Illustrative Masterplan for Plot B.



Comparison of Maximum Parameter Building Envelope with Illustrative Masterplan for Plots E & J.

Comparison of maximum parameter floorspace against the illustrated development concept has been undertaken on a Plot-by-Plot basis making robust allowances. This indicates a range of under-utilisation of maximum parameter floorspace from 23% utilisation with Plot B, 35% with Plot E; up to 90% with Plot A. The chart below sets this out. Lower utilisation of floorspace (the blue portion of the bars on the graph) is an indicator of a greater degree of flexibility for future design of buildings within the given Plot.



With Plots B and E in particular there is generous scope for flexibility in detailed design. In contrast, Plot A, which is a proposed Mobility Hub (physically similar to a multi-storey car park) shows a high level of floorspace utilisation, suggesting the design of the block is unlikely to deviate significantly in height and scale from the Parameter Plans. It is clear that none of the

proposed Development Plots are indicated to accommodate more development than proposed in the Parameter Plans and, it is accepted that the proposed quantum of development would plausibly and comfortably fit within Parameter Plan tolerances. Indeed, it is considered that this analysis demonstrates that there is a reasonable degree of flexibility available for the distribution of development, particularly in respect of the residential components, between the various Development Plots. It is concluded that the proposed quantum of development is acceptable having regard to the Parameter Plans submitted for determination.

7. Design -

High quality design is an essential requirement and expectation of the Farnborough Civic Quarter redevelopment scheme as identified in the principles of the FCQ Masterplan SPD, in the Local Plan, and Government policy and guidance. However, except for considering the basic layout design for the proposed development described by the Parameter Plans, consideration of the detailed design and external appearance of the proposed development is reserved for future consideration as Reserved Matters.

The basic layout to be determined with the current application is acceptable and provides a credible framework on which the detailed design elements of the development can be formulated.

A detailed Design & Access Statement (updated version submitted in December 2022), in combination with a new Design Requirements document (also submitted in December 2022), have been provided in recognition of the need for mandatory and advisory design elements to inform and shape the detailed design of the proposed development expected at the Reserved Matters stage : effectively a form of Design Code. The evolution of the Design Requirements document is a work in progress. It is considered appropriate therefore that a condition should require submission and approval of a final version of this document prior to any Reserved Matters applications being submitted.

In addition it is considered appropriate, as suggested by the applicants, for the s106 obligation to include a requirement for the developers (and any successors in title to land at the application site) to engage with the Council's Pre-Application Enquiry service (and, if necessary, the Planning Advisory Service (PAS) Design Review Panel) before Reserved Matters applications are submitted in order to address the design quality of the emerging scheme.

On this basis it is considered that the proposed development exhibits acceptable good design in basic site layout form; and that appropriate and robust means and measures can be put into place to ensure the design quality of the development can be influenced and maintained.

8. Visual Impact –

It is Government planning guidance that, in assessing impact of proposed development upon the visual character and appearance of an area, this should be considered in the light of the impact upon the area as a whole. As a result, the fact that a proposal envisages buildings that differ from those already existing is not in itself an indication of material harm on the character and appearance of an area. It is rare for the character and appearance of an area to be narrowly defined by a particular building type, age, size, height and overall appearance : the character of most urban landscapes is usually derived from a mixture of features and characteristics.

Because the proposals are in outline form, the appearance of the development is not a matter on which planning permission is being sought by the current application; and visual impact can only be considered in terms of the basic form of the development. The Townscape and Visual Impact of the proposed development is dealt with at Section 12 of the ES (a Townscape & Visual Impact Assessment or TVIA) based on the maximum extent of building described by the Parameter Plans. This means that the worst-case for the proposals has been considered and, as the previous section has noted, it is likely that the detailed designs of the buildings at Reserved Matters stage will be less bulky or tall because the level of development proposed falls below the maximum parameters for which permission is being sought.

The application site is located on relatively low-lying land within the landscape adjacent to the existing Town Centre, where there are some existing large and tall buildings. Surrounding land to the north, east and south is more elevated. Block 3 Queensmead is a tall building (10 storeys) which benefits from an extant planning permission on the north side of the Town Centre. The Meads Business Centre office block above Kingsmead is of similar height to the tallest elements of the proposed development - approximately 45 metres Above Ground Level (AGL). Briarcliff House, the office building at the south end of the Kingsmead mall opposite the Pinehurst North car park and immediately adjacent to the site is 5 storeys tall and approximately 21 metres AGL. The Kingsmead/The Meads multi-storey car park is of a similar height. Whilst there are some longer-distance viewpoints from which the site can be seen, such as from the west end of the Farnborough Airport runway at Eelmoor Bridge, and medium-distance views from generally more elevated locations within the town, such as at the public open space at Gooden Crescent, the proposed development would be seen either at some considerable distance, or only partially, from public vantage points.

The TVIA report concludes that, although the proposals would result in noticeable changes on the ground, these would only be particularly evident to passers-by and occupiers of adjacent and nearby properties in the immediate locale of the application site, from where the loss of existing trees and the substantial highway works to remove the Pinehurst Roundabout would also be evident. The amenity impacts upon neighbours are considered in a separate section of this report. There would also be some views on the main approaches to the application site on Farnborough Road, Oak Road, Cedar Road, Salisbury Road, Pinehurst Avenue, Elles Road, Invincible Road, Westmead, Queensmead, Eastmead and Kingsmead becoming more significant the closer the approach to the site. It is considered that the scale and character of the proposed development would not appear out of place in this location and would be seen as an extension to the Town Centre.

It is considered that the proposals would introduce significant qualitative improvements to the area. Providing careful attention is paid to the design and external materials of the buildings, and new tree planting and other landscaping is provided within Reserved Matters submissions, it is considered that the visual impact of the proposals would be acceptable and would not be materially different from the impact of other development in the vicinity of Farnborough Town Centre. The impact on the wider townscape and landscape beyond as seen from more distant view-points would not be as significant as the local visual impact and is also considered acceptable in visual terms.

Local Plan Policy NE2 states that the Council will expect proposals within, or adjoining, green corridors (in this case both Farnborough Road and Meudon Avenue) to enhance their landscape and amenity value. The landscaping of the proposed development is a Reserved Matter for future consideration, however the proposals clearly offer the opportunity for substantial improvements to enhance the quality, amenity value and function of these corridors.

Overall, it is not considered that the proposed development would materially and harmfully affect the visual character and appearance of the area and establish an appropriate framework for detailed proposals to come forward which would be acceptable in visual terms.

9. Heritage Impact –

The application site is not within or near a Conservation Area and none could be materially affected by the proposals. Nor are there any Statutory Listed or locally-listed Buildings within or adjoining the site. The nearest Statutory Listed Buildings are the wind-tunnels within the existing modern housing development and Farnborough Business Park south of The Convent and 'Sky Plaza' flats. Other Statutory Listed buildings are the Parish Church on Church Avenue and Farnborough Abbey, both located some distance away. It is not considered that the historic character and setting of these or any other Listed buildings would be materially affected by the proposed development.

10. Trees -

The Tree Survey and Arboricultural Assessment submitted with the application identifies a total of 381 individual tree specimens and 18 tree groups within the site. Trees adjacent to the south boundary of Plot J (the Council Offices) within the grounds of The Convent and Pinehurst House would not be affected by the proposals since a generous no-build buffer zone is provided by the Horizontal Limits Parameter Plan. However, none of the trees within the application site are subject to a Tree Preservation Order. Although there are a small number of large veteran trees that are survivors from previous uses of the land, the majority of the trees within the application site were planted following redevelopment of the land in the 1970s and are early mature specimens of approximately 50 years of age at most. A significant number of these trees were planted on banks raised to construct the Pinehurst Roundabout, line Meudon Avenue and to infill and landscape areas of the open spaces around the retained veteran trees.

The submitted Tree Report examines and assesses the quality of all trees on or adjoining the site and has identified 2 Category A trees (high quality and value) : T176, a large veteran London Plane tree located centrally within the grassed open space area south of the front of the former Recreation Centre; and T210, a Giant Redwood specimen tree located to the south of the Council Offices building. The Report identifies 231 Category B (moderate quality and value) trees and 8 tree groups (60% of all trees at the site); and 138 Category C (low quality and value, or young) trees and 10 tree groups (37% of all trees at the site). 10 trees are identified as being of 'U' category : considered unsuitable for retention.

The Tree Report considers the potential consequential tree loss that might arise from the construction of the proposed development for the purposes of the Environmental Impact Assessment; and to inform consideration of the proposals. In doing so, some general assumptions are made, with the results shown on a Tree Removal Plan. This plan is not submitted for determination with the current outline application and is not setting out definite proposals for tree removal. Three basic reasons are cited for the potential tree loss: losses arising from the removal of the Pinehurst Roundabout and associated embankments; losses resulting from building demolitions due to trees growing alongside or near; and losses resulting from the siting of proposed new buildings. Some 66% of all potential tree loss arises from the road works and the levelling of land to grade; 15% the anticipated consequence of building demolitions; and 18% due to new buildings. The majority of the potential tree loss would relate to land within Plots F, G, H, I and J, with a significant proportion arising from the effects of the proposed road works and embankment removal.

Both A-Category trees are shown to be retained and the Report assumes that all U-Category trees would be removed. It is indicated that 54% of all B-Category trees (and 50% B-Category groups) and 73% of all C-Category trees (and 60% C-Category groups) would potentially be lost as a result of the proposed development. Overall, 237 trees and 10 tree groups, comprising 59% of all trees and 50% of tree groups are indicated to be potentially lost. However, it should be noted that the layout design for the development has, as far as possible, sought to prioritise the retention of larger and veteran trees and the majority of the trees potentially to be lost would be smaller and younger specimens. Groups of trees including veteran trees are indicated as retained within the proposed Central Park, Elles Glade and Pinehurst Gardens (Plot J), which are Public Open Spaces designed into the scheme and shown by the Parameter Plans.

In response to objections raised, the December 2022 amendments to the application included a Revised Design & Access Statement and a Design Requirements document that contain a reappraisal of potential tree loss and suggestions that that it may be possible to retain additional trees, most notably tree groups and individual trees adjacent to the north side of Meudon Avenue. Amendments to the Plot J public open space areas with the revised POS Parameter Plan would potentially enable further trees to be retained within Plot J. The revised POS Parameter Plan also specifically identifies that both A Category trees will be retained.

The applicants reaffirm that all trees lost will be replaced with new tree planting within the development on a one-for-one basis. In recognition that, even with the proposed 1:1 replacement tree planting, there would be a reduction in tree canopy cover (because urban trees have more constrained growth – especially highway margin trees), the applicants have also agreed to fund the planting of 3.1 hectares of trees on land elsewhere in the Borough as compensation for the tree canopy loss and to contribute to biodiversity gain. This approach would be consistent with the aims and objectives of the Council's Green Infrastructure Strategy for Rushmoor (July 2022), the emerging Natural England Green Infrastructure Strategy and the objectives of the Environment Bill and is to be welcomed as a way of ensuring no net loss, and possible net gain, particularly with regard to trees and tree canopy cover.

Whilst Local Plan Policy NE3 states that the Council will not permit development which would affect adversely *existing trees worthy of retention, particularly those subject to Tree Preservation Orders*, it is not a policy that can be considered in isolation of the wider Planning policy context within which the FCQ proposals must be considered. In this respect it is necessary to consider the effect and objectives of other Local Plan policies and the FCQ Masterplan SPD. It is clear that adopted Local Plan Policy SP2.3 and the FCQ Masterplan SPD both anticipated that significant tree loss would result. Principle Three of the SPD identifies the need for the FCQ development to *"retain significant trees"*, which has informed the layout design of the proposals; Policy SP2.3 does not refer to tree retention.

Redevelopment of the Farnborough Civic Quarter is key to the regeneration of Farnborough Town Centre, a strategic objective of the Council. The application site is land mainly subject to Local Plan Policy SP2.3, which allocates it for high-density development incorporating up to 700 dwellings, an objective unlikely to be achieved without some tree loss. The remainder of the application site outside the Policy SP2.3 area comprises the Pinehurst Car Parks and Roundabout where the majority of the tree loss would be of relatively young constrained urban trees; and where the removals would be the necessary and inevitable consequence of remodelling of the roundabout to create the Farnborough Road/Meudon Avenue 'T'-junction as envisaged by the adopted FCQ Masterplan SPD. Plot J also lies outside the Policy SP2.3 area and, here, the Parameter Plans are arranged to seek to retain as many of the significant veteran trees as possible within defined public open space areas. In the circumstances it is considered that the proposals accord with an appropriate balance of the adopted policy considerations applicable to the site.

It must also be noted that the tree loss is indicative and that the effect of granting outline planning permission would not authorise the removal of any trees from the application site before Reserved Matters approval(s) have been obtained. Furthermore, it is considered that it would be possible and reasonable to impose conditions in granting outline planning permission to reinforce this point, provide strong tree protection measures, and establish a clear framework within which the developers would be required to formulate the design of the detailed proposals - and with clear Design Requirements to seek to retain as many existing trees as possible. In this respect the following measures are recommended:-

- A pre-Reserved Matters condition requiring submission of a Site-Wide Arboricultural Method Statement incorporating Design Principles and Construction Tree Protection Measures to, wherever possible, ensure maximum retention of existing trees before, during and after the construction of the approved development;
- A Reserved Matters requirement for the submission with every Reserved Matters Phase of the development of a detailed landscaping design and specification for both public realm open spaces and private residential amenity areas (including any play-spaces) showing the planting proposed to be undertaken;
- A Reserved Matters requirement for the submission with every Reserved Matters Phase of the development of landscaping details comprising an accurate plan showing the position, type and spread of all existing trees to be retained on and adjacent to the development phase site; a schedule detailing the size and physical condition of each tree and, where appropriate, the steps to be taken to bring the tree(s) to be retained to a satisfactory condition, and, also details of any proposals for the felling, lopping, topping or up-rooting of any tree;
- A general Tree Protection condition requiring that no trees or hedges within the application site shall be lopped, topped, felled, destroyed or damaged until Reserved Matters approval has been obtained for the area of land where they are located. Further, that with the exception of any trees and hedges specifically approved at Reserved Matters stage to be removed, or as may be otherwise agreed in writing by the Local Planning Authority, no tree, or hedge within the application site shall be lopped, topped, felled, destroyed or damaged; and
- A Reserved Matters requirement for the submission with every Phase of the development of a Site-Specific Landscape Management Plan detailing management responsibilities, maintenance schedules etc in respect of any public realm and private residential amenity areas within that Phase of development, including a statement setting out how this complies with an approved Estate Management Plan for the proposed development.

In addition to these recommended measures, the Design Requirements document submitted in December 2022 already incorporates design requirements to inform the formulation of Reserved Matters designs with the objective of retaining as many existing trees as possible. A further recommended pre-Reserved Matters condition requirement is the production of a final version of this Design Requirements document.

In the light of the comprehensive measures that are recommended, it is considered that every encouragement and opportunity would be provided to the developer to ensure that retention of existing trees remains an important design objective and consideration in formulating detailed designs for the proposed development. It is clear that granting outline planning permission would not authorise the undertaking of tree works at the application site ahead of detailed Reserved Matters proposals being considered and approved based on a clear mandate to retain as many existing trees as possible.

Commemorative Trees & Memorials : Three small trees within the application site are known to have been planted as memorials : one located within the Council Office grounds indicated to be retained; and two others within the existing central open space that are both potentially requiring removal. However, all are sufficiently small specimens where lifting and re-planting is a viable option. It is considered that a suitably-worded condition would be appropriate to encourage arrangements to be made to secure the survival of any commemorative trees and other memorials that may be identified either within the new development or through planting in an agreed off-site location.

11. Impacts on Surrounding Properties -

The Council must consider whether or not the impact of the proposed development, as submitted in outline, is likely to be materially harmful to neighbours to the extent that refusal of planning permission would be justified.

When considering impacts upon residential neighbours, the question for consideration is whether or not the impacts of the proposed development on the amenities of such neighbouring properties would be both material and harmful in planning terms. The correct test in this respect is whether or not existing neighbouring residential properties would, as a result of the proposed development, maintain acceptable amenities to meet the needs of residential occupation. It is not the role of the Planning system to protect the loss of any particular private views from properties where these views are over adjoining land which is not in their ownership. In terms of privacy concerns, a degree of mutual overlooking often exists between neighbouring residential properties and this is considered both normal and acceptable. It is necessary for the Council to consider whether or not occupiers of neighbouring residential properties would be subjected to unacceptable overlooking rather than any overlooking at all. The considerations in respect of non-residential neighbours are simpler, in that the Council must consider whether the proposed development would be likely to have any material and harmful impacts upon their continued operation.

Technical impacts on residential neighbours are considered in the submitted Planning Statement ('Neighbouring Amenity'; Paras.6.185-8) in terms of building-to-building separation distances; and also with reference to Chapter 12 (Daylight, Sunlight & Overshadowing) of the ES, where analyses of these matters are set out for the nearest residential neighbours. The Horizontal Limits Parameter Plan annotates a number of minimum building-to-building façade separation distances in respect of the closest neighbours around the site. The nearest residential neighbours identified with the application are flats at Dukes Court at the south end of Queensmead to the north of Plot C, fronting the east side of Farnborough Road opposite Plots D, I and J; and existing and proposed residential houses at Elles Close and the flats under construction at 'Sky Plaza' on the south side of Meudon Avenue opposite Plots F, G, H1 & H2 and to the side of Plot J. Impacts on non-residential neighbours are not considered to be material and harmful and, indeed, no representations have been lodged in respect of the proposals from non-residential neighbours raising amenity issues. The closest non-residential neighbour is the office building at Briarcliff House to the north of Plot D and east of Plot C. Other non-residential neighbours are Asda, Horizon Retail Park and Solartron Retail Park.

The impacts upon those nearest and/or adjoining residential properties that are potentially affected by the proposed development are considered in the following paragraphs. In this respect reference to the Masterplan Summary image (next page) will be of assistance. In addition, the Plot Summaries (**Appendix A** to this Report) describe in more detail the nature

of the proposed Development Plots including separation distances from the nearest neighbours.

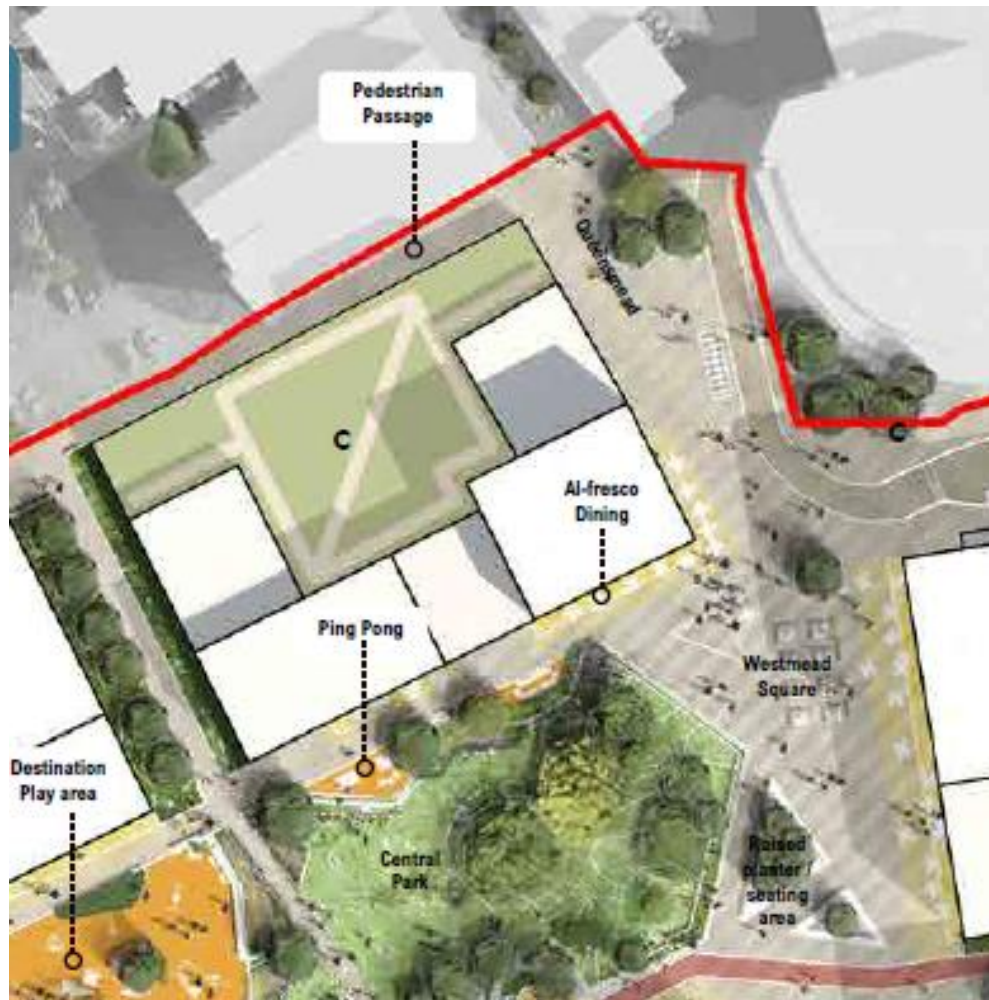


Illustrative Diagram - Massing & Land Use

Legend

- Residential (Apartments)
- Leisure Centre
- Hotel
- Commercial
- Parking
- Podium Gardens
- Office
- Green Space

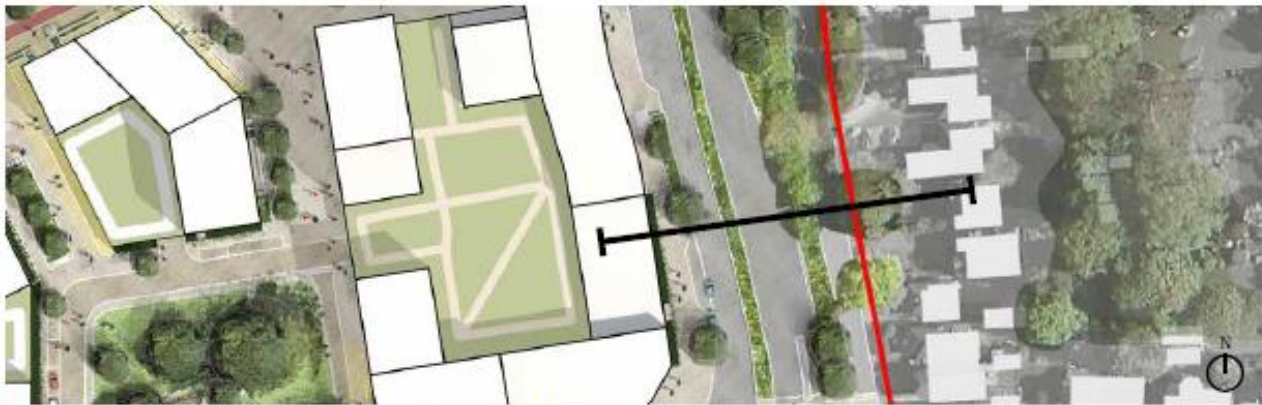
Dukes Court : The physically closest relationship with neighbours is between Plot C and Dukes Court. No representations have been received from occupiers of this neighbouring property raising amenity concerns as a result of proposed Plot C. This is an existing 4-storey block of 24 flats above ground floor shops at the south end of Queensmead. The building is separated by a pedestrian path from the flank of the existing single-storey Iceland building to the south; and makes use of the south-facing side elevation to provide windows and balconies to habitable rooms to a number of the flats. The applicants have evidently identified the Plot C building as requiring particular attention and the Parameter Plans show the building on Plot C reduced to as low as single-storey height adjoining this neighbour to replicate the existing relationship with Dukes Court, with taller elements set back further. The image below of part of the Illustrative Masterplan at Para.5.2 of the D&AS shows an illustrative concept of the form of the Plot C considered likely to provide an acceptable relationship with Dukes Court in planning terms. It is considered that it would be appropriate for Design Requirements to be formulated to further define the form and arrangement of the Plot C building to ensure adequate daylighting and mutual privacy is maintained.



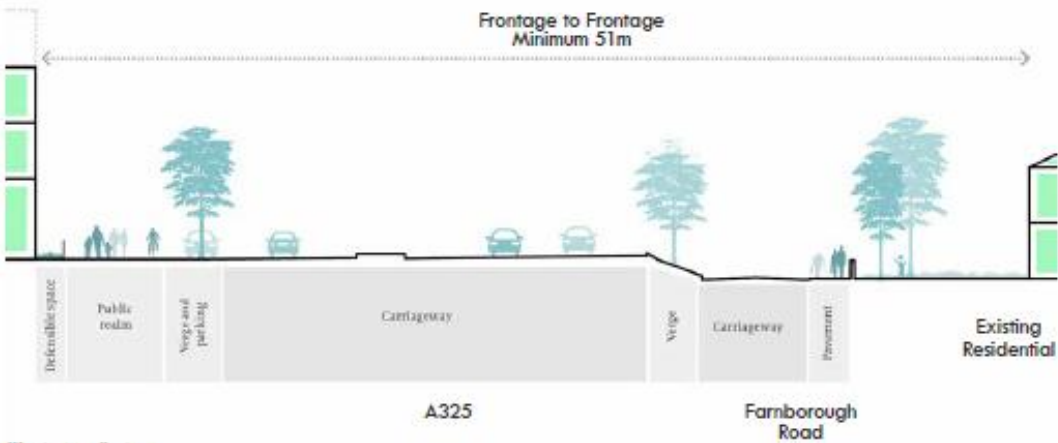
Farnborough Road : The east side of Farnborough Road is the largest concentration of residential neighbours to the application site, with the red-line of the application site abutting the front garden boundaries of, from south to north, Nos.120, 122, 124, 126, 128, 139, 132, 134, 136, 138, 140, 142, 144, 146, 148, 150, 152, 154, 156, 156a, 158, 158a, 160, 162, 164, 166, 168, 170, 172, 174, 176, 178, 180, 182a, 182, 184, 186, 186a, 188, 190 & 192. They are predominantly detached two-storey dwellinghouses of a variety of ages and styles. Nos.122 to 178 have vehicular access from the original carriageway of Farnborough Road which was retained as a service road when the Pinehurst Roundabout was built, and which has an exit into Cedar Road. Nos.120 and 180 to 192 Farnborough Road have individual vehicular entrances directly on the main Farnborough Road carriageway. These properties have front gardens and/or parking areas and the houses are set back by between approximately 4 metres and up to 20 metres from their front boundaries. The service road is visually separated from the main Farnborough Road by trees and shrubs planted on the roundabout embankments. Many front boundaries are enclosed with walls, fences and hedges (some substantial) and some of the front gardens contain mature trees.

Farnborough Road neighbours would face a portion of the proposed development incorporating some large and tall building elements. Nos.120 to 124 are directly opposite Plot J4 (up to 4-storeys); Nos.134 to 146 opposite Plot J1 (up to 9-storeys); Nos.148 to 164 opposite Plot I (up to 4 or 5 storeys on the east side, but rising to up to 6 or 9-storeys on the far side); Nos.166 to 178 opposite Plot D (mainly up to 6-storeys to the east, but up to 11-storeys on the far side) and the proposed new bus 'gate' and lane; and Nos.180 to 192 opposite the existing Briarcliff House office block north of the application site. The red line defining the application

site includes this portion of Farnborough Road which may be required for highway works. The following illustrative plans show what is envisaged:-



Illustrative Masterplan Rendering: Zoom in of A325/Farnborough Road



Illustrative Section

Illustrative Section across the proposed new section of Farnborough Road opposite No.156a.

It is proposed that, although the existing service road would be retained intact, the main Farnborough Road carriageway, which is elevated at the Pinehurst Roundabout between Nos.130 to 178, would be reduced to nearer its pre-roundabout natural level to facilitate the construction of a new signalised Farnborough Road/Meudon Avenue 'T'-junction, approximately opposite Nos.140 to 154. The highway proposals would be major works and, although it is currently indicated that most of the existing tree groups separating the service road from the main carriageway could be retained, the proposals would, nevertheless, result in a major change to the outlook from these properties. A new pedestrian/cycle crossing is indicated to be provided approximately opposite Nos.164 to 166. An extract of the submitted Illustrative Masterplan showing the envisaged resulting relationship of the proposed development is on the following page.



Illustrative Masterplan : Relationship of development with Farnborough Road frontage properties.

Despite the extent of the changes arising from the proposed development, it is considered that the envisaged relationship between the new buildings and Farnborough Road frontage properties opposite is acceptable in Planning terms given the minimum building-to-building separation distances involved. These are such that the living environment of all neighbouring properties on the Farnborough Road frontage would retain sufficient amenity to the extent that it would not be possible to justify refusal of planning permission on this ground. The relationships that would arise with neighbours as a result of the proposals would not be unusual for sites on the margins of many town centres. It is also likely that the detailed development proposals that come forward at Reserved Matters stage would have less impact than the maximum development parameters of the outline application.

The Convent (No.115) & Former Pinehurst House (No.117 : under construction) Flats, Farnborough Road : These neighbouring properties are to the south of the Council Offices site (Plot J) and would be located closest to the smallest building blocks within the proposed development, namely Plots J3 & J4. A generous buffer zone is defined between these blocks and the site boundary, which is also screened by mature vegetation and TPO trees. It is considered that the relationship with these neighbours is acceptable.

It is also considered that there would be acceptable relationships with other nearby residential development to the south and west (Lynx Court, Buccaneer Court and Bell Court, Lion Road and Jupiter Close) due the significant separation and intervening screening.

'Sky Plaza' and Moorfield Place, Meudon Avenue : This development is to the west of the Council Offices site (Plot J2) and comprises a large 5 storey block of 163 1 & 2 bedroom flats currently under construction, together with 34 terraced 2-storey houses to the west side and rear. The minimum separation from Plot J2 would be 26 metres such that it should be possible to maintain adequate mutual privacy between occupiers of the two blocks. The front façade of the 'Sky Plaza' block and the side elevation of the house at No.1 Moorfield Place would be a minimum of 35 metres from the proposed building envelopes of Plots H1 and G respectively on the north side of Meudon Avenue, which are also considered to be acceptable relationships. It is not considered that the provision of a crossing of Meudon Avenue at this point would give rise to any material and harmful impacts.

Elles Close : These are modest two-storey terraced houses located to the south of Meudon Avenue, with the nearest properties being Nos.6 and 21, both of which are sited side-on to the road. No.6 would be a minimum of 30 metres from the south side of the proposed building envelope of Plot G and in excess of 55 metres from the south-east corner of the proposed building envelope of Plot F. No.21 would be a similar distance from the proposed Plot F building envelope. It is not considered that the relationships with these closest properties in Elles Close would give rise to harm or loss of amenity.



Illustrative Masterplan : Relationship of the proposed development to Elles Close, Moorfield Place and 'Sky Plaza'.

External Lighting : It would be appropriate to seek provision of and control over the location and design of external lighting, particularly in areas of commercial activity and the open spaces/play areas/skatepark, to ensure that there is no adverse impact on residential amenity or other sensitive receptors. This can be addressed by condition and as a Reserved Matter requirement.

Air Quality : The submitted Air Quality Assessment is considered acceptable and the Council's Environmental Health Team agree with the report's conclusions and recommendations. The assessment has considered the baseline emissions from road traffic under present conditions and compared this against predicted conditions in 2024, both with and without the development in place. Dispersion monitoring indicates the impact of the development on future ambient air quality levels will be negligible at existing residential locations and that future occupants of the site will not be exposed to air quality levels in excess of National and EU Air Quality Objective/limit values. Environmental Health are satisfied with this assessment. The only potential adverse air quality impact from the proposal therefore would be during the demolition and construction phase. The assessment confirms that there is potential for demolition and construction works to create dust and recommendations are made for mitigation measures (as set out within Appendix 11.7 of the ES) to be incorporated into a Construction Environmental & Traffic Management Plan to be required using planning conditions prior to works commencing on site.

As part of the detailed design, the Environmental Health Team would expect provision to have been made for how waste gases from any ground floor commercial kitchens would be managed. Cooking odours could affect future residential amenity within and outside the proposed development if adequate mitigation is not provided and exhaust air from any kitchen extract systems sensitively vented, ideally at height well away from residential units. It is

considered that this an issue to be incorporated into the Design Requirements document for the development.

Noise : The scope of the Noise Impact Assessment is limited by the fact that the application is submitted in outline. There is only an indicative site layout in place. The Report has made recommendations for further background and night-time noise surveys to be undertaken that the Environmental Health Team agree are necessary. Existing residential properties surrounding the proposed development are considered likely to experience a minor reduction in road traffic noise level with the development completed by comparison with the existing situation, although the differences would be limited. It is considered that the impact of external plant on or within the development must be considered at Reserved Matters stage as this could substantially increase ambient background noise levels.

The proposed ground floor commercial uses are currently unknown, but could conceivably include those where entertainment noise could be a factor. Such premises (restaurants/cafes and/or drinking establishments) should have suitable external smoking areas, and this will need to be addressed at the detailed design stage. In addition, there needs to be consideration for how other external noise sources may impact on neighbouring residential amenity within and outside the proposed development, in particular noise from the proposed skatepark and other uses of the public realm within the proposed scheme.

Due to the potential for noise, Environmental Health advise that hours of opening of commercial premises be restricted to reasonable hours to prevent late night disturbance. The Framework Servicing Management Plan advises that it is expected that deliveries to premises within the development be prohibited between 23:00 and 05:00 to ensure that local residents are not disturbed. However, this impinges into night-time hours and such deliveries undertaken in the late evening and/or early mornings have the clear potential to cause significant disturbance to local residents. Deliveries to those premises overlooked by residential properties should have their deliveries restricted to those times of the day that are less sensitive, i.e. between 06:00 and 20:00 hours.

It is considered that a range of planning conditions should address the potential impacts of the operation of proposed commercial premises within the development. Furthermore, it is considered that specific Reserved Matters requirements are needed in respect of the measures to be taken to protect adjacent areas from excessive noise and to protect the occupiers of residential properties within the development from external noise.

Demolition & Construction Period Impacts : Given the scale of the proposed development it is considered appropriate that a condition be imposed to require submission of a Construction Environmental & Traffic Management Statement to set out measures to be employed during the construction phase. Likewise, the parking and traffic generation impacts of the demolition, construction and fitting-out periods of the development. Although planning permission cannot reasonably be withheld on account of the likely construction phase impacts, it is considered appropriate to require the submission of details of construction management measures given the clear potential for this to give rise to nuisance and inconvenience to neighbours in this location. Additionally, it is considered appropriate to impose a condition restricting hours of construction.

Subject to the suggested conditions mentioned, it is considered that there would be no material adverse impacts on neighbours sufficient to justify refusal of the application.

12. The Living Environment Provided –

It is proposed that all the dwellings within the proposed development would provide accommodation meeting the Government minimum internal floorspace standards and, thereby, also meet the requirements of Local Plan Policy DE2, appropriate for their level of occupancy. The proposed development would also provide on-site amenity space to meet the requirements of Local Plan Policy DE3 for all of the proposed new dwellings which could be in the form of a combination of private communal podium gardens, balconies and individual amenity terraces. These provisions would be assessed with the detailed designs to be submitted at Reserved Matters stage and are incorporated into the Design Requirements document to inform the detailed design of the development to come forward. This document also contains other design requirements relating to minimum standards for internal daylighting of habitable rooms etc.

It is also considered that the proposed dwellings would have acceptable relationships with all neighbours in terms of light, outlook and privacy.

The Air Quality Report submitted with the application demonstrates to the satisfaction of the Council's Environmental Health Team that impacts of the operational phase of the proposed development on local air quality will not be significant and be below the relevant UK air quality objective levels. In terms of the construction phase of the development, it is noted that some adverse impacts are identified and appropriate mitigation measures are recommended, which the Council's Environmental Health Team recommend be incorporated into the Construction Environmental & Traffic Management Plan for the development.

The submitted Noise Impact Report has assessed the existing noise environment in the vicinity of the site. Whilst the Report does consider the existing noise from operations at Farnborough Airport, it does not take into consideration the fact the airport has permission for up to 50,000 business aviation movements per annum by 2019 - a potential doubling of movements over those currently experienced, representing a potential 3dB increase in daytime noise levels that need to be accounted for when determining the level of noise mitigation required. Nevertheless, Environmental Health consider that it is possible to specify adequate sound insulation measures to address this, which would be likely to include acoustic glazing and alternative forms of ventilation for habitable rooms overlooking the road network and other potential sources of external noise, acoustic screening and mounting of plant etc.

The likely extent of residential and commercial external plant that may be required is also a matter to address at the Reserved Matters stage. From the details provided, it is indicated that all residential units would be provided with Air Source Heat Pumps for energy generation, supplemented by photovoltaics. ASHPs can be significant noise sources, so careful consideration of their size, make and location will be required at the detailed design stage. Enclosures or barriers may be required. With the residential building plots at different heights, any roof mounted plant on one building may have the potential to adversely impact residential amenity of overlooking neighbouring plots.

As this is an outline application it is recommended that the submission of details concerning the type of glazing and ventilation to be used for all habitable rooms to achieve appropriate internal noise levels within the proposed dwellings be a Reserved Matters requirement.

It is considered that the living environment created would be acceptable in planning terms.

13. Highways Considerations –

It remains current Government guidance that denying planning permissions on highways grounds is only justified and appropriate where any highways concerns are demonstrated to give rise to 'severe' harm to the safety and/or convenience of highway users. It is not sufficient to merely identify concern about a highway matter. Furthermore, clear evidence of wider harm(s) being caused to the highway network with severe impact(s) must be identified. As a consequence, justification for refusal on highway grounds must meet a high threshold. It is also long-standing Government guidance that it is neither appropriate nor reasonable for developers to be required to resolve existing highway problems in the vicinity of their site in order to secure planning permission that they are neither responsible for, nor would materially exacerbate as a result of their proposals.

General : The proposals have been the subject of extensive discussions between the applicants, their highway consultants, the Council, and local highway authority (Hampshire County Council : HCC). In response to consultation on the application following receipt of the December 2022 updated and amendments HCC has concluded that, following clarification of a number of points made in the original submissions, the proposals are acceptable in transportation and highways terms subject to conditions and a legal agreement. In this respect it is understood that the current application is in outline form and that the final detail of the highway changes will be submitted and approved through future Reserved Matters applications or through other planning conditions.

Baseline Conditions : The site covers a wide area, including a substantial level of existing uses, some of which have been out of use or demolished in recent years. The existing uses (including recent demolitions) comprise 20,579sqm of Class E use and 3,142 of Class F use as follows:-

Land Use	Approx. sqm
Leisure Centre (Class E)	10,267
Library (Class F1)	1,855
Elles Hall (Community Centre) (Class F2)	1,287
Iceland (Retail) (Class E)	1,062
Westmead House (Offices) (Class E)	3,902
Council Offices (Class E)	5,348

Due to the central location of the site within and adjacent to Farnborough Town Centre, there are many amenities within walking and cycling distance of the proposed development. There is also a considerable number of bus stops within the area and both Farnborough Main and Farnborough North rail stations are within acceptable walking and cycling distances.

Proposed Means of Access to the Development : The means of access to the proposed development in principle is to be determined at the outline stage. The proposed means of access as shown on the Access Parameter Plan are:-

Access Location	Access Type	Comments
Westmead between Zones A & B	2-Way	As existing : this is the access for the current Leisure Centre car park.
Westmead to Zone B	2-Way	New access.
West to Zone C	2-Way	As existing : this is the access for the current Kings Moat Car Park.
Kingsmead to Zone D	2-Way	Not far from existing Pinehurst Car Park access.

New street between Zoned D & I to Farnborough Road	2-Way	New pedestrian & cycleway access into site to link with proposed crossing over Farnborough Road south of Oak Road.
Meudon Avenue to new street between Zones F & GH	2-Way	New access.
Meudon Avenue to new street between Zones G & H	2-Way	New pedestrian & cycleway access into site to link with proposed crossing over Meudon Avenue opposite 'Sky Plaza'.
Meudon Avenue to new street east of Plot H1	2-Way	New access.
To Meudon Avenue from new street adjacent to west of Zone I	1-Way (Out only)	New access for service & emergency vehicles only
From Meudon Avenue to Zone J	1-Way (In only)	As existing : the current In-access to the Council Offices, but ability to egress onto Meudon Avenue stopped.
To Farnborough Road from Zone J	1-Way (Out only)	Close to the existing Farnborough Road vehicular egress from Council Offices site.

It can be seen that a number of the proposed access points reuse or remodel existing highway entrances. The main location for provision of new access points is Meudon Avenue, reflecting the re-modelling of the existing dual carriageway to a single carriageway two-way road with right-turn pockets to entrance into/exit from the application site. The Highway Authority (Hampshire County Council) raises no objections to the principle of the proposed means of access, albeit Reserved Matters submissions will be required to provide full details. It is considered that there are no objections to the proposals in respect of their proposed access arrangements.

Proposed Road Works : These involve making significant changes to the current highway layout through the removal of the Pinehurst Roundabout. The junction of the A325 and A327 would then take the form of a signalised T-Junction, providing multi-lane approaches on each arm, as well as a bus-lane on the southbound A325. Meudon Avenue would operate as a single lane carriageway with right turning 'pockets' for new and existing side road access points. The Illustrative Masterplan shows what is envisaged and the Transport Assessment includes plans that demonstrate that there would be sufficient land within the red-line of the application site to accommodate a satisfactory design solution. HCC advise that the proposals would require the removal of highway rights to allow development to take place (through Section 247 of the Town and Country Planning Act), and the applicants will need to satisfy themselves that they have details of the subsoil land ownership which may not be with the local highway authority. The technicalities and detailed design for the Farnborough Road/Meudon Avenue road junction works will take some time to finalise and would also involve entirely separate statutory processes to be undertaken by HCC under Highways legislation. Nevertheless, the principle of the proposals are supported by HCC as set out in Hampshire County Council's Transport Proposals Supporting Economic Development in Farnborough Policy Position report (October 2022). The details of the highway works would be submitted as a Reserved Matters application for future consideration in detail.

Traffic Impacts : A full Transport Assessment (TA) was submitted with this outline planning application and the accompanying EIA Environmental Statement (Chapter 9) further considers the potential transport impacts of the proposals from an environmental perspective. HCC recognise that the proposals seek to strike a balance between the place-making objectives of the scheme that support active travel modes, whilst also providing sufficient level of service to vehicular traffic – but with specific emphasis placed on the objective of maintaining or enhancing bus priority. As a consequence the proposed new junction layouts maintain

provision of bus lanes and would give bus priority at signals. Another long-term objective behind the construction of the A331 road has been the process of diverting through-traffic away from using Farnborough Road. A detailed modelling assessment of changes in travel demand associated with the proposals has been carried out with accepted key assumptions being made about maintaining bus services and prioritising bus operation within the highway layout, reduced car ownership within the scheme tied to restricted and managed parking provision and the positive encouragement of active travel modes. Junction capacity assessment has been carried out at five key junctions:-

- 1) Sulzers Roundabout;
- 2) Pinehurst Roundabout / Proposed Signalised T-junction;
- 3) Kingsmead / Victoria Road Signal Junction;
- 4) Clockhouse Roundabout; and
- 5) Ham and Blackbird Roundabout.

In all cases the traffic impact comparing the traffic generation that could arise from the resumption of all existing lawful uses of the site compared with that of the proposed development is found to be negligible or beneficial, and mitigation has been identified where needed. All junctions are predicted to operate within theoretical capacity, including the new T-junction. HCC have carefully considered the information submitted in the TA and the general conclusions of the TA regarding the traffic impact of the proposed development and consider the assessment of impact upon the surrounding highway network to be robust and not likely to result in significant changes in the existing patterns of and volumes of traffic. Whilst further detailed design consideration is required, this is a matter for Reserved Matters submissions alongside the separate s278 Highways Act approval process overseen by HCC.

HCC notes that the applicants' Transport Assessment Addendum submitted in December 2022 considers, as requested, the wider transport context of the proposals, using previous transport strategy reports to identify wider improvements that would support the objectives of the scheme. In particular, proposed improvements to Clockhouse roundabout in the form of improved crossing points would mitigate some of the impact of traffic that may divert through this junction as a result of the proposed highway junction changes. These are details to be considered at a later date and are, in any event, likely to be undertaken under the procedures of the s278 process with HCC.

Parking : Being in outline form, the proposals do not, at this stage, provide more than general indications of parking provision and distribution within the site. The provision of full details of parking provision, including the design of car parking areas etc are issues for consideration the Reserved Matters stage. Nevertheless, the Council needs to be satisfied at the outline stage that the proposed development would be provided with adequate on-site parking to meet the functional needs of the development and comply with the Council's adopted policies. The submitted Planning Statement sets out the total parking provision anticipated for the proposed development (1266 spaces) based on the Illustrative Masterplan as follows:-

Location	Number of Car Spaces
On Plot Parking	492
Mobility Hub Plot A	332
Mobility Hub Plot D	318
Plot C – Retail Car Park	35
Plot I – Retail Car Park	78
Car Clubs (throughout the Site)	11 (equivalent to 99)
Total Parking Spaces	1,266 (equivalent to 1,354)

With the exception of Plot J, where it is envisaged, like with the existing Council Offices, that there will be a sizeable amount of external car parking (in addition to podium parking within Plot J2), it is indicated that most of the parking within the rest of the development would be provided within the proposed Mobility Hubs and podium parking areas within buildings. The proposed parking provision for the development is divided between the residential and non-residential elements, not least because a clear headline parking requirement of the adopted Development Plan relates specifically to the proposals for residential parking. It is Council policy that at least 1 space be provided per dwelling unit in town centre areas as defined by the Local Plan Proposals Map. Due to the sustainable central location where public car parking is more readily available, specific provision of visitor parking in connection with the proposed residential units within the proposed development is not considered necessary.

Overall, it is proposed that, of the 960 dwelling units proposed, 492 would be provided with allocated parking on-plot : 51% of the Council's adopted policy requirement for the residential component of the scheme. To bridge the gap to full policy compliance in respect of residential parking provision (a further 468 spaces), it is proposed that 11 further spaces are provided to be used for the parking of vehicles provided for residents to book and hire on a short-term basis from a Car-Club when required. This is argued to be equivalent to provision of 99 further residential parking spaces and thereby provide a further 10% of the residential parking provision. It is indicated that the Car-Club spaces would be distributed throughout the site; and it is noted that the Illustrative Masterplan incorporates a small number of external parking spaces within the streets of the development which could, in part, lend themselves to this purpose. The remaining 41% of the required residential spaces (369) would be allocated to residents from within the Mobility Hubs and are envisaged to be shared with non-residential parking users.

The proposed Mobility Hubs are indicated to provide a total of 650 spaces for both residential and non-residential use, such that 281 mobility hub spaces (43% of the total Mobility Hub parking provision) would be solely provided for non-residential use; and 57% provided for shared residential and non-residential use. Additional non-residential parking spaces are to be provided with the indicated larger Food Stores in Plots C (35 spaces) and I (78 spaces) totalling a further 113 spaces. Of the total parking spaces that could be made available for non-residential use (763 spaces), 37% would be with parking spaces shared with residential users. Overall, 22% of the total parking provision for the proposed development is envisaged to be shared between residential and non-residential users.

Although there is an element of uncertainty concerning their effectiveness at reducing parking demand within developments (there are no existing Car-Clubs operating in Rushmoor), it is considered that the proposed Car-Club measures are a reasonable solution for the Council to consider. There is some positive experience in the use of Car Clubs elsewhere; and the ratio of 1 Car-Club vehicle being equivalent to 9 residents parking spaces is an accepted standard for non-metropolitan applications, such as is the FCQ. Moreover, the contribution made to the required residential parking provision for the FCQ scheme with the proposed Car-Club (10%) is relatively modest. If the Council is to meet its ambitions for encouraging more sustainable travel options it is considered that the proposed FCQ Car-Club scheme would be a reasonable place to start. It is clear that it would be necessary to carefully and proactively manage the introduction, promotion and operation of the Car-Club to ensure that it achieves its objectives of reducing demand for car ownership (and therefore demand for parking) for the lifetime of the development. However it is, of course, essential that appropriate monitoring and review measures are secured to ensure that the Car-Clubs continue to operate effectively and that any diminution in the effectiveness of this measure is identified and rectified quickly. It is

considered that the risks are acceptable and the potential benefits for growing and extending Car-Club usage within and beyond the FCQ development as a measure to encourage transport mode shift away from car use are worth pursuing. It is considered that it is essential that the provision and operation of the Car-Club within the development be a s106 requirement.

It is also clear that the operation of the on-site parking provision needs to be carefully managed and monitored to ensure that it is used effectively and is responsive to the demands placed upon it. The extent of the shared spaces amounts to 41% of the entire parking requirement for the proposed residential accommodation, a significant proportion. Nevertheless, in principle, this is considered to be appropriate and would ensure that the available parking provision is utilised for more of the time, which is not often the case in many car parks. It is understood that The Meads Shopping Centre has been making parking spaces within their car parks available to residents on a permit basis that is shared with other users without major problems being encountered. However, with the advent of more significant home-working there may be pressure from residents for parking that they can use throughout the entire day – not just part of it because the spaces are shared with other users of the development. There may not be a sharp transition between residential and non-residential parking and, indeed, much of the non-residential parking would be required for uses that would be expected to operate in the evening and potentially also commence early in the morning. The transition and potential conflicts between residential and non-residential use would require proper management and enforcement of parking controls. The applicants indicate within their submitted Car Parking Management Plan document that a permit-based system would be operated using Automated Number-Plate Recognition (ANPR) technology for all parking spaces. It is considered that this could, with appropriate management and review, be an effective means of controlling parking use within the scheme and, as with the Car-Club provision, s106 obligations are considered necessary in the form of a site-wide Car Parking Management Plan to be operated and developed for the lifetime of the scheme informed by regular monitoring of parking usage and assessment of any evidence of significant overspill parking activity beyond the boundaries of the development.

Assessment of the likely demand for parking from the non-residential elements of the proposals is more difficult, especially in the aftermath of changes in town centre usage, including those which took place during the Covid pandemic. According to adopted maximum Parking Standards (2017), the proposed non-residential development would require a maximum provision of approximately 800 parking spaces to account for both staff and visitors, thereby exceeding the indicated non-residential parking capacity of the proposed development of 763 spaces, albeit not by a particularly significant amount. The applicants' assessment of parking provision considers the likely peak demands for parking within the proposed scheme based on surveys of existing car parks undertaken pre-Covid and has concluded that it is unlikely that parking demand would exceed the number of spaces provided. This is based on a number of assumptions, including a general reduction in car use, dual usage of spaces at different times of the day; and internalisation, which is users that both live and work in the development and do not require parking at all. It is also suggested that any overspill of parking demand that may arise could, in any event, be accommodated by The Meads car park on the basis that it currently has surplus capacity. In the circumstances it is considered that the assumptions made concerning non-residential parking demand are reasonable and that the shared usage of parking spaces is an appropriate further tool to use in seeking to achieve the objective of reducing parking (and thereby traffic) demand associated with the proposed development.

On this basis, and with the s106 controls that are recommended, it is considered that the indicative parking proposals provide an acceptable framework for the provision of residential parking equivalent to the Council's adopted parking requirements. However, Plots E and J are located outside the defined town centre area and, as such, the parking provision there is

required to be in accordance with the tariff of parking space provision set out in the Council's adopted Parking Standards SPD (2017), whereby dwelling units larger than 1-bedroom size are expected to have more than 1 parking on-site space per unit based on unit size. However, it is considered that this ignores the fact that the parking within Plots E and J would operate under the aegis of the site-wide parking management systems and regime; and within the development Car-Club scheme. It is therefore considered that, in recognition of these factors, it would be appropriate to allow parking provision on Plots E and J at a ratio of 1:1, but on the condition that the parking provision on these plots places no demand upon the use of shared parking spaces in the proposed Mobility Hubs; i.e. on-plot parking provision for these plots is required to be equivalent to a minimum of 1:1 provision. This is not considered unreasonable and, indeed, in the case of Plot J, it is located some distance from the nearest Mobility Hub at Plot D. It is considered that a suitably-worded planning condition can be used to achieve this outcome for the development of these plots.

It is considered that other s106 requirements be used to require the provision and retention of the Mobility Hubs and, as has already been mentioned earlier in this Report, a further provision of the s106 that is recommended is the implementation and operation of an evolving Estate Management Plan for the development.

It is considered that the proposals comply acceptably with the Council's adopted car parking requirements and, in any event, the proposed development would meet its own functional car parking needs without materially exacerbating any existing issues.

Travel Plan : An updated Framework Travel Plan was submitted in December 2022 and is a further way in which parking demand within the proposed development would be managed by encouraging usage non-car travel modes. The Travel Plan, and associated approval and monitoring fees, will need to be secured as a planning obligation within the s106 Agreement and payable to HCC.

Refuse Collection & Servicing : These are matters of detail that will need to be submitted for future consideration as Reserved Matters. Nevertheless it is clear from the illustrative supporting submissions made with the application that the design and operational requirements for the servicing of the development have been considered in formulating the outline proposals.

Bus Service Facilities : An important principle applied by HCC in considering the proposals is that they do not reduce the current levels of bus priority and, indeed, where possible, enhance bus priority. The applicants have held discussions with both the County Council and Stagecoach with respect to the multiple bus routes currently serving Farnborough town centre. The focus of the discussions with Stagecoach were centred around improving bus journey times to allow future increase in bus frequency. The existing bus stops on Kingsmead are proposed to be re-located to a new position nearby adjacent to the Plot D Mobility Hub. HCC has confirmed their general support for the proposed location of the new bus interchange facilities, noting that this retains all bus stops for Gold 1 on the western side of the A325. However, HCC note that the detail layout of the new facility and its connection with Farnborough Road will require further development to ensure that buses can satisfactorily manoeuvre; and also to ensure that pedestrian connectivity to the town centre and the FCQ is maximised. In this respect, the new arrangement relies on a signalised bus gate facility so that buses can enter and exit the interchange area directly from the A325. The principle is accepted, however HCC also require further detail of the proposed operation of the bus gate in two main respects:-

1. Modelling of the bus-gate linked to both the adjacent controlled pedestrian and cycle crossing on the A325, and the proposed new signal-controlled junction with Meudon Avenue; and
2. Clarification of the signal head proposals on the northbound A325 approach to the bus-gate.

HCC confirm that they are satisfied that this further detail can be secured via a planning condition : these are clearly matters of detail for submission at Reserved Matters stage.

Active Travel Measures : The proposals are indicated to incorporate pedestrian and cycle links throughout the application site to facilitate easy movement across the site, In particular, it is indicated that a new cycle route running east to west through the development together with a new Farnborough Road crossing; and that the connections made in and surrounding the new road junction and a new crossing across Meudon Avenue would enable provision of north-south pedestrian and cycle links. Both would provide better active travel permeability through the site and would be more flexible safer replacements for the subways to be removed with the Pinehurst Roundabout. Whilst further consideration will need to be given to the design of routes through the development and the possibilities for creating better connections with destinations beyond the site it is considered that these are matters for the Design Requirements document and for detailed consideration at Reserved Matters stage.

In recognition of the need for the development to encourage and promote active travel it is recommended that the s106 secure the provision of a bicycle hire facility available to occupiers and users of the development.

The TA Addendum submitted in December 2022 has also reviewed walking and cycling routes to local schools and colleges. Some modest improvements in the form of tactile crossings and signage were identified. Accordingly, HCC request a contribution towards School Travel Plans for the catchment schools for the site is secured to enable the schools to update and progress their travel plans. HCC has been asked to advise what the cost of this contribution would be. However, provided it is a modest amount it is considered that this request is reasonable and this can be secured by the s106 agreement.

Following on from Hampshire County Council's Walking Strategy (2016) and Cycling Strategy (2015) the County Council has been developing LCWIPs that will help focus active travel infrastructure at a local, targeted level.

HCC has been working in partnership with active travel charity, 'Sustrans', and local borough and district authorities in develop Local Cycling & Walking Infrastructure Plans (LCWIPs) within Hampshire, including currently in draft form for Rushmoor, as set out in the Government's Cycling and Walking Investment Strategy (2017). LCWIPs enable a long-term approach (typically 10-year periods) towards developing local cycling and walking networks and form a crucial part of the Government's ambition to increase the number of trips made by walking and cycling. HCC see LCWIPs as a way to be aspiring and ready for future national funding opportunities to provide improvements in walking and cycling infrastructure, across the county. It is considered that the FCQ proposals are compatible with the objectives of this emerging HCC initiative.

Construction Traffic : It is long-standing Government policy and guidance that the various impacts of the demolition and construction phases of development cannot be taken into material account in determining planning applications. However, it is not considered unreasonable for the Council to have some influence on the conduct of the implementation stages of large developments such as FCQ given the long period of time over which in is

anticipated the works would take place to encourage considerate behaviour and working practices. In terms of potential highways impacts, it is considered that demolition and construction traffic relating to the proposed development would, in part, be mitigated through the effective phasing of the development works, which could limit the amount of the proposed development that would be taking place at any one time. Furthermore, it is considered that the routing of demolition and construction traffic to and from the sites, albeit using public highways, are matters that should be incorporated into the Construction & Traffic Management Plan for the development that has already been identified to be secured by planning condition.

Subject to the various s106 provisions and conditions that have been identified, it is considered that the outline planning permission would provide an appropriate and framework for the detailed design of the proposed development that would be acceptable in highways terms.

14. Impacts on Wildlife (SPA Impact & Site-Specific) & Ecology/Biodiversity Net Gain -

(a) Special Protection Area.

The European Court of Justice judgement in 'People Over Wind, Peter Sweetman v Coillte Teoranta C-323/17' in April 2018 established the legal principle that a full appropriate assessment (AA) must be carried out for all planning applications involving a net gain in residential units in areas affected by the Thames Basin Heaths SPA, and that this process cannot take into account any proposed measures to mitigate any likely impact at the assessment stage. This process, culminating in the Council's Appropriate Assessment of the proposals, is overall described as Habitats Regulation Assessment (HRA).

Undertaking the HRA process is the responsibility of the decision maker (in this case, Rushmoor Borough Council) as the 'Competent Authority' for the purposes of the Habitats Regulations. The following paragraphs comprise the Council's HRA in this case:-

HRA Screening Assessment under Regulation 63(1)(a) of the Habitats Regulations: The Thames Basin Heaths SPA is designated under the E.C Birds Directive for its lowland heathland bird populations. The site supports important breeding bird populations, especially Nightjar *Caprimulgus europaeus* and Woodlark *Lullula arborea*, both of which nest on the ground, often at the woodland/heathland edge; and Dartford Warbler *Sylvia undata*, which often nests in gorse *Ulex* sp. Scattered trees and scrub are used for roosting.

Heathland is prone to nitrogen deposition due to increases in Nitrogen Oxide. Calculations undertaken for the Rushmoor Borough Council Local Plan found that there will be no in-combination impacts on the habitats as a result of development in the Local Plan, including an allowance for 'windfall' housing developments. However within the screening process it will need to be ascertained whether development outside the Local Plan within 200m of the SPA will increase vehicle movements to above 1000 extra trips/day or exceed the Minimum Critical Load by over 1% either alone or in-combination with the Local Plan. In this respect, the Environmental Impact Assessment accompanying the planning application has assessed to impact of air pollution arising from traffic that may be generated by the proposed development and has concluded that no significant impact would arise. This position is accepted by Natural England.

The bird populations and nests are very prone to recreational disturbance, with birds vacating the nests if disturbed by members of the public. This leaves the young unprotected and increases the risk of predation. Dogs not only disturb the adults, but can directly predate the young.

Visitor surveys have shown that the visitor catchment area for the Thames Basin Heath SPA is 5km, with any proposals for residential development within this catchment contributing to recreational pressure on the SPA. The research also evidenced that residential development within 400m of the SPA would cause impacts alone due to cat predation of adult and young birds.

The retained South East Plan Policy NRM6 and adopted New Rushmoor Local Plan (2014-2032) Policy NE1 (Thames Basin Heaths Special Protection Area) and Thames Basin Heaths Avoidance & Mitigation Strategy (2019)], state that residential development within 400m of the SPA should be refused and development within 5km of the SPA should provide Strategic Alternative Natural Greenspace (SANG) of 8ha/1000 additional population and contributions to Strategic Access Management and Monitoring Measures (SAMM) dependant on the number of bedrooms.

It is considered that there is sufficient information available with the planning application provided by the applicants with which the Council can undertake the HRA process. In this case the proposed development involves the creation of 960 net new residential units within the Farnborough urban area. As such, the proposed development is located within the 5km zone of influence of the SPA, but outside the 400-metre exclusion zone. The proposed development is neither connected to, nor necessary to the management of, the Thames Basin Heaths SPA. Furthermore, the proposed development would not result in a net increase in traffic movements in excess of 1000 vehicular movements per day in proximity to the SPA.

All new housing development within 5 km of any part of the Thames Basin Heaths SPA, of which the current proposals would make a contribution, is considered to contribute towards an impact on the integrity and nature conservation interests of the SPA. This is as a result of increased recreation disturbance in combination with other housing development in the vicinity of the Thames Basin Heaths SPA. Current and emerging future Development Plan documents for the area set out the scale and distribution of new housebuilding in the area up to 2032 including the housing allocation for the Farnborough Civic Quarter set by Local Plan Policy SP2.3. A significant quantity of new housing development also results from 'windfall' sites, i.e. sites that are not identified and specifically allocated within Development Plans and it is considered that the additional residential development proposed with the current application relating to the remainder of the application site not subject to Policy SP2.3 falls within this category. There are, nevertheless, clearly other plans or projects for new residential development that would, together with the proposals the subject of the current planning application, have an 'in-combination' effect on the SPA. On this basis it is clear that the proposals would be likely to lead to a significant effect on European site (i.e. the Thames Basin Heaths SPA) integrity.

Appropriate Assessment under Regulation 63(1) of the Habitats Regulations: If there are any potential significant impacts upon the Thames Basin Heaths SPA, the applicant must suggest avoidance and/or mitigation measures to allow an Appropriate Assessment to be made. The Applicant must also provide details that demonstrate any long term management, maintenance and funding of any such solution.

The project the subject of the current planning application being assessed would result in a net increase of dwellings within 5 km of a boundary of part of the Thames Basin Heaths SPA. In line with Natural England guidance and adopted New Rushmoor Local Plan Policy NE1 and Thames Basin Heaths Avoidance & Mitigation Strategy (2019), a permanent significant effect on the SPA due to an increase in recreational disturbance as a result of the proposed new

development is likely. As such, in order to be lawfully permitted, the proposed development will need to secure a package of avoidance and mitigation measures. In the case of outline planning applications it is necessary to secure the package at the outline stage.

Rushmoor Borough Council formally adopted the latest version of the Thames Basin Heaths SPA Avoidance & Mitigation Strategy (AMS) in 2022. The AMS provides a strategic solution to ensure the requirements of the Habitats Regulations are met with regard to the in-combination effects of increased recreational pressure on the Thames Basin Heaths SPA arising from new residential development. This Strategy is a partnership approach to addressing the issue that has been endorsed by Natural England.

The AMS comprises two elements. Firstly the maintenance of Suitable Alternative Natural Greenspace (SANG) in order to divert additional recreational pressure away from the SPA; and, secondly, the maintenance of a range of Strategic Access Management and Monitoring Measures (SAMMs) to avoid displacing visitors from one part of the SPA to another and to minimize the impact of visitors on the SPA. Natural England raises no objection to proposals for new residential development in the form of Standing Advice provided that the mitigation and avoidance measures are in accordance with the AMS.

In order to meet the requirements of Policy NE1 and the AMS applicants must:-

- (a) secure an allocation of SPA mitigation capacity from either the Council's SANGS schemes, or from another source acceptable to Natural England and to the Council; and
- (b) secure the appropriate SANG and/or SAMM in perpetuity by making the requisite financial contribution(s) by entering into a satisfactory s106 Planning Obligation that requires the payment of the contribution(s) upon the first implementation of the proposed development.

These requirements must be met to the satisfaction of Natural England and Rushmoor Borough Council (the Competent Authority) before the point of decision of the planning application.

In this case an Outline planning application is clearly a 'plan or project' for the purposes of the Habitats Regulations which cannot receive permission without appropriate assessment and mitigation.

An allocation of SPA mitigation capacity from the Southwood Country Park SANGS was confirmed by the Council's letter on 24 February 2022 and, as such, covers the 960 dwellings now proposed. Furthermore, it is proposed that the s106 incorporates a mechanism to ensure that SPA financial contributions are paid upon the first implementation of each Reserved Matters approval involving the provision of residential development, with the payment required calculated on the basis of the SPA contribution tariff for the Southwood Country Park SANG scheme set out in the version of the Thames Basin Heaths SPA Avoidance & Mitigation Strategy applicable at the time that the relevant Reserved Matters application is submitted for consideration. It is considered that this is an appropriate mechanism with which to secure the necessary SPA financial contributions that is tied to the timing of delivery of the residential element of the proposed development

Conclusions of Appropriate Assessment: On this basis, subject to the completion of the s106 incorporating this mechanism to secure SPA financial contributions when due, the Council are satisfied that the applicants will have satisfactorily mitigated for the impact of their proposed development on the Thames Basin Heaths SPA in perpetuity in compliance with the requirements of New Rushmoor Local Plan Policy NE1 and the AMS. Accordingly, it is considered that planning permission can be granted for the proposed development on SPA grounds.

(b) Site Specific Protected Species.

The Council has no role or jurisdiction in the enforcement of protected wildlife legislation. Nevertheless, in the context of land use planning, Local Plan Policy NE4 (Biodiversity) seeks new development to avoid significant harm to biodiversity and, if not possible, to ensure that adequate mitigation is proposed that clearly demonstrates that there would be no adverse effect on the conservation status of priority species. This policy states, inter alia:-

“Development proposals will be permitted if significant harm to biodiversity ... resulting from a development can be avoided or, if that is not possible, adequately mitigated such that it can be clearly demonstrated that:

1. *There will be no adverse effect on the conservation of priority species*
5. *There will be no loss or deterioration of a priority habitat type, including irreplaceable habitats; and*
6. *There will be no adverse effect to the integrity of linkages between designated sites and priority habitats.”*

Additionally, Paragraph 175 of the National Planning Policy Framework (2021) (NPPF) explains that if significant harm to biodiversity cannot be avoided, mitigated or compensated for then permission should be refused. Government Circular 06/2005 (Biodiversity and Geological Conservation) Paragraph 99 states that:-

“It is essential that the presence or otherwise of protected species, and the extent that they may be affected by the proposed development, is established before the planning permission is granted, otherwise all relevant material considerations may not have been addressed in making the decision. The need to ensure ecological surveys are carried out should therefore only be left to coverage under planning conditions in exceptional circumstances, with the result that the surveys are carried out after planning permission has been granted.”

Protected species – Bats : Bats are protected under the Wildlife & Countryside Act 1981 (as amended) and Conservation of Habitats and Species Regulations 2018, which apply to all bat species.

Potential Tree Roosts - The applicants note that only one tree with potential to host active bat roosts (Tree 8) is identified as having potential to be felled and that this tree has been assessed as having low potential to host active roosts. The Council’s Ecology Officer agrees that a tree with low potential can be soft felled without the need for further survey and that this approach is in line with best practice survey guidelines. All other trees with potential to host active bat roosts are to be retained. It is therefore agreed that further survey to identify bat roosts within trees are not required at this time on the basis of the provided information.

Foraging and commuting : Provision of a compensatory bat roost for loss of a maternity roost of Common Pipistrelle bats in Building B4 (Farnborough Library) is proposed. Acceptance of a worst-case scenario that this maternity roost can be compensated for is predicated on the assumption that the maternity bat box (or other proposed compensatory roost provision) is located in an area where it will function effectively. Any Natural England protected species licence for compensatory replacement of this roost is expected to require confirmation that the conditions surrounding the roost proposed roost replicate current features present. In line with best practice guidelines, this is therefore expected to include consideration of features including aspect/orientation, temperature and humidity, lighting and surrounding habitat provision. While the first may reasonably be considered at the point of licence application,

considerations such as lighting and local habitat are best accommodated through provision of dark vegetated corridors adjacent to the compensatory roost, with connectivity to the wider landscape. Whilst the maternity roost in Building B4 is located within the wider urban environment of Farnborough which is well lit, the immediate surroundings are largely dark and well vegetated. The applicants indicatively propose the location of two 'dark corridors' within the development site (across Central Park and around Pinehurst Gardens). The compensatory maternity roost is proposed to be located within Elles Glade. The Ecology Officer considers that Elles Glade and Pinehurst Gardens offer more realistic opportunities to maintain a dark corridor that connects to the wider landscape, such that a genuine foraging and commuting path may be provided to ensure that the existing bat population is maintained at favourable condition status. The Central Park POS is considered likely to be too well-lit and used to be a credible dark corridor. Nevertheless, it is considered appropriate that location and design of dark vegetated corridors is a consideration for landscaping at the Reserved Matters stage of development. It is therefore recommended that at the Reserved Matters stage of development, the applicant puts significant weight on retaining functional dark, well vegetated space connecting across Elles Glade and Pinehurst Gardens into the wider environment : identifying this as a Design Requirement would be appropriate. Further, in this respect the applicant should take steps to ensure that mature trees located in these areas are retained as much as possible.

Further survey of Building B6a : Building B6a (the Rushmoor Borough Council offices) were identified as having 'low' potential to host active bat roosts. However, at least one further survey is required in line with best practice survey guidelines to establish if the building hosts active bat roosts before works can commence on demolition to ensure protected legislation is not breached. The current Building B6a is located within proposed Pinehurst Gardens. The Ecology Officer considers that necessary bat roost mitigation and compensation is likely to be achievable at this location. However, it is recommended that the applicant undertake necessary surveys on this building before landscaping and built design for Pinehurst Gardens is confirmed at the Reserved Matters stage of development. Presence of an active bat roost in this location must be appropriately taken into account and mitigation/compensation measures effectively accommodated within both landscaping and built design.

Circular 06/2005 appended in full to the NPPF states that the use of planning conditions to secure ecological surveys after planning permission has been granted should only be applied in exceptional circumstances. British Standard BS42020:2013 advises that circumstances may be 'exceptional' where *'original survey work will need to be repeated because the survey data might be out of date before commencement of development'*. Noting the long timeframe for this development and the 'outline' nature of this current submission, it is recommended that further presence/ absence survey at building B6a be undertaken prior to Reserved Matters submissions for this Plot. A full preliminary roost assessment of building B6a will need to be completed and all further emergence/roost characterisation surveys completed prior to any reserved matter submission, undertaken in accordance with best practice survey guidelines, including access to all relevant roof voids. Subsequently, full survey results and commentary must be made available to the Council for evaluation at Reserved Matters stage.

Subject to the above it is considered that adequate consideration has been given to the potential impacts of the proposals on nature conservation interests such that, subject to the imposition of precautionary conditions, there would be no direct or indirect material harm caused to protected species and habitats and, accordingly, no conflict with nature conservation policies arises.

(c) Biodiversity.

In addition to Policy NE4, Local Plan Policy NE2 (Green Infrastructure) requires that development provides green infrastructure features within the development and maximises opportunities for improvement to the green infrastructure network, including restoration of fragmented parts of the network. This approach is also supported by the NPPF. In this respect, development proposals should seek to secure opportunities to enhance biodiversity and include proportionate measures to contribute, where possible, to a net gain in biodiversity through creation, restoration, enhancement and management of habitats and features, including measures that help to link key habitats.

In addition, the Environment Act 2021 introduces a statutory footing for securing measurable net gains for biodiversity, requiring a 10% minimum uplift post-development. However, this will not become a legal requirement until November 2023. requiring a 10% minimum uplift post-development. Accordingly, for the time being, Rushmoor Borough Council have an expectation that all major planning applications, including those with 10 or more dwellings or over 10000 sqm of commercial floorspace, should seek to attain a minimum of 10% net gain in biodiversity value as a result of development on a voluntary basis ahead of the statutory obligation.

In December 2022 the applicant provided additional information for consideration in respect of biodiversity gain comprising a revised Biodiversity Metric V3.0 spreadsheet completed by the Applicants' Ecology Consultants. The submitted Biodiversity Metric calculated a 20% increase in habitat units as a result of the proposed development. However, whilst the Ecology & Biodiversity Officer considers this to be an over-estimate, they acknowledge that the application now presents a suite of on-site BNG measures to compensate for losses of existing habitats that provide sufficient 'headroom' and certainty that a 10% BNG is possible.

In order to take account of the proposed off-site tree planting, the Metric was further revised in January 2023, however further clarification is sought on the details that are set out with this'. An update will be provided on this matter to Members at the Committee meeting.

It is recommended that a pre-Reserved Matters requirement be imposed to require the formulation of a **Biodiversity Net Gain Delivery Plan** to set out the proposed distribution of BNG provision within the development. This will ensure that, as Reserved Matters submissions are made the Phase-specific BNG provisions (if any) are part of an overall plan and that the completed development does not fall short of the overall 10% BNG provision required.

(d) Conclusions on Ecology & Biodiversity Issues

It is considered that there is now sufficient certainty and that the proposals are acceptable having regard to the relevant adopted Local Plan Policies and Government Guidance and that planning conditions can be imposed to establish a clear framework within which to ensure adequate protection of any on-site protected species (bats) in accordance with Government legislation and guidance. Furthermore, that the framework would ensure the provision of a minimum of 10% Biodiversity Net Gain in accordance with the applicants' undertaking in their Design Requirements document to achieve this.

15. Flood Risk & Drainage –

The site is located on land at lowest risk of fluvial flooding and low risk of surface water flooding. As such, no objections are raised by the relevant statutory consultees on flood risk grounds.

The Environment Agency request the imposition of conditions, largely to deal with ground contamination and the adoption of appropriate procedures to ensure that any ground contamination is not mobilised into the water environment as a result of development and thereafter.

The making of drainage connections to a development is subject to licencing (with Thames Water) that is subject to entirely separate consideration under other legislation and, as such, is not a matter for direct and technical consideration by the Council with a planning application. Nevertheless, Local Plan Policy NE8 (Sustainable Drainage Systems) requires that developments include the implementation of integrated and maintainable Sustainable Urban Drainage Systems (SUDS) in all flood zones for both brownfield and greenfield sites.

Thames Water are currently working with the applicants to identify and deliver the off-site surface and foul water infrastructure needed to serve the development and have raised no objections subject to the imposition of conditions and informatives to ensure that implementation of the development does not outpace the delivery of the essential drainage infrastructure that is required. The applicants indicate that a SUDS system would be incorporated into the development to deal with surface water drainage on site. The Lead Local Flood Authority (Hampshire County Council) consider that the submitted information is acceptable in principle and forms a sound basis on which to design a detailed scheme.

Whilst the technical details/specification of this proposed SUDS drainage installation are the subject of separate consideration and licence approval by Thames Water, it is considered that the proposed drainage strategy for the FCQ scheme is credible and acceptable in principle and would deliver an improvement on the existing site drainage situation, thereby meeting the objectives of Local Plan Policy NE8.

In the circumstances, subject to the imposition of appropriately-worded conditions as requested by the drainage authorities to apply to future Reserved Matters submissions, it is considered that the proposals would meet the requirements of adopted Local Plan Policy NE8.

16. Public Open Space -

On-Site POS/Public Realm Provision : The Public Open Space Parameter Plan identifies the provision of new areas of public realm open spaces including playspaces (and a new Skate Park) that must be provided; and Reserved Matters submissions will be needed to require the submission of details of the design and specification of these areas for consideration at a later date.

Although the Central Park POS is surrounded by tall buildings, the Design Requirements document contains mandatory design requirements for this space to be provided with a reasonable level of sunlight even in the winter months in accordance with BRE sunlighting & daylighting standards; and that these will inform the detailed design of the open spaces at Reserved Matters stage.

The proposed development is effectively neutral in terms of POS provision when compared with the existing situation, in that the scheme simply provides almost exactly the same amount of POS as currently exists within the application site. However, this is existing POS provision in the Borough being retained for the people of Farnborough generally. The POS shown to be retained/provided in the current scheme does not provide new POS to address the needs of occupiers of the proposed development to meet adopted Local Plan policy requirement : it

would simply replace existing POS. Accordingly it is considered necessary for the proposed development to make a financial contribution towards off-site POS provision.

In this respect, although some small play spaces are indicated to be provided in podium amenity areas of residential building blocks, these would not be public open spaces. Nevertheless, it is considered that the on-your-doorstep small-child play spaces envisaged in this respect could be counted as some of the required POS provision for residents of the scheme given that this element of POS is meant, in any event, to be used primarily by adjoining residents. Furthermore, it is considered that the proposals will result in some significant qualitative improvements in the new public realm areas of the development. Accordingly, in recognition of these factors, it is considered that it would be appropriate for the off-site POS financial contribution to be reduced by a third.

Off-Site POS Provision : The Rushmoor Local Plan seeks to ensure that adequate public open space (POS) provision is made to cater for future residents in connection with new residential developments. Policy DE6 allows provision to be made on the site, or in appropriate circumstances, a contribution to be made towards upgrading POS facilities nearby – and this is the approach to be taken in this case. In this respect, the Council's Parks Development Officer has identified several POS projects to which POS contributions could be directed:-

- Renewal of ageing playground provision for the following sites with allocations flexible between sites as may become necessary comprising: (a) Elles Close, Farnborough; (b) Cove Green Recreation Ground, Farnborough; (c) Keith Lucas Road, Farnborough; (d) Dene Road, Farnborough; and (e) Montgomery Road, Farnborough.
- Improvements to local sports facilities for the following sites with allocations flexible between sites as deemed appropriate comprising: (1) Improvements and enhancements to pavilion to include re-purposing to provide café facilities for teams and park users and pitch improvements at King George V Playing Fields, Farnborough; and (2) pitch improvements at Rectory Road Recreation Ground, Farnborough.

As with the SPA financial contributions, it is proposed that the s106 incorporates a mechanism to ensure that POS contributions are paid upon the first implementation of each Reserved Matters approval involving the provision of residential development, with the payment required calculated on the basis of the Council's POS contribution tariff applicable at the time that the relevant Reserved Matters application is submitted for consideration, but reduced by a third. It is considered that this is an appropriate mechanism with which to secure the necessary POS contributions that is tied to the timing of delivery of the residential element of the proposed development. Subject to the completion of this s106 obligation, the proposals are considered to be acceptable within the terms of Local Plan Policy DE6.

17. Other Issues -

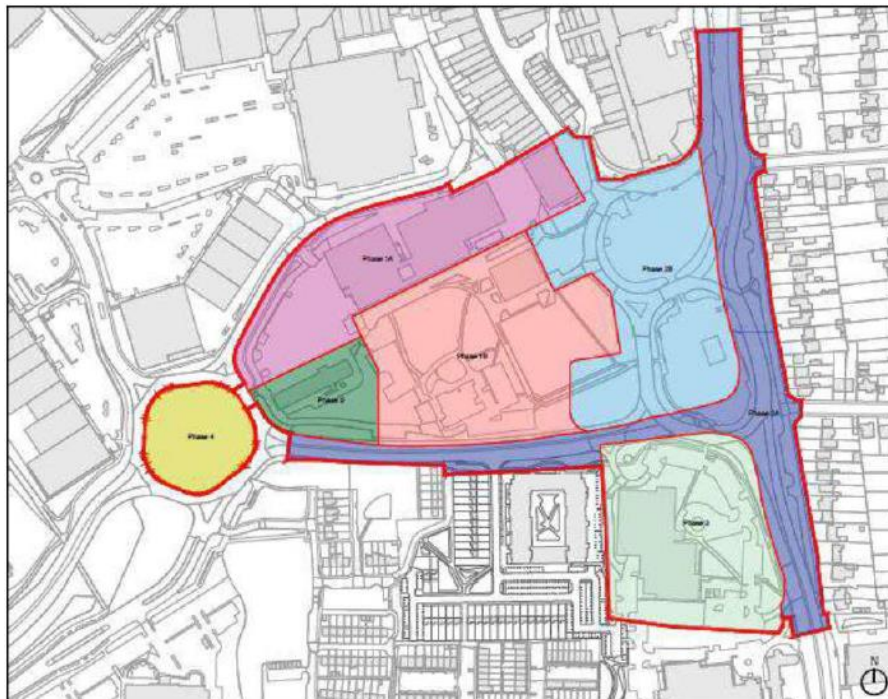
Sustainability : Criterion b. of Policy DE1 requires new developments to *“promote designs and layouts which take account of the need to adapt to and mitigate against the effects of climate change, including the use of renewable energy”*. Criterion n. then requires that *“All development proposals will demonstrate how they will incorporate sustainable construction standards and techniques.”* And: *Major commercial developments over 1,000 sqm gross floorspace will be required to meet BREEAM ‘very good’ standard overall (or any future national equivalent) and BREEAM ‘excellent’ standard for water consumption (or any future national equivalent).* In this respect, the application is supported by a BREEAM Pre-Assessment Report that demonstrates that it would be possible for the proposed development to achieve BREEAM ‘Very Good’ rating.

Local Plan Policy DE4 also requires new non-residential development of 1000 square metres gross external area or more, which applies in respect of the proposed Aquatic Sports Centre, to provide evidence on completion of achievement of the BREEAM 'excellent' standard for water consumption. This can typically be achieved by undertaking measures such as the installation of water fittings with restricted flow rates.

It is indicated that the scheme would meet appropriate energy efficiency and other sustainability requirements. These are detailed matters for Reserved Matters consideration, nevertheless specific planning conditions are recommended to secure BREEAM compliance, water efficiency measures, provision of EV charging points. A final version of the Design Requirements document for the development will also require sustainability measures to be incorporated into the development.

Access for People with Disabilities : It is considered that there is no reason why development would be unable to provide adequate access for people with disabilities in accordance with the Building Regulations. It is appropriate that consideration of access in respect of external areas of the development be identified as a Reserved Matter for future detailed submissions. In the circumstances it is considered that adequate facilities would be provided for people with disabilities using the proposed development.

Development Phasing : A tentative Target Delivery Strategy is provided at Fig.5.1 of the ES and also Appendix 3 of the Planning Statement in the form of an illustrative diagram identifying a total of 7 phases of development based on an existing OS plan base rather than the Development Zone Parameter Plan. This plan does not specifically identify Development Zones or Plots; and does not indicate a timescale, albeit the phase numbers may imply an order in which the proposed development could perhaps be undertaken:-



- **Phase 1A** (Magenta) : Recreation Centre and Car Park and Iceland block : corresponding to Plots A, B & C;
- **Phase 1B** (Orange) : Central Open space including the Skate Park, former Community Centre Site, Library and Former Police Station : corresponding to Plots G & H and much of Central Park POS;
- **Phase 2A** (Purple) : Farnborough Road/Meudon Avenue road works;

- **Phase 2B (Blue)** : Pinehurst Car Parks and land connecting to Queensmead, to east of Library and south of former Police Station : corresponding to Plots D and I and land liberated from road junction works; and the remainder of Central Park POS and Elles Glade POS
- **Phase 3 (Light Green)** : Rushmoor Council Offices Site and land liberated from road junction works : corresponding to Plot J;
- **Phase 4 (Yellow)** : Westmead Roundabout : corresponding to Plot E; and
- **Phase 5 (Dark Green)** : Westmead House office block and land to south : corresponding to Plot F.

A Target Delivery & Phasing Plan was also submitted as Chapter 22 of the ES comprising a single table setting out a schedule with indicative timings between 2024 and 2033 in respect of the separate development plots, which broadly conforms to the phasing suggested by the above plan.

It is considered that more detailed phasing for the overall development is required in order to provide a structure for future Reserved Matters submissions : as such this information would need to be provided before any Reserved Matters submissions are made. The detailed phasing plan should include the timing of all building demolitions; the quanta of dwelling units and parking provision to be made in each Development Zone; delivery of the Mobility Hubs; the Farnborough Road/Meudon Avenue highway works; the Farnborough Road to Kingsmead bus-lane, signals and gate; the Pedestrian/Cycleway Highway Crossings for Farnborough Road and Meudon Avenue; any off-site Highway Works required by the Highway Authority (Hampshire County Council); provision of the New Leisure Centre, Library and Civic Hub/Community Use floorspace; provision of the Public Open Spaces, play spaces and other Public Realm areas within the development including the new Skate Park; and provision of private communal residential amenity and/or play spaces.

Employment & Skills :The Council holds National Skills Academy for Construction status and works in partnership with the construction industry to generate skills, training and employment opportunities on large development sites in the Borough. In addition to benefitting local employment opportunities, this initiative also benefits employers, especially where there are skill shortages that make it difficult to find appropriately skilled staff. Where it is considered appropriate to do so, early engagement with developers is fostered, often through commencing a dialogue with developers even when planning applications are still under consideration : consequently this process must operate outside of the planning system and the consideration of planning applications. In this case, as this is a development project being undertaken in direct partnership with the Council the applicants are well aware of this initiative and provision is to be made in the s106 agreement on this matter.

19. Overall Conclusions –

The determination of this outline planning application for the redevelopment of the Farnborough Civic Quarter marks an important stage in delivering the regeneration of Farnborough Town Centre and provides the necessary framework within which the detailed proposals can come forward to make the development a reality. The principles of the development accord with planning policy at national and local level, and would enable a comprehensive development scheme for a new town centre quarter to be delivered. Measures are to be put in place to ensure that the resulting development will achieve good design quality founded upon the principles of sustainable development.

The application seeks to establish development principles promoted through a masterplan, but also aim to secure elements of flexibility in the design of the scheme that will be subject to future consideration with Reserved Matters applications.

The development is also accompanied by an Environmental Statement. This Statement properly identifies the significant environmental impacts of the development and proposes acceptable mitigation measures.

In this context it is considered that the proposals are acceptable in principle and in highway terms; to have an acceptable impact on the visual character, appearance and heritage assets of the area and the vitality and viability of the Town Centre shopping frontages; to have no material or adverse impact on neighbours; and would provide an acceptable living environment for future occupiers. On the basis of a mechanism to secure contributions towards the enhancement of existing off-site public open space in the vicinity of the site, the proposals are considered to comply with Local Plan Policy DE6. On the basis of a mechanism to secure contributions towards SPA contributions towards an appropriate SPA mitigation and avoidance scheme, the proposals would have no significant impact upon the nature conservation interest and objectives of the Thames Basin Heaths Special Protection Area. On the basis of the independent assessment of the submitted Financial Viability Report, and subject to later-stage re-appraisal, the proposals are considered to comply with the requirements of Local Plan Policy LN2 (affordable housing). The proposals are also considered acceptable in terms of trees, flood risk & drainage, air quality, ecology & biodiversity, sustainability and access for people with disabilities. The proposals are thereby acceptable having regard to the requirements of Policies SS1, SS2, SP2, SP2.3, IN1, IN2, IN3, HE1, DE1, DE2, DE3, DE4, DE6, DE8, DE10, LN1, LN2, LN7, PC1, PC8, NE1, NE2, NE3, NE4, NE6 and NE8 of the adopted New Rushmoor Local Plan (2014-2032); adopted Car and Cycle Standards SPD (2017); Farnborough Civic Quarter Masterplan SPD (2015); Affordable Housing' SPD (2019); and the advice contained in the National Planning Policy Framework and National Planning Policy Guidance.

Full Recommendation –

It is therefore recommended that subject to:-

A. confirmation from the Secretary of State for Levelling-Up, Housing and Communities (DLUHC) that the application will not be subject to call-in; and

B. the completion of a satisfactory Planning Obligation under Section 106 of the Town and Country Planning Act 1990 by 31 March 2023, or in accordance with an agreed extension of time, to secure the following:-

- 1) a mechanism to secure the payment of SANGS and SAMMS contributions towards SPA avoidance and mitigation and access management at Southwood Country Park with all Reserved Matters submissions involving residential development;
- 2) a mechanism to secure payment of contributions towards improvements to off-site Public Open Space with all Reserved Matters submissions involving residential development;
- 3) requirements for the provision, management and maintenance of on-site open space/public realm spaces, playspaces and private communal amenity spaces within the development;
- 4) provision of a full Travel Plan along with associated approval, monitoring fees and bond as required by Hampshire County Council;
- 5) a mechanism to secure a Schools Travel Plan contribution as required by Hampshire County Council;

6) a mechanism to secure on-site provision of 10% affordable housing units within the proposed development (a total of 96 units) of a type and size to meet local housing needs, together with appropriate Reserved Matters and mid- and late-stage financial viability reviews in accordance with the recommendations of the PBS Independent Viability Review;

7) requirements for the provision of Community & Leisure Facilities, namely the new Recreation Centre, Skate Park, Healthcare, and Community Floorspace (including new Library and Civic Hub facilities);

8) requirements to secure the provision, retention and management/allocation etc of all parking provided within the development for the lifetime of the development with a Parking Management Plan;

9) requirements to secure and manage the Mobility Hubs and what they should contain;

10) requirements to secure the provision, retention and management of a Car-Club scheme to operate for the use and benefit of residents of the proposed development for the lifetime of the development;

11) requirements to secure the provision, retention and management of a Bicycle Hire scheme to operate as a minimum for the use and benefit of residents of the proposed development to encourage and promote active travel for the lifetime of the development;

12) requirements for the formulation, implementation and retention of an Estate Management Plan for the development to ensure that all Community Use floorspace, the Mobility Hubs, public realm and private amenity areas and spaces within the overall development are subject to coherent and effective estate management, and that provides and maintains public access as appropriate;

13) Measures to secure any Off-Site Biodiversity Net Gain provision as may be identified by the approved Biodiversity Net Gain Delivery Plan (Condition No.4);

14) requirements for the developers and successors in title to adopt practices to ensure the design quality of the development as it proceeds through Reserved Matters submissions;

15) requirements to secure an Employment & Skills Plan; and

16) A mechanism to secure the payment of Monitoring and Administration Fees in respect of the current outline planning permission and also subsequent Reserved Matters submissions;

the Executive Head of Property and Growth in consultation with the Chairman be authorised to **GRANT** planning permission subject to the following conditions and informatives (see below)

C. the Executive Head of Property and Growth in consultation with the Chairman be authorised, prior to the issue of planning permission, to: i) add, delete or vary planning conditions; and ii) negotiate and agree the terms of any s106 planning Obligations or other agreements required, as the case may be.

D. a Development Monitoring Group being established to monitor the progress of the development as appropriate.

Conditions -

Time Limits for Implementation

1. The first application for approval of Reserved Matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission. All subsequent Reserved Matters shall be submitted no later than 15 years from the date of this permission.

Reason - To comply with the provisions of section 92(2) of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be begun before the expiry 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.

The Approved Parameter Plans

3. This permission is in respect of the application as amended by new and amended plans and details submitted and finalised on 16 December 2022. The applications for approval of Reserved Matters submitted under Condition No.5 shall accord with the limitations set by the following approved Parameter Plans:-

- Site Location Plan;
- Development Zone;
- Horizontal Limits of Development;
- Vertical Limits;
- Building Demolition;
- Public Open Space; and
- Access

Note: the following Supporting Documents considered with the Outline Planning Application hereby approved contain information pertinent to the formulation of forthcoming Reserved Matters submissions pursuant to this planning permission:-

Design and Access Statement Rev.G submitted December 2022; Planning Statement subject to amendments set out in the Agents' Covering Letter submitted December 2022; Design Requirements document Rev.S received December 2022; Statement of Community Involvement; Transport Assessment (and TA Addendum document submitted December 2022); Framework Travel Plan (amended version submitted December 2022; Car Parking Management Plan; Delivery & Servicing Management Plan; Energy Statement; Sustainability Statement; Arboricultural Report & Tree Condition Survey (incorporating a Tree Constraints Site Survey Plan & Tree Protection & Removal Plans based on Illustrative Plans); Preliminary Ecological Appraisal/ Surveys & Biodiversity Net-Gain Metric calculations as amended by BNG Metric submitted December 2022; Flood Risk Assessment & Surface Water Drainage Statement; Utilities Report; Fire Strategy Report; Ground Conditions Assessment; Environmental Statement (ES : including a Non-Technical Summary & Appendices) with the following chapters:

- Introduction;
- EIA Methodology;
- Site & Development Description;
- Alternatives & Design Evolution;
- Construction Methodology & Phasing;
- Population & Human Health;
- Townscape & Visual : with an amended set of wire-line annotated images submitted December 2022;
- Built Heritage;
- Transport & Access;
- Noise;
- Air Quality;
- Daylight, Sunlight & Overshadowing;
- Wind;
- Water Resources & Flood Risk;
- Ecology;
- Climate Change;
- Summary & Residual Effects;

Statement of Conformity of the revised proposals with the ES submitted December 2022; Noise Impact Assessment; Archaeology Desk-Based Assessment; Economic Viability Assessment (and additional Statement and BPS Chartered Surveyors Evaluation Report submitted January 2023); Daylight & Sunlight Assessment of Illustrative Masterplan; FCQ Vision Document; Target Delivery & Phasing Programme; and Retail Impact Assessment submitted December 2022.

Reason – To ensure that the development proceeds on the basis of the scheme on which the accompanying Environmental Impact Assessment has been undertaken.

Over-Archiving Site-Wide Requirements before Reserved Matters Submissions

4. Notwithstanding any information submitted with the application, the following shall be submitted to and approved in writing by the Local Planning Authority prior to any Reserved Matters submissions being submitted:

- a **Phasing Plan** for the development including the timing of all building demolitions; the quanta of dwelling units and parking provision to be allocated in each Development Zone; delivery of the Mobility Hubs; the Farnborough Road/Meudon Avenue highway works; the Farnborough Road to Kingsmead bus-lane, signals and gate; the Pedestrian/Cycleway Highway Crossings for Farnborough Road and Meudon Avenue; any off-site Highway Works required by the Highway Authority (Hampshire County Council); New Leisure Centre, Library and Civic Hub/Community Use floorspace; provision of the Public Open Spaces, play spaces and other Public Realm areas within the development including the new Skate Park; and provision of private communal residential amenity and/or play spaces;
- a **Parking Management Plan** for the development to operate, manage and monitor the on-site parking provision;
- an **Affordable Housing Delivery Plan** to identify the distribution of affordable housing dwelling units within the overall development to demonstrate how a minimum of 10% (96 units) of appropriate size, type and tenure to meet identified local housing needs are to be provided and integrated within the development overall;
- a **Framework Construction Environmental & Traffic Management Plan** for the implementation phases of the development;

- a **Design Requirements Document** covering the detailed mandatory and advisory design principles to be applied to the detailed design of the development with all Reserved Matters submissions as required;
- a **Site-Wide Arboricultural Method Statement** incorporating Design Principles and Construction Tree Protection Measures to, wherever possible, ensure maximum retention of existing trees before, during and after the construction of the approved development; and to provide a protocol for dealing with any commemorative or memorial trees that may be identified within the application site;
- a **Biodiversity Net Gain Delivery Plan** for the development to identify how a minimum of 10% Biodiversity Net Gain is to be delivered with the development overall in accordance with best practice (including BS 8683:2021 or as may be revised), including details of any off-site Biodiversity Net Gain provision to be made;
- a full preliminary bat roost assessment of building B6a (Rushmoor BC Offices) and any further emergence/roost characterisation surveys completed as necessary in accordance with best practice survey guidelines, including access to all relevant roof voids;

and, unless otherwise first agreed in writing by the Local Planning Authority, the development shall thereafter be carried out in accordance with the approved Phasing Plan; Parking Management Plan; Affordable Housing Delivery Plan; Construction Environmental & Traffic Management Plan; Design Requirements Document; Site-Wide Arboricultural Method Statement; Biodiversity Net Gain Delivery Plan; and the bat roost assessment(s) of Building B6a.

Reasons - To ensure an orderly and timely delivery of the development; the adoption of a good quality coherent design approach across the whole development; to ensure a satisfactory implementation of the approved development in the interests of amenity and convenience; the protection and long-term retention of as many existing trees on-site as possible; to ensure that the development provides adequate on-site parking to meet the functional needs of the development for the lifetime of the development in the interests of the safety and convenience of highway users; to ensure the protection of wildlife in the interests of nature conservation in accordance with the National Planning Policy Framework; and to ensure that minimum provisions of both 10% Affordable Housing and Biodiversity Net Gain are achieved. *

Note 1 : The Parking Management Plan shall, as a minimum, address the following:-

- (a) Responsibility(ies) for the implementation and on-going operation of the Parking Management Plan;
- (b) On-site parking pricing structure;
- (c) Allocation of parking spaces to residential and non-residential users;
- (d) Management of parking spaces shared between residential and non-residential users;
- (e) Service Charges;
- (f) The number, location and allocation of mobility parking spaces;
- (g) Car Club allocation, operation and management;
- (h) Access controls to the on-site parking provision;
- (i) Handling the relationship between private and service vehicles;
- (j) Charging points for electric vehicles;
- (k) Enforcement of parking controls; and
- (l) Practices and procedures for the monitoring, review and amendment (if required) of the operation of the Parking Management Plan, including the survey of surrounding roads outside the site to identify any overspill parking.

Note 2: The Framework Construction Environmental & Traffic Management Plan shall provide as a minimum for:-

- (a) responsibility(ies) for the implementation and operation of the FCETMP including responsible persons and lines of communication;
- (b) the parking of vehicles of site operatives and visitors;
- (c) the routing of, and arrangements for, deliveries to the site, loading and unloading of plant and materials etc;
- (d) demolition and construction methods;
- (e) storage of plant and materials used in constructing the development;
- (f) details and location(s) of temporary site accommodation;
- (g) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- (h) wheel washing facilities to prevent mud and debris from being deposited on the highway;
- (i) measures to control the emission of dust, dirt and other emissions during construction;
- (j) a scheme for recycling/disposing of waste resulting from demolition and construction works;
- (k) measures to minimise noise and vibrations during construction and demolition;
- (l) measures to ensure/maintain vehicular and pedestrian access to any adjoining and nearby properties at all times during the demolition and construction period;
- (m) communication with the neighbours/local community to deal with any issues that arise as a result of the construction period;
- (n) any necessary pollution prevention methods;
- (o) risk assessment of potentially damaging construction activities;
- (p) identification of any necessary 'biodiversity protection zones';
- (q) any necessary mitigation for protected wildlife species;
- (r) practical measures (both physical measures and sensitive working practices) to avoid or reduce nuisance, wildlife disturbance and other adverse impacts that may arise during construction;
- (s) the location and timing of sensitive works to avoid harm to wildlife and biodiversity features; and
- (t) the times during construction when a specialist ecologist needs to be present on site to oversee works.

Reserved Matters Details

5. Notwithstanding any information submitted with the application, application(s) for approval of the following Reserved Matters details shall be submitted to and approved in writing by the Local Planning Authority in respect of all and any individual phase of development identified by the Phasing Plan approved pursuant to Condition No.4 as necessary before commencement of the development the subject of that Reserved Matters application. The development shall subsequently be carried out fully in accordance with the details so approved:

- the Layout of the development, including the positions and widths of all roads, cycleways and footpaths, including provision of pedestrian/cycleway highway crossings for both Farnborough Road and Meudon Avenue and the Farnborough Road to Kingsmead bus lane, signals and gate;
- the Scale, Form and Design of all buildings and structures;
- the External Appearance of all buildings, plant and tanks, including details of the colour and texture of external materials to be used, fenestration and rainwater goods, together with samples of all other external facing and roofing materials;
- existing and proposed ground levels;

- details of the means of access to all buildings from an existing or proposed highway, including the layout, construction and sight-lines;
- Landscaping, including an accurate plan showing the position, type and spread of all existing trees to be retained on and adjacent to the development phase site; a schedule detailing the size and physical condition of each tree and, where appropriate, the steps to be taken to bring the tree(s) to be retained to a satisfactory condition, and, also details of any proposals for the felling, lopping, topping or up-rooting of any tree;
- Landscaping (hard and soft) including a detailed landscaping design and specification for both public realm open spaces and private residential amenity areas (including any play-spaces) showing the planting proposed to be undertaken, the means of forming enclosures, play equipment to be installed, the materials to be used for paved and hard surfaces, any provisions to be made for green walls and cooling features, and the proposed finished levels in relation to existing levels;
- Landscaping in respect of the provision of dark vegetated corridors within the development (Elles Gardens and Pinehurst Gardens) as commuting/foraging habitat for bats;
- Details of the proposed new Skate Park;
- a site-specific specification for the On-Site Open Space & Play Space provision;
- a site-specific Landscape Management Plan detailing management responsibilities, maintenance schedules in respect of any public realm and private residential amenity areas within that Phase of development, including a statement setting out how this complies with the approved Estate Management Plan;
- details of privacy screening to the flanks of the residential balconies and/or amenity terraces where required;
- a site-specific Construction Environmental & Traffic Management Plan building upon the Framework CE&TMP to be first approved with Condition No.4;
- Ground Remediation measures (if required);
- the location, layout and means of construction of foul sewers and surface water drains (including any off-site disposal requirements);
- details of surface water control measures including details of long-term ownership and maintenance;
- details of the provision of other utility and telecommunications connections (including high speed broadband) including sub-stations, street boxes and other installations;
- the provision to be made for the parking of vehicles;
- the provision to be made for the turning, loading and unloading of vehicles;
- the provision to be made for the storage and removal/collection of refuse and recyclable materials from the development and use(s) to be located within that development phase;
- details of cycle parking/storage provision to be located within that development phase;
- details of roof plant, equipment and other installations to be provided alongside biodiversity features;
- details of the biodiversity enhancement features to be provided together with a statement explaining how this conforms with the Biodiversity Net Gain Delivery Plan approved in respect of Condition No.4;
- in respect of Plot J, full bat survey results, commentary and mitigation & compensation measures as required effectively accommodated within both landscaping and built design;
- in respect of the proposed Mobility Hubs only : details of the facilities to be provided within the Mobility Hubs;
- details of communal satellite/aerial systems to be provided for all buildings;

- the provision to be made for street and other external lighting including measures to prevent spillage and light pollution and creation of dark corridors for wildlife commuting and foraging (a Sensitive Light Management Plan);
- details of the direction and other signage to be provided within the public realm areas of the development;
- the measures to be taken to protect adjacent areas from excessive noise;
- measures to protect the occupiers of residential properties within the development from external noise; and
- external access facilities for people with disabilities;

each of the Reserved Matters as may be approved shall be implemented in accordance with the approved details before the development featured in the relevant Reserved Matters application is occupied, unless otherwise first agreed in writing by the Local Planning Authority.

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. *

Conformity with the Outline Application Plans and Details

6. All development detailed in Reserved Matters submissions shall be substantially in accordance with the indicative plans and details submitted with the outline planning application hereby approved to the extent that there would be no significant additional environmental impact arising from the detailed proposals that are identified as occurring as a result of the development as indicated at the outline stage. All Reserved Matters details submitted pursuant to this outline planning permission shall be accompanied by a statement explaining how and why this would be the case.

Reason – To ensure that the detailed proposals submitted as Reserved Matters conform sufficiently to the inactive details submitted with this outline application that have formed the basis of the Environmental Impact Assessment supporting the proposals.

Non-Residential Uses : Floorspace Limitations

7. The total amount of non-residential floorspace across the entire development, covering the uses set out within the description of development of the outline planning permission hereby granted, shall be no more than 45,072 sqm (Gross Internal Area : GIA). This overall quantum of floorspace permitted is to be divided as follows:-

- The total amount of non-residential development within Use Class C1 (Hotels), for the provision of a hotel, shall be no more than 7,200sqm (GIA);
- The total amount of non-residential development within Use Class E (Commercial, Business and Service), for the provision of an office, shall be no more than 4,080sqm (GIA);
- The total amount of non-residential development within Use Class E (Commercial, Business and Service), for the provision of healthcare and nurse facilities, shall be no more than 403sqm (GIA);
- The total amount of non-residential development within Use Class E (Commercial, Business and Service) and Sui Generis, for the provision of retail and food and drink, shall be no more than 4,560sqm (GIA);
- The total amount of non-residential development within Use Class E (Commercial, Business and Service), Use Class F (Local Community Uses) and Sui Generis for the provision of leisure and entertainment facilities, shall be no more than 8,292sqm (GIA);

- The total amount of non-residential development within Use Class F (Local Community Uses) shall be no more than 500sqm (GIA); and
- The total amount of non-residential development for the provision of Mobility Hubs shall be no more than 20,037 sqm (GIA).

Reason – To ensure the development is implemented in accordance with the proposals as submitted with the application.

Public Health Facilities

8. No residential properties within the development hereby approved shall be occupied until details of means and measures setting out how the health care needs of new and existing residents will be met shall be submitted to and approved in writing by the Local Planning Authority. Details pursuant to this condition shall be prepared by the Applicants in consultation with the Frimley Clinical Commissioning Group (CCG) and will identify those aspects of local healthcare provision for residents that are outside the control of the owners/developers. It is expected that the submissions pursuant to this condition will include details of the location of any floorspace within the development that is to be made available for a new health facility within the development and the timescale for its provision in the event that Frimley CCG wish to locate a facility within the approved development.

Reason – To facilitate the provision, if required, of floorspace within the development to meet the healthcare needs of residents of the development. *

Site Investigation

9. Prior to each Phase of development approved pursuant to Condition No.4 of this planning permission, no works pursuant to that phase shall commence until there has been submitted to and approved in writing by the Local Planning Authority:-

(a) a site investigation report documenting the extent, scale and nature of contamination, ground conditions of the site and incorporating chemical and gas analysis identified as appropriate by the submitted Preliminary Risk Assessment to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off-site.

(b) if identified as necessary by the results of the site investigation report; a detailed scheme for remedial works and measures required to be undertaken to avoid risk from contaminants/or gas as identified by the site investigation when the site is developed, including an options appraisal and proposals for future maintenance and monitoring, along with a verification methodology. Such scheme to include nomination of a competent person to oversee and implement the remedial works.

(c) an asbestos survey should be undertaken prior to any demolition works to be undertaken to ensure that any asbestos present is identified and dealt with in an appropriate manner.

Where step (b) above is implemented, no occupation within the Reserved Matters phase concerned shall take place until the completion of the measures identified in the approved remediation scheme; and a verification report that demonstrates the completeness and effectiveness of the remediation and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action has been submitted to, and approved in writing by, the Local Planning Authority. Any changes to these components shall require the written consent of the Local Planning Authority and the verification scheme shall be implemented as approved.

Reason - (1) To ensure that the site is safe for the development permitted and in the interests of amenity and pollution prevention; and to ensure that the development does not contribute

to, and is not put at unacceptable risk from, or adversely affected by, unacceptable levels of water pollution; and (2) to ensure that the site does not pose any further risk to the water environment by demonstrating that the requirements of the approved verification plan have been met and that remediation of the site is complete; in line with Paragraph 170 of the National Planning Policy Framework. *

10. If required by the results and conclusions of the suggested ground investigation, the development hereby permitted in any Reserved Matter phase shall not commence until a monitoring and maintenance plan in respect of contamination, including a timetable of monitoring and submission of reports to the local planning authority, has been submitted to, and approved in writing by, the local planning authority. Reports as specified in the approved plan, including details of any necessary contingency action arising from the monitoring, shall be submitted to, and approved in writing by, the local planning authority.

Reason - At the request of the Environment Agency to ensure that the site does not pose any further risk to the water environment by managing any ongoing contamination issues and completing all necessary long-term remediation measures. This is in line with paragraph 174 of the NPPF. *

Unforeseen Ground Contamination

11. If, during development of any Reserved Matters areas, unforeseen ground conditions or materials which suggest potential or actual contamination are revealed at any time during implementation of the approved development it must be reported, in writing, immediately to the Local Planning Authority. A competent person must undertake a risk assessment and assess the level and extent of the problem and, where necessary, prepare a report identifying remedial action which shall be submitted to and approved in writing by the Local Planning Authority before the measures are implemented.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared and is subject to approval in writing by the Local Planning Authority.

Reason – To ensure that the site is safe for the development permitted and in the interests of amenity and pollution prevention; and also at the request of the Environment Agency. *

Drainage Authority Requirements

12. No properties within the development hereby approved shall be occupied until confirmation has been provided to, and approved by, the Local Planning Authority that either:- all surface water and foul sewer network upgrades required to accommodate the additional flows from the development have been completed; or - a Housing & Infrastructure Phasing Plan has been agreed with Thames Water to allow additional properties to be occupied. Where a Housing & Infrastructure Phasing Plan is agreed no occupation shall take place other than in accordance with the agreed housing and infrastructure phasing plan.

Reason – At the request of Thames Water, whom advise that network reinforcement works are likely to be required to accommodate the proposed development in order to avoid flooding and/or potential pollution incidents. *

13. Any Reserved Matters application pursuant to the outline planning permission hereby approved shall be supported by a detailed surface water drainage scheme based on the principles within the submitted Flood Risk Assessment ref: 10957 hereby approved that shall be submitted to and approved in writing by the Local Planning Authority and include:-

(a) a technical summary highlighting any changes to the design from that within the approved Flood Risk Assessment;

(b) detailed drainage layout drawings at an identified scale indicating catchment areas, referenced drainage features, manhole cover and invert levels and pipe diameters, lengths and gradients;

(c) detailed hydraulic calculations for all rainfall events. The hydraulic calculations should take into account the connectivity of the entire drainage features including the discharge location. The results should include design and simulation criteria, network design and result tables, manholes schedule tables and summary of critical result by maximum level during the 1 in 1, 1 in 30 and 1 in 100 (plus an allowance for climate change) rainfall events. The drainage features should have the same reference that the submitted drainage layout;

(d) confirmation on how impacts of high groundwater will be managed in the design of the proposed drainage system to ensure that storage capacity is not lost, and structural integrity is maintained;

(e) confirmation that sufficient water quality measures have been included to satisfy the methodology in the Ciria SuDS Manual C753; and

(f) exceedance plans demonstrating the flow paths and areas of ponding in the event of blockages or storms exceeding design criteria.

Reason – At the request of Hampshire County Council Lead Local Flood Authority and to comply with the requirements of Local Plan Policy NE8. *

14. No development shall begin in any Reserved Matter phases until written agreement in principle from the Surface Water Sewer Asset Owner, has been submitted and approved by the Local Planning Authority. This should include agreement for the alterations, connections and discharge rates.

Reason – At the request of Hampshire County Council Lead Local Flood Authority and to comply with the requirements of Local Plan Policy NE8. *

15. No development shall begin in any Reserved Matter phases until details for the long-term maintenance arrangements for the surface water drainage system to be installed have been submitted to and approved in writing by the Local Planning Authority prior to the first occupation of any of the dwellings. The submitted details shall include;

(a) Maintenance schedules for each drainage feature type and ownership; and

(b) Details of protection measures.

Reason – At the request of Hampshire County Council Lead Local Flood Authority and to comply with the requirements of Local Plan Policy NE8. *

16. No drainage systems for the infiltration of surface water to the ground shall be installed other than with the prior written consent of the Local Planning Authority. Any proposals for such systems must be supported by an assessment of the risks to controlled waters. The development shall be carried out in accordance with those details as may be approved in this respect.

Reason - At the request of the Environment Agency. Groundwater is known to be shallow beneath the site and the groundwater vulnerability (superficial and bedrock) is defined by the Environment Agency (EA) as medium. To ensure that the development does not contribute to, and is not put at unacceptable risk from or adversely affected by, unacceptable levels of water pollution caused by mobilised contaminants. This is in line with paragraph 174 of the NPPF.

17. A scheme for managing any borehole installed for the investigation of soils, groundwater or geotechnical purposes shall be submitted to and approved in writing by the Local Planning

Authority. The scheme shall provide details of how redundant boreholes are to be decommissioned and how any boreholes that need to be retained, post-development, for monitoring purposes will be secured, protected and inspected. The scheme as approved shall be implemented prior to the occupation of each Phase of development.

Reason - At the request of the Environment Agency. The Preliminary Risk Assessment submitted with the application indicates that boreholes will need to be installed at the development site to investigate groundwater resources. If these boreholes are not decommissioned correctly they can provide preferential pathways for contaminant movement which poses a risk to groundwater quality. Also to ensure that redundant boreholes are safe and secure, and do not cause groundwater pollution or loss of water supplies in line with paragraph 174 of the NPPF and Position Statement A of 'The Environment Agency's approach to groundwater protection'. *

18. Foundation piling and installation of ground source heating and cooling systems using penetrative methods shall not be carried out other than with the written consent of the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason - At the request of the Environment Agency to ensure that the proposed development does not harm groundwater resources in line with paragraph 170 of the NPPF.

Provision of Pedestrian & Vehicular Access and Visibility Splays

19. The means of pedestrian, cycle and motor vehicular access (including crossings for Farnborough Road and Meudon Avenue and any visibility splays) hereby approved, or as a result of Reserved Matters approval, shall be constructed and/or provided in full accordance with the approved plans and retained thereafter at all times for the lifetime of the development. The visibility splays so provided shall thereafter be kept free at all times of any obstruction including trees and shrubs exceeding 1m in height.

Reason: To improve and maintain visibility for the safety of pedestrian and vehicular traffic.

No Overhead Servicing

20. Provision shall be made for services to be placed underground. No overhead wire or cables or other form of overhead servicing shall be placed over or used in the development of the application site.

Reason - In the interests of visual amenity.

Demolition/Construction Hours

21. Construction or demolition work of any sort within the area covered by the application site shall only take place between the hours of 0800-1800 Hours on Monday to Fridays and 0800-1300 Hours on Saturdays. No work at all shall take place on Sundays and Bank or Statutory Holidays.

Reason - To protect the amenities of neighbouring properties in the vicinity.

Tree Protection

22. No trees or hedges within the application site shall be lopped, topped, felled, destroyed or damaged until Reserved Matters approval has been obtained for the area of land where they are located. With the exception of any trees and hedges specifically approved at Reserved Matters stage to be removed, or as may be otherwise agreed in writing by the Local Planning Authority, no tree, or hedge within the application site shall be lopped, topped, felled, destroyed or damaged.

Reason - To preserve the amenity value of existing trees and hedges.

Provision & Retention of Residential Parking Spaces

23. The parking for both Plots E and J shall be provided at an effective dwelling to parking ratio of 1:1, taking into account as appropriate any Car-Club spaces to be provided on-plot in lieu of parking spaces allocated to individual residents to be situated on these development plots.

Reason – In recognition of the location of these sites outside the Farnborough Town Centre area as defined by the adopted Rushmoor Local Plan (2014-2032).

24. The parking spaces shown with approved Reserved Matters plans to be specifically allocated for occupiers of the residential elements of the scheme shall be used only for the parking of vehicles ancillary and incidental to the residential use of the properties. These spaces shall be kept available at all times for parking purposes. In any event no parking spaces shall be used for the parking/storage of caravans, boats, or trailers.

Reason - To preserve the amenities of the neighbourhood and ensure the provision of adequate residential parking facilities.

25. No residential unit hereby approved within each Phase of development approved pursuant to Condition No.4 of this planning permission shall be occupied until secure bicycle storage/parking facilities have been provided and made available for the use of occupiers of the residential units within that Phase. The cycle storage/parking so provided shall be permanently retained in the approved form for the parking of bicycles and used for no other purpose.

Reason - In order to ensure that secure weather-proof bicycle parking facilities are provided to encourage the use of sustainable modes of travel. *

Delivery & Servicing Management Plan

26. No use within a Development Block or Phase of the development hereby permitted shall commence until a Delivery & Servicing Management Plan for that use has been submitted to and approved in writing by the Local Planning Authority. The uses hereby permitted shall thereafter be operated in accordance with the approved details. The submitted details must include (but not be limited to) the following:-

- Frequency of deliveries to the site;
- Frequency of other servicing vehicles such as refuse collections;
- Dimensions of delivery and service vehicles;
- Proposed loading and delivery locations; and
- A strategy to manage vehicles servicing the site.

The Delivery & Servicing Management Plan shall be implemented in accordance with such details as may be approved and retained and maintained thereafter for the lifetime of the development, unless otherwise approved in writing by the Local Planning Authority.

Reason – In the interests of providing safe and suitable access to the development for deliveries and servicing. *

Residential Units : Soundproofing of Plant & Machinery

27. No residential unit hereby approved within each Phase of development approved pursuant to Condition No.4 of this planning permission shall be occupied until all plant and machinery (including any mechanical ventilation) to be installed with that Phase of the development has been enclosed with soundproofing materials and mounted in a way which will minimise

transmission of structure-borne sound in accordance with a scheme to be first submitted to and approved in writing by the Local Planning Authority. The soundproofing measures as may be approved shall be retained at all times thereafter for the lifetime of the development.

Reason -To protect the amenity of the occupiers of the development and the amenity of neighbouring occupiers.

Retention of Bin Storage & Collection

28. No floorspace hereby approved within each Phase of development approved pursuant to Condition No.4 of this planning permission shall be occupied until the appropriate Reserved Matter refuse/recycling bin storage area details approved for that phase have been provided and made available to the occupiers. The details as may be approved shall be retained thereafter at all times for the lifetime of the development.

Reason - To safeguard the amenities of the area. *

Parking for Non-Residential Uses

29. The use of any non-residential premises within the development shall not commence until car parking facilities have been provided and made available to support the operation of these premises. The parking areas shall thereafter be retained solely for parking purposes, and made available to the occupiers and visitors to the premises unless otherwise first agreed in writing by the Local Planning Authority. *

Reason - To ensure that provision for vehicle parking clear of the highway is available for users of and visitors to the development in the interests of highway safety.

Controls over Non-Residential Uses

30. Any plant and machinery (including mechanical ventilation) to be installed associated with any of the non-residential uses within the development hereby approved shall, as appropriate, be enclosed with soundproofing materials and mounted in a way which will minimise transmission of structure-borne sound and any external visual impact.

Reason - To protect the occupants of adjoining and nearby residential properties from noise and other disturbance/nuisance.

31. No non-residential unit shall be occupied and brought into use until the refuse/recyclable bin storage and collection measures approved as a Reserved Matter have been implemented and these facilities shall be maintained and retained thereafter in accordance with the approved details.

Reason - To safeguard the amenities of the area.

32. Non-residential units within the development shall not be open to customers outside the following times, unless details of any noise mitigation strategy have been submitted to and approved in writing by the Local Planning Authority:- 0700 – 2300 Hours Mondays to Sundays

Reason - To safeguard the amenities of neighbouring occupiers.

33. No deliveries in relation to the non-residential units hereby permitted shall be taken in or dispatched from the site outside the hours of 0700 - 2000 Hours Mondays to Sundays.

Reason - To safeguard residential amenities.

34. The active street frontage(s) of the non-residential units shall include a window display which shall be provided prior to occupation and retained thereafter at all times.

Reason - To maintain the appearance and vitality of active street frontages of the development.

35. No sound reproduction equipment, conveying messages, music, or other sound which is audible outside, and emanating from, the non-residential units shall be installed without the prior written consent of the Local Planning Authority.

Reason - To protect the amenities of occupiers of adjoining and nearby residential properties.

Provision & Retention of Landscaping

36. The hard and soft landscaping scheme approved for each Phase shall be provided within the first planting season after the practical completion or first occupation of any part of the accommodation of that Phase (whichever is the soonest), and retained and maintained at all times.

Reason - To ensure the development makes an adequate contribution to visual and residential amenity. *

Sustainability : Electric Car Charging Point Provision & Details

37. The Electric Car Charging Point installations approved in accordance with the Parking Management Plan shall subsequently be installed and made operational and available to occupiers of the development prior to the car parking area(s) in which they would be located being first brought into use and shall be retained thereafter.

Reason – To reflect the objective of enabling a sustainable development.

Sustainability : Water Efficiency

38. All dwellings hereby permitted shall be designed to meet the water efficiency standard of 110 litres/person/day.

With respect of all non-residential development to be provided exceeding 1000 sqm floorspace, the development shall be designed to achieve the BREEAM 'excellent' standard for water consumption (or any national equivalent) to be confirmed by the submission to the Local Planning Authority of a post-construction BREEAM certificate.

Reason – To manage water consumption efficiently consistent with the requirements of Policy DE4 of the adopted Rushmoor Local Plan (2014-2032) and the advice in NPPF Paragraph 154.

Permitted Development Rights Removed : Plots J3 & J4

39. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England), Order 2015 (or any Order revoking and re-enacting that Order), no development falling within Classes A, B, C, D and E of Part 1; and Class L of Part 3; of Schedule 2 shall be carried out in respect of the dwellings within Plots J3 & J4 without the prior permission of the Local Planning Authority.

Reason - To protect the amenities of neighbouring residential properties and to prevent adverse impact on traffic and parking conditions in the vicinity.

Location of Comparison Retail Floorspace provision

40. Comparison retail floorspace within the development hereby approved shall be located within Plot C only.

Reason – In order that the proposed development complies with the requirements of Local Plan Policies SP2 and LN7 : the location of comparison retail in an edge-of-centre location (outside of the primary shopping area) does not pass the sequential test. However, part of the

development site (Plot C) is located within the primary shopping area. It would, therefore, be possible to accommodate the comparison retail floor space element in this location as part of the development within Plot C only without the need to be subject to a sequential test.

Minimum quanta of Parking Spaces to be provided

41. The on-site parking provision for the overall development hereby approved shall comprise no less than 1266 parking spaces.

Reason - To conform with the case made for parking made with the application and to ensure that the development would provide for the functional parking needs of the development.

Ecology & Biodiversity Measures

42. No development shall take place until a Landscape and Ecological Management Plan (LEMP), including long-term design objectives, management responsibilities and maintenance schedules for all landscaped areas has been submitted to, and approved in writing by, the Local Planning Authority. The LEMP shall be carried out as approved and any subsequent variations shall be agreed in writing by the local planning authority. The scheme shall include the following elements:

- Details of maintenance regimes;
- Details of treatment of site boundaries and/or buffers around water bodies;
- Details of any new habitat created on site; and
- Details of management responsibilities.

Reason - To ensure the protection of wildlife and supporting habitats and to secure opportunities for enhancing the site's nature conservation value in line with national planning policy and local policies. *

43. No development or site clearance shall commence on any phase of development until, and in accordance with industry best practice guidance, an ecological walk-over survey has been undertaken by a suitably qualified ecologist immediately before the start of any site clearance and works on site to identify the presence of any protected species within the area of the works to be undertaken. In the event that protected species are identified within the area of the development involved, no works shall start and a survey report incorporating a scheme of mitigation measures to protect any such protected species as are found shall be submitted to the Local Planning Authority for consideration and approval as appropriate. The scheme of mitigation as may subsequently be approved shall thereafter be implemented in full in accordance with the approved mitigation details prior to and/or during the commencement of works on site as specified in all respects.

Reason: To ensure the protection of wildlife in the interests of nature conservation in accordance with the National Planning Policy Framework. *

Informatives -

1. **INFORMATIVE - REASONS FOR APPROVAL** - The Council has granted permission because the proposal would be in general conformity with the Development Plan and the merits of the proposal have been considered in the planning balance.

The determination of this outline planning application for the redevelopment of the Farnborough Civic Quarter marks an important stage in delivering the regeneration of Farnborough Town Centre and provides the necessary framework within which the detailed proposals can come forward to make the development a reality. The principles of the development accord with planning policy at national and local level, and would enable a

comprehensive development scheme for a new town centre quarter to be delivered. Measures are to be put in place to ensure that the resulting development will achieve good design quality founded upon the principles of sustainable development.

The application seeks to establish development principles promoted through a masterplan, but also aim to secure elements of flexibility in the design of the scheme that will be subject to future consideration with Reserved Matters applications.

The development is also accompanied by an Environmental Statement. This Statement properly identifies the significant environmental impacts of the development and proposes acceptable mitigation measures.

In this context it is considered that the proposals are acceptable in principle and in highway terms; to have an acceptable impact on the visual character, appearance and heritage assets of the area and the vitality and viability of the Town Centre shopping frontages; to have no material or adverse impact on neighbours; and would provide an acceptable living environment for future occupiers. On the basis of a mechanism to secure contributions towards the enhancement of existing off-site public open space in the vicinity of the site, the proposals are considered to comply with Local Plan Policy DE6. On the basis of a mechanism to secure contributions towards SPA contributions towards an appropriate SPA mitigation and avoidance scheme, the proposals would have no significant impact upon the nature conservation interest and objectives of the Thames Basin Heaths Special Protection Area. On the basis of the independent assessment of the submitted Financial Viability Report, and subject to later-stage re-appraisal, the proposals are considered to comply with the requirements of Local Plan Policy LN2 (affordable housing). The proposals are also considered acceptable in terms of trees, flood risk & drainage, air quality, ecology & biodiversity, sustainability and access for people with disabilities. The proposals are thereby acceptable having regard to the requirements of Policies SS1, SS2, SP2, SP2.3, IN1, IN2, IN3, HE1, DE1, DE2, DE3, DE4, DE6, DE8, DE10, LN1, LN2, LN7, PC1, PC8, NE1, NE2, NE3, NE4, NE6 and NE8 of the adopted New Rushmoor Local Plan (2014-2032); adopted Car and Cycle Standards SPD (2017); Farnborough Civic Quarter Masterplan SPD (2015); Affordable Housing' SPD (2019); and the advice contained in the National Planning Policy Framework and National Planning Policy Guidance.

It is therefore considered that subject to compliance with the attached conditions, and legal agreements, and taking into account all other material planning considerations, including the provisions of the development plan, the proposal would be acceptable. This also includes a consideration of whether the decision to grant permission is compatible with the Human Rights Act 1998.

2. INFORMATIVE - This permission is subject to a Legal Agreement under Section 106 of the Town and Country Planning Act 1990 (as amended). If your legal obligations includes payment of sums, then you must contact the Council (at plan@rushmoor.gov.uk) at least 20 days prior to the commencement of the development or other trigger for the payment both stating your intended date of commencement or the reaching of the trigger and requesting an invoice to pay such funds. The payment of all contributions as required by such s106 must be received prior to the point at which the commencement of development or development trigger point is reached.

3. INFORMATIVE - Your attention is specifically drawn to the conditions marked *. These condition(s) require the submission of details, information, drawings etc. to the Local Planning Authority BEFORE WORKS START ON SITE or, require works to be carried out BEFORE COMMENCEMENT OF USE OR FIRST OCCUPATION OF ANY BUILDING.

Failure to meet these requirements is in contravention of the terms of the permission and the Council may take enforcement action to secure compliance. As of April 2008 submissions seeking to discharge conditions or requests for confirmation that conditions have been complied with must be accompanied by the appropriate fee.

4. INFORMATIVE - The applicant is advised to contact the Recycling and Waste Management section at Rushmoor Borough Council on 01252 398164 with regard to providing bins for refuse and recycling. The bins should be:

- 1) provided prior to the occupation of the properties;
- 2) compatible with the Council's collection vehicles, colour scheme and specifications;
- 3) appropriate for the number of occupants they serve;
- 4) fit into the development's bin storage facilities.

5. INFORMATIVE - The applicant is recommended to achieve maximum energy efficiency and reduction of Carbon Dioxide emissions by:

- a) ensuring the design and materials to be used in the construction of the buildings are consistent with these aims; and
- b) using renewable energy sources for the production of electricity and heat using efficient and technologically advanced equipment.

6. INFORMATIVE - The planning permission hereby granted does not authorise the applicant, or his agents, to construct a new/altered access to, or other work within, the public highway. A separate consent for works within the highway must first be obtained from the highway authority who may be contacted at the following address:- Hampshire County Council Highways Sub Unit, M3 Motorway Compound, Hook, Hampshire, RG27 9AA.

7. INFORMATIVE - No materials produced as a result of site preparation, clearance, or development should be burnt on site. Please contact the Council's Environmental Health Team for advice.

8. INFORMATIVE - Measures should be taken to prevent mud from vehicles leaving the site during construction works being deposited on the public highway throughout the construction period.

9. INFORMATIVE - The applicant is advised that during the demolition and/or construction phase(s) of the development measures should be employed to contain and minimise dust emissions, to prevent their escape from the development site onto adjoining properties. For further information, please contact the Council's Environmental Health Team.

10. INFORMATIVE - It is a legal requirement to notify Thames Water of any proposed connection to a public sewer. In many parts of its sewerage area, Thames Water provides separate public sewers for foul water and surface water. Within these areas a dwelling should have separate connections: a) to the public foul sewer to carry waste from toilets, sinks and washing machines, etc, and b) to public surface water sewer for rainwater from roofs and surface drains. Mis-connections can have serious effects: i) If a foul sewage outlet is connected to a public surface water sewer this may result in pollution of a watercourse. ii) If a surface water outlet is connected to a public foul sewer, when a separate surface water system or soakaway exists, this may cause overloading of the public foul sewer at times of heavy rain. This can lead to sewer flooding of properties within the locality. In both instances it is an offence to make the wrong connection. Thames Water can help identify the location of the nearest appropriate public sewer and can be contacted on 0845 850 2777.

11. INFORMATIVE -Thames Water advise that there are public sewers crossing or close to the proposed development. If significant work is proposed near public sewers, it's important that the developer minimises the risk of damage. Thames Water will need to check that the proposed development does not limit repair or maintenance activities, or inhibit the services Thames Water provides in any other way. The applicant are advised to read the Thames Water guide working near or diverting Thames Water pipes. <https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes>.

12. INFORMATIVE - A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. Thames Water would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 3577 9483 or by emailing trade.effluent@thameswater.co.uk . Application forms should be completed on line via www.thameswater.co.uk. Please refer to the Wholesale; Business customers; Groundwater discharges section.

13. INFORMATIVE - The applicant is advised to contact the Council's Environmental Health Team regarding the requirement to provide acoustic insulation. Any scheme of acoustic insulation must be in accordance with the specifications provided in Schedule 1 of the Noise Insulation Regulations 1975 and must include details of acoustic mechanical ventilation and, where appropriate, solar control.

14. INFORMATIVE - The applicant is advised to follow good practice in the demolition of the existing buildings on site including the re-use of all material arising from demolition as part of the redevelopment wherever practicable.

15. INFORMATIVE - The applicant is advised that there is a need to comply with the requirements of the Party Wall (etc.) Act 1996 before starting works on site. The Party Wall (etc.) Act is not enforced or administered by the Council but further information can be found on the Planning Portal website <https://www.gov.uk/guidance/party-wall-etc-act-1996-guidance> and you are able to download The party Wall Act 1996 explanatory booklet.

16. INFORMATIVE - In the UK all species of bats are protected under Schedule 5 of the Wildlife and Countryside Act 1981 (as amended) and under Schedule 2 of the conservation (Natural Habitats & c) Regulations 2004. The grant of planning permission does not supersede the requirements of this legislation and any unauthorised works would constitute an offence. If bats or signs of bats are encountered at any point during development then all works must stop immediately and local Natural England office and Rushmoor Borough Council must be informed.

17. INFORMATIVE – Industry best practice guidance for avoidance of adverse impacts on nocturnal species as a result of artificial lighting is set out in BCT & ILP (2018) Guidance Note 08/18 Bats and Artificial Lighting in the UK. Bats and the Built Environment. Bat Conservation Trust, London & Institution of Lighting Professionals, Rugby.

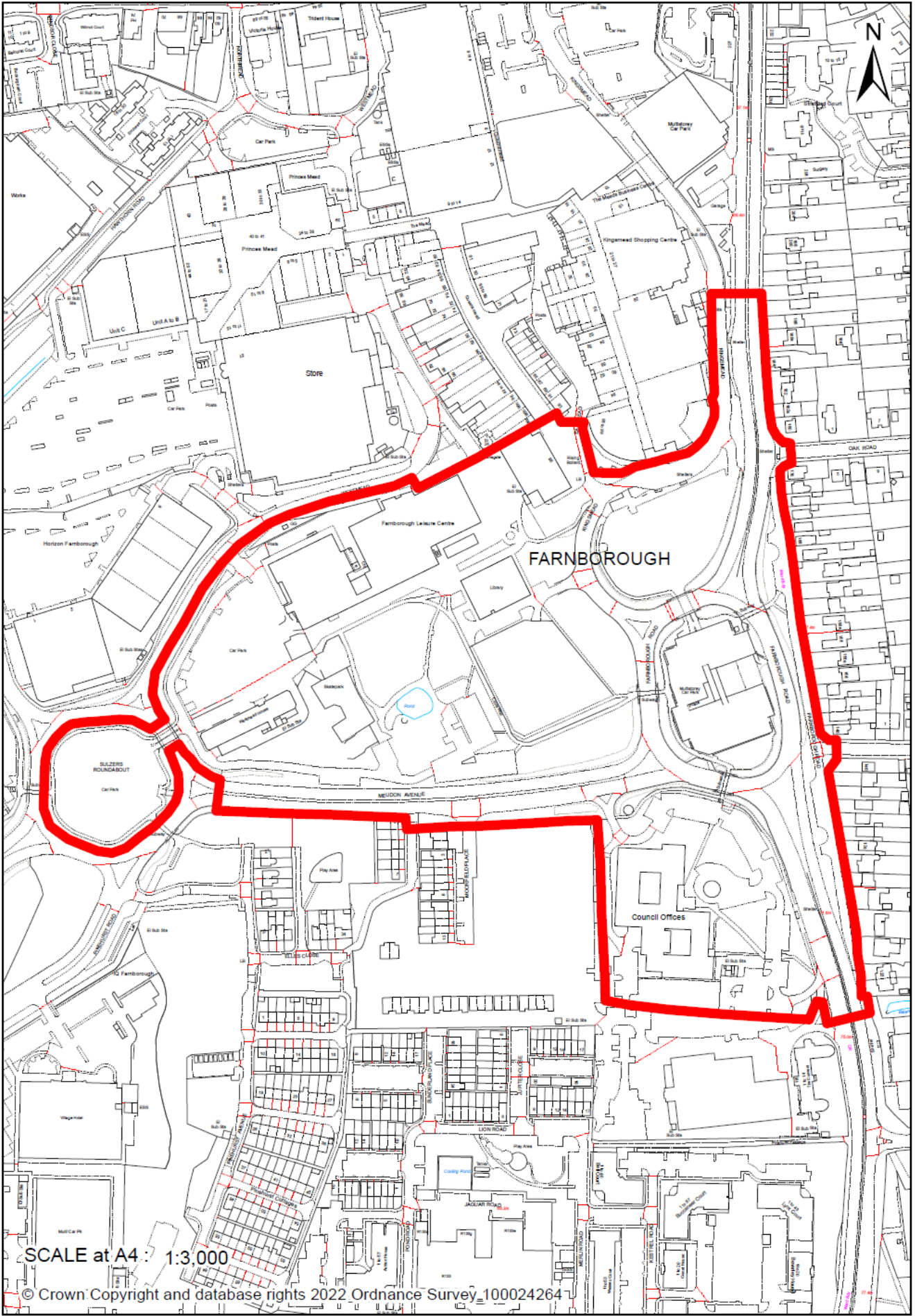
18. INFORMATIVE - The applicant is reminded that the proposed commercial/community use premises should be made accessible to all disabled people, not just wheelchair users, in accordance with the duties imposed by the Equality Act 2010. This may be achieved by following recommendations set out in British Standard BS 8300: 2009 "Design of buildings and their approaches to meet the needs of disabled people - Code of Practice". Where Building Regulations apply, provision of access for disabled people to the premises will be required in

accordance with Approved Document M to the Building Regulations 2000 "Access to and use of buildings".

19. INFORMATIVE – Water Efficiency : With respect to residential development the developer is advised that you will need to demonstrate compliance with Condition No.38 when you apply for Building Control approval for the development. The Council strongly recommends that this condition is implemented having regard to the “fittings approach” set out in Table 2.2 of the Building Regulations 2010 (Part G). With respect to non-residential development you can find out how to achieve BREEAM ‘excellent’ standard for water efficiency by going to the Building Research Establishment Ltd website BREEAM – BRE Group

20. INFORMATIVE - The applicant is requested to bring the conditions attached to this permission to the attention of all contractors working or delivering to the site, in particular any relating to the permitted hours of construction and demolition; and where practicable to have these conditions on display at the site entrance(s) for the duration of the works.

21. INFORMATIVE – The Local Planning Authority’s commitment to working with the applicants in a positive and proactive way is demonstrated by its offer of pre-application discussion to all, and assistance in the validation and determination of applications through the provision of clear guidance regarding necessary supporting information or amendments both before and after submission, in line with the National Planning Policy Framework.

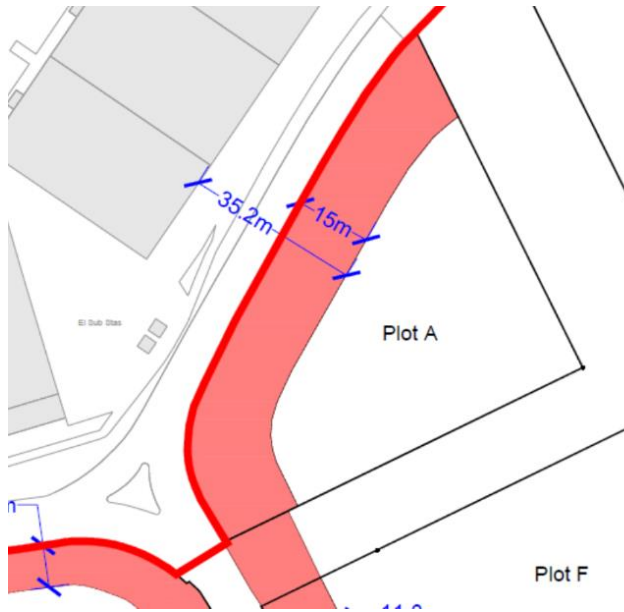


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PLOT A SUMMARY : Currently the former Leisure Centre Car Park, Westmead.

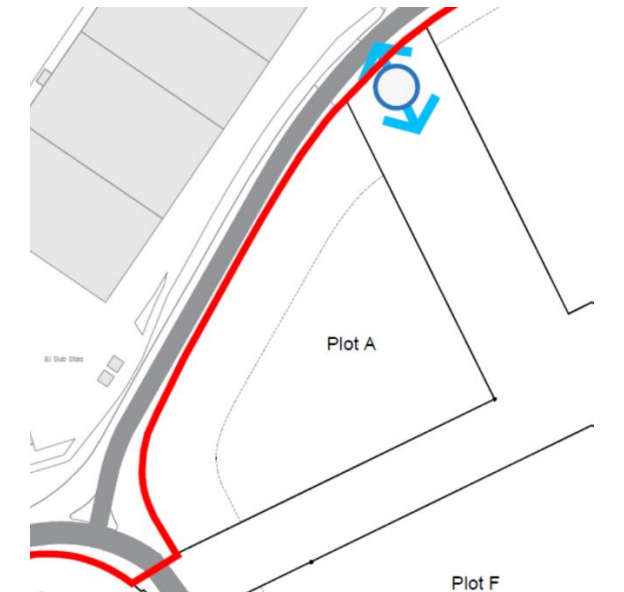
Horizontal Limits Plan:



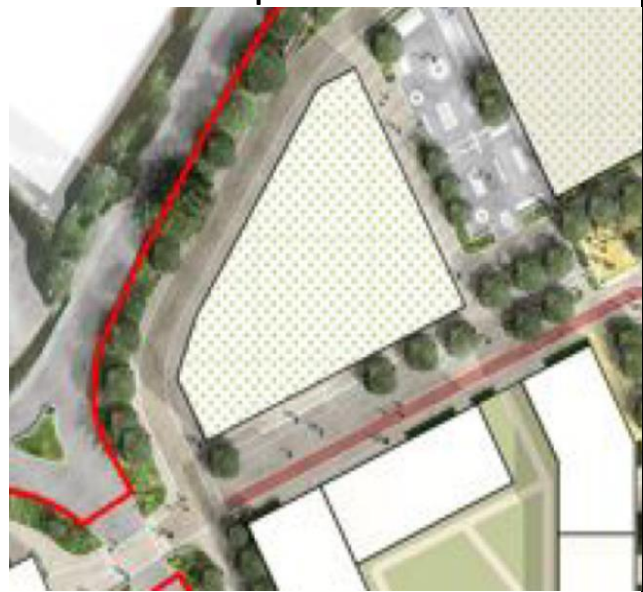
Vertical Limits Plan:



Access Plan:



Illustrative Masterplan:



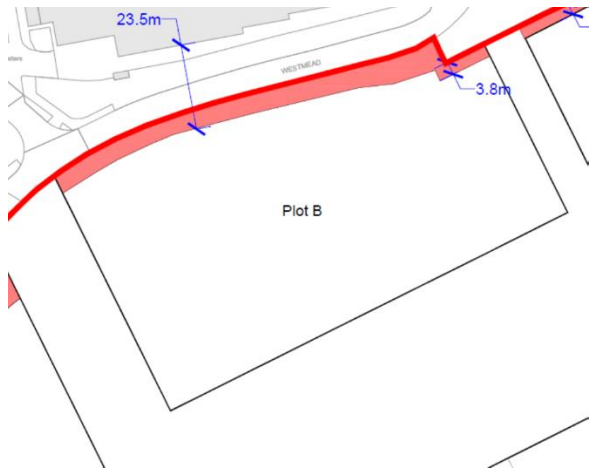
Plot A is indicated to be occupied by a Mobility Hub, one of two proposed within the proposed development. This is primarily a multi-storey car park, with vehicular access to Westmead and could contain 332 parking spaces. Illustrative material submitted with the application envisages that the ground floor street frontages to the south and east would contain active uses.

Permission is sought for a building envelope that would occupy the Plot with a set-back a minimum of 15 metres from the edge of Westmead and the Westmead Roundabout; and thereby be separated a minimum of 32.5 metres from the nearest rear elevation of the Horizon retail development opposite. An indicated minimum separation of approximately 23.5 metres between the Plot A & B building envelopes describes a new street where permission is sought in principle as the location for a new Skate Park.

Permission is sought for a building of up to 6-storeys and a maximum height of 94.5 metres Above Ordnance Datum (AOD or sea-level) thereby a height of approximately 29 metres above ground-level (AGL).

PLOT B SUMMARY : land formerly occupied by Farnborough Leisure Centre.

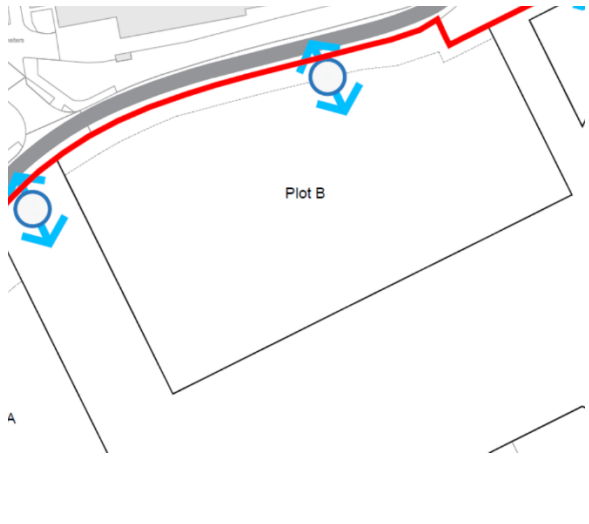
Horizontal Limits Plan:



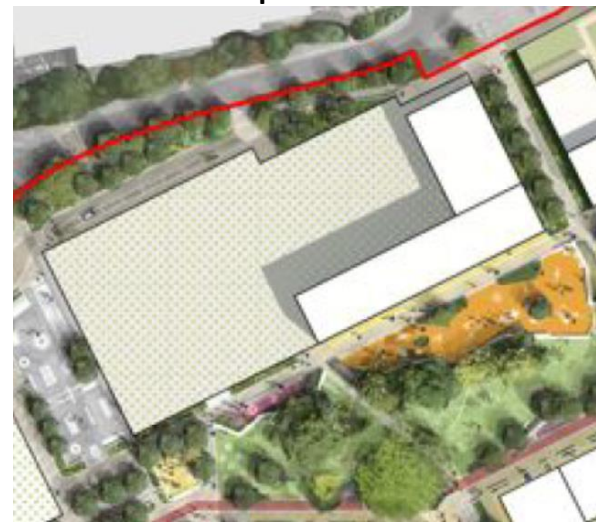
Vertical Limits Plan:



Access Plan:



Illustrative Masterplan:



Plot B is indicated to be the site of the new Leisure Centre and some other non-residential Civic Hub uses, including offices and a new Library, all to be built on the site of the former Leisure Centre, east of the Plot A Mobility Hub. It is proposed to have a new two-way vehicular access formed to Westmead, thought likely to be for servicing.

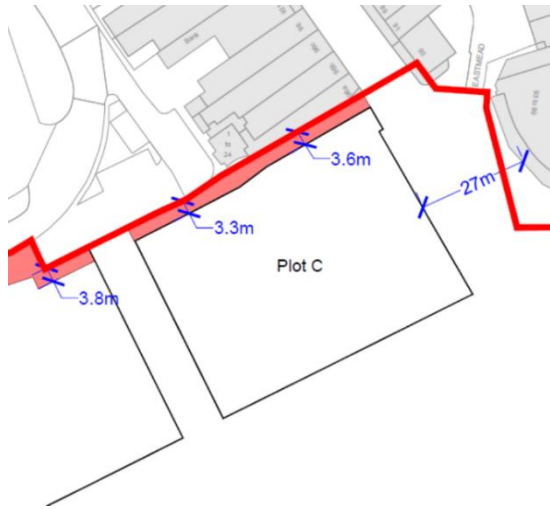
It is proposed that the new street adjacent to the west of the Plot would contain a new Skate Park; and the south side of the building is envisaged to directly adjoin the Central Park POS to the south.

The proposed maximum building envelope would occupy the Plot set-back a minimum of 3.8 metres from the edge of Westmead; and thereby separated a minimum of 23.5 metres from the nearest elevation of the Asda supermarket opposite to the north. Planning permission is sought for a building envelope of up to 7-storeys and a maximum height of approximately 34 metres AGL.

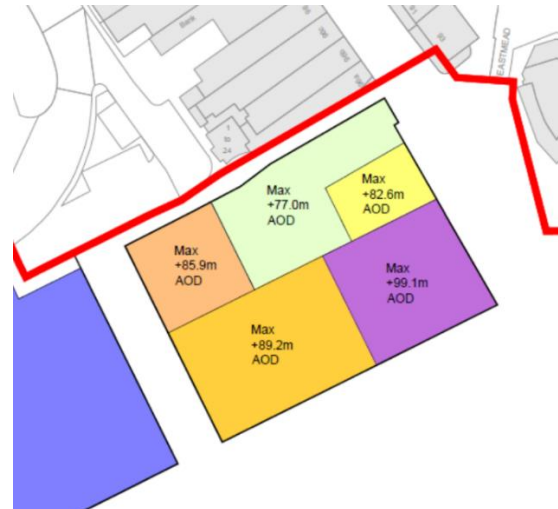
The Illustrative Masterplan indicates how the building could be of mixed height, with a taller element possibly restricted to the south-east side/corner : a high degree of latitude is being sought at the outline stage to allow flexibility in the design and form of the development of this Plot, especially in terms of the location of a taller building element, at Reserved Matters stage. The Illustrative plan also suggests how Plot B building could interact with the adjacent Central Park POS with an active ground floor frontage to the building here.

PLOT C SUMMARY : Currently the site of the Iceland Building proposed to be demolished, and the adjacent Kings Moat Car Park, Westmead.

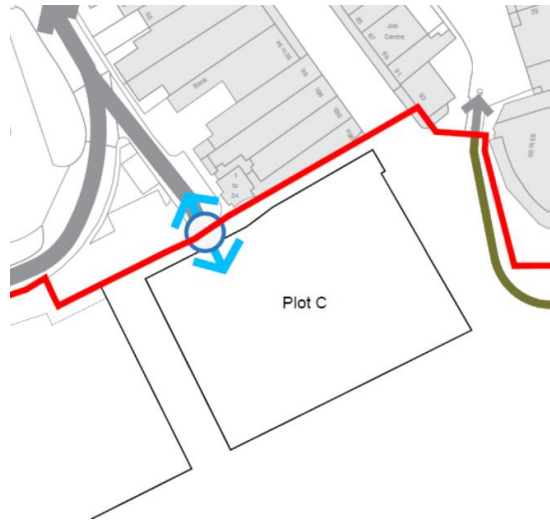
Horizontal Limits Plan:



Vertical Limits Plan:



Access Plan:



Illustrative Masterplan:



Plot C is indicated to be mixed-use, envisaged to contain a ground-floor retail unit with a 35-space car park and active frontages mainly to the east and south; and residential floors above could provide 77 residential units. The existing two-way vehicular access to Westmead would be retained.

The proposed building is clearly intended to have a complex form taking into account the proximity of neighbouring residential flats at Dukes Court to the north. The proposed building envelope would be set-back a minimum of 3.6 metres from the flank wall of Dukes Court; a minimum of 27 metres from the Briarcliff House offices to the east; and a minimum of 11 metres from Plot B - with a new street formed in-between. The building envelope is proposed to be single-storey (max. height approx. 12.1 metres AGL) next to Dukes Court. But be a mixture of up to 3-storeys (max. 17.7 metres AGL) fronting Eastmead; up to 4-storeys (max. 21 metres AGL) in north-west corner; up to 5-storeys (max. 25 metres AGL) to the south-west; and up to 8-storeys (max. 34 metres AGL) to the south-east corner, where the building would turn the corner from Queensmead into the proposed Central Park at a Civic Square.

The Plot is shown to face the Central Park POS to the south, continuing the building-line of the adjacent Plot B building envelope; and also align with the Queensmead building line to the north.

PLOT D SUMMARY : Currently mainly the Pinehurst North Car Park south of the Kingsmead service road; with Briarcliff House opposite to the north.

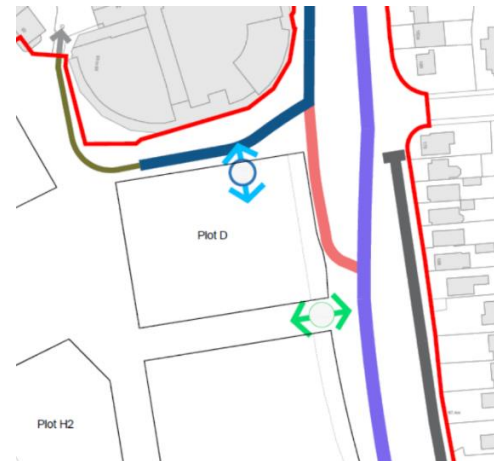
Horizontal Limits Plan:



Vertical Limits Plan:



Access Plan:



Illustrative Masterplan:



Plot D would be the second Mobility Hub, effectively a multi-storey car park containing 318 parking spaces. It would have vehicular access to the existing Kingsmead service road to the north. The building is also envisaged to have active ground-floor frontages to the west side adjoining the Civic Square POS; together with a tall building element there, which is envisaged to be an Hotel.

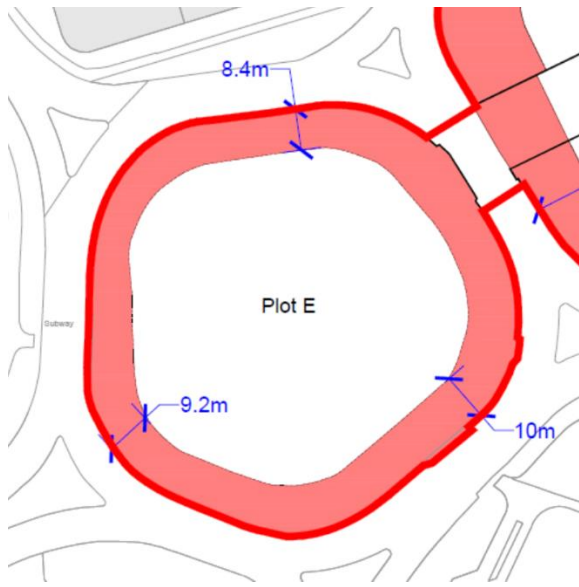
The proposed building would be a minimum of 15.5 metres from the nearest public highway margin adjoining the south side of Briarcliff House; and a minimum of approximately 22.5 metres separated from Plot C. Plot D adjoins Plot I to the south, with a 12.5 metres wide street in-between that is proposed to be the main pedestrian and cycleway access into the development from Farnborough Road.

To the east side, Plot D would adjoin a new bus-lane only link between Farnborough Road and Kingsmead indicated to be a bus-stopping area. The proposed building would be set-back from Farnborough Road and be a minimum of 48 metres from Nos.168-170 Farnborough Road, the closest residential neighbours there.

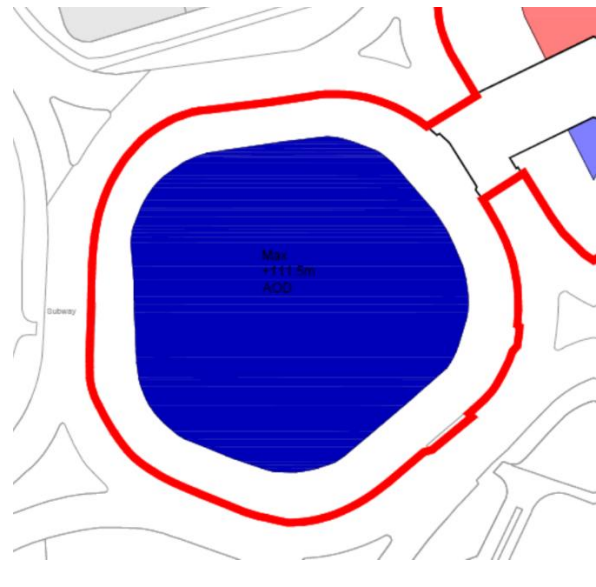
It is proposed that the building be split into two height elements. The largest element to the east being up to 6-storeys (max. 29 metres AGL); and the remainder to the west side up to 11-storeys in height (max.45.9 metres AGL). As with the proposals for Plot B, the Illustrative Masterplan envisages that the tallest element of the Plot D building could be restricted to the north-west side/corner adjacent to the Civic Square.

PLOT E SUMMARY : Westmead (formerly Sulzer) Roundabout Car Park.

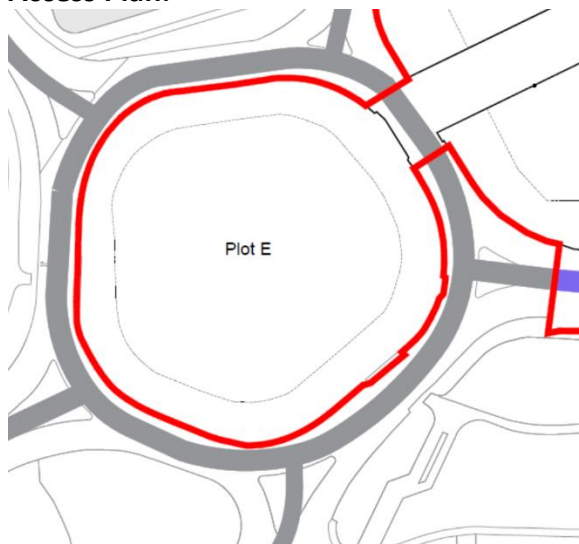
Horizontal Limits Plan:



Vertical Limits Plan:



Access Plan:



Illustrative Masterplan:



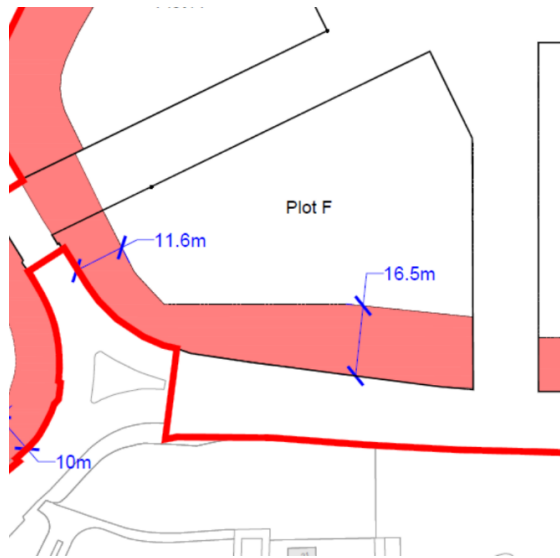
It is envisaged that Plot E would be wholly residential and accommodate 107 flats and 60 parking spaces. Plot E has an existing two-way vehicular access via a subway to the Westmead House service road that runs parallel with Westmead. It is proposed that the Westmead Roundabout and elevated roadways be retained intact, such that the only means of access to Plot E would could only continue to be via the existing subway and service road from Westmead. There are also two pedestrian/cycle subways that provide access to and from Plot E : to Solartron Retail Park and to Elles Quarters : both are indicated to be retained.

It is proposed that the building envelope be set back within the existing Roundabout embankment all around, leaving the existing car park surface as the developable area for a building or buildings. It is proposed that all of the identified developable area be up to 11 storeys (max. 46 metres AGL).

The Illustrative Masterplan envisages that Plot E could be developed in the form of one or more perimeter blocks surrounding a lower central podium level, with considerable flexibility sought on building height.

PLOT F SUMMARY : Land currently occupied by the Westmead House office block to be demolished; and land to the south up to Meudon Avenue.

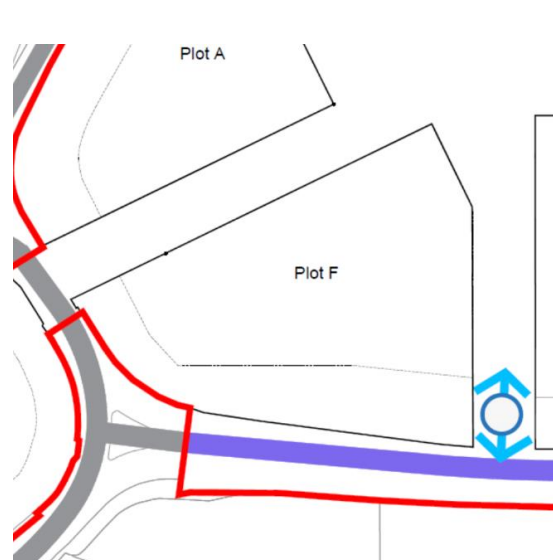
Horizontal Limits Plan:



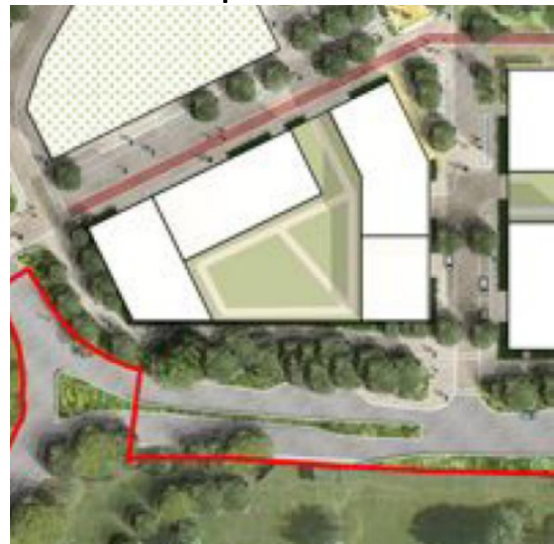
Vertical Limits Plan:



Access Plan:



Illustrative Masterplan:



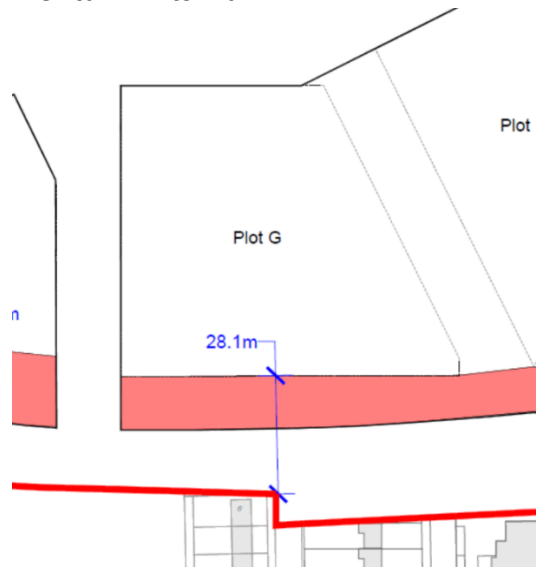
Plot F is land near the west end of the application site south of Plot A and west of Plot G with new streets in-between. It is envisaged that the block be residential flats (114-116 units) with podium parking (54 spaces) and active frontage commercial uses on the ground floor facing the new street opposite the Plot A Mobility Hub. Vehicular access would be to/from Meudon Avenue to the east.

It is proposed that the building envelope be set back significantly from the Westmead Roundabout and Meudon Avenue : 11.6 and 16.5 metres respectively. The block is proposed to be mainly up to 7-storeys (max. 33.7 metres AGL), but with a lower element up to 6-storeys (max. 27 metres AGL) in the north-east corner.

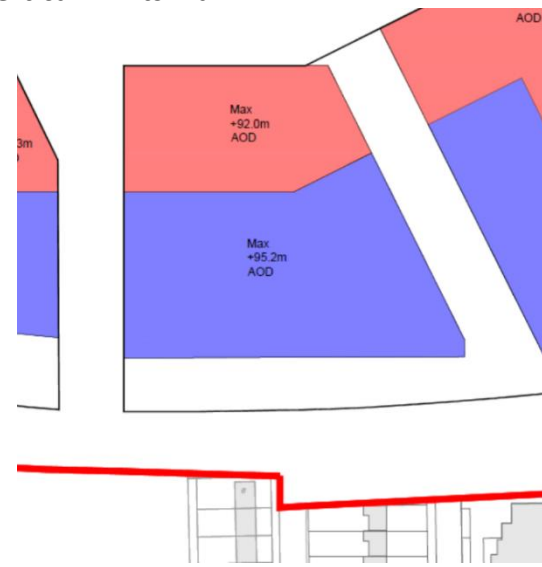
The Illustrative Masterplan envisages that the upper floors be perimeter blocks open to the south creating a podium residents' amenity space.

PLOT G SUMMARY : Currently land the site of the former Community Centre, car parking, the adjoining pond and surrounding open space, and part of the existing Skate Park.

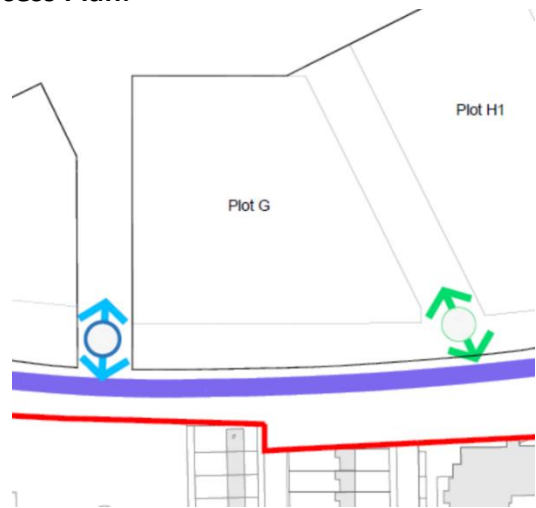
Horizontal Limits Plan:



Vertical Limits Plan:



Access Plan:



Illustrative Masterplan:



Plot G is land on the south side of the application site, situated south of the Central Park POS; and east of Plot F and west of Plot H1 with new streets in-between. It is envisaged that the block be residential flats (143-145 units) with podium parking (89 spaces) and active frontage commercial uses on the ground floor facing the Central Park POS. Vehicular access would be to/from Meudon Avenue to the west; and a pedestrian/cycleway access to the site in the new street to the east.

It is proposed that the building envelope be set back from Meudon Avenue such that the nearest neighbouring residential property opposite at Elles Close would be separated a minimum of 28.1 metres. The block is proposed to be mainly up to 7-storeys (max. 31 metres AGL), but with a lower element up to 6-storeys (max. 27.8 metres AGL) to the north side adjacent to the Central Park.

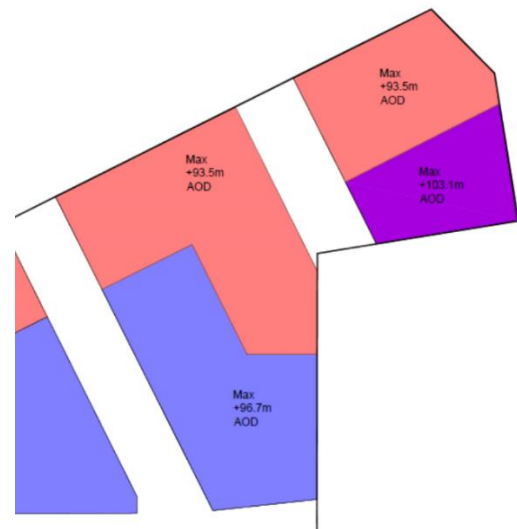
The Illustrative Masterplan envisages that the upper floors be perimeter blocks creating a podium residents' amenity space.

PLOT H SUMMARY : Land at the former Farnborough Police Station site and portions of the adjacent open space areas west of the Pinehurst Roundabout.

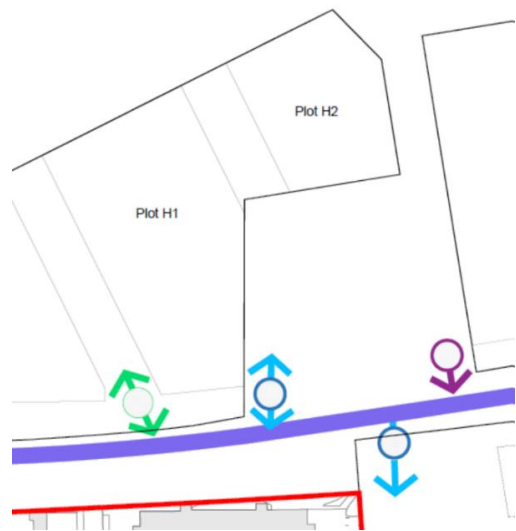
Horizontal Limits Plan:



Vertical Limits Plan:



Access Plan:



Illustrative Masterplan:



Plot H is north of Meudon Avenue, south of the proposed Central Park POS; and east of Plot G & west of Plot I, with new streets in-between. The block would be split into two unequal parts (Plots H1 & H2) with a new street in-between. It is envisaged that both blocks be residential flats (comprising: H1: 126 & H2: 73 units : 199 units in total) with podium parking (total of 74 spaces) and active frontage commercial uses on the ground floor facing the Central Park. Vehicular access would be to/from Meudon Avenue to the east.

It is proposed that the building envelope of Block H1 be set back from Meudon Avenue, such that the nearest residential flats at Sky Plaza to the south would be a minimum of 34 metres away across the road. Block H1 is proposed to be up to 7-storeys (max. 30.9 metres AGL) to the south, but with a lower element up to 6-storeys (max. 27.8 metres AGL) to the north side. Block H2 would be up to 6-storeys (max. 27.8 metres AGL) to the north, but up to 9-storeys (max. 37 metres AGL) to the south, with this block and proposed taller element set back from Meudon Avenue behind the Elles Glade POS.

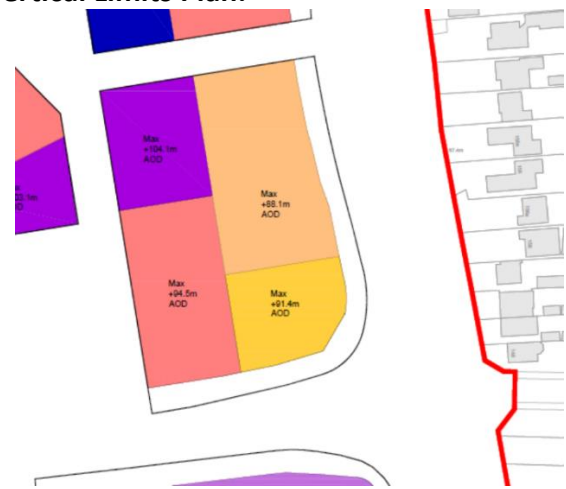
The Illustrative Masterplan envisages the upper floors of Block H1 to be perimeter blocks with a central podium residents' amenity space. With a smaller footprint, Block H2 is envisaged to have podium amenity space in the south-west corner.

PLOT I SUMMARY : Land currently occupied by the Pinehurst Roundabout and parking deck, plus land liberated by the proposed new Farnborough Rd/Meudon Ave 'T'-Junction.

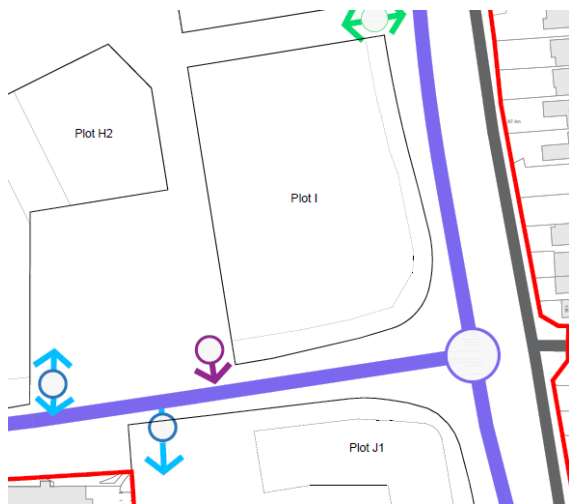
Horizontal Limits Plan:



Vertical Limits Plan:



Access Plan:



Illustrative Masterplan:



Plot I is situated north-west of the proposed Farnborough Rd/Meudon Avenue 'T'-Junction. It is proposed to be a mixed-use block with a ground-floor retail shop and parking (78 spaces for shop and 75 for flats); and with 172 residential flats over. It would have vehicular access from Meudon Avenue.

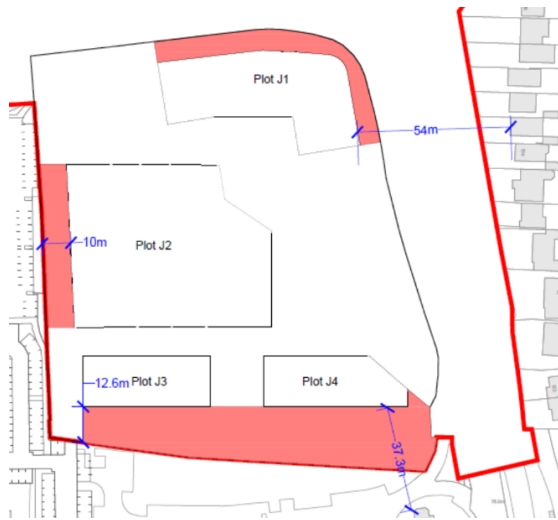
The proposed building envelope would be set-back from the Farnborough Road and Meudon Ave. frontage by 7m, with a minimum separation of 51 metres from the nearest residential property on the opposite side of the road : No.154 Farnborough Road. The building would be 12.5 metres from Plot D to the north by a new street; and 14 metres from Plot H2 to the west. Plot I would also partly adjoin the Elles Glade POS to the west side.

The proposed building would be split into four different maximum height elements. The tallest two would be on the west side : up to 6-storeys (max. 28 metres AGL) to the south; and up to 9- storeys (max. 37.5 metres AGL) confined to the north-west corner. The east side would be mainly up to 4-storeys (max. 21.5 metres AGL), with the south-east corner up to 5-storeys (max. 25 metres AGL).

The Illustrative Masterplan shows the Plot I building envisaged to comprise perimeter blocks surrounding a central podium amenity space.

PLOT J SUMMARY : Currently the Rushmoor Borough Council Office Site with the addition of land liberated by proposed new Farnborough Rd/Meudon Ave 'T'-Junction.

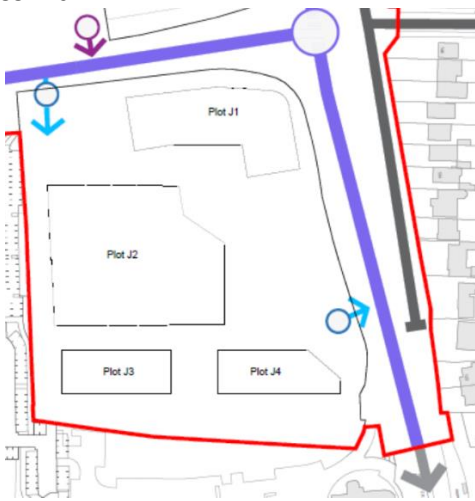
Horizontal Limits Plan:



Vertical Limits Plan:



Access Plan:



POS Plan:



Plot J is the most complex of the proposed development plots, since it contains four separate building blocks (J1, J2, J3 and J4); and incorporates three areas of POS. It is located to the south-west of the proposed new 'T'-Junction and to have an In-only access from Meudon Avenue; and an out-only egress onto Farnborough Road. It is envisaged that this Plot be wholly residential and indicated to accommodate 138-148 dwellings, with 140 parking spaces.

It is proposed that Block J1 be set back 5-7 metres from the road frontage; Block J2 inset 10 metres from the boundary with the 'Sky Plaza' (Meudon House) development; and Blocks J3 & 4 be between 12.6-23 metres from the rear boundary shared with the flats at The Convent (No.115) and Hillside Place (formerly Pinehurst House) (No.117) Farnborough Road. The submitted plans show two minimum separations with neighbouring properties : 54 metres to No.136 Farnborough Road; and 37.3 metres to Flat No.1 The Convent. The east side of Block J4 would have a 50-metre separation from Nos.120 & 122 Farnborough Road. It is proposed that Block J1, at the front corner of the Plot, be up to 9-storeys (max. 33 metres AGL). All the other blocks would be up to 4-storeys (max. 20 metres AGL).

The POS plan identifies the areas of POS to be provided within the Plot, which would total 0.43 hectares (4,300sqm). The largest portion of this (3,134 sqm) would be located between Blocks J1 & J2 and extend up to the Farnborough Road frontage.

Plot J Illustrative Masterplan:



Unlike other Plots within the proposed development, the Illustrative Masterplan shows that it is envisaged that significant on-site parking is envisaged to be provided externally within the site layout, with the remainder of the parking solely to be situated within the podium of Block J2.

Block J2 is illustrated to comprise a perimeter block surrounding a podium amenity area.

Appendix B to Farnborough Civic Quarter Planning Application Committee Report No.PG2305

Farnborough Civic Quarter – planning application reference 22/00193/OUTPP Assessment of the Environmental Statement submitted with this planning application Supplementary report for the Development Management Committee

1.0 Recommendation

- 1.1 That the Committee note the findings of this report (see sections 6 and 7) as it relates to the level of information submitted with the Environmental Statement (ES) submitted by Stantec (formerly Barton Willmore LLP) and its quality.

2.0 Introduction

- 2.1 This report reviews an ES that has been prepared by Stantec (formerly Barton Willmore LLP) on behalf of the Rushmoor Development Partnership that is required under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (the EIA Regs) in connection with the Farnborough Civic Quarter outline planning application.
- 2.2 It considers whether the ES has complied with the law with regard to its content to enable for the Committee to proceed to determine this case and thereafter reviews the adequacy of the information provided having regard to best practice and other policy requirements.

3.0 Background

Site and context

- 3.1 The site is described as covering 12.23 ha of land¹ in or close to Farnborough Town Centre bisected by Meudon Avenue (A327). It incorporates a number of civic buildings including: Farnborough Library, two office buildings, Westmead House and Rushmoor Borough Council offices, a skate park, the now demolished Elles Community Hall and Farnborough Police Station, as well as the Farnborough Leisure Centre which is currently closed.
- 3.2 The application was originally submitted described as:

Outline Planning Application (with scale, layout, appearance and landscaping reserved for future consideration) for a mixed-use development, including demolition of all existing structures and erection of up to 1,006 residential units [Use Class C3] and non-residential floorspace comprising of the following mix of uses: leisure centre [Use Class E], hotel [Use Class C1], office floorspace [Use Class E], retail, commercial, healthcare, entertainment floorspace [Use Class E/Sui Generis] and community floorspace (including new library) [Use Class F1/F2]. Construction of two transport mobility hubs, associated infrastructure and highway works. Creation of new publicly-accessible open spaces including replacement skate park and associated access, servicing, landscaping and works.

However, in December 2022 the application description was modified to reduce the number of residential units to 960, together with an amended set of Parameter Plan for determination in particular making changes to reduce the scale of development proposed for 'Plot J' (the current Council Offices Site). A Statement of Conformity with the ES submitted with the original application was also provided. In essence, since the overall scale of the proposed development has been reduced, it is concluded that the

¹ Or 9.16 ha – refer EIA Scoping Opinion request letter from Barton Willmore 9 March 2021. The flood risk assessment (Volume 2, Appendix 14.1) also states that the site area is 9.16 ha. However it is not considered that inaccuracy in this respect has had any bearing on the conclusions reached.

ES remains applicable and, indeed, is a marginally more robust assessment of the proposed development than before.

3.3 As well as up to 1,006 new homes, the extent of non-residential uses with the scheme² is as follows:

- Hotel (Use Class C1)– not more than 7,200 sqm;
- Offices (Use Class E) - not more than 4,080 sqm;
- Health care and nursery facilities (Use Class E) – not more than 403 sqm;
- Retail, food and beverage and *sui generis*³ uses (Use Class E and *sui generis*) - not more than 4560 sqm;
- Leisure and entertainment and other related *sui generis* uses (Use Class F)⁴– not more than 8292 sqm;
- Local community uses (Use Class F)⁵ – not more than 500 sqm; and
- Mobility hubs - not more than 20,037 sqm.

Requirements of an ES

3.4 Regulation 4(2) of the EIA Regs states that an ES must identify, describe and assess the direct and indirect significant effects of the proposed development on the following factors—

- (a) population and human health;
- (b) biodiversity, with particular attention to species and protected habitats;
- (c) land, soil, water, air and climate;
- (d) material assets, cultural heritage and the landscape;
- (e) the interaction between the factors referred to in paragraphs (a) to (d); and
- (f) any additional information relevant to the specific characteristics of the site and proposal.

3.5 The ES must identify the operational effects of the proposed development, where the proposed development will have significant effects. This can sometimes be pertinent for projects with extended lead times to build out and then operate such as nuclear power stations or sites that will be “in operation” for long periods of time such as landfill sites. Further, it must assess the cumulative effects of the proposal it promotes alongside other schemes in the vicinity. This will be pertinent for matters such as traffic but also the impacts on air quality and the Thames Basin Heath Special Protection Area (TBHSPA).

3.6 The council has authority under Regulation 15 of the EIA Regs to identify (“scope”) the detailed topics the ES must cover and the topics that can be “scoped out” following consultation with a number of consultees⁶. It did so in an 2021 EIA scoping opinion⁷. This opinion determined that the following topics must be scoped in to the ES:

- Population and Human Health;
- Transport;
- Air Quality;
- Noise;
- Built Heritage;
- Townscape and Visual Impact;

² Given as Gross Internal Areas in square metres (sqm)

³ Latin for *in a class of its own* – that is, outside of the Use Classes Order covering pubs, night clubs, bingo halls

⁴ There is no Use Class F. The applicant has not distinguished between Use Classes F1 and F2 but the description on the council’s planning portal does.

⁵ It is unclear if this is Use Class F2 activity.

⁶ Natural England, Historic England and the Environment Agency are the minimum requirements but the council also consulted internally within Rushmoor Borough Council (Environmental Health), the county council (Highways, Local Lead Flood Authority, Archaeology), Thames Water, Farnborough Airport, National Air Transportation Services.

⁷ John Thorne’s decision letter dated 7 May 2021 – reference 21/00180/SCOPE

- Wind;
- Daylight, Sunlight, Overshadowing;
- Water resources and Flood Risk;
- Biodiversity; and
- Climate change.

- 3.7 Based on the expert advice from technical consultees it received, the Council agreed that the ES did not need specifically to cover archaeology, lighting or waste but the applicant has submitted studies or given explanations about these topics as part of the planning application. A revised EIA Scoping Opinion was issued by the Council in January 2023 confirming that the ES did not need to cover Accidents & Disasters given the no objections to the application received from both the National Air Transportation Service (NATS) and Farnborough Airport that reversed the concerns the expressed in response to the Scoping Opinion request in 2021. The site is previously developed land and there is therefore no need to provide information on agricultural land quality.
- 3.8 In addition to information on biodiversity and ecology, the applicant is obliged to submit a Habitats Regulation Assessment. This – and other documents that form part of the planning application – are assessed in the main part of the report to Committee.
- 3.9 Before the Committee determines this application, it must be satisfied that the ES has addressed the legal requirements set out above and, further, that there is sufficient information in the ES on the scoped in matters to enable it to assess the likely significant effects of the application proposal and therefore to determine the case. The council also has powers to ask the applicant to supply more information under Regulation 25 of the EIA Regs. This report therefore addresses the level of information submitted as well as its quality.
- 3.10 As is required with planning applications accompanied by an Environmental Statement, the applicants notified the Secretary of State of the Department for Levelling-Up, Housing & Communities (DLUHC) of the submission and validation of the outline planning application and ES on 17 March 2022. In response, on 6 April 2022, an official at DLUHC confirmed by email reply that they had “no comments to make on the Environmental Statement”.

Structure and content of the ES

- 3.11 The ES comprises three volumes of technical reports and analysis alongside a non-technical summary which is required by Schedule 4 to the EIA Regs. The following section of this report summarises the contents of the ES.
- 3.12 Volume 1 contains the Main Text and Figures. It sets out the structure for the preparation of the ES (Chapter 2) including consideration of alternatives and the evolution of the scheme (Chapter 4). Chapter 5 covers the construction methodology and programme. Chapters 6 to 16 cover the various topics included in the ES and Chapter 17 provides a summary of the effects and other residual issues which the research underpinning the ES has raised.
- 3.13 Volume 2 contains the Technical Reports that support Volume 1 and Volume 3 contains the Transport Assessment prepared by Transport Planning Associates and is accompanied by a substantial amount of appendices showing trip generation, how the site would be serviced, the management of construction traffic and a Framework Travel Plan (that is, measures that promote use of transport modes other than the car and reduce reliance on the private car).

Volumes 1 and 2

- 3.14 **Chapter 2** clarifies the methodology for preparing the ES. It confirms that public consultation took place as the project was being developed. It states the scope of the ES and technical studies that inform it were prepared based on consultation with relevant technical and other stakeholders. By establishing Parameter Plans describing the maximum extent of development for each of the blocks on the site, it is possible to establish the likely effects of the proposal. The applicant purports to assess the worst case scenario when assessing the likely significant effects of the proposal. Each technical report contains a baseline condition report, likely significant effects, mitigation measures, cumulative effects and a summary thereafter. The technical reports identify the magnitude of the effect, the sensitivity of any receptor and the significance of the effect. Any adverse effects identified have then been considered for any avoidance/ mitigation in the design process. The ES states that cumulative effects have been identified, taking into account 13 major schemes inside Rushmoor and in Fleet (Hart District Council).
- 3.15 **Chapter 3** describes the site and proposal in detail, identifying building heights, parking provision, the creation of open space and how the proposals will address a number of sustainable development requirements (energy, drainage etc). While this is an outline application, matters such as the amount of construction materials cannot be quantified. Relevant plans are attached that identify parameters for the blocks and how the different plots will be accessed.
- 3.16 **Chapter 4** considers alternatives. Four alternatives were identified and rejected. These are: “do nothing”; an alternative locations for the development; alternative uses for the site; alternative design/ layout for the development. The applicant states that this final scheme has been developed formed by a desire to regenerate the site and the findings of community consultation and the detailed design has addressed matters such as park provision, the reduction in the height of the scheme and the retention of more trees on Farnborough Road.
- 3.17 **Chapter 5** (Construction Methodology & Phasing) anticipates the scheme will take nine years to build starting in 2024. Construction will take place over five distinct phases. There will be measures in place to protect the site and nearby residents during construction (a Construction Environmental Management Plan (CEMP) and Construction Transport Management Plan (CTMP)). Working hours will be agreed with the council.
- 3.18 **Chapter 6** (Population and Human Health) purports to assess the social impacts of the development both through the provision of new homes and types of housing proposed and jobs as well the impact on existing social infrastructure (schools/ early years provision; GP/ dentist provision).
- 3.19 The baseline position for much of the social infrastructure draws on publicly available data sources of information on these elements of social infrastructure to gauge shortfalls or surplus of spaces rather than interviews with service providers. Its main findings are:
- The projected population would be 1,902 residents and the scheme would deliver 12.6% of the Local Plan’s housing requirement – this is a major beneficial element of the scheme;
 - The proposal would generate 332 full time equivalent (FTE) construction jobs and 200 net new jobs FTE after its completion in an area of higher than average unemployment (a moderate benefit);
 - The scheme is assessed to have negligible impact on early year/childcare provision with the provision of a 60 place facility on site⁸;
 - The scheme would be likely to generate a need for an additional 180 primary school and 126 secondary school in places an area with a surplus of spaces;
 - A new GP centre could accommodate primary health care needs and existing local dental surgeries could accommodate the forecast population growth;

⁸ The ES acknowledges that it has recorded the number of centres locally but not the capacity position of early care provision locally.

- A range of measures are proposed to address broader health needs including green spaces and cycling routes (minor beneficial).

3.20 **Chapters 7 and 8** cover Townscape and Views and Built Heritage and are supported by eight appendices/studies/exchanges of correspondence with the council in Volume 2 addressing visual impact, trees and heritage.

3.21 The townscape and visual impact assessment (TVIA) (Volume 2, Appendix 7.1) has been prepared having regard to current best practice advice from the Landscape Institute. Revised wire-line annotated photo-montage images from selected views as provided with the Townscape & Visual Impact document submitted with the ES, were submitted in December 2022 to reflect the amendments made to reduce the application proposals. It is noted that these annotated photo-montages, being based on photographs, offer views of the proposed development from selected view-points and show existing tree cover that is likely to be removed in part or whole. Nevertheless, it is considered that they capture a representative sample of the range of publicly-accessible locations from which the proposed development would be seen, such that it is possible to discern and consider the visual impact of the proposals. In this respect, it is further noted that the wire-line images illustrate the proposed development in maximum parameter form, thereby demonstrate the maximum impact that would arise.

The TVIA focuses on the visual impact of the proposal within a 1km radius of the site split into Local Townscape Character Areas but also acknowledges a wider zone of theoretical visibility that extends to 4km radius of the site to test for potential longer view impacts. Using photomontages from a number of pre-agreed vantage points, it concludes that the proposal will have the greatest impacts on Farnborough Town Centre (LTCA1) and Farnborough Central (LTCA2A) through the introduction of large-scale built form, but there would be positive impacts (new built form that would define and regenerate the area, new open spaces etc). Weighed against its negative impacts (introduction of taller buildings causing a reduction in open sky visible, shade on streets), it concludes the overall impacts on townscape are neutral. However, the report acknowledges the loss of trees would have a significant adverse impact.

3.22 The Tree Survey & Arboricultural Impact Assessment (Volume 2, Appendix 7.5) has surveyed the trees on the site. The survey identifies 381 trees on site. Two of these are of high quality (Grade A) – a London plane and a giant redwood- and would be retained. One hundred and twenty nine of the 231 Grade B trees are likely to be removed along with 109 of the 138 low quality trees. All ten Grade U trees would be removed as unsuitable for retention. The survey indicates that a large number of trees would be removed as they are close to highway infrastructure, next to buildings to be removed or are growing on sloping and mounded terrain making their retention difficult. The assessment recommends protection of trees to be retained during construction and advises that a landscape plan should identify bigger tree species to be planted capable of reaching their full potential without the need for excessive management.

3.23 The ES considers that the retention of mature trees on the site within the development, and the planting of additional new trees would have a long-term beneficial effect. In this respect, in addition to one-for-one replacement tree planting on site, the applicants have agreed in January 2023 to the principle of providing 3.1 ha of new tree planting off-site within the Borough to account for the extent of overall tree canopy loss, taking into account that planting of trees in a managed urban environment on-site would not be likely to achieve an equivalent canopy cover and biodiversity gain.

3.24 Archaeology has been scoped out of the ES following advice from the county council's Archaeology team. A Heritage Asset Plan, Built Heritage Appraisal and Built Heritage Statement (Volume 2, Appendices 8.1 to 8.3) inform the assessment of likely impacts on built heritage. The heritage assessment considers the likely impacts of the proposals on a number of heritage assets (statutorily and locally listed buildings and the St Michael's Abbey Conservation Area located to the north of the site. Its findings are that the proposal would have a neutral or negative adverse (that is, not significant) impact on these assets. The closest Listed Buildings are located some distance away from the application site to the south on land formerly within the Royal Aircraft Establishment and are already set within an urban context.

3.25 **Chapter 10** covers noise and vibration and is accompanied by a noise impact assessment (Volume 2, Appendix 10.1). It assesses impacts from road traffic and Farnborough Airport noise impacts as well as

impacts on existing residents to the south, east and west. The methodology for the study was agreed by the council beforehand (Volume 2, Appendix 10.2). The findings of the report are that airport noise contours do not affect the site. The other impacts are negligible and could be addressed at reserved matters stage through noise mitigation measures (glazing/ventilation). The noise impact assessment states further there would be a reduction in traffic noise levels in the long term. The Council's Environmental Health Team acknowledge that the assessment is limited by the fact that the design is at an early stage and there is only an indicative site layout in place. Nevertheless, no objections are raised subject to a range of conditions being imposed to match the recommendations in the various submitted research and assessment.

- 3.26 **Chapter 11** covers air quality and is supported by six appendices (Volume 2, Appendices 11.1 to 11.6) which provide an Air Quality Assessment Approach to the development. The methodology was prepared in consultation with Natural England (with particular regard to the TBHSPA) and the Council's Environmental Health Officer; and modelled on the basis of 1200 new homes, whereas just 960 new dwellings are now proposed. The Assessment has considered the baseline emissions from road traffic under present conditions and compared this against predicted conditions in 2024, both with and without the development in place. The Council's Environmental Health Team consider the Assessment to be acceptable and agree with the report's conclusions and recommendations.

The research also assesses impacts on the SPA (off-site traffic generation) as well as more localised impacts during construction on neighbours and models post-construction air quality for future occupants of the development. It states that additional traffic movements would be below the screening threshold for the TBHSPA, and would have a negligible/ not significant impact on it. Off site impacts through the demolition/ construction stages would be mitigated via a CEMP and there would, accordingly, be negligible/not significant impact on human health.

- 3.27 **Chapters 12 and 13** cover daylight, sunlight and overshadowing and wind microclimate issues and are accompanied by two detailed technical studies (Volume 2, Appendices 12.1 to 12.12 and 13.1). Appendix 12.12 shows how the applicant worked up a preliminary study and how the team refined the scheme as a result of it.
- 3.28 On daylight, sunlight and overshadowing, the relevant study (Appendix 12.1) assesses the impact of development on a number of sensitive receptors (east side of Farnborough Road, Elles Close, Dukes Court, Westmead, Eastmead and The Convent). It also assesses impacts alongside other developments with permission. Its findings (in Appendices 12.3, 12.5 and 12.6) are that there would be negligible impacts on these sensitive receptors and all properties meet the Building Research Establishment (BRE) requirements on the whole. It considers there is likely to be an adverse minor to major impact on the flats at 1-24 Dukes Court, Eastmead, but advise that at reduction in height and improved distance between buildings would mitigate this. The proposals for the adjacent Plot C of the development described by the submitted Parameter Plans show the building reduced to single-storey height adjoining Dukes Court to reflect the existing building-to-building relationship here.
- 3.29 The wind microclimate study (Volume 2, Appendix 13.1) confirms there will be negligible impacts on the microclimate both during construction and once the scheme is built and operational.
- 3.30 **Chapter 14** covers water resources and flood risk and is accompanied by a Flood Risk Assessment (FRA) (Volume 2, Appendix 14.1). Water use is covered in the Climate Change chapter (Chapter 16).
- 3.31 The FRA both models potential impact on flood risk widely and identifies how the scheme will be built to Sustainable Drainage Standards (SuDS) principles. Chapter 14 also assesses the impact of the proposal on local sewer connections.
- 3.32 The study (Volume 2, Appendix 14.1, paragraph 4.1) states the site is *mostly* in a low risk (Zone 1) flood area with no watercourses whereas the site is, in fact, entirely land at lowest risk of fluvial flooding (Flood Risk Zone 1). This minor descriptive inconsistency could simply be poor wording by the study author, but in any event is a minor over-statement of the extent of the flood risk. The application site is not in a groundwater source protection zone. The scheme would incorporate standard SuDS tools such as rain gardens, tree pits and bioretention features. There is the potential for offsite waste water disposal

problems if the scheme were built alongside all other schemes in the pipeline but Thames Water would address this through providing the necessary infrastructure to serve the site as required under the Water Industry Act 1991. No objections subject to conditions have been received by the Council in response to consultation on the planning application from the Environment Agency, HCC Lead Local Flood Authority and Thames Water.

- 3.33 Water quality would be protected during the construction phase by means of a CEMP.
- 3.34 **Chapter 15** covers biodiversity and is accompanied by five studies (Volume 2, Appendices 15.1 to 15.5) that address the developer's other legal obligations – most notably, the Conservation of Habitats and Species Regulations 2019 as they relate to the TBHSPA and the Chobham Special Area of Conservation and the Wildlife and Countryside Act 1981 which protects SSSIs - as well as those of the EIA Regs. The studies: assess the site's current ecological value (a Preliminary Ecological Assessment and a bat roost study); assess the ecological impact of the scheme; and assess the amount of biodiversity net gain (BNG) that the proposals would deliver using Natural England's biodiversity metric 3.0. The biodiversity studies were informed by a workshop with the council's ecology expert and other specialists.
- 3.35 The main findings of the various studies are: (a) the proposal will not have any impact on a European Protected Site or any of the SSSIs within 5 km of the site, or the Farnborough Town Cemetery Site of Interest for Nature Conservation (0.5km to the south); there are limited foraging habitats for bat or great crested newts; mitigation measures will be needed to provide bat an bird habitat; and other measures proposed will result in a biodiversity net gain of 16.64% relative to the current baseline situation.
- 3.36 **Chapter 16** covers climate change. Appendix 16.1 sets out an energy strategy which purports to show that the scheme could achieve a reduction in carbon emissions of a minimum of 45% relative to the 2013 Building Regulations through passive matters (for example, orientation of buildings – 10%) and renewal energy (solar panels – 35%). Chapter 16 addresses more broadly how the development could adapt to a changing climate as well as identifying measures in other chapters that seek to make the scheme more sustainable. No significant impacts are anticipated. A Travel Plan is proposed that would promote alternatives to the private car.

Volume 3

- 3.37 **Chapter 9** of Volume 2 addresses transport issues and is accompanied by 15 appendices (Volume 3, Appendices 1 to 15) which include a transport assessment (Volume 3, Appendix 1); notes of meetings with Hampshire County Council to agree the transport assessment; plans showing how the site would be serviced (Appendix 9); forecast trip generation based on the TRICS database and the modelling of its impact on five main junctions/ roundabouts (Sulzers Roundabout; Pinehurst Roundabout; Kingsmead/ Victoria Road junction; Clockhouse Roundabout; Ham and Blackbird Roundabout); a Framework Servicing Management Plan (FRSM- Appendix 13); and a Framework Travel Plan (FTP- Appendix 14).
- 3.38 The transport assessment identifies likely impacts having regard to the baseline position (as of 2016) and likely future baseline position (2032) along with the cumulative impacts of this development alongside other major developments on the road network. Some road closure during construction would be inevitable. Hampshire County Council has indicated in response to consultation their support for the proposals in principle subject to some detailed technical aspects being resolved, which are Reserved Matters for future consideration.
- 3.39 The FRSM purports to show how the site could be serviced and how refuse vehicles would serve the site. The FTP identifies 28 initiatives to be undertaken to promote other forms of transport and thereby mitigate the proposal's impact on the road network. The FTP would be secured via a s106 agreement.

4.0 Relevant policies, guidance and legislation

Legislation

- 4.1 The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) is the relevant legislation against which to assess this ES.

The Development Plan

- 4.2 The following policies in the Rushmoor Local Plan are relevant to this case:

- SS1 (Presumption in Favour of Sustainable Development)
- SS2 (Spatial Strategy)
- SP2 (Farnborough Town Centre)
- SP2.3 (Farnborough Civic Quarter)
- IN1 (Infrastructure and Community Facilities)
- IN2 (Transport)
- IN3 (Telecommunications)
- HE1 (Heritage)
- HE4 (Archaeology)
- DE1 (Design in the Built Environment)
- DE2 (Residential Internal Space Standards)
- DE3 (Residential Amenity Space Standards)
- DE4 (Sustainable Water Use)
- DE6 (Open Space, Sport and Recreation)
- DE8 (Indoor and Built Sport and Recreation Facilities)
- DE10 (Pollution)
- LN1 (Housing Mix)
- LN2 (Affordable Housing)
- LN7 (Retail Impact Assessments)
- PC8 (Skills, Training and Employment)
- NE1 (Thames Basin Heaths Special Protection Area)
- NE2 (Green Infrastructure)
- NE3 (Trees and Landscaping)
- NE4 (Biodiversity)
- NE6 (Managing Fluvial Flood Risk)
- NE7 (Areas at Risk of Surface Water Flooding)
- NE8 (Sustainable Drainage Systems).

Supplementary Planning Documents/Guidance (SPDs/SPG)

4.3 The following topic-based SPDs/SPGs are relevant:

- Car and Cycle Standards SPD
- Farnborough Town Centre SPD
- Affordable Housing SPD

National planning policy and guidance

4.4 National Planning Policy Framework (2021) (NPPF):

- Section 2 - Achieving sustainable development
- Section 4 – Decision-making
- Section 5 – Delivering a sufficient supply of housing
- Section 6 – Building a strong competitive economy
- Section 7 – Ensuring the vitality of town centres
- Section 8 - Promoting healthy and safe communities
- Section 9 - Promoting sustainable transport
- Section 10 – Supporting high quality communications
- Section 11 – Making effective use of land
- Section 12 – Achieving well-designed places
- Section 14 - Meeting the challenge of climate change, flooding and coastal change
- Section 15 - Conserving and enhancing the natural environment
- Section 16 - Conserving and enhancing the historic environment

Paragraph 43 of the NPPF (Section 4) advises that having the right information is crucial to good decision-making, particularly where formal assessments (such as EIA) are required.

4.5 Noise Policy Statement for England (NPSE)

4.6 The Planning Practice Guidance ('the PPG') has a chapter on the preparation and consideration of Environmental Impact Assessments. It also has other chapters which advise on the preparation of other technical studies which form part of this ES.

Emerging policy

4.7 None.

5.0 Consultations and representations

5.1 The council has consulted local people and other internal and external consultees. This report only reviews the views of RBC internal consultees, the county and other statutory bodies to assess the technical information submitted with this ES.

6.0 Appraisal of the ES

6.1 In considering the ES, the Council's Development Management Committee needs to be satisfied with the ES on two points. These are:

- (a) whether Stantec (formerly Barton Willmore LLP) has submitted sufficient information and evidence with their ES and, if not, whether the council should serve a notification under Regulation 25 of the EIA Regs on the appellant seeking “further information”; and
- (b) the quality of information submitted and the main findings of the ES are sufficient to allow the Committee to proceed with determining the planning application.

a) Whether sufficient information and evidence has been submitted

- 6.2 The ES broadly follows the EIA Regs and the Planning Practice Guidance in its content and scope. It describes the site and development proposal. It identifies and considers four alternatives to the scheme being progressed. It purports to show ways in which the appellant has mitigated the impacts of the proposal on the surrounding area. The ES is informed by a number of technical reports that align with the EIA scoping opinion. The non-technical summary contains the information required in Schedule 4 to the EIA Regs.
- 6.3 Using the findings of these technical reports, the ES purports to identify the likely significant effects of the proposal.
- 6.4 The ES concludes that the scheme will have some beneficial residual effects through site regeneration, improvements to flood risk locally and the introduction of biodiversity net gain, but its adverse residual effects are limited to noise/ transport impacts during construction, some daylight and sunlight effects during construction.
- 6.5 The ES remains relevant and appropriate to the development proposals as now constituted as a result of the December 2022 amendments.
- 6.6 Overall, the ES has largely followed relevant professional practices in the preparation of the various technical reports that underpin it. It remains for officers agree with some of the findings or have other concerns in these respects which will be examined in the usual way in the main body of the Officer Report to Committee to which this supplemental report will be attached.

b) Comments on the quality of the information submitted

- 6.7 Where there are potential concerns about the information submitted this is considered to arise as a result of the outline nature of the planning application proposals and identifies serves to identify areas where additional information must be required by imposition of planning conditions. This approach is supported by the comments received from consultees in respect of the planning application.

7.0 Conclusions

- 7.1 It is considered that the submitted ES satisfactorily passes the two tests required by the relevant EIA legislation.
- 7.2 The ES does not raise any obvious matters having regard to the council’s public sector equality duty, as required by section 149 of the Equality Act 2010 or to local finance considerations (as far as they are material material), as required by section 70(2) of the Town and Country Planning Act 1990 (as amended), as well as climate change and human rights legislation (including Article 8 and Article 1 of the First Protocol regarding the right of respect for a person's private and family life and home, and to the peaceful enjoyment of possessions).

Annex

A1.0 Link to the ES

More details about the ES can be found on the council's Planning Portal page through the attached link:

<https://publicaccess.rushmoor.gov.uk/onlineapplications/applicationDetails.do?activeTab=documents&keyVal=R8KP51NMHC700>