

# ITEM 8 - Annex A to Report No. PLN1521

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### Rushmoor Local Plan Preferred Approach

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## The Rushmoor Local Plan 1

# 1 The Rushmoor Local Plan

## 1.1 What is the Rushmoor Local Plan?

**1.1** The Rushmoor Local Plan will guide the location, scale and type of future development in Rushmoor Borough up to 2032, as well as providing detailed development management policies to be used in determining planning applications.

**1.2** Once adopted, the Local Plan will replace two existing planning documents, namely the Core Strategy (adopted 2011) and saved policies in the Rushmoor Local Plan, 2000.

**1.3** The Rushmoor Local Plan will be used to:

- Guide the location, scale and type of future development in Rushmoor Borough up to 2032;
- Help deliver land use elements of other plans and strategies which affect the Borough;
- Make decisions on planning applications.

**1.4** Policies and allocations proposed in this document include:

- a. The provision of new housing to meet identified need, including market/affordable need, Gypsy, Traveller and Travelling Showpeople need and the needs of an ageing population;
- b. The provision of employment floorspace to meet identified need;
- c. New open space with new development;
- d. The protection of trees and green spaces;
- e. Site allocations, such as housing, employment, open space;
- f. The protection of heritage assets;
- g. Good design;
- h. Surface water flooding;
- i. Telecommunications;
- j. The location and types of development in Aldershot and Farnborough town centres;
- k. The role and future use of local shopping centres;
- l. Policies relating to the future of Farnborough Airport.

**1.5** The Rushmoor Local Plan policies have been prepared in the context of other local strategies including those prepared by Rushmoor Borough Council (RBC) and by other partners e.g. Enterprise M3 Local Economic Partnership (LEP) and Hampshire County Council. These links are set out in more detail in Section 2 of this document.

### Timetable

**1.6** The timetable for preparing the Rushmoor Local Plan is as follows:

Stage	Dates
Consultation on a draft Local Plan and draft Sustainability Appraisal (this stage)	June - July 2015

## 1 The Rushmoor Local Plan

Stage	Dates
Publication of a draft Submission Local Plan for comments	January/February 2016
Submission of the Local Plan to the Planning Inspectorate	April 2016
Local Plan Examination	July 2016
Local Plan adoption	December 2016

### 1.2 What is the purpose of this consultation?

**1.7** The purpose of this consultation is to seek your views on a number of different options for each of the policies and proposals in the Plan. These policies have been prepared within the context set out in national planning policy and guidance in the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG).

**1.8** The Council has in most cases identified a 'preferred approach' for each policy, but you can comment on any of the options identified as well as suggesting alternatives which we may not have considered. In addition, you can comment on whether there are any issues that are not set out in this document but which you think we should have covered.

**1.9** This is not a statutory consultation stage but part of an on-going engagement process which will inform the next stage of the Local Plan. A wide range of evidence has been produced to support this version of the Local Plan, but some background work is still underway. In particular, work is still being undertaken on a Transport Assessment which will consider the impacts of the proposals in this Plan on the highway network and identify any mitigation measures required. In addition, consultants are also undertaking a Viability Assessment of the Plan to ensure that the proposed policies do not adversely affect the delivery of future developments, and to inform policies requiring the provision of affordable housing.

### 1.3 How can I get involved?

**1.10** This document is available for public consultation between Monday 8th June and Monday 20th July 2015 inclusive. It can be viewed at the Council's offices in Farnborough and at Council libraries. It is also available online at [www.rushmoor.gov.uk/newlocalplan](http://www.rushmoor.gov.uk/newlocalplan).

**1.11** The Council is also holding a number of public exhibitions and drop in sessions. Further details of these can be found on the Council's website at the weblink above, or by contacting us using one of the methods set out below.

**1.12** There are a number of different ways in which you can make your comments. The Council would prefer that you respond to this document by making comments online at [www.rushmoor.gov.uk/newlocalplan](http://www.rushmoor.gov.uk/newlocalplan). A response form for making comments on paper can also be downloaded here.

**1.13** Alternatively comments can be emailed to: [plan@rushmoor.gov.uk](mailto:plan@rushmoor.gov.uk)

## The Rushmoor Local Plan 1

**1.14** Finally, comments can be returned by post to:

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

**1.15** Please note that any comments made cannot be treated as confidential and may be made available to others if requested.

### 1.4 What will happen to my comments?

**1.16** Your comments will help to inform the next stage of the Rushmoor Local Plan which is due to be published in January/February 2016. At that time you will be able to make comments on the next draft of the document. Those comments will then be considered by a Planning Inspector at an Examination in Public.

### 1.5 Contact details

**1.17** If you have any queries regarding this document please do not hesitate to contact a member of the Planning Policy team at [plan@rushmoor.gov.uk](mailto:plan@rushmoor.gov.uk) or by telephone on 01252 398789.

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## 2 Context

### 2 Context

**2.1** In preparing the Local Plan we must have regard to other local, regional and national plans and strategies which relate to the future development of the Borough, along with other relevant evidence. These include the following:

- a. Local Plans and Strategies, e.g. the Rushmoor Sustainable Community Strategy;
- b. National planning policy and guidance;
- c. Social, environmental and economic evidence - see Section 3 of this Draft Local Plan;
- d. Feedback from previous consultations (referred to in this document where appropriate);
- e. Sustainability Appraisal;
- f. Habitat Regulation Assessment;
- g. Cross boundary issues and partnership working and co-operation.

**2.2** A number of key documents are set out in brief below and along with other relevant plans and strategies are referred to throughout this draft Local Plan as appropriate.

#### The Core Strategy

**2.3** The Rushmoor Core Strategy was adopted in October 2011 and sets out a strategic framework for development up until 2027. It sets out a number of place specific policies as well as a number of topic based Borough wide policies. In view of the relatively recent adoption of this document, it has been the starting point for refreshing some of the strategic policies in the new Local Plan.

#### Rushmoor Borough Corporate Plan 2014 - 2015

**2.4** The Corporate Plan sets out five priority areas where the Council will focus resources. These are:

**Leadership** - Providing leadership to make Rushmoor the place where our communities want to live and work

**Prosperity** - Sustaining and developing our local economy

**Place** - Protecting and developing a safe, clean and sustainable environment

**People and Communities** - Supporting our communities and meeting local needs

**Good Value Services** - Ensuring quality services that represent good value for money.

**2.5** Policies and proposals in the Local Plan help to deliver a number of the objectives under these key priorities, in particular, those relating to Prosperity and Place.

#### Rushmoor Sustainable Community Strategy 2010 - 2026

**2.6** The Rushmoor Strategic Partnership is a non-statutory organisation comprising representatives from the public, private and voluntary sectors. It is responsible for producing and implementing the Rushmoor Sustainable Community Strategy which sets out a vision and priorities and a number of detailed actions. The current Strategy was produced in 2010 and runs to 2026. It contains the following vision:



**Sustainable Community Strategy Vision:**

Rushmoor 2026 will be:

A thriving, innovative and attractive Borough proud of its heritage

Rushmoor, a place:

- Where people are happy, healthy, safe and have a bright future
- Which is green, open and bright
- Which is easy to get around
- Which has great places to go and lots to do
- With a prosperous and sustainable economy.

**2.7** The Local Plan will help to deliver the spatial elements of the Sustainable Community Strategy.

**South East Plan**

**2.8** The South East Plan, 2009, set out regional policies for the South East up to 2026. However, in March 2013, the Government revoked the South East Plan with the exception of one Policy (NRM6) which relates to the Thames Basin Heaths Special Protection Area. This policy is relevant to Rushmoor, and must therefore be considered in preparing the Local Plan.

**Enterprise M3 Strategic Economic Plan**

**2.9** Since the preparation of the Core Strategy, the Enterprise M3 Local Enterprise Partnership has made significant progress in setting out the economic direction for the Enterprise M3 area. In 2014 it produced a Strategic Economic Plan, which sets out future economic growth targets and aspirations for specific places within the LEP area. Those relevant to Rushmoor are as follows:

**Aldershot** - identified as a Step-Up Town which is an area of latent economic potential and which currently experiences barriers to growth that impacts upon the performance of the Enterprise M3 area.

**Farnborough** - identified as a Growth Town along with Basingstoke, Guildford and Woking. Together the Growth Towns are expected to deliver about one third of the jobs and GVA in the Enterprise M3 area, and ensuring their continued success is therefore fundamental to the economic growth of the LEP area as a whole.

**2.10** The LEP identifies growth packages for each of these towns. The Local Plan should set out an economic strategy which is consistent with meeting the aims and objectives set out in the LEP Strategic Economic Plan. Further detail is set out later in paragraphs 3.6 to 3.8.

**National Planning Policy, Legislation and Guidance**

## 2 Context

**2.11** The Government has produced national planning policy in the form of the National Planning Policy Framework (NPPF, 2012) and national policy guidance to support this, in the form of National Planning Practice Guidance (NPPG, 2014). Together, these publications set out policy and guidance on a wide range of planning related topics. The Local Plan must be consistent with national policy and this is one of the issues that will be tested by an Inspector at Examination.

**2.12** In addition, there is a range of legislation that affects the preparation and content of the Local Plan. An example of this is legislation relating to permitted development rights. In the last two years the Government has introduced increased flexibility for buildings to change from one use to another without planning permission. Examples of this are the conversion of offices into residential use, and the change of an A1 (retail) use to an A2 (service) use. These have to be taken into account in preparing Local Plan policies which might seek to influence changes of use. Some of these changes are very recent and their full implications will need to be taken into account in preparing the next version of the Local Plan.

### Sustainability Appraisal

**2.13** The Local Plan must be assessed to ensure that it will contribute to sustainable development. This process is known as Sustainability Appraisal. The overall planning strategy and different policy approaches and allocations must be tested against a number of social, economic and environmental objectives to identify which options are the most sustainable. The first stage of the Sustainability Appraisal process was the production of a Scoping Report in 2014 which sets out the social, environmental and economic baseline against which the policies and proposals will be assessed.

**2.14** A draft Sustainability Appraisal has been produced to support this draft Local Plan. This has assessed the different options set out in this document and has helped to inform the Preferred Approaches identified. **The Sustainability Appraisal itself is also subject to a six week consultation between 8 June and 20 July 2015.** The documents can be viewed at [www.rushmoor.gov.uk/newlocalplan](http://www.rushmoor.gov.uk/newlocalplan).

### Habitat Regulations Assessment

**2.15** The Council has also produced a draft Habitats Regulation Assessment (HRA) to support this stage of the Local Plan, and this can also be viewed at [www.rushmoor.gov.uk/newlocalplan](http://www.rushmoor.gov.uk/newlocalplan). The objective of the HRA is to identify any areas of the Local Plan that have the potential to cause an adverse effect on Natura 2000 or European Sites (Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Ramsar Sites), either in isolation, or in combination with other plans and projects, and to devise appropriate mitigation strategies where such effects are identified. The whole of Rushmoor Borough lies within 5km of the Thames Basin Heaths SPA (TBH SPA) and it is therefore relevant to consider these issues.

**2.16** The draft HRA confirms that the recreational impacts of proposed development on European sites can be mitigated, but further detailed transport work is required to assess the impact on air quality. Further details on the Thames Basin Heaths Special Protection Area can be found in a TBH SPA Topic Paper produced alongside this Local Plan<sup>(1)</sup>.

### Cross Boundary Issues and Partnership Working

1 Both the HRA and TBHSPA Topic Paper are available at [www.rushmoor.gov.uk/newlocalplan](http://www.rushmoor.gov.uk/newlocalplan)

## Context 2

**2.17** A number of the issues relevant to Rushmoor are also relevant to adjoining local authorities and other agencies. The Council as Local Planning Authority, has a legislative requirement to co-operate with neighbouring local authorities and certain other bodies with an interest in land use issues. National planning guidance also requires us to plan at a level which is wider than just Rushmoor for certain uses, particularly housing and employment.

**2.18** The Council has worked closely with other duty to co-operate 'bodies' on relevant issues and this is set out in detail in the Duty to Co-operate Background Paper available alongside this draft Plan. To enable agreement with Duty to Co-operate bodies on the potential Local Plan cross boundary issues, and how these issues could be dealt with, the Council produced a summary document identifying the key cross-boundary issues. This "*Rushmoor Local Plan Meeting the Duty to Co-operate Document*" can be viewed via [www.rushmoor.gov.uk/newlocalplan](http://www.rushmoor.gov.uk/newlocalplan), and reflects the discussions arising out of consultation with the relevant bodies.

**2.19** The key strategic cross boundary issues identified as being relevant to the Local Plan are as follows. These are dealt with in more detail under the relevant sections within this document:

- a. Climate change, water supply and waste
- b. Economic development
- c. Flooding
- d. Traveller provision
- e. Healthcare provision
- f. Housing
- g. Thames Basin Heaths Special Protection Area
- h. Natural Environment
- i. Transport

## 3 Spatial Portrait

### 3 Spatial Portrait

#### 3.1 Portrait of the Borough

**3.1** The Borough of Rushmoor lies approximately 30 miles south-west of London in north-east Hampshire adjacent to the Surrey and Berkshire borders. It is a relatively small (3,905ha), highly urbanised, and densely populated Borough with a comparatively well-defined built up area made up of two major settlements whose boundaries adjoin one another:

- Aldershot in the south of the Borough (population 36,321 <sup>(2)</sup>)
- Farnborough in the north of the Borough (population 57,486 <sup>(3)</sup>)

**3.2** Aldershot Garrison lies to the north of Aldershot town centre, and is known as the 'home of the British Army'. The Garrison comprises 11,500 people including resident troops, soldiers in transit on courses, civil servants, contractors, and dependents.

**3.3** Farnborough is known internationally for British aerospace research, and Farnborough Airport, the UK's first airfield, celebrated 100 years of continuous operation in 2008. The Airport lies to the south of Farnborough and was originally a government airfield. Having been declared surplus to requirements in 1994, it then developed into a business aviation centre, and is now the UK's only dedicated business Airport and home to the biennial Farnborough International Airshow.

**3.4** The northern and eastern parts of the Borough are mainly urban in character. The Borough is bounded on the east by the Blackwater Valley relief road. The land in the west of the Borough has, in general, an international, national or local nature conservation designation, is Ministry of Defence training land or part of Farnborough Airport.

#### Transport Links

**3.5** The area benefits from good strategic road and rail links to London, the Midlands and the south coast. There is good access to Heathrow and Gatwick Airports by rail and Southampton Airport by road. Locally, Farnborough Airport is important for business travel. The M3 links the area to the south coast, the ports of Portsmouth and Southampton and the west of London. The close proximity to the M4, M25, A34 and A303 means that the area is well connected to the strategic road network in all directions.

#### Rushmoor and the Enterprise M3 Local Enterprise Partnership

**3.6** The Enterprise M3 Local Enterprise Partnership (LEP) [Strategic Economic Plan](#) (SEP) identifies the vision for the Enterprise M3 area as *'the premier location in the country for enterprise and economic growth, balanced with an excellent environment and quality of life'*. The SEP identifies that the LEP area has world-class sectors in ICT and digital media, pharmaceuticals, aerospace and defence and professional and business services which are supported by knowledge-based businesses, traditional and high value manufacturing and services, and world-class higher-level skills. These four sectors are also identified as priority sectors by the LEP.

**3.7** The SEP maps the key economic assets of the LEP and the following are located within Rushmoor:

2 Census 2011

3 Census 2011

## Spatial Portrait 3

- a. Aldershot Garrison
- b. Farnborough College of Technology
- c. Fluor
- d. QinetiQ / Cody Technology Park
- e. TAG Farnborough

**3.8** The SEP identifies Farnborough as a Growth Town whilst identifying Aldershot as a Step up town. To support these designations the LEP are proposing Growth Packages for each of these towns:

Settlement	Growth Package
Aldershot	<ul style="list-style-type: none"> <li>• Collaboration with partners to ensure the successful delivery of the Wellesley development</li> <li>• Town centre regeneration to unlock housing, alongside new retail, cultural and leisure uses</li> <li>• A sustainable transport package, including improvements to Aldershot Railway Station Access and Interchange</li> </ul>
Farnborough	<ul style="list-style-type: none"> <li>• A package of highway projects to address congestion in Farnborough such as the capacity improvements on the A325, A327 and A3011</li> <li>• Sustainable transport package to improve access to Blackwater Valley, Farnborough Business Park and the town centre</li> <li>• University Centre Farnborough</li> <li>• The creation of a new Regional Centre of Excellence for Aerospace and Defence</li> </ul>

### Rushmoor's Functional Economic Area

**3.9** The National Planning Policy Framework (NPPF) requires local authorities to work together on strategic planning issues. National Planning Practice Guidance (NPPG) further emphasises the need for Local Planning Authorities to work with other authorities in the same functional economic market area to identify development needs, because such needs *"are rarely constrained precisely by local authority administrative boundaries"*.

**3.10** The geography of economic activity is increasingly complicated. People often live, work and undertake leisure activities in different administrative areas. Functional economic geographies relate to the real area within which an economy operates, rather than simply looking at areas in terms of their administrative boundaries.

**3.11** The Council published a Functional Economic Area Analysis report in October 2014 which identified that the Council should work with Hart and Surrey Heath to produce a Joint Employment Land Review to enable holistic planning for the functional economic area that the Borough is part of. The report also identifies the importance of engaging with Guildford Borough Council and Waverley Borough Council to establish if there are any key economic issues that need to be addressed cross boundary given that parts of these boroughs lie within the Blackwater Valley Commercial Property Market.

**3.12** Rushmoor is very much an urban Borough that is densely populated. The Borough makes a substantial contribution to the Blackwater Valley by being located in the centre of this large urban area that has been identified as a functional economic geography in a number of previous studies.

## 3 Spatial Portrait

**3.13** The Blackwater Valley has seen rapid growth in the past 30 years in response to previous regional policy. The area is characterised by a buoyant economy, with high technology industries strongly represented, in addition to traditional and advanced manufacturing. It is strategically well-placed with good access to airports, the national rail network and a strategic road network which provides particularly good access to Europe, London and the Thames Valley and other parts of the South East.

### Housing Market Area

**3.14** The NPPF also requires local authorities within the same housing market area to work together. A housing market area is a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work.

**3.15** The Strategic Housing Market Assessment (SHMA) identifies significant housing linkages between the Council and Hart and Surrey Heath councils. In terms of migration, Rushmoor, Hart and Surrey Heath are closely linked to one another. The SHMA also identified that there are significant travel to work flows between the three authorities.

**3.16** The SHMA concludes that three authorities comprise a housing market area, although there is also a need to work with other neighbouring authorities in adjacent housing market areas given the close links and complexity across the wider sub-region.

## 3.2 Key Challenges

### An Overview of the Borough

**3.17** The following tables provide an overview of the Borough, setting out the main issues and challenges which are relevant to the Local Plan. Whilst they are set out under different topic areas, many of the issues are inevitably interlinked. Unless otherwise stated, all statistics include Army personnel.

<b>Housing</b>
<b>Context</b>
<p>Rushmoor is located in a Housing Market Area with Hart District and Surrey Heath Borough. The three authorities therefore commissioned a joint Strategic Housing Market Assessment (SHMA) which was published in December 2014.</p> <p>The SHMA identifies that in Rushmoor:</p> <ol style="list-style-type: none"> <li>a. there has been net in-migration of younger people in their early 20s and net out migration of older age groups and families</li> <li>b. the current housing stock contains a high proportion of semi-detached and terraced houses with significantly less detached properties (17%) than the wider Housing Market Area (22%) and South East region (28%)</li> <li>c. the proportion of home owners is below that of the South East region but in line with England as a whole</li> <li>d. average house prices increased by 16% between 2008 and 2013</li> </ol>

## Spatial Portrait 3

<b>Housing</b>	
<p>e. the household income required to purchase a property in the lowest quartile of house prices (£170,000) would be £43,700</p> <p>f. households need an income of £22,300 to afford one of the lowest priced (lower quartile) private rented properties</p> <p>g. one fifth of private and social rented dwellings are overcrowded – that is lacking in one or more bedrooms. This means that as families grow they often spend a long time waiting to be rehoused and many will never be re-housed because of the lack of larger social rented properties available.</p> <p>The SHMA also sets out the overall number of new homes needed in the HMA and within Rushmoor, including affordable homes. This information is detailed in the Spatial Strategy (Section 6.2 of this draft Plan).</p> <p>There are just over 36,300 homes in Rushmoor, of which 64% are Owner Occupied: 18% Private Rent: 16% Affordable rent and 2% Shared Ownership. Whilst property prices remain lower than neighbouring local authority areas, the need for affordable homes in the Borough is still much greater than supply.</p>	
<b>Sustainability Appraisal Objective</b>	<p><b>Objective 1:</b> To maximise the opportunity for everyone to have a decent and affordable home</p> <p><b>Objective 2:</b> To facilitate the improved health and well-being of the population and reduce inequalities in health.</p>
<b>Key Challenge 1</b>	Meeting the Borough's housing needs
<b>Role of the Local Plan</b>	<p>To identify how much, how and where new housing will be delivered in the Borough</p> <p>To establish an appropriate proportion of different housing mix and tenures, including meeting the forecast increase in older persons</p> <p>To secure the delivery of affordable housing</p>

<b>Retail</b>	
<b>Context</b>	
<p>Retail provision in the Borough is centred on Aldershot and Farnborough town centres, North Camp District Centre and a range of local centres. There is also an out-of-centre retail park known as Farnborough Gate / Blackwater Valley Retail Park and an edge-of-centre retail park (Solartron Retail Park) in Farnborough.</p>	

### 3 Spatial Portrait

<b>Retail</b>	
<p>There is a need to attract additional retail investment to Aldershot and Farnborough Town Centres to underpin their regeneration. At present there is an outflow of comparison shopping expenditure from Rushmoor to competing towns such as Camberley, Basingstoke and Guildford and there is therefore a need to strengthen the roles of Farnborough and Aldershot Town Centres both within the Blackwater Valley.</p> <p>It is important to retain the role of North Camp as a District Centre and as a provider of a range of specialist retailers particularly small independent traders.</p>	
<b>Sustainability Appraisal Objective</b>	<b>Objective 4:</b> To increase the vitality and viability of Aldershot and Farnborough centres and North Camp district centre.
<b>Key Challenge 2</b>	The regeneration of Aldershot and Farnborough Town Centres and to maintain the vibrancy of North Camp District Centre
<b>Role of the Local Plan</b>	<p>Identify the future role of each centre and appropriate levels and types of development</p> <p>Require a high quality environment</p> <p>Promote accessibility/transport improvements</p> <p>Protect and enhance the vitality of the town centres</p>

<b>Employment</b>	
<b>Context</b>	
<p>Rushmoor is a strong business location due to its access to London, proximity to Heathrow Airport, Gatwick Airport and Farnborough Airport, comparatively low costs compared to neighbouring authorities, and its positive image boosted by links to Farnborough Airport and the Airshow. Farnborough is recognised as a strong office location with a number of high quality edge of town developments, including Farnborough Business Park, whilst Aldershot his recognised as a having a strong industrial cluster that benefits from good access to the local and strategic highway network.</p> <p>The Borough has a higher proportion of employees working in knowledge-based industries than the national and regional averages, and there are a relatively large number of medium and large knowledge-based employers. Rushmoor has a particular strength in the research and development sector, particularly in aeronautics and defence.</p>	



## Spatial Portrait 3

<b>Employment</b>	
<p>Farnborough Airport is one of the Borough's largest employers, with 1,100 jobs based there<sup>(4)</sup>. However, this is likely to increase over the Plan period given the permitted increase in annual flight movements to 50,000 by 2019. Operations at the Airport have been estimated to generate almost £26m of income annually to the local economy and £85m at a regional level. The Inspector's Report into the 2010 Airport appeal recognises that it makes a significant contribution to the economic well-being of Rushmoor and the surrounding area, and that growth up to 50,000 annual flight movements will produce significant employment benefits to Rushmoor and the surrounding area. Commercial offices form the largest proportion of the Borough's employment space with factories and warehousing comprising lower proportions.</p> <p>Historically, the Borough has had low unemployment rates but not unexpectedly these have risen in times of recession. Residents of Rushmoor are generally relatively well paid compared to the South East of England. However, they are not as well paid as the average for people who work in Rushmoor, indicating that some of the higher paid jobs are filled by people who live outside the Borough.</p>	
<b>Sustainability Appraisal Objective</b>	<p><b>Objective 5:</b> To improve accessibility for all to services, employment and recreational opportunities.</p> <p><b>Objective 13:</b> To improve enterprise performance, and promote and encourage a buoyant and diverse local economy which provides jobs to match the skills and needs of local residents.</p> <p><b>Objective 17:</b> To promote appropriate safe use of land in and close to Farnborough Airport and alleviate concerns over the safety of airport operations</p>
<b>Key Challenge 3</b>	To deliver an appropriate supply and mix of employment land and premises and to create a buoyant and diverse local economy and contribute towards delivering the employment needs of the Hart, Rushmoor and Surrey Heath Functional Economic Area.
<b>Role of the Local Plan</b>	<p>To protect existing, and provide additional, employment opportunities of an appropriate mix and type to provide a balanced economy</p> <p>To provide an appropriate mix of jobs for local residents to reduce the need to commute</p> <p>To support the development of existing businesses and provide opportunities for new businesses to locate into the Borough and wider Functional Economic Area</p>

### 3 Spatial Portrait

<b>Employment</b>	
	To support the future of business aviation and the Airshow at Farnborough Airport

<b>Education, Training and Skills</b>	
<b>Context</b>	
<p>Although they are not poorly qualified, Rushmoor's residents are not as well qualified as residents of neighbouring local authorities. There are particular differences in the proportions of residents attaining the highest qualification levels (that is degree and /or qualified professions). There is also a greater proportion of residents that do not have any qualifications. Low attainment levels in the Borough correspond to local areas of deprivation.</p> <p>These lower skill levels mean that the wages of people living in Rushmoor are lower than people working in the Borough. It is important to ensure that training meets the needs of local employers, and that it engages all ethnic groups.</p> <p>It is likely that there will be a requirement for additional school places during the period covered by the Local Plan. Additional Primary and Pre-School accommodation will be provided as part of the Wellesley development. Increased demand for secondary places will be accommodated within existing school sites.</p> <p>Higher education provision consists of Farnborough College of Technology (including Aldershot College), and Farnborough Sixth Form College. The Sixth Form College has been ranked as one of Britain's top sixth form colleges and was one of the first four colleges in the country to be awarded Learning and Skills Beacon status.</p>	
<b>Sustainability Appraisal Objective</b>	<p><b>Objective 3:</b> To reduce relative deprivation and social exclusion and to promote an equal society.</p> <p><b>Objective 13:</b> To improve enterprise performance, and promote and encourage a buoyant and diverse local economy which provides jobs to match the skills and needs of local residents.</p> <p><b>Objective 14:</b> To raise the level of educational attainment and encourage the development of skills.</p>
<b>Key Challenge 4</b>	Improved education and skills levels

## Spatial Portrait 3

<b>Education, Training and Skills</b>	
<b>Role of the Local Plan</b>	To provide support to, and opportunities for, the development of improved/additional education and training opportunities at all levels

<b>The Built Environment</b>	
<b>Context</b>	
<p>The urban areas of Rushmoor have distinctive local characteristics that relate to the Borough's history and how and when the towns have developed.</p> <p>The development of Aldershot is intrinsically linked to the growth of the Army. The Aldershot Camp was established as a permanent military barracks to house troops returning from the Crimean War. Gradually the camps were provided with facilities and infrastructure such as schools, a hospital and a power station. Some of the roads were even built wider than usual to accommodate a marching army. Much of this built form remains today, and includes important individual buildings such as the Grade II Listed Cambridge Military Hospital.</p> <p>At the start of the 20th century, His Majesty's Balloon Factory was set up on Army training land in Farnborough, and the first recorded flight with a powered aircraft took place, led by Samuel Cody. Individual buildings, such as the wind tunnels on IQ Farnborough, provide important links to this aviation history.</p> <p>The growth of these settlements led to new commercial centres being built and new streets being laid out to the north of the camp in the area now known as North Camp. There was an expansion of the residential areas in Farnborough and Aldershot to support the camp and the commercial centre. These new residential areas were of a typical Victorian character.</p> <p>In the 20th Century, Aldershot and Farnborough have expanded rapidly with the in-filling of empty plots and a number of large new housing estates with a range of densities and housing types.</p> <p>In Rushmoor there are 94 (February 2015) Listed Buildings and structures, and eight designated Conservation Areas.</p>	
<b>Sustainability Appraisal Objective</b>	<b>Objective 10:</b> To secure the protection and management of listed buildings, conservation areas and other features of historic, landscape and archaeological importance, maintaining and strengthening local distinctiveness and sense of place.

### 3 Spatial Portrait

<b>The Built Environment</b>	
	<p><b>Objective 11:</b> To protect, enhance and manage the character and appearance of landscapes/townscapes, and promote and encourage high quality design of new development and landscaping.</p> <p><b>Objective 15:</b> To create and maintain safer and more secure communities and reduce the fear of crime.</p> <p><b>Objective 19:</b> Improve and broaden access to, and understanding of, local heritage sites, areas and buildings.</p>
<b>Key Challenge 5</b>	To protect and enhance the unique character of different parts of the built-up area. To protect, enhance and find long term uses for the Borough's historical assets
<b>Role of the Local Plan</b>	<p>To guide development away from sensitive locations</p> <p>To ensure that development maintains and enhances the quality and character of the built and historic environment</p>

<b>Climate Change</b>	
<b>Context</b>	
<p>The implications of climate change have been set out in the UK climate projections (UKCP09, June 2009). This concluded that without action, summer temperatures in 2080 would rise, and the extent of this is, 'very unlikely to be less than 2oC and very unlikely to be more than 6.4oC'. The 'central estimate' also predicted a 22% decrease in summer rainfall and a 22% increase in winter rainfall with increased climatic extremes. These changes would be likely to pose risks to the diversity of wildlife species and habitats, water supplies and human health. There is therefore a clear risk to the UK, and likely to be a significant impact upon Rushmoor.</p> <p>The UK is committed to meeting carbon reduction targets set out by the European Commission in the EU Renewable Energy Target, which requires a 20% reduction in CO2 associated with electricity, heating and transport through conversion to renewable energy sources by 2020. The council has signed the Nottingham Declaration on Climate Change. The reduction of carbon dioxide and other greenhouse gasses is a major challenge. Recent government data indicates that in 2012 each of Rushmoor's residents accounted for 5.5 tonnes of carbon, which was less than the national average of 7.1 tonnes<sup>(5)</sup></p> <p>There is currently little renewable or low carbon energy being produced in the Borough, limited to a handful of small-scale micro-generation installations.</p>	

5 per capita Local CO2 emissions: <https://www.gov.uk/government/statistics/local-authority-emissions-estimates>.

## Spatial Portrait 3

<b>Climate Change</b>	
<b>Sustainability Appraisal Objective</b>	<p><b>Objective 7:</b> To improve energy efficiency, continue reducing waste, reduce greenhouse gas emissions and air pollution, and ensure air quality continues to improve.</p> <p><b>Objective 18:</b> To manage and mitigate the impacts of climate change, including flood risk.</p>
<b>Key Challenge 6</b>	To deliver sustainable development, reduce carbon dioxide emissions and to mitigate the impacts of climate change, and adapt to the effects of climate change
<b>Role of the Local Plan</b>	<p>To improve the sustainability of new built development and where appropriate existing development, in terms of their location and built form</p> <p>To mitigate the impacts of climate change and adapt to the effects of climate change</p>

<b>Transport and Accessibility</b>	
<b>Context</b>	
<p>The Borough has good road and rail links. The A331 Blackwater Valley Road runs along the eastern side of Farnborough and Aldershot, providing a link between the A31 and M3. Four rail stations serve the area, with Farnborough Main providing high frequency services to London Waterloo and the south coast. Farnborough North and North Camp stations provide frequent services to Reading, Guildford and Gatwick Airport, although North Camp station is just outside the Borough boundary. Aldershot provides services to London Waterloo, Alton and Guildford.</p> <p>The urban nature of the Borough means that residents are better able to access a range of facilities by walking and public transport than Hampshire as a whole and most Hampshire Districts with the exception of access to hospitals.</p> <p>Approximately 39% of the Borough's residents work within the Borough and 57.5% within the Hart, Rushmoor and Surrey Heath Functional Economic Area (FEA). The 2011 Census data identifies that there are also significant commuter flows between Rushmoor and the neighbouring Boroughs of Guildford and Waverley.</p> <p>There is peak hour congestion, both on rail and road networks and the Council is working with partners such as the Department for Transport, the Local Enterprise Partnership (Enterprise M3) and rail operators to improve transport infrastructure in the borough. Examples include the funding of improvements to Queens Roundabout and the other core junctions along the A325 Farnborough Road.</p>	

### 3 Spatial Portrait

#### Transport and Accessibility

Farnborough Airport is the UK’s only dedicated business aviation Airport with permission to handle up to 50,000 air traffic movements (ATMs) a year by 2019. The planning permission places a number of controls over the use of the Airport relating to the number of flight movements, hours of operation, noise and safety controls, aircraft weight and air quality monitoring.

<b>Sustainability Appraisal Objective</b>	<p><b>Objective 5:</b> To improve accessibility for all to services, employment and recreational opportunities.</p> <p><b>Objective 9:</b> To reduce the need to travel, encourage alternatives to the car, and make best use of existing transport infrastructure.</p> <p><b>Objective 16:</b> To reduce the proportion of the community adversely affected by noise disturbance from aircraft associated with Airport.</p>
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<b>Key Challenge 7</b>	To promote and enable sustainable transport
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<b>Key Challenge 8</b>	To guide future development at Farnborough Airport
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<b>Role of the Local Plan</b>	<p>To seek to minimise the need to travel, promoting sustainable transport alternatives to the car and improving accessibility to local facilities</p> <p>To ensure appropriate highway improvements and mitigation measures are put in place alongside new development.</p> <p>To support the future of business aviation at Farnborough Airport</p>
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#### Flooding and Water Issues

##### Context

The principal water courses in the Borough are the River Blackwater and the Cove Brook. The Basingstoke Canal crosses the Borough at the southern end of Farnborough Airport.

The majority (90%) of the Borough is in flood risk Flood Zone 1 where there is a low probability of river flooding.(23) Only about 3% of the Borough is in Flood Zone 3 where the probability of flooding is high. However, climate change is likely to make fluvial flooding more frequent with higher peak flows.

The greatest risk of flooding in Rushmoor is from surface water. The majority of the soils in the Borough are very permeable, and in places the water table is high, leading to the saturation of the soil and high surface water run off. Climate change is due to exacerbate this problem, with increased amounts of water flowing into drainage systems both in intense summer storms and prolonged winter storms, causing greater rates and volumes of run off.

Spatial Portrait 3

**Flooding and Water Issues**

Surface water flooding also affects water quality. The pollutants in this surface water, combined with the low level of natural flow from the River Blackwater and the large number of sewerage treatment works that discharge into it, have resulted in water quality issues in the River Blackwater and Cove Brook. These watercourses have been targeted for improvement to meet the requirements of the Water Framework Directive. <sup>(6)</sup>

There are also challenges based around water supply and water use. The South East of England is recognised as an area with ‘Serious’ levels of water stress because it is one of the driest parts of the country, and has the highest population density and household water use. <sup>(7)</sup> Rushmoor’s water is supplied by South East Water, and across this area, residents use 10 litres/person/day higher than the national average. Water resource pressure is due to further increase as a result of increasing population and from climate change, which is expected to bring higher summer temperatures and decreased summer rainfall. <sup>(8)</sup> Plans for future water supply are set out in South East Water’s Water Resource Management Plan.

**Sustainability Appraisal Objective**

**Objective 12:** To reduce flood risk, including surface water flooding, and reduce the impact of flooding; maintain and improve ground and surface water quality, and encourage sustainable water management.

**Objective 18:** To manage and mitigate the impacts of climate change, including flood risk.

**Key Challenge 9**

To deliver sustainable development, reduce carbon dioxide emissions and to mitigate the impacts of climate change, and adapt to the effects of climate change

**Role of the Local Plan**

To mitigate the impacts of climate change and adapt to the effects of climate change

To guide development away from areas of highest flood risk and ensure that there is no increase in flood risk caused by development.

**The Natural Environment**

**Context**

6 The Water Framework Directive requires that there is no deterioration in the status of water bodies, and that they should achieve good ecological status by 2027

7 Source: Environment Agency (2008): Water Resources in England and Wales - current state and future pressures

8 Source: UKCP09

### 3 Spatial Portrait

#### The Natural Environment

Before 1850, the majority of the area covered by the Borough was heathland common which would traditionally have been farmed. Some of this heathland is part of the Thames Basin Heaths Special Protection Area, which lies partly within the Borough boundary. This is protected by European legislation because of the importance of the habitat for populations of Woodlark, Nightjar and Dartford Warbler.

The Borough also contains areas designated as Sites of Special Scientific Interest (SSSI), because of their importance at a UK level. These include the Basingstoke Canal and Foxlease Meadows. Of the 11 SSSI units in the Borough, two are identified as being in unfavourable condition and in decline. Locally important examples of habitats and species are protected through the designation of Sites of Interest for Nature Conservation. In total 941 hectares of the Borough is designated for its nature conservation value.

The green spaces in the urban area, and the green corridors that link them, also provide a valuable amenity that benefits biodiversity and provides recreational opportunities.

The Borough’s countryside also provides important social and economic opportunities.

<p><b>Sustainability Appraisal Objective</b></p>	<p><b>Objective 6:</b> To encourage the development of, and participation in cultural, creative and sporting activity.</p> <p><b>Objective 8:</b> To conserve and enhance biodiversity throughout Rushmoor and work to improve and protect the condition of the Thames Basin Heaths Special Protection Area.</p> <p><b>Objective 20:</b> To maintain and improve soil quality.</p>
<p><b>Key Challenge 10</b></p>	<p>Protection and enhancement of important natural assets</p>
<p><b>Role of the Local Plan</b></p>	<p>To guide development away from sensitive locations</p> <p>To ensure that development maintains and enhances the quality and character of the natural environment</p> <p>To protect and enhance urban green spaces and green infrastructure</p>



## 4 Vision

### 4.1 Rushmoor in 2032

**4.1** In order to decide the right approach for policies to guide the type and scale of development in the Borough, mindful of the key challenges set out in Section 3 of the draft Local Plan, we need to be clear about how we want the Borough to change in the future. The Core Strategy vision was adopted in 2011 and runs until 2027. In preparing a long term spatial vision for the Borough up to 2032, this therefore acts as a good starting point since no significant changes in direction have occurred since then.

**4.2** However, the updated evidence on housing, employment and retail development, the progress that has been made on work to improve vitality and viability in Aldershot and Farnborough Town Centres, and the strategic economic aspirations set out through the Enterprise M3 LEP, have all been reflected in an update to the Core Strategy vision. The vision continues to support the vision and priorities of the Rushmoor Strategic Partnership ([links in bold](#)).

**4.3** The Council has not suggested any alternative visions but your views are sought on the following draft:

## 4 Vision

### **VISION 2032**

*In 2032 Rushmoor has a prosperous and healthy local economy. The role of the Borough at the heart of the Blackwater Valley remains strong and the Borough is recognised as a centre of excellence for knowledge based industries reflecting the role of Farnborough as part of the Enterprise M3 LEP Sci Tech Corridor. Farnborough Business Park, Cody Technology Park and Farnborough Aerospace Centre provide business accommodation in a first class environment to continue to build on Farnborough's reputation for high-tech research and development. Aldershot provides a focus for industrial employment in traditional and high value manufacturing sectors with a cluster of industrial activities to the East of the town and at other locations along the A331 Blackwater Valley Relief Road. The diverse range of employment provision in the Borough makes a significant contribution towards delivering the employment needs of the functional economic area of Hart, Rushmoor and Surrey Heath **(thriving, innovative, bright future, prosperous and sustainable economy)**.*

*About 8,320 high quality and sustainable new homes have been provided within the built up areas of Aldershot and Farnborough over the Plan period, thereby providing a significant contribution to meeting local housing needs across the housing market area of Hart, Rushmoor and Surrey Heath. There is an increase in home ownership and the backlog of housing need has been addressed. As part of this, a sustainable urban extension of 3,850 new homes and supporting social and physical infrastructure has been delivered at Wellesley, Aldershot, providing affordable new homes and bringing benefits to the local economy. Aldershot continues to have a strong army presence **(innovative, healthy, safe, bright future)**.*

*Farnborough Airport is a business aviation facility of the highest quality. Partnership working has secured the safe operation of the Airport, and minimised environmental impacts, including noise **(thriving, prosperous and sustainable economy)**.*

*The continuation of the biennial Farnborough International Airshow and year-round use of the exhibition space has furthered Farnborough's reputation as a world class aerospace centre and major visitor attraction, securing benefits for the local economy **(great places to go, lots to do, prosperous and sustainable economy, bright future, easy to get around)**.*

*Town centre investment and regeneration in Aldershot and Farnborough provides for a vibrant mix of uses that create attractive and successful town centres **(thriving, attractive, prosperous and sustainable economy)** with improved evening economies and a range of cultural facilities. Significant investment in Aldershot in recognition of its role as a Step up Town in the Enterprise M3 LEP area has supported these improvements. Accessibility to the town centres and across the Borough has improved through the implementation of town access plans and other measures to improve access by means other than by car.*

*Rushmoor's environmental assets, both natural and man-made, provide a sustainable environment for present and future generations **(healthy, green, open)**. This includes the parks of Aldershot and Farnborough and other green infrastructure such as the internationally important heathlands and important watercourses in the Borough, specifically the Blackwater River, Basingstoke Canal and Cove Brook **(green, open, great places to go, lots to do)**.*

## Vision 4

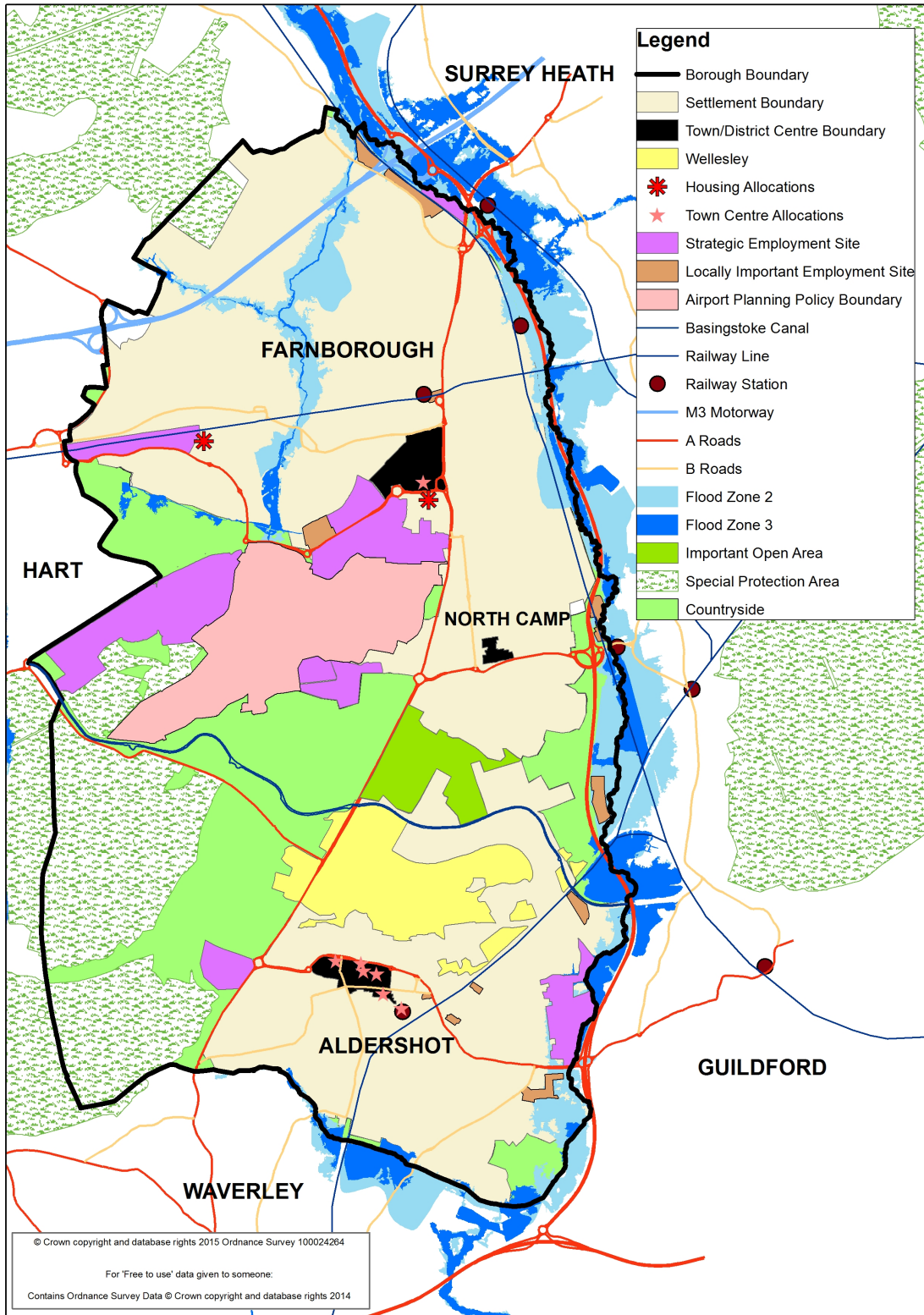
*A programme of neighbourhood renewal and community development has addressed historic issues relating to community cohesion in Cherrywood, social infrastructure deficiencies in Aldershot Park and residential-led regeneration in North Town (**happy, healthy, safe, bright future**) .*

*New development is designed and built in a sustainable way (**easy to get around**) protecting and enhancing historic and environmental assets in the Borough, and promoting local identity, particularly that relating to the Borough's military and aviation history (**great places to go, lots to do**) . It is also designed and built in a sustainable way which meets the challenges of climate change, minimising carbon dioxide emissions and maximising energy efficiency and the use of alternative energy technologies.*

## 4.2 Key Diagram

**4.4** The following Key Diagram illustrates a summary of the long term strategy for future development in the Borough as set out in the remainder of this document. Detailed policy boundaries will be shown on the Policies Map.

4 Vision



Key Diagram

## Strategic Objectives 5

## 5 Strategic Objectives

### Objectives

**5.1** In order to deliver the vision, a set of objectives have been prepared for the Local Plan based on the key challenges, the vision and the evidence base, as well as other local plans and strategies including national planning policy and guidance. These have been used as a basis for developing the monitoring criteria set out in Section 13, which also sets out the draft Local Plan policies that support each Objective. The Council has not proposed any alternative objectives, and your views are sought on the following:

<b>A</b>	<b>To address local housing needs by planning for a minimum of 8,200 new homes of an appropriate housing mix and tenure, including specialist housing needs, between 2011 and 2032</b>
<b>B</b>	<b>To deliver a sustainable urban extension at Wellesley, Aldershot of about 3,850 new homes by 2032</b>
<b>C</b>	<b>To protect the land required to fulfil the Borough's role in enabling strong economic performance across the Functional Economic Area and wider Enterprise M3 LEP area, through the safeguarding of a range of Strategic and Locally Important Employment Sites</b>
<b>D</b>	<b>To enhance the vitality and viability of Aldershot and Farnborough town centres as retail and leisure destinations to meet the needs of residents, and to support the vibrancy of North Camp District Centre</b>
<b>E</b>	<b>To support the continuation of business aviation flying and the biennial Airshow at Farnborough Airport</b>
<b>F</b>	<b>To ensure the appropriate protection of existing, and the provision of new, infrastructure, including green infrastructure and community facilities</b>

## 5 Strategic Objectives

<b>G</b>	<b>To ensure high quality, well-designed development is delivered in the Borough</b>
<b>H</b>	<b>To improve quality of life for residents, minimising inequalities across the Borough and particularly to focus on reducing pockets of multiple deprivation in Cherrywood, North Town and Aldershot Park</b>
<b>I</b>	<b>To conserve and enhance the built and natural environment, including heritage assets and areas of ecological value</b>
<b>J</b>	<b>To minimise the impact of climate change on new and existing development in the Borough, to reduce the contribution of new and existing development in the Borough to the causes of climate change, and to ensure adaptation to forecast climate change impacts</b>
<b>K</b>	<b>To encourage sustainable solutions to movement in and out, and around, the Borough</b>

## The Spatial Strategy - what, where and when? 6

### 6 The Spatial Strategy - what, where and when?

#### 6.1 Presumption in Favour of Sustainable Development

**6.1** National planning policy places the presumption in favour of sustainable development at the heart of its approach to planning and states that '*the purpose of the planning system is to contribute to the achievement of sustainable development*' (NPPF paragraph 6). In order to ensure that planning decisions reflect the national presumption in favour of sustainable development and to ensure that this approach can be taken where a Plan is silent or policies become out of date, all local authorities are encouraged to include a policy reflecting this presumption.

**6.2** There are a number of definitions of sustainable development. National planning policy includes a definition from the United Nations General Assembly. This defines sustainable development as meeting the needs of the present without compromising the ability of future generations to meet their own needs. The UK Sustainable Development Strategy: Securing the Future set out five 'guiding principles' of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

**6.3** Consideration of sustainable development is at the heart of the Rushmoor Local Plan, and in line with national policy the draft Local Plan takes a positive approach to meeting future development needs. The approaches in this document are subject to sustainability appraisal to ensure that the policies and proposals reflect the most sustainable approach to development, having regard to the balance of economic, social and environmental factors.

**6.4** Rushmoor Borough lies wholly within 5km of the Thames Basin Heaths Special Protection Area (TBH SPA) and national policy recognises that the presumption in favour of development does not apply where development requiring appropriate assessment under the Birds or Habitats Directives is being considered, planned or determined<sup>(9)</sup>. As all development in the Borough is affected by these directives, an appropriate mechanism for mitigation has been put in place by the Council. The impact of the TBH SPA is reflected in the proposed policy wording below.

## 6 The Spatial Strategy - what, where and when?

### Policy Option A: Preferred Approach

#### SS1 - Presumption in Favour of Sustainable Development

When considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (or its successor), whilst having regard to the need to assess, and where appropriate mitigate against, the likelihood of significant effect on the Thames Basin Heaths Special Protection Area. It will work proactively with applicants to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in the Rushmoor Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision, then the Council will grant permission unless material considerations indicate otherwise, taking into account whether:

- a. There are available and deliverable avoidance and mitigation measures in respect of the Thames Basin Heaths Special Protection Area; and
- b. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- c. Specific policies in that Framework indicate that development should be restricted.

### Discounted Option

#### Option B

##### No Policy

This would be inconsistent with national guidance and Government recommendations that Local Plans should include a policy reflecting the presumption in favour of sustainable development as set out in national policy in the NPPF.



## The Spatial Strategy - what, where and when? 6

### 6.2 The Spatial Strategy

#### The Spatial Strategy

**6.5** The purpose of a Local Plan is to set out what type and level of development will take place, where it will take place, and when it will take place. This is generally captured in overarching terms in a Spatial Strategy policy. The Core Strategy Spatial Strategy Policy SS1 sets out the number of new homes which will be built over the plan period, the amount of new employment floorspace that will come forward, identification of key locations for employment growth, and the focus for town centre uses to be located within Aldershot and Farnborough Town Centres.

**6.6** In preparing a new Local Plan which will look to 2032, the Spatial Strategy set out in the Core Strategy needs to be refreshed to take account of new evidence, particularly that which assesses future development needs. The following section sets out the evidence that has been gathered to date in identifying these needs, and the outcomes of assessing whether they can be met.

**6.7** The Council has prepared two Topic Papers which support this Spatial Strategy Section. These are a Housing Topic Paper and an Employment Land Allocations Topic Paper, and these can be viewed on the Council's web site at [www.rushmoor.gov.uk/newlocalplan](http://www.rushmoor.gov.uk/newlocalplan). In addition, the Sustainability Appraisal sets out an assessment of the different spatial strategy options.

#### National Context

**6.8** The NPPF sets out that local planning authorities should 'positively seek opportunities to meet the development needs of their area'. The objectively assessed development needs should be met unless there would be significant adverse impacts of doing so, or where the NPPF indicates development should be restricted. Key evidence of need is set out in the following documents:

- a. Strategic Housing Market Assessment, 2014
- b. Employment Land Review, 2015
- c. Retail, Leisure & Town Centres Study
  1. Part 1 – Development Needs, 2015
  2. Part 2 – Town Centres, 2015

**6.9** These can be viewed on the Council's website at [www.rushmoor.gov.uk/newlocalplan](http://www.rushmoor.gov.uk/newlocalplan), and are discussed further in the following sections and in the relevant Topic Papers mentioned above.

#### Objectives for the Spatial Strategy

**6.10** In preparing the Spatial Strategy, the Council has had regard to the following:

- a. National policy and guidance on identifying and meeting development needs, including across boundaries;
- b. Local Plan evidence, specifically that set out above, as well as the Strategic Housing Land Availability Assessment;

## 6 The Spatial Strategy - what, where and when?

- c. Economic growth aspirations and packages set out in the Enterprise M3 LEP Strategic Economic Plan;
- d. Corporate objectives and strategies seeking to provide a choice of new housing and to encourage regeneration in Aldershot and Farnborough town centres; and,
- e. Environmental constraints, particularly the need to provide mitigation in respect of the Thames Basin Heaths Special Protection Area.

### Housing delivery and location

**6.11** The NPPF requires that local planning authorities meet their full, objectively assessed needs for both market and affordable housing in the Housing Market Area (HMA) (as far as is consistent with other policies in the NPPF). The Council undertook a HMA Analysis in August 2013 which identified that whilst Rushmoor has links with a number of neighbouring local authorities, the strongest links are with Hart and Surrey Heath Councils. The three Councils therefore undertook a joint Strategic Housing Market Assessment (SHMA). This study used a range of demographic, employment and market factors, including population projections, affordability, house prices, rents and anticipated employment growth to assess future housing need.

**6.12** Historically, the Borough has a good track record of housing delivery, exceeding the former South East Plan allocation (outside Wellesley) and delivering well against the Core Strategy allocation (outside Wellesley). There is currently a robust 5 year housing land supply<sup>(10)</sup>.

**6.13** The SHMA identifies a housing need of 1,180 homes per annum across the HMA between 2011 and 2031. Of these, 470 homes per annum are identified as being required within Rushmoor. The SHMA identifies a total of 9,822 dwellings to be provided in the Borough over the Plan period (2011 to 2032).

**6.14** The SHMA is the starting point against which an assessment of physical and environmental constraints must be made to determine whether the housing needs can be met, or if not, what is a realistic target. Each of the authorities within the HMA have agreed that, in the first instance they will to do what they can to meet their own needs.

### Meeting Housing Needs

**6.15** The main piece of evidence which is used to help determine whether housing need can be met is a Strategic Housing Land Availability Assessment (SHLAA). This identifies sites with housing potential drawn from a range of sources and those areas in the Borough which cannot accommodate any additional housing (such as within the TBHSPA and the 400m buffer, within the Airport Public Safety Zone and sites within flood zone 3b). Further information on how the SHLAA was prepared is found within the SHLAA itself available via [www.rushmoor.gov.uk/newlocalplan](http://www.rushmoor.gov.uk/newlocalplan) and also within the Housing Topic Paper.

**6.16** Using a base date of March 2014, the SHLAA identifies potential capacity for the delivery of 7,016 dwellings up to 2029 from sites with planning permission which have not yet started, and other sites identified as having potential for housing development.

10 The 5 year housing land supply paper and SHMA can be viewed via [www.rushmoor.gov.uk/newlocalplan](http://www.rushmoor.gov.uk/newlocalplan)

## The Spatial Strategy - what, where and when? 6

**6.17** In addition to potential identified through the SHLAA, an assessment has been made of overall delivery needs to include the number of homes already completed since 2011 (620), the remainder of the Wellesley development which will be delivered between 2029-2032, and a windfall allowance for sites which are not covered by site specific identification in the SHLAA because they are too small to be identified.

**6.18** In total, these sources identify potential capacity in the Borough between 2011 and 2032 of about 8,200 new dwellings. This is based on:

- a. 620 completions since 2011
- b. 3,850 new homes to be delivered at Wellesley (see Policy SP5)
- c. SHLAA sites including potential for:
  - About 450 new homes in Aldershot town centre<sup>(11)</sup> (see Policies SP1 – SP1.9)
  - About 360 new homes in Farnborough Town Centre (see Policies SP2 – SP2.3)
  - Release of some employment sites (see Policy SP6 – The Crescent, SP7 - Meudon House and Section 11)
  - Other opportunities such as office conversions, site redevelopments etc. where there is known developer interest
- d. Windfall allowance for small sites

**6.19** The estimated capacity for housing which can be delivered up to 2032 of about 8,200 dwellings falls short of the need for 9,822 dwellings identified in the SHMA. In assessing whether this need can be met, the Council has sought to maximise the use of town centre sites, both to enable housing delivery and to support town centre regeneration objectives, and explored opportunities for the further release of employment sites, having regard to the need to provide a reasonable balance between employment and housing, and ensure that there is sufficient supply of employment sites to meet the economic needs of the Functional Economic Area and of the Enterprise M3 LEP.

**6.20** Further detail on housing delivery, as set out in the Housing Topic Paper, identifies that in seeking to deliver the objectively assessed need of 9,822 new homes, there would be an initial shortfall up until about 2019/20, and then again towards the end of the Plan period from 2025 through to 2032. Overall this results in a shortfall of about 1,600 homes over the Plan period.

**6.21** The whole of Rushmoor Borough lies within 5km of the Thames Basin Heaths Special Protection Area and therefore all net new dwellings need mitigation in the form of Suitable Alternative Natural Greenspace (SANG). Whilst this has not been used to constrain the proposed housing target at this stage, the urban nature of the Borough means that the Council has had some difficulties in identifying an on-going provision of sufficient SANG sites. In recognition of this, the proposed Spatial Strategy Policy includes wording which identifies that housing delivery is subject to the availability of SPA mitigation. This reflects wording proposed by the Local Plan Inspector at the time of the Core Strategy Examination when the Council found itself in a similar position.

11 Capacity from Aldershot and Farnborough town centres will be informed by town centre masterplanning work on a number of sites and any changes to capacity arising out of this will feed in to the next stage of the Local Plan

## 6 The Spatial Strategy - what, where and when?

### Preferred Housing Target and Other Options

**6.22** There are a number of options for setting a housing target which were considered at this stage, and tested through the Sustainability Appraisal process. These are set out after the Preferred Approach Spatial Strategy at the end of this section.

**6.23** At this stage, the evidence does not support the Council being able to meet the full housing need as set out in Discounted Option B. If this Option was pursued, the Council could not demonstrate that this was deliverable, hence the Local Plan would be at risk of being found unsound.

**6.24** It should be noted that the housing capacity and SANG evidence is likely to be updated through the plan preparation process so there may be a need to review this Policy based on the most up to date available evidence and in response to feedback on the Preferred Approach Local Plan. A range of master planning work is currently underway on sites within Aldershot and Farnborough town centres and this may result in some change to the overall capacity which can be accommodated within these centres (subject to SANG capacity). In addition, the Council has already begun discussions with Hart and Surrey Heath Councils regarding the advice in national planning policy that collectively the three Councils will need to demonstrate together we have used all reasonable endeavours to ensure that the objectively assessed housing needs for the HMA are met.

### Employment Land and Premises

**6.25** The Core Strategy identifies that the Borough's Town Centres and 21 Key Employment Sites (KES) will support economic growth in the Borough up until 2027. These allocations were based on the findings of the Hart, Rushmoor and Surrey Heath Joint Employment Land Review that was published in 2009.

**6.26** National Planning Policy and Guidance is clear that Local Plans should be based on an up to date evidence base. Given the changes to the economy that have occurred since 2009, an updated joint Employment Land Review (2015) (ELR) has been produced to cover the Hart, Rushmoor and Surrey Heath Functional Economic Area (FEA). The ELR provides an evidence base from which the Council recommends that nine 'Strategic Employment Sites' and eleven 'Locally Important Employment Sites' are allocated in the Local Plan<sup>(12)</sup>. Two of the sites currently identified as KES in the Core Strategy are recommended for de-allocation in the Employment Land Review. These are Meudon Avenue and Queensgate, and this is discussed in more detail in the Employment Land Allocations Topic Paper.

**6.27** The policy approach to define sites as either Strategic or Locally Important Employment Sites enables alignment of the findings of the ELR with the work of the Enterprise M3 LEP, and also reflects proposed changes to permitted development rights in order to provide greater protection against loss to another use of commercial premises that fulfil a strategic economic function.

**6.28** Section 11 sets out the findings of the ELR in more detail but in summary concludes that across the FEA there is likely to be a small surplus of land (circa 6ha) to meet the needs of office-based uses up to 2032 (assuming that a proportion of vacant office supply comes back into use), and a similar surplus for industrial uses, which increases if the planning consent for a logistics depot in Hart District (Hartland Park) is included.

12 Further information is provided in the Employment Land Allocations Topic Paper

## The Spatial Strategy - what, where and when? 6

### Town Centre Uses

**6.29** The Core Strategy identifies that town centre uses will be located within Aldershot and Farnborough Town Centres. National guidance continues to support town centres as the focus for town centre uses, and supports their regeneration and improvement to help enhance vitality and viability. Minor changes to the wording of the Spatial Strategy for town centre uses are proposed, to emphasise further the need to support and improve vitality and viability.

**6.30** Aldershot and Farnborough Town Centres will be the focus for a range of uses including retail, leisure, residential, employment, entertainment and other town centre uses. In particular, the two town centres will be the focus for all medium and large scale retail and leisure development. The town centres are defined on the Policies Map. New retail development will be focused within the primary shopping area of these town centres (defined as the primary and secondary shopping frontages, as shown on the Policies Map). In addition, North Camp District Centre has the capacity to accommodate small scale retail development appropriate to its role and function as a District Centre.

**6.31** Retail and leisure development will be assessed in accordance with the sequential approach. If sites within the primary shopping area (comprising the primary and secondary shopping frontages) are not suitable, available and viable then sites will be assessed sequentially, in accordance with national policy. This sequential approach requires all in-centre options, defined as sites within the primary shopping area, to be thoroughly assessed before less central sites are considered. Where it has been demonstrated that there are no town centre sites to accommodate a proposed development, preference will be given to edge-of-centre locations, which are well connected to the centre by means of easy pedestrian access. The last option will be the consideration of out-of-centre sites.

**6.32** There are plans for new development in Aldershot and Farnborough Town Centres, commensurate with the capacity identified in the Retail, Leisure and Town Centres Study (2015). For Aldershot, this study suggests short term capacity by 2022 for 2,900 sq m gross and long term capacity by 2032 for between 5,500 and 11,700 sq m gross for Class A1 to A5 floorspace. In Farnborough, the short term capacity by 2022 is 1,600 sq m gross and long term capacity by 2032 for between 14,500 and 21,600 sq m gross Class A1 to A5 floorspace. The study sets out that these long-term projections are indicative estimates and should be treated with caution. More detail is set out in the supporting text to Policies SP1 and SP2.

**6.33** North Camp is a District Centre, which provides a good range of local shops, services and restaurants for residents in south Farnborough (see policy SP3). Capacity for new retail and leisure development within this centre is very limited as set out in the Retail, Leisure and Town Centres Study (2015).

**6.34** There are also a series of Neighbourhood Shopping Facilities across the Borough (see policy LN6). Neighbourhood Shopping Facilities are small groups of shops and local services which meet the needs of the local neighbourhood. Neighbourhood shopping facilities perform an important function in providing locally accessible facilities, which reduce the need to travel and contribute towards creating sustainable communities.

## 6 The Spatial Strategy - what, where and when?

### Policy Spatial Strategy Option A: Preferred Approach

#### SS2 - Spatial Strategy

An approach which sets out that:

In order to deliver sustainable growth, the Council will permit development which is consistent with the following broad spatial framework for the scale and location of development:

New development will be directed to within the defined urban areas as shown on the Policies Map. In the countryside surrounding Aldershot and Farnborough, new development will be strictly limited in line with Policy NE4.

#### *Residential Development:*

Over the period 2011 to 2032, the Council will ensure that subject to the availability of deliverable avoidance and mitigation measures in respect of the Thames Basin Heaths Special Protection Area, provision is made for:

About 3,850 new homes at Wellesley, Aldershot<sup>(13)</sup>

At least 4,350 new homes from the remainder of the urban area with:

- About 1,700 of these from within Aldershot (outside Wellesley)
- About 2,650 of these from within Farnborough

#### *Employment:*

The Borough's Strategic and Locally Important Employment Sites will be protected and supported for employment uses as set out in policies PC1, PC2 and PC3 to ensure that the employment land needs of the Borough and wider Hart, Rushmoor and Surrey Heath Functional Economic Area (FEA) can be met. These sites will contribute to meeting the forecast increase in the total number of B class jobs of 12,500 in the FEA over the plan period. Development in Farnborough, which is designated as a 'growth town' within the wider Enterprise M3 Sci-Tech corridor, will make a significant contribution towards meeting this growth.

#### *Town Centre Uses:*

Rushmoor's hierarchy of town centres, district centre and local neighbourhood facilities will be maintained and enhanced by encouraging a range of uses, consistent with the scale and function of the centres. In particular:

- a. Town centre uses will be located within Aldershot and Farnborough Town Centres to support their vitality, viability and regeneration, in line with Policies SP1 and SP2

13 Should delivery at Wellesley not come forward as anticipated, it is not expected that any shortfall in delivery will be met elsewhere in the Borough.

## The Spatial Strategy - what, where and when? 6

- b. New retail development must protect or enhance the vitality and viability of the town centres, district centre and local neighbourhood facilities
- c. Retail development will be focused in Aldershot and Farnborough Town Centres, within the primary shopping areas. If such sites are not suitable, available and viable, locations for retail development will be assessed sequentially, in accordance with national policy
- d. North Camp will be protected and enhanced as a district centre, providing for local needs and specialist retail uses, in line with Policy SP3
- e. The retail and local service function of local neighbourhood facilities (as defined in Policy LN6 and on the Policies Map) will be protected to provide for local day-to-day needs

### Discounted Options

#### Option B

##### **To meet the objectively assessed housing need of 470 dwellings per annum over the period 2011 – 2032**

This option has been discounted as whilst it would have benefits in meeting housing needs based on up to date evidence, it would result in the loss of land in other uses, particularly employment land which would have a negative impact upon economic growth, thereby failing to align the housing and employment strategies in the Local Plan. Moreover, this option is not likely to be deliverable based on the capacity of potential housing sites without a significant detrimental impact on local character (for example if densities are increased), and at present is unlikely to be able to be fully mitigated against a significant effect upon the TBH SPA.

#### Option C

##### **To continue with the Core Strategy figure of 370 dwellings per annum and therefore plan for 7,770 homes between 2011 – 2032**

This option has been discounted as it would not use all reasonable endeavours to meet housing needs based on up to date evidence, or maximise the opportunities for town centre regeneration. Moreover, capacity work demonstrates that a higher level of homes could be delivered, as set out in the Preferred Approach above.

## 6 The Spatial Strategy - what, where and when?

### Option D

**To base the target on SHLAA evidence (plus completions, Wellesley and windfalls) minus a discount for the shortfall in SANG availability (currently about 500 dwellings), resulting in a capacity of about 7,800 homes**

This option is very similar to the level of housing proposed in Option C. It has been discounted because, as noted above, it would not use all reasonable endeavours to meet housing needs based on up to date evidence, or maximise the opportunities for town centre regeneration. Moreover, capacity work demonstrates that a higher level of homes could be delivered, as set out in the Preferred Approach above.



## 7 Shaping Places

### 7.1 Aldershot Town Centre

#### In Rushmoor

**7.1** Aldershot has been identified as a Step Up Town by the Enterprise M3 LEP. Step Up Towns have “high growth potential within which concerted transformational action will be undertaken” and the potential to attract significant funding. The role of Aldershot Town Centre is to meet the shopping, leisure and service needs of its local catchment commensurate with its position in the regional hierarchy as a secondary regional centre. A particular challenge for Aldershot is to capitalise on the development of Wellesley to harness investment and redevelopment in the town centre.

**7.2** Aldershot Town Centre is focused around the pedestrianised Union Street, Wellington Street and The Wellington Centre. There is significant secondary shopping on surrounding streets. Architecturally, Aldershot is a mix of Victorian and modern buildings, and it benefits from a number of sites with development potential.

**7.3** A good mix of active uses is important to the vitality and viability of Aldershot Town Centre. The town centre policies are therefore designed to allow for a range of uses with shopping (A1) focused within its core. The changing function of town centres is recognised with an increasing role for leisure and service uses in contributing to the overall success of the town centre. The boundary of Aldershot Town Centre is shown on the Policies Map.

**7.4** The Rushmoor Retail and Leisure Study (2010) and more recently the Rushmoor Retail, Leisure and Town Centres Study (2015) identifies that the Town Centre is under-performing with a below average level of comparison goods shops and floorspace and a higher level of vacant premises that contribute to a fairly weak retail sector. A significant amount of this vacant floorspace lies within The Galleries. However, the Town Centre does have a reasonable range of service uses commensurate with its role in the shopping hierarchy.

**7.5** The proportion of restaurants and cafés is below the national average, but the proportion of hot food takeaways is significantly higher. The proportion of betting shops is slightly above the national average. Significantly, the development of Westgate with a cinema, restaurants, Morrisons and hotel has strengthened the evening economy and expanded the convenience (food) offer.

**7.6** The Rushmoor Retail, Leisure and Town Centres Study Part 2 – Town Centres (2015) suggests the strategy for Aldershot should be to consolidate the Town Centre’s role within the wider shopping hierarchy. Growth in expenditure should provide opportunities to improve the range and quality of shopping and leisure facilities within Aldershot Town Centre to help it compete more effectively with other town centres.

**7.7** The Retail, Leisure and Town Centres Study Part 1 – Development Needs (2015), projects floorspace capacity. This study suggests long term capacity by 2032 for Class A1 to A5 floorspace is up to 11,700 sq m gross. However, the study sets out that these long-term projections should be treated with caution and that shorter term projections are more reliable. These are set out in the table below.

## 7 Shaping Places

Floorspace Type	Potential capacity by 2022 (sq m gross)
Comparison	943
Convenience	744
Food and Beverage	1,205
Total	2,892

**Table of Projected Floorspace Capacity**

**7.8** Vacant floorspace in Aldershot (12,800 sq m gross) exceeds even the long term floorspace capacity projections and in theory could accommodate all future growth in Aldershot. Notably, more than half the vacant units and two thirds of the vacant floorspace is located within The Galleries and The Arcade. However, many of the other existing vacant units are generally small or in secondary locations. The redevelopment of The Galleries, the reuse of The Arcade, and development of Union Street East, are all priorities for the Council.

**7.9** The Aldershot Town Centre SPD (2009) sets out an environmental and physical improvement strategy. It includes a vision and seven objectives for the town centre. The Council is taking a proactive approach to regeneration in Aldershot Town Centre by working with consultants on master planning to identify key development options as part of a co-ordinated strategy for the town centre. The Council will publish an Aldershot Town Centre Prospectus to guide development on these key sites. The draft prospectus will go out to public consultation later this year. In the next (Submission) version of the Local Plan, the draft town centre site allocation policies set out later in this chapter will be revised to reflect this emerging master planning work and take account of the public consultation feedback. The Council has also invested in environmental improvement schemes in the town centre.

**7.10** The key objective for Aldershot Town Centre is to improve its vitality and viability and help to deliver regeneration. The approach set out in Policy SP1 provides an overarching framework for development in the town centre for a range of uses. The strategy is based on the findings of the Council's evidence base and feedback from previous public consultations.

## Policy Policy A: Preferred Approach

### SP1- Aldershot Town Centre

An approach where development proposals will be permitted which maintain or enhance the vitality and viability of Aldershot town centre and contribute to the strategy of regeneration. To create a thriving, accessible and regenerated Aldershot town centre, the strategy is:

- a. To support uses contributing towards a family focused town centre and capitalising on the opportunities provided by Wellesley
- b. To concentrate development for leisure, entertainment, cultural, tourism, retail, supporting services, restaurants and other town centre uses within the town centre
- c. To improve further the town's evening economy by supporting leisure development, entertainment and cultural facilities and family restaurants focused around the leisure core of Westgate
- d. To develop and protect a robust retail core in a tightly defined primary shopping area by directing retail uses to that area of the town centre
- e. To accommodate future retail growth, which improves the health, vitality and viability of the town centre, prioritising the reuse and redevelopment of vacant floorspace
- f. To work proactively in partnership to help reduce the number of vacant units
- g. To encourage linked trips by improving and maintaining pedestrian routes between Westgate and the primary shopping area
- h. To improve accessibility to and within the town centre by a choice of modes of transport by implementing the Aldershot Town Access Plan
- i. To support the development of good quality urban homes that contribute to the vitality of the town centre, including residential uses above ground floor level in the primary shopping area and on development sites within and around the town centre
- j. To support the development of offices suitable for local businesses, outside the primary shopping area
- k. To support development that demonstrates good design and creates a more attractive town centre environment building on the town's historic built heritage and local character.
- l. To improve the public realm through investment in environmental improvements and continued frequent street cleaning
- m. To support town centre management initiatives, including working in partnership with businesses, the local community, landowners, developers and other agencies to improve the town centre and to promote it as the preferred leisure and shopping destination for local residents.

## 7 Shaping Places

### Discounted Option

#### Option B

##### No Policy

Not to include a detailed Aldershot Town Centre policy in the Local Plan and to rely on the National Planning Policy Framework. However, this would not provide a locally led approach to support regeneration of Aldershot Town Centre.

### 7.1.1 Primary Frontages

**7.11** Within the Town Centre boundary, a primary shopping area is shown on the Policies Map. This is the main shopping and service area for the Town Centre and is split into defined primary and secondary shopping frontages. The primary shopping area, and primary and secondary shopping frontages, have been defined based on evidence set out in the Rushmoor Retail and Leisure Study (2010) and Rushmoor Retail, Leisure and Town Centres Study (2015).

**7.12** The policy approach to permitting uses within the Town Centre and primary shopping area is flexible to enable a range of uses in the Town Centre, and in recognition of the increased importance of leisure and service uses in this location. The purpose of defining a primary shopping frontage is to protect a core of retail uses within the heart of the Town Centre.

**7.13** The primary shopping area for Aldershot is focused within the following area bounded by High Street, Victoria Road, Station Road and Grosvenor Road. The main shopping circuit is through the Wellington Centre, Union Street and the northern part of Wellington Street. This area has a predominance of Class A1 use and high footfalls and is designated as primary shopping frontage.

**7.14** The primary shopping frontages are defined as units in:

- a. Wellington Centre
- b. Wellington Street (1-13 plus units in Wellington Centre with street frontage onto Wellington Street and 2A-18)
- c. Union Street (29-49 and 38-62)

**7.15** It is relevant to highlight that not all changes of use will require a full planning application. As set out in Section 2 of this document, the Government has made a number of changes to the permitted development rights for changes of use relating to shops and other uses, most recently including a permitted change of use from shops (Use Class A1) to service uses (Use Class A2). This means that some changes of use within a shopping frontage may be able to take place without planning permission.

## Policy Option A: Preferred Approach

### SP1.1 - Primary Frontages in Aldershot Town Centre

An approach where:

Within the primary shopping frontages in Aldershot Town Centre, a change of use of units from class A1 (retail) will only be permitted subject to the proposal satisfying the following criteria:

- a. The proposal would maintain or enhance the centre's vitality or viability
- b. In each frontage the number of non-A1 units would not exceed a set percentage in the range of 20% (The Wellington Centre) to 30% (Union Street (part) and Wellington Street (part))
- c. The proposal would not result in the loss of an A1 (retail) unit frontage on a visually prominent site
- d. The proposal is for a use falling within Class A or Class D1 or D2 and retains an active frontage
- e. The proposed use is not for a betting shop
- f. There would be no material adverse impact upon the appearance of the premises
- g. There would be no material adverse impact upon the amenities of nearby residential uses.

## Discounted Options

### Option B

#### No Policy

This alternative approach would not help to protect the vitality and viability of the town centre.

### Option C

#### Retain existing Shopping Core and policy wording set out in the Rushmoor Local Plan Review (2000)

This alternative does not reflect the requirement of the NPPF to identify primary and secondary shopping frontages.

### Option D

#### Propose different percentages of A1 uses in the shopping frontages

This alternative approach would not provide the most appropriate balance between protection and flexibility in support of the vitality and viability of the centre.

## 7 Shaping Places

### 7.1.2 Secondary Frontages

**7.16** The policy approach for the defined secondary shopping frontages is to allow for a more diverse mix of uses, with generally lower levels of retail uses.

**7.17** The secondary shopping frontages are defined as:

- Union Street (1 -27 and 2b – 36), Grosvenor Road (4-16) and Upper Union Street (2-10)
- Wellington Street (20-30 and 27-37), Victoria Road (101-149 and 116-132) and The Arcade
- High Street (1-57 and 59-79)
- The Galleries

#### Policy Option A: Preferred Approach

##### SP1.2 - Secondary Frontages in Aldershot Town Centre

An approach whereby within the secondary shopping frontage in Aldershot Town Centre, planning permission will be granted for changes of use and new uses subject to the proposal satisfying the following criteria:

- a. The proposal would maintain or enhance the centre's vitality or viability
- b. The proposal is for a town centre use, which retains an active frontage
- c. In each frontage, the number of non-A1 units would not exceed 50%
- d. In each frontage, no more than 5% of the units would be betting shops and no betting shop is located within 400m of the proposal
- e. There would be no material adverse impact upon the appearance of the premises
- f. There would be no material adverse impact upon the amenities of nearby residential uses

#### Discounted Option

##### Option B

###### No Policy

This alternative approach would not help to protect the vitality and viability of the town centre.

##### Option C

###### Retain existing Shopping Core and policy wording set out in the Rushmoor Local Plan Review

This alternative does not reflect the requirements of the NPPF to identify primary and secondary shopping frontages.

### Option D

#### Propose different percentages of A1 uses in the shopping frontages

This alternative approach would not provide the most appropriate balance between protection and flexibility in support of the vitality and viability of the centre.

## 7.1.3 Westgate

**7.18** The Westgate site lies within Aldershot Town Centre but outside the primary shopping area. The cinema, hotel and restaurant uses make a valuable contribution towards the vitality and viability of the Town Centre and create a leisure hub within the town. It is considered appropriate to support further development for leisure, entertainment, cultural, hotel and restaurants uses (use classes A3 D1 and D2). The location is not suitable for retail development.

### Policy Option A: Preferred Approach

#### SP1.3 - Westgate

An approach whereby Westgate, comprising the cinema, hotel and restaurants, is allocated as a leisure hub. Within this area, planning permission will be granted for development for leisure, entertainment, cultural, hotel and restaurant uses (in use classes A3, D1 and D2) that contribute to the vitality and viability of the town centre.

## Discounted Option

### Option B

#### No Policy

This alternative approach would not support more leisure and evening uses in this area and would therefore not benefit the vitality and viability of the town centre.

## 7.1.4 Site Allocations

**7.19** Town Centre site allocations are individual or groups of sites that are known to be available or on which there is considered to be an opportunity for (re)development. The precise mix of uses and form of development will only be realised through undertaking further studies, including viability analysis, as

## 7 Shaping Places

appropriate. However, by identifying these areas now, we are highlighting their redevelopment potential and providing guidance as necessary for any proposals that come forward in due course. An indication of the likely phasing is included for each site.

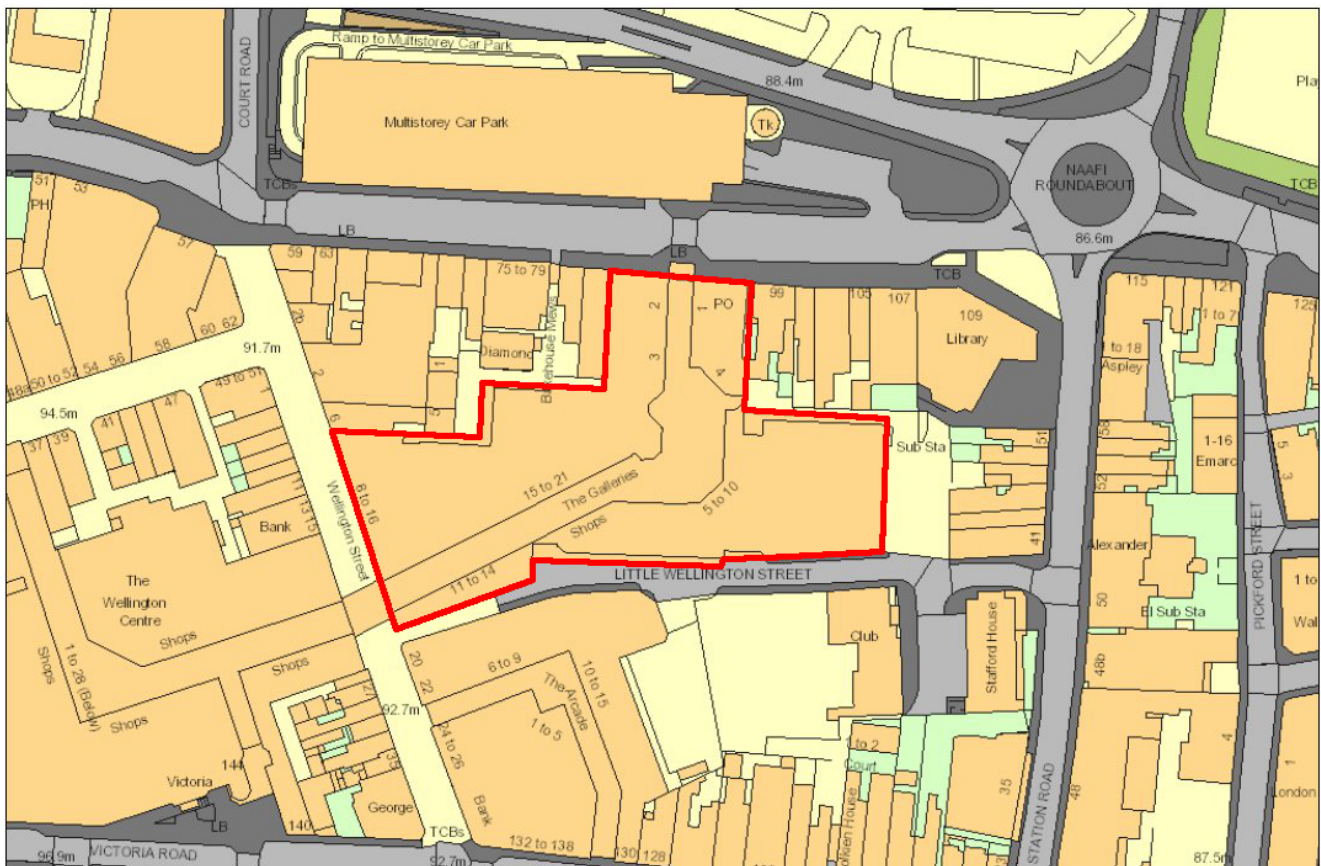
**7.20** Proposals for development within defined Site Allocations will have regard to the other policies in the Rushmoor Local Plan.

**7.21** Guidance may be given on the mix of uses and on the scale and form of development. Together with the other policies of the Rushmoor Local Plan, their redevelopment will help to achieve the Local Plan's Spatial Strategy.

**7.22** The Aldershot Town Centre Site Allocations will be informed by the emerging Aldershot Prospectus. The Aldershot Prospectus will outline a regeneration strategy for the town focused on a number of key development sites.

**7.23** The following preferred approaches are based on site appraisals undertaken by the Council and are likely to be subject to change as the evidence evolves, principally through the publication of the Aldershot Prospectus later in the year.

### The Galleries



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**The Galleries Site Allocation**



## Shaping Places 7

**7.24** ‘The Galleries’ Allocation Site is a purpose built retail development that has experienced high levels of vacancy in recent years. It extends from Little Wellington Street in the south to High Street in the north and to Wellington Street in the west. The eastern extent of the site is set back from Station Road behind an existing parade. A bridge links the development to the adjacent ‘Wellington Centre’.

**7.25** It is considered that The Galleries site presents an excellent opportunity to provide a retail-led or mixed use regeneration scheme in a key town centre location. Such a scheme could benefit from ancillary leisure/cultural uses and be supported by residential development on the upper floors.

**7.26** The site has the potential to come forward in the short term (next 5 years). Given the compact nature of the site, it would likely be in one phase of development.

## Policy Option A: Preferred Approach

### SP1.4 - The Galleries

An approach whereby the Council will work proactively with the landowners of The Galleries to promote a comprehensive redevelopment of the site. Proposals will seek to enhance retail provision along Wellington Street (primary frontage) and High Street (secondary frontage). A range of town centre uses will be encouraged.

Consideration should be given to the introduction of a new public space within the development.

Upper floors will accommodate residential development in the form of a mix of 1/2/3 bedroom apartments and should seek to make best use of the south facing elevation. Parking could either be accommodated within the adjacent High Street multi-storey car park or on the ground floor of a redeveloped scheme. Outdoor space should be afforded through balconies where possible.

Contemporary materials and articulate designs will be welcome as part of the scheme in order to create an engaging and attractive part of the town centre.

Proposals should be in scale with the surrounding townscape.

## Discounted Option

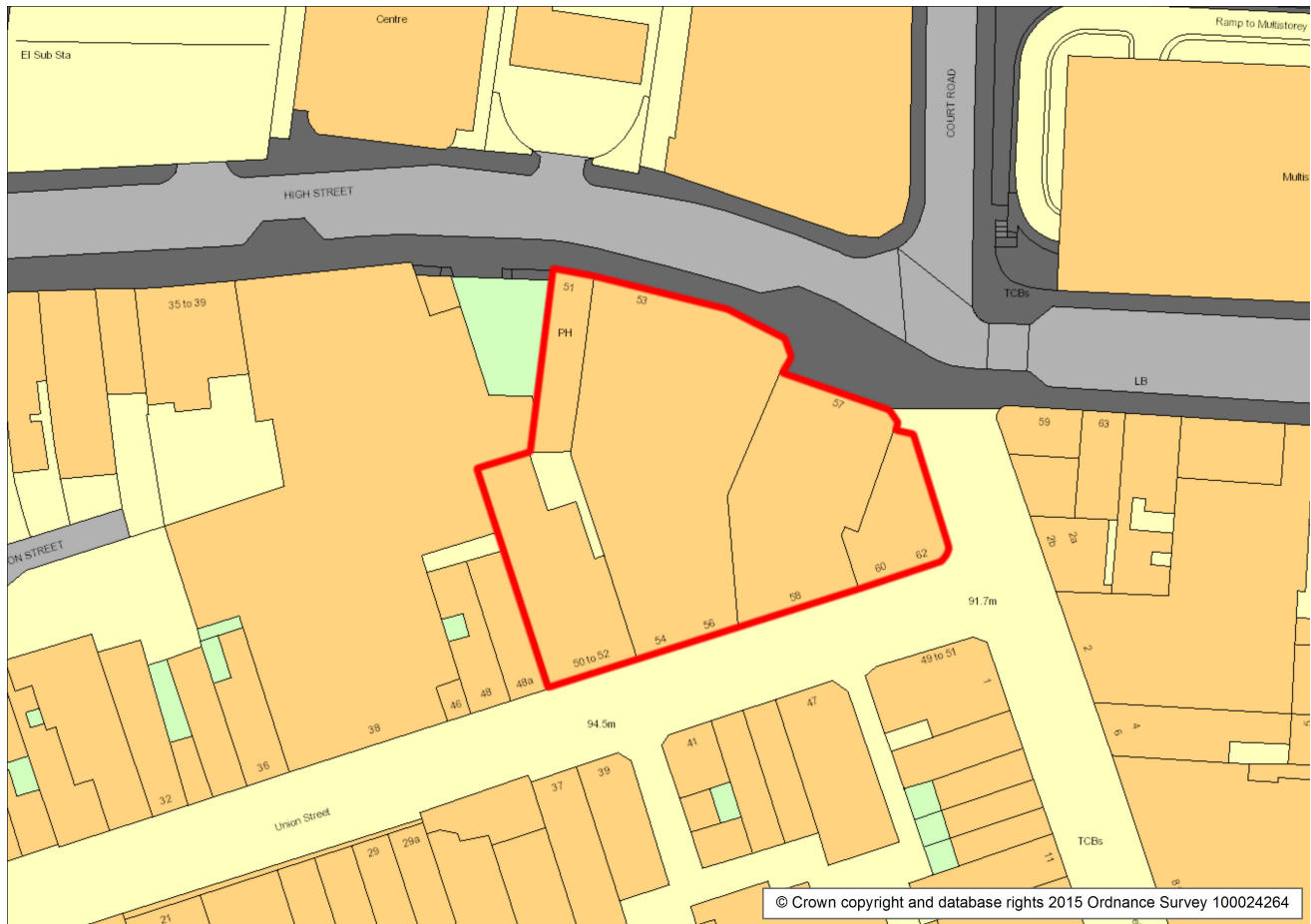
### Option B

#### No allocation

The Local Plan could be prepared without an allocation. However, given the long term vacancies experienced within the shopping centre, the absence of an allocation would fail to address the wider regeneration objectives for the town centre.

## 7 Shaping Places

### Union Street East



**Union Street East Site Allocation**

**7.27** The Union Street East site is located in the heart of Aldershot Town Centre and has a footprint of approximately 2,500sqm. The site represents one of the largest regeneration opportunities in the town centre with active frontages onto Union Street, Wellington Street and High Street. On upper floors are storage areas and former residential units.

**7.28** The site comprises no's 50-62 Union Street and 51-57 High Street. At the time of writing, a number of existing retail units at ground floor stand vacant and the site has seen the departure of 'High Street' retailers in recent years including Next, Top Shop, Evans, Burtons and Dorothy Perkins. The first floor of no's 53-55 High Street is a vacant snooker club.

**7.29** The site forms a prominent corner location and a key gateway into the town centre from the north via Court Road. This will become more prominent as the Wellesley scheme (comprising 3,850 new homes) is developed. The site has the potential to come forward in the short term (next 5 years).

## Policy Option A: Preferred Approach

### SP1.5 - Union Street East

An approach whereby the Council will work proactively with landowners to bring forward the redevelopment and refurbishment of the Union Street East site. Proposals will enhance an important gateway into the town centre from the Wellesley development in the north.

Existing buildings of value on the site will be retained and reconfigured to bring forward positive town centre uses. The visual heritage value of the upper floors will be enhanced as part of this process.

Active ground floor uses will wrap around the site from High Street into Union Street and residential uses will be promoted on the upper floors of the development. Some thought will need to be given to how car parking can be provided to support this use as it will more than likely need to be provided off site.

## Discounted Option

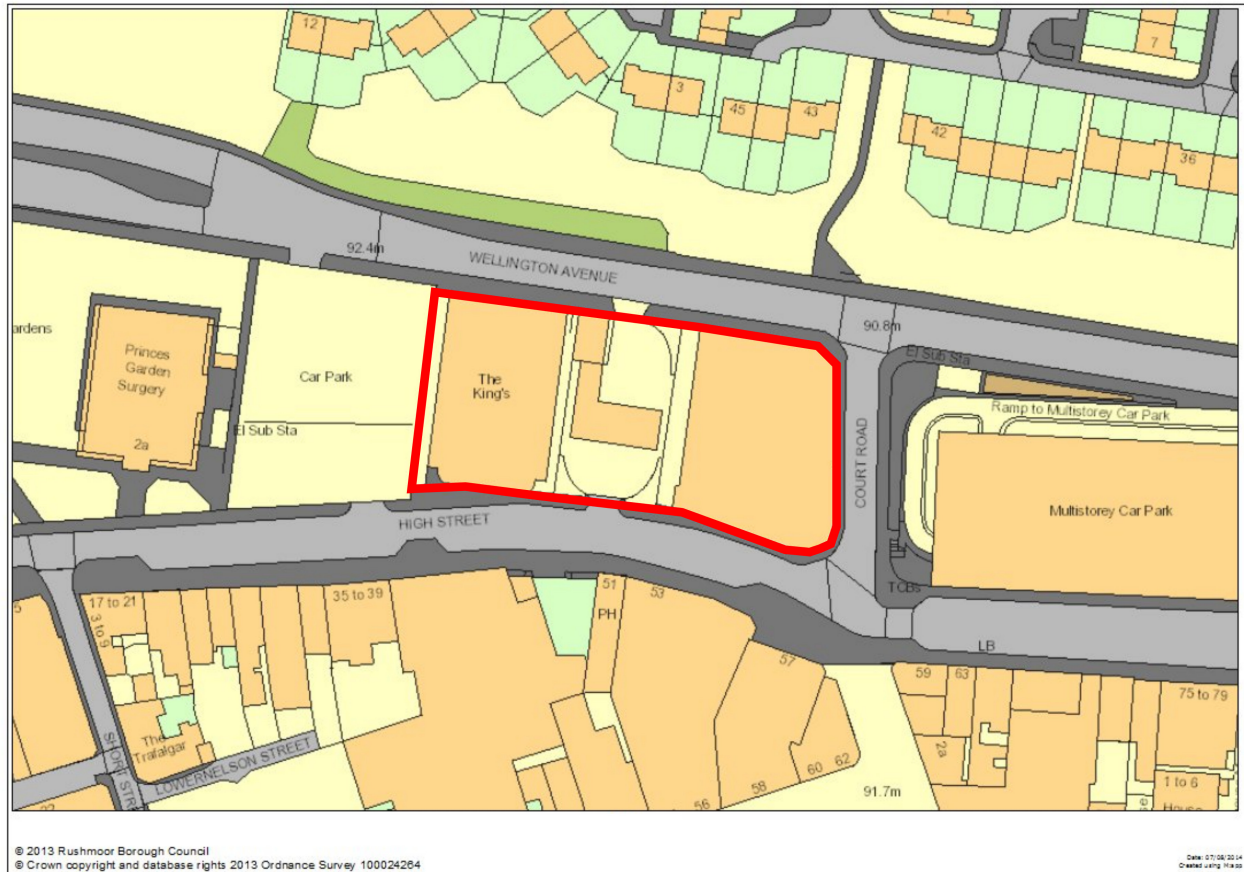
### Option B

#### No allocation

The Local Plan could be prepared without an allocation. However, given the number of vacancies experienced within the parade and the poor configuration of units, the absence of an allocation would fail to address the wider regeneration objectives for the town centre.

## 7 Shaping Places

### High Street (King's Centre/Gala Bingo)



#### High Street Site Allocation

**7.30** The 'King's Centre and Gala Bingo' Allocation Site is located to the north of the town centre. It fronts onto Wellington Avenue in the north, Court Road to the east, High Street to the south and a car park to the west. At present, from west to east, the site comprises:

- King's Centre
- Former Petrol Filling Station
- Gala Bingo (former ABC cinema)

**7.31** Given the limited options offered by the bespoke nature of the existing buildings on the site, it is considered that a comprehensive redevelopment would be most appropriate with a mix of residential and town centre uses.

**7.32** A comprehensive redevelopment of the site would likely be residential led with the possibility of introducing appropriate town centre uses at ground floor level including retail, restaurants and bars/pubs.

**7.33** The site has the potential to come forward in the short to medium term (next 5 to 10 years).

## Policy Option A: Preferred Approach

### SP1.6 - High Street (King's Centre/Gala Bingo)

An approach whereby the Council will work proactively with the landowners of the Gala Bingo and King's Centre site to explore options for a comprehensive redevelopment scheme.

Proposals will provide active engagement with both Wellington Avenue and Court Road as well as High Street. Ground floor town centre-orientated uses will be sought along the High Street and Court Road frontage. The massing of the building, particularly along Wellington Avenue will also need to be given careful consideration, particularly as this is a key vehicular route around the town. Subsequently, this redevelopment will be a 'shop window' for Aldershot and it is important that the design be of a high quality.

Parking will be required for any new residential units. The opportunity exists to make use of the gradient of the site (sloping from south to north) to create undercroft parking accessed from Wellington Avenue. Soft landscaping, in particular along the Wellington Avenue frontage, will help to improve this gateway site into the town centre from the north.

## Discounted Option

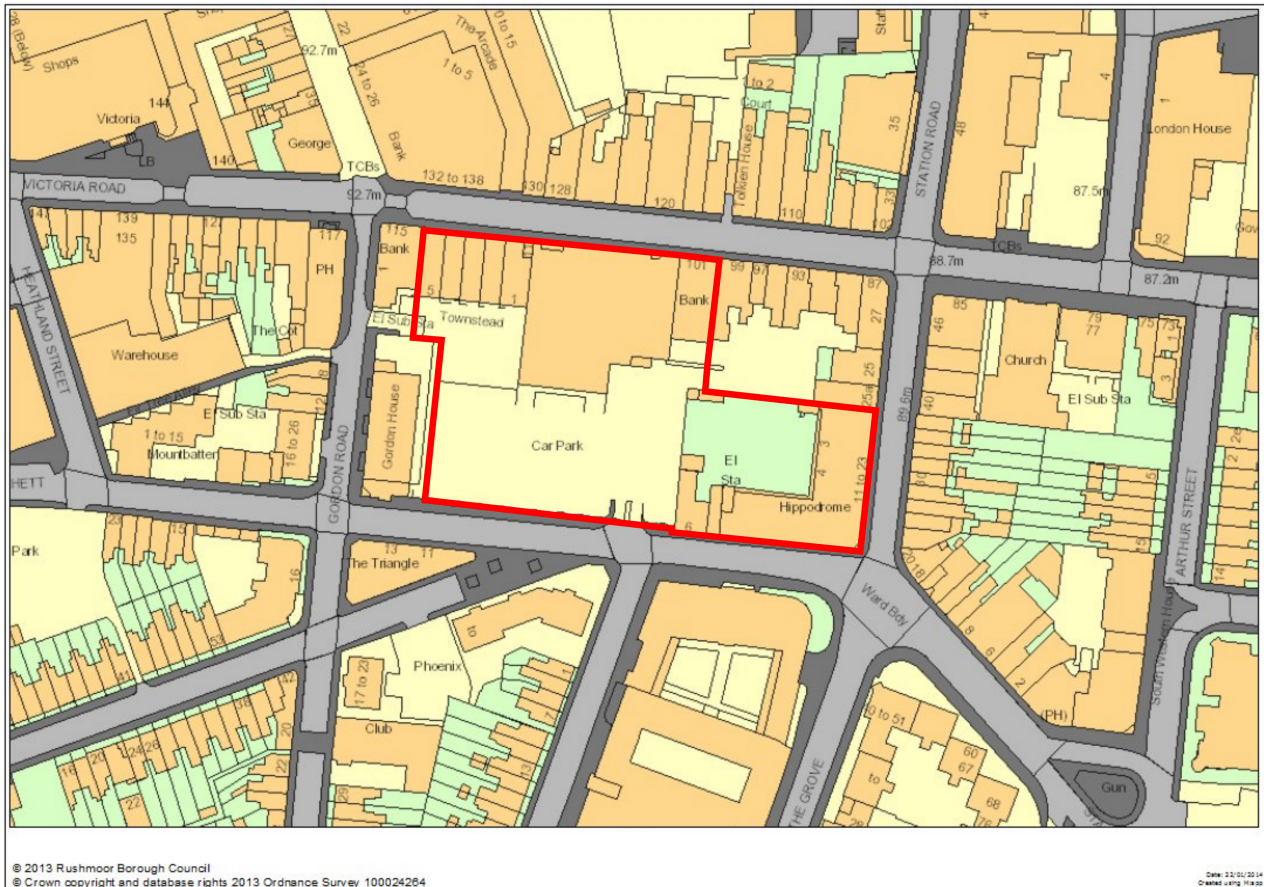
### Option B

#### No allocation

The Local Plan could be prepared without an allocation. However, given the prominence of the site from Wellington Avenue, the absence of an allocation would fail to address the wider regeneration objectives for the town centre.

## 7 Shaping Places

### Hippodrome House/Victoria Road



#### Hippodrome House Site Allocation

**7.34** The 'Hippodrome House and Victoria Road' Allocation Site comprises no's 101-111 Victoria Road, 1-5 Townstead House, Hippodrome House (located on the corner of Birchett Road and Station Road) and 6/6A Birchett Road, Aldershot. The site also encompasses the surface level car park accessed from Birchett Road. It is located within the defined 'town centre' and subsequently a number of ground floor uses observed within the current buildings are retail in nature. Hippodrome House fronts a prominent corner location, forming a key view from the arrival point of Aldershot Railway Station.

**7.35** The site has the potential to come forward in the medium to long term (next 10 to 15 years).

## Policy Option A: Preferred Approach

### SP1.7 - Hippodrome House/Victoria Road

A longer term option is a comprehensive redevelopment scheme that significantly enhances the legibility between a key public transport interchange (Aldershot Railway Station) and the town centre. Proposals will seek to introduce a new pedestrianised link between Birchett Road and Victoria Road, reinforcing the desire line between the station and town centre retail core. Ground floor uses will reflect the town centre designation, with an active mix of retail, restaurants and other A-uses located within fit for purpose units.

Upper floors will provide residential accommodation in a sustainable town centre location, close to both a mainline train station and the town centre core.

Replacement buildings should respect scale and massing of the surrounding townscape.

Parking and servicing will be achieved to the rear of the new development, with the potential for decked parking on the existing surface car park off Birchett Road.

## Discounted Option

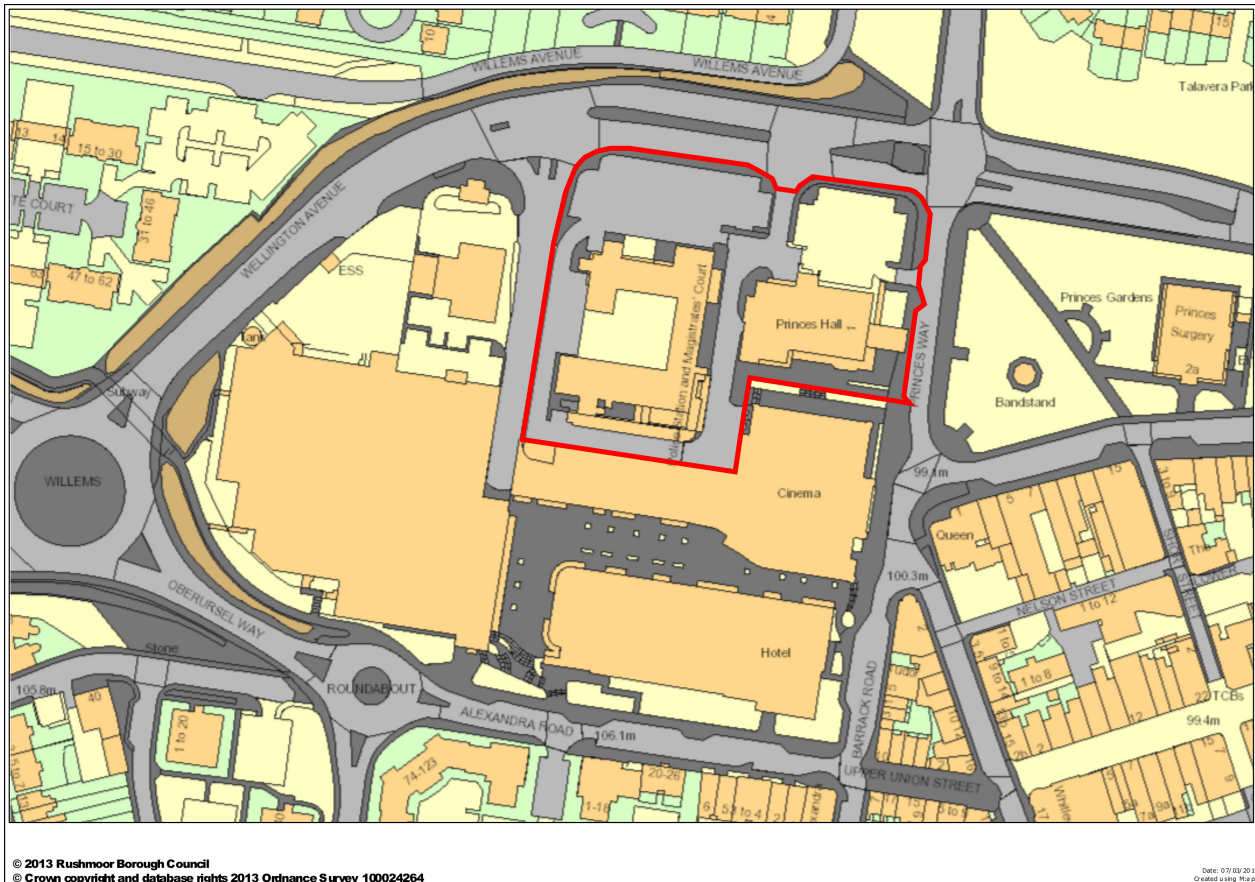
### Option B

#### No allocation

The Local Plan could be prepared without an allocation. However, the absence of an allocation would not support the regeneration objectives for Aldershot town centre.

## 7 Shaping Places

### Westgate Phase II



**Westgate Phase II Site Allocation**

**7.36** The 'Westgate Phase II' Allocation Site comprises the Princes Hall multi-purpose centre (including 595-seater auditorium and 3 function rooms) and the Police Station/Magistrates Court building. The Princes Hall building dates back to 1973 and the Police Station/Magistrates Court has been in situ since the early 1960's. The site extends north to the boundary with Wellington Avenue and to Princes Way in the east. It is bounded to the south and west by the Westgate development comprising cinema, restaurants, hotel and supermarket (opened in 2012).

**7.37** Westgate Phase II is considered an under-utilised gateway site into the town centre. Given the evening economy role of the established Westgate development, it is anticipated that redevelopment of the site may incorporate a theatre use and other complementary uses. There is also scope for residential development.

**7.38** The site has the potential to come forward in the short term (next 5 years). At the time of writing, Hampshire Police Authority are currently undertaking a review of their estate.



## Policy Option A: Preferred Approach

### SP1.8 - Westgate Phase II

An approach whereby the Council will work proactively with the landowners of Westgate Phase II to bring forward a comprehensive redevelopment scheme that will reinforce the established evening economy role within this part of Aldershot. A revamped theatre building (either new build or renovation) will provide the anchor for the redevelopment fronting Princes Gardens with a high quality residential development embracing Wellington Avenue and the corner of Princes Way.

Given the prominence of the site, there is scope for a scale of development of up to 4/5 storeys to create a visual impact. Given the uses proposed for the site, parking provision will be in high demand and careful consideration will need to be given to achieving this within the layout.

Appropriate servicing for the theatre auditorium will also need to be factored into the final scheme.

Contemporary materials and articulate designs will be welcome as part of the scheme in order to create an engaging and attractive part of the town centre. A natural palette would be preferred.

## Discounted Option

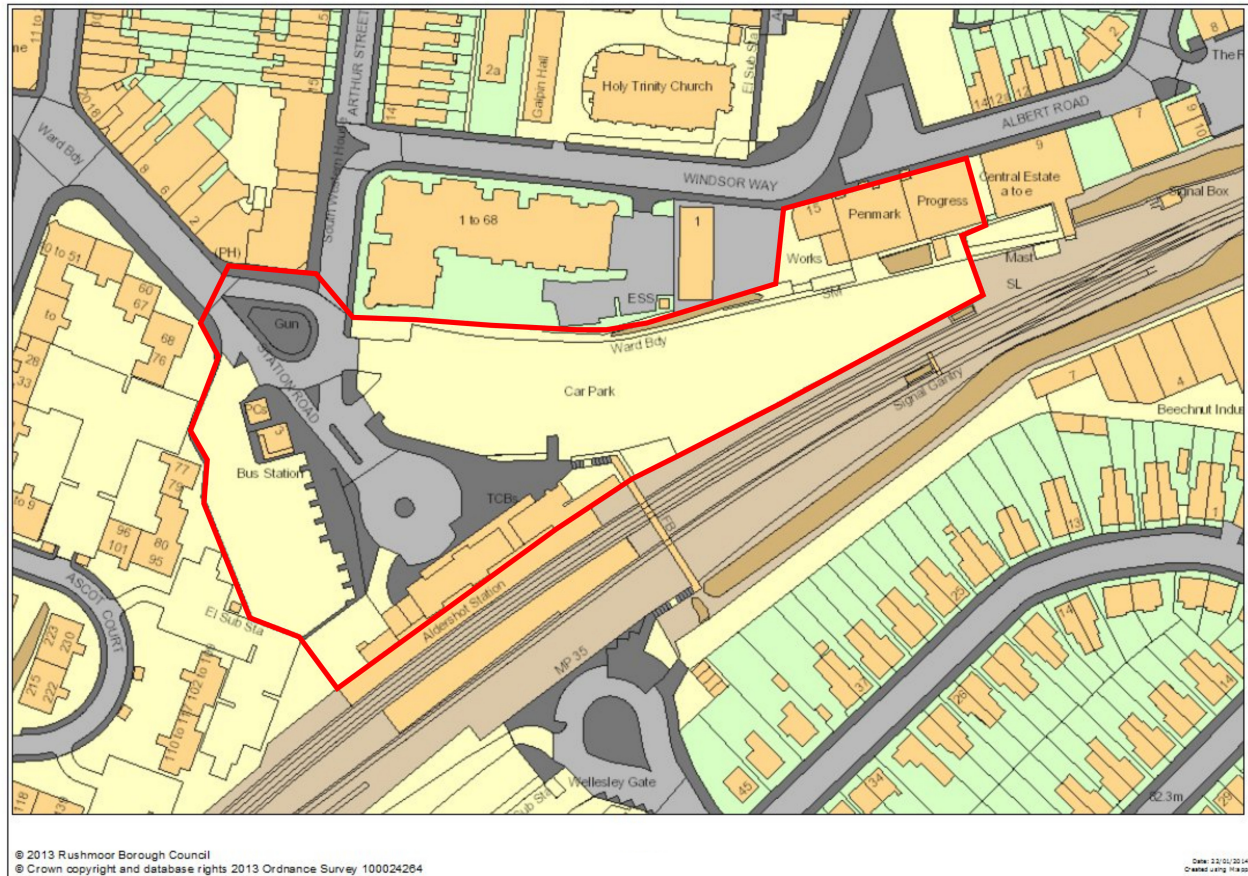
### Option B

#### No allocation

The Local Plan could be prepared without an allocation. However, the absence of an allocation would not support the regeneration objectives for Aldershot town centre.

## 7 Shaping Places

### Aldershot Railway Station



#### Aldershot Railway Station Site Allocation

**7.39** The 'Aldershot Station and Surrounds' Allocation Site comprises the Bus Station, Railway Station forecourt, car park and Penmark/Progress House. The majority of the site is hard-standing. 15 Albert Road is a Building of Local Importance in the form of a 19th century industrial manufacturing/warehouse building.

**7.40** It is understood that the bus station site is considered surplus to requirements. As such, the site could come forward for residential development. The existing car park to the front of the station could be reconfigured to function better as a transport interchange for train/bus/taxi/drop-off with stronger pedestrian linkages into the town centre. Penmark/Progress House both have the potential to be redeveloped for residential use. The site has the potential to come forward in the medium term (next 5 to 10 years).

## Policy Option A: Preferred Approach

### SP1.9 - Aldershot Railway Station

An approach whereby Aldershot Station and surrounds will be reconfigured to create an efficient, effective transport interchange and a welcoming entrance into the town centre for those travelling by train.

The land acquired from the release of the bus station will be utilised for residential development and may provide retail, ancillary to the station, at ground floor level. Access to the new residential development in this location is envisaged to be achievable from Ascot Court to the west.

Penmark/Progress House will be demolished to allow for a new residential development. There may also be an opportunity to provide a new vehicular access to the railway station car park off Windsor Way as part of this scheme.

## Discounted Option

### Option B

#### No allocation

The Local Plan could be prepared without an allocation. However, the absence of an allocation would not support the regeneration objectives for Aldershot town centre.

## 7.2 Farnborough Town Centre

**7.41** Farnborough Town Centre is undergoing revitalisation through planned redevelopment schemes within the town centre. Farnborough is a secondary regional centre and its main function is to meet the shopping, leisure and service needs of its local catchment within a strong town centre.

**7.42** Farnborough is identified by the Enterprise M3 LEP as one of four major towns (with Basingstoke, Guildford and Woking), which form the core of a Sci:Tech Corridor that has the characteristics of a City Region. The Sci:Tech Corridor is identified as an economic asset of national importance capable of leading the world in a number of areas.

**7.43** Farnborough Town Centre is focused around a purpose built pedestrianised shopping environment, including two indoor shopping centres; Princes Mead and Kingsmead. The Town centre contains a range of uses including shops, services, offices, a leisure centre, cinema, train station, offices and residential. Substantial employment areas are located to the south and west of the town centre. The town centre benefits from recent investment including: redevelopment of Northern Queensmead, repaving of Queensmead, construction of a new cinema in Kingsmead and refurbishment of the surrounding area.

## 7 Shaping Places

**7.44** The key objective for Farnborough town centre is to encourage and improve its vitality and viability to deliver revitalisation of the town centre. Policy SP2 sets out criteria to guide future development in the town centre to help deliver this revitalisation.

**7.45** Policy SP2 is supported by an adopted Farnborough Town Centre Supplementary Planning Document (SPD) and the Farnborough Prospectus. The SPD sets out a strategy for revitalising the Town Centre and surrounding areas based on objectives for improvements linked to key development areas and opportunities for public realm enhancements. The vision for Farnborough is to create a vibrant shopping leisure, service and employment centre, which provides for the needs of the local community, local employees and local business. Based on the SPD vision, eight objectives have been developed. The Farnborough Prospectus supports the SPD by focusing on deliverable development schemes. The development potential of the Civic Quarter within Farnborough town centre is detailed in the Civic Quarter SPD (2015).

**7.46** The Rushmoor Retail, Leisure and Town Centres Study (2015) identifies that Farnborough Town Centre has good levels of comparison shops and floorspace and good provision of mainstream / middle market multiple retailers. The range and choice of shops is reasonable for the size of centre and there is a good selection of food stores. Farnborough also has a good range of non-retail service uses. However, the proportion of restaurants and cafés is significantly below the national average, whereas fast food outlets, takeaways, banks and other financial services are significantly above the national average.

**7.47** The vacancy rate is just below the national average and most vacancies are concentrated within Kingsmead Shopping Centre. Elsewhere vacancies are relatively low. There is extensive provision of retail warehouses selling bulky comparison goods within walking distance of the town centre at Solartron Retail Park and B&Q.

**7.48** The Rushmoor Retail, Leisure and Town Centres Study (2015) suggests the strategy for Farnborough Town Centre should also be to consolidate its role within the wider shopping hierarchy. Long term capacity by 2032 for Class A1 to A5 floorspace is up to 21,600 sq m gross. However, the study sets out that these long-term projections should be treated with caution. Shorter term projections are more reliable, and these are set out in the table below. Taking account of outstanding retail commitments there is no additional capacity for more comparison floorspace by 2022.

Floorspace	Potential capacity by 2022 (sq m gross)
Comparison	0
Convenience	984
Food and Beverage	599
Total	1,583

**Table of Projected Floorspace Capacity**

**7.49** Vacant premises should accommodate future growth in Farnborough Town Centre. Reducing vacancy levels to 8% (the pre-recession national average) would provide 1,200 sq m gross. This would meet a substantial proportion of the potential capacity up to 2022. In addition, land adjacent to Princes Mead is identified in the Core Strategy as the preferred location for new retail development once appropriate

## Shaping Places 7

opportunities within the Primary Shopping Area are exhausted. This site is the subject of a current planning application. Development of the Princes Mead extension would accommodate all the identified capacity up to 2022. Additionally a substantial proportion of the long term floorspace capacity projections up to 2032 could be met through identified development opportunities as set out in the Rushmoor Retail, Leisure and Town Centres Study (2015).

**7.50** A good mix of active uses is important to the vitality and viability of Farnborough Town Centre. The town centre policies are therefore designed to allow for a range of uses with shopping (A1) at the core. The changing function of town centres is recognised with the increasing role of leisure and service uses in contributing to the overall success of the town centre. Particular support is given to increasing restaurant and café provision.

**7.51** Particular challenges for Farnborough are to develop a more attractive retail core, to reduce the number of vacant units in Kingsmead Shopping Centre, to attract more restaurants and cafés, to expand the evening and leisure economy, to promote linked trips between edge-of-centre retail stores and the primary shopping area, and to integrate new development in the Civic Quarter into the core town centre.

**7.52** The draft Farnborough Town Centre policy set out below aims to support the strategy of revitalising the town centre.

## 7 Shaping Places

### Policy Option A: Preferred Approach

#### SP2 - Farnborough Town Centre

An approach which sets out:

Development proposals will be permitted which maintain or enhance the vitality and viability of Farnborough town centre and contribute to the strategy of revitalising the town centre.

To achieve revitalisation, the strategy for Farnborough Town Centre is:

- a. For the town centre to be the focus for development for retail, leisure, entertainment, cultural, tourism, restaurant, supporting service and other town centre uses, building on the successful investment in the town centre
- b. To develop and protect a robust retail core in the primary shopping area by supporting the concentration of retail uses in this area
- c. To accommodate future retail growth capacity, which improves the health of the town centre
- d. To facilitate linked trips between edge-of-centre retail development and the primary shopping area
- e. To improve the evening economy by supporting new leisure uses, entertainment and cultural uses, together with family restaurants, cafés and bars, particularly within Kingsmead Shopping Centre in support of the new cinema
- f. To support the development of good quality housing that contributes to the vitality of the town centre, including residential uses above ground floor level in the primary shopping area and on development sites within and around the town centre
- g. To support the development of offices, outside the primary shopping area
- h. To enhance accessibility for all into and around the town centre by providing better connections between the town centre and the railway station, edge-of-centre retail developments, adjoining residential areas and Farnborough Business Park
- i. To integrate development in the Civic Quarter into the town centre
- j. To promote good design quality and develop a high quality network of streets and public spaces.

### Discounted Option

#### Option B

##### No Policy

Not to include a detailed Farnborough town centre policy in the Local Plan and to rely on the National Planning Policy Framework. However, this would not support regeneration objectives for Farnborough town centre.

## 7.2.1 Primary Frontages

**7.53** Within the town centre boundary, a primary shopping area is shown on the Policies Map. This is the main shopping and service area for the town centre and is split into defined primary and secondary shopping frontages. The primary shopping area, and primary and secondary shopping frontages, have been defined based on evidence set out in the Rushmoor Retail, Leisure and Town Centres Study (2015).

**7.54** The policy approach to permitting uses within the town centre and primary shopping area is flexible to enable a range of uses in the town centre, and in recognition of the increased importance of leisure and service uses in this location. The purpose of defining a primary shopping frontage is to protect a core of retail uses within the heart of the town centre.

**7.55** The primary shopping area for Farnborough is focused within the following area; Princes Mead, Asda, Queensmead, The Meads, Sainsburys and Kingsmead. The main shopping circuit focuses on Princes Mead, Asda, The Meads the upper end of Queensmead, and along to Sainsburys. This area has a predominance of Class A1 uses and high footfalls and is therefore designated as Primary Shopping Frontage.

**7.56** The primary shopping frontages are defined as units in:

- a. Queensmead (61-71 and 60-76)
- b. The Meads and Sainsburys
- c. Princes Mead and Asda

**7.57** Plus additional Primary shopping frontage:

- a. Princes Mead car park
- b. Block 4 Northern Queensmead
- c. Extension to Kingsmead

**7.58** It is relevant to highlight that not all changes of use will require a full planning application. As set out in Section 2 of this document, the Government has made a number of changes to the permitted development rights for changes of use relating to shops and other uses, most recently including a permitted change of use from shops (Use Class A1) to service uses (Use Class A2). This means that some changes of use within a shopping frontage may be able to take place without planning permission.

## 7 Shaping Places

### Policy Option A: Preferred Approach

#### SP2.1 - Primary Frontages in Farnborough Town Centre

Within the primary shopping frontages in Farnborough town centre, a change of use from class A1 (retail) will only be permitted subject to the proposal satisfying the following criteria:

- a. The proposal would not harm the centre's vitality or viability
- b. In each frontage, the number of non-A1 units would not exceed 20%
- c. The proposal would not result in the loss of an A1 (retail) unit frontage on a visually prominent site
- d. The proposal is for a use falling within Class A or Class D1 or D2 and retains an active frontage
- e. The proposed use is not for a betting shop
- f. There would be no material adverse impact upon the appearance of the premises
- g. There would be no material adverse impact upon the amenities of nearby residential uses.

### Discounted Option

#### Option B

##### No Policy

However, this alternative approach would not help to protect the vitality and viability of the town centre.

#### Option C

##### Retain existing Shopping Core and policy wording set out in the Rushmoor Local Plan Review

This alternative does not reflect the NPPF requirement to identify primary and secondary shopping frontages.

#### Option D

##### Propose different percentages of A1 uses in the shopping frontages

This alternative approach would not provide the most appropriate balance between protection and flexibility in support of the vitality and viability of the centre.



## 7.2.2 Secondary Frontages

**7.59** The policy approach for the defined secondary shopping frontages is to allow for a more diverse mix of uses, with generally lower levels of retail uses. The policy criteria for the proportion of retail uses in each shopping frontage reflects the mix of existing uses and role of each frontage. In the Queensmead and Briarcliff House shopping frontage the proportion of retail uses should be at least 50%. Within Kingsmead Shopping Centre, more restaurant/ café (Class A3) uses will be encouraged to support the cinema and create a focus for the evening economy by allowing greater flexibility in the mix of uses. No percentage mix for retail and non-retail uses is proposed for the shopping frontage along Victoria Road and Firgrove Parade, as this is characterised by predominantly non-retail uses and lies in a more peripheral location relative to the primary shopping frontage.

**7.60** The secondary shopping frontages are defined as units in:

- Kingsmead
- Queensmead (73-93 and 78- 98) and Briarcliff House (93-99)
- Victoria Road (14-48) and Firgrove Parade (1-5)

### Policy Option A: Preferred Approach

#### SP2.2 - Secondary Frontages in Farnborough Town Centre

An approach whereby within the secondary shopping frontages in Farnborough Town Centre, planning permission will be granted for changes of use and new uses subject to the proposal satisfying the following criteria:

- a. The proposal would not harm the town centre's vitality or viability
- b. The proposal is for a town centre use, which retains an active frontage
- c. In the Queensmead and Briarcliff House frontage, the number of non-A1 units would not exceed 50% in each frontage
- d. In the Kingsmead frontage the number of non-A1 units would not exceed 50% unless the proposed use is for Class A3
- e. In each frontage, no more than 5% of the units would be betting shops and no betting shop is located within 400m of the proposal
- f. There would be no material adverse impact upon the appearance of the premises
- g. There would be no material adverse impact upon the amenities of nearby residential uses.

### Discounted Option

#### Option B

##### No Policy

However, this alternative approach would not help to protect the vitality and viability of the town centre.

## 7 Shaping Places

### Option C

#### **Retain existing Shopping Core and policy wording set out in the Rushmoor Local Plan Review**

This alternative does not reflect the requirements of the NPPF to identify primary and secondary shopping frontages.

### Option D

#### **Propose different percentages of A1 uses in the shopping frontages**

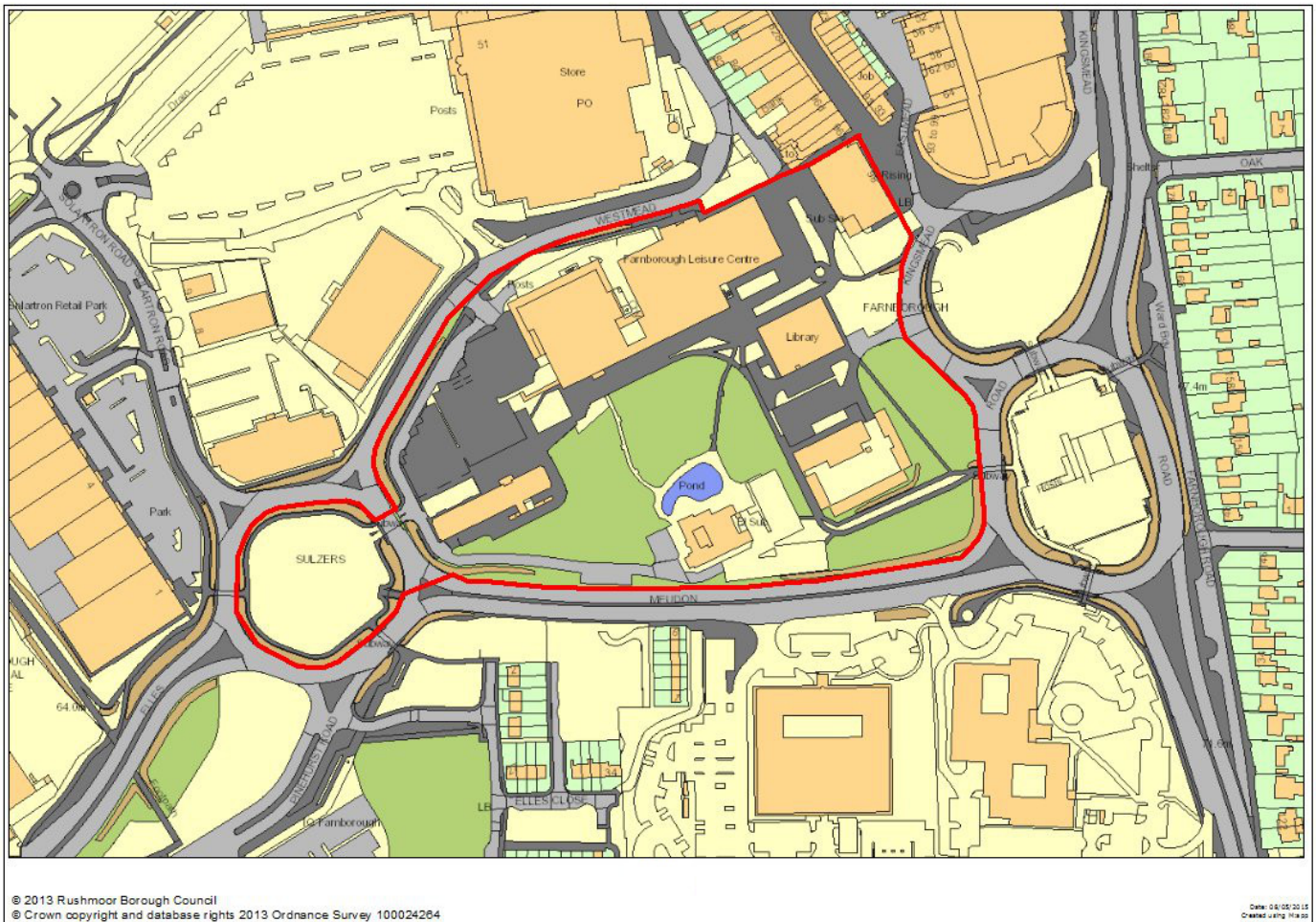
This alternative approach would not provide the most appropriate balance between protection and flexibility in support of the vitality and viability of the centre.

### 7.2.3 Site Allocations

#### **Farnborough Civic Quarter**

**7.61** The Farnborough Civic Quarter is located to the south of the town centre, between the retail core and the council offices, and presents a significant opportunity for development that integrates with the town centre and brings wider, strategic benefits whilst improving the existing green space.

## Shaping Places 7



### Civic Quarter Site Allocation

**7.62** To inform the preferred approach, the Council has prepared a Supplementary Planning Document (SPD) for the Civic Quarter, which looks at redevelopment opportunities and the potential to achieve these <sup>(14)</sup>. The preferred approach policy for the Civic Quarter is detailed below.

## 7 Shaping Places

### Policy Option A: Preferred Approach

#### SP2.3 - Farnborough Civic Quarter

An approach whereby the Council will work proactively with landowners, developers, transport operators and public sector agencies to secure a comprehensive redevelopment of the Farnborough Civic Quarter. This 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 uses incorporating the re-provision of space for existing community/civic uses within the site
- c. Appropriate phasing 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. Residential development of a scale and layout that is reflective of a town centre location
- g. Delivery of improved pedestrian links between the town centre (Queensmead) and Farnborough Business Park
- h. A high quality distinctive built form that includes the introduction of focal, gateway buildings onto Sulzers Roundabout and Pinehurst Roundabout
- i. A scale of development appropriate to a sustainable town centre location
- j. Additional car parking to meet the needs of proposed uses

### Discounted Option

#### Option B

##### No Policy

An alternative would be not to include a policy to guide future development on the Civic Quarter. However, as a potential area for significant change over the Plan period, it would not be appropriate to exclude such a policy from the Local Plan.

## 7.3 North Camp District Centre

**7.63** North Camp District Centre serves the needs of residents of south Farnborough by providing a range of small shops and services for local needs. The specialist shops and restaurants attract visitors from a wider area. The Core Strategy sets out a specific policy for North Camp District Centre (SP5) that seeks to protect its vitality and viability and resist the loss of retail units, restaurants, local community uses and car parking facilities.

## Shaping Places 7

**7.64** The Retail, Leisure and Town Centres Study – Part 2 Town Centres (2015) reviews North Camp District Centre and sets out recommendations. In the light of this evidence base the policy approach for North Camp is updated and rolled forward into the draft policy, as set out below.

### Policy Option A: Preferred Approach

#### SP3 - North Camp District Centre

An approach whereby development proposals will be permitted which maintain or enhance the vitality and viability of North Camp District Centre, by preserving its local and specialist retail functions and vibrant evening economy. The Council will support the retention of:

- a. Retail uses and restaurants
- b. Local community uses
- c. Car parking facilities

Proposals for development should demonstrate that they improve accessibility by addressing traffic management issues and improving linkages for cyclists and pedestrians.

The Council will continue to work in partnership with the local community and other partners to support and enhance North Camp District Centre.

### Discounted Option

#### Option B

##### No Policy

An alternative approach is not to include a specific policy approach for North Camp District Centre. However, this would not have a positive impact in terms of guiding development in this important District Centre, and would result in a lack of clarity regarding the overall approach towards key centres in the Borough.

### 7.3.1 Primary Frontages

**7.65** The North Camp District Centre boundaries, as set out on the Policies Map, have been reviewed. It is proposed to remove from the District Centre boundary an area in Lynchford Road and Peabody Road to the East of the Lynchford Road entrance into Peabody Road car park (as shown on the Schedule of Proposed Changes to the adopted Policies Map), which currently includes a number of breaks within the shop frontage.

## 7 Shaping Places

**7.66** The whole of the defined North Camp District Centre forms the primary shopping area. Within this area new primary and secondary shopping frontages are defined. The policy approach to permitting uses is flexible with the aim of protecting a concentration of retail uses within the primary shopping frontage focused in Camp Road, and allowing a greater mix of uses in the secondary shopping frontage along Lynchford Road and Queens Road, as set out in the two policies below.

**7.67** The primary shopping frontage is defined as:

- a. Camp Road (1-79 and 2-48 and 81 and 83 Lynchford Road)

**7.68** As set out in Section 2 of this document, the Government has made a number of changes to the permitted development rights for changes of use relating to shops and other retail uses, most recently including a permitted change of use from shops (Use Class A1) to service uses (Use Class A2). This means that some changes of use within a shopping frontage may be able to take place without planning permission.

### Policy Option A: Preferred Approach

#### SP3.1 - North Camp District Centre Primary Shopping Frontage

An approach which sets out that within the primary shopping frontage in North Camp District Centre, a change of use from class A1 (retail) will only be permitted subject to the proposal satisfying the following criteria:

- a. The proposal would not harm the centre's vitality and viability
- b. The number of non-A1 units would not exceed 40%
- c. The proposal would not result in the loss of an A1 (retail) unit frontage on a visually prominent site
- d. The proposal is for a use falling within Class A or Class D1 or D2 and retains an active frontage
- e. The proposed use is not for a betting shop
- f. The proposal would maintain or enhance the appearance of the premises
- g. There would be no material adverse impact upon the amenities of nearby residential uses.

### Discounted Option

#### Option B

##### No Policy

However, this alternative approach would not help to protect the vitality and viability of North Camp District Centre.

### Option C

#### **Retain existing Shopping Core and policy wording set out in the Rushmoor Local Plan Review**

This alternative does not reflect the requirements of the NPPF to identify primary and secondary shopping frontages.

### Option D

#### **Propose different percentages of A1 uses in the shopping frontages**

This alternative approach would not provide the most appropriate balance between protection and flexibility in support of the vitality and viability of the centre.

## 7.3.2 Secondary Frontages

**7.69** The policy approach for the defined secondary shopping frontage is to allow for a more diverse mix of uses, with lower proportions of retail uses. The secondary shopping frontage is defined as Lynchford Road ( 47-79 and 85-107) and Queens Road (3-11).

### Policy Option A: Preferred Approach

#### **SP3.2 - North Camp District Centre Secondary Shopping Frontage**

An approach which sets out that within the secondary shopping frontage in North Camp District Centre, planning permission will be granted for changes of use and new uses subject to the proposal satisfying the following criteria:

- a. The proposal would not harm the centre's vitality or viability
- b. The proposal is for a town centre use, which retains an active frontage
- c. In each frontage, the number of non-A1 units would not exceed 50%
- d. In each frontage, no more than 5% of the units would be betting shops and no betting shop is located within 400m
- e. The proposal would maintain or enhance the appearance of the premises
- f. There would be no material adverse impact upon the amenities of nearby residential uses.

## 7 Shaping Places

### Discounted Options

#### Option B

##### No Policy

However, this alternative approach would not help to protect the vitality and viability of the town centre.

#### Option C

##### Retain existing Shopping Core and policy wording set out in the Rushmoor Local Plan Review

This alternative does not reflect the requirements in the NPPF to identify primary and secondary shopping frontages.

#### Option D

##### Propose different percentages of A1 uses in the shopping frontages

This alternative approach would not provide the most appropriate balance between protection and flexibility in support of the vitality and viability of the centre.

## 7.4 Farnborough Airport

**7.70** Farnborough Airport is the UK's only dedicated business aviation airport, with planning permission to handle up to 50,000 business aviation flight movements (referred to as "Air Traffic Movements") a year by 2019. An Air Traffic Movement (ATM) is classed as either a "take-off" or a "landing".

**7.71** The Airport and the surrounding areas have changed dramatically in recent years. The Airport was the first operational airfield in the UK, established in 1905 as a balloon factory for the Royal Engineers, and was occupied for many years by the Ministry of Defence as an airfield and centre for military aviation research until the 1990s when it was declared surplus to requirements. Farnborough is renowned for its aviation history, being the site of the UK's first powered flight by Samuel Cody in 1908. From these impressive roots, the Airport has continued to evolve from a military base to a privately owned and operated business aviation<sup>(15)</sup> facility which now offers the only dedicated business aviation operation in the UK. Farnborough Airport is operated by TAG Farnborough Airport Ltd. who became the freehold owner of the Airport in 2007. In addition, since 1948, the Airport has been home to the biennial Farnborough International Airshow, a globally renowned showpiece and marketing event for the aerospace and air defence industry.

15 Business aviation is defined in the Glossary of Terms, but essentially involves the use of executive jets and helicopters operated as corporate aircraft or air taxis



## Shaping Places 7

Due to its occasional nature, the Airshow is exempt from planning controls. Further background information on the Airport can be found in the document, "Key Facts about Farnborough Airport", available to view at [www.rushmoor.gov.uk/farnboroughairport](http://www.rushmoor.gov.uk/farnboroughairport).

**7.72** The cluster effect of the Airport is also reflected in the context of the surrounding sites, which are home to companies such as QinetiQ and the world renowned Air Accidents Investigation Branch (AAIB).

### Planning History

**7.73** In October 2000, TAG was granted planning consent for the use of Farnborough Airport for business aviation. This permission also established a number of other controls over the use of the Airport, such as:

- a. A maximum number of business aviation air traffic movements, including the proportion at weekends and Bank Holidays
- b. Hours of operation
- c. Noise controls and monitoring, including the establishment of a noise budget
- d. Safety controls, including the establishment of Third Party Risk Contours
- e. Controls over aircraft weight
- f. Air quality monitoring

**7.74** In 2006, TAG submitted a planning application to vary the number of Air Traffic Movements permitted at weekends and Bank Holidays from 2,500 to 5,000. The Borough Council refused this application, but following an appeal by TAG, it was granted by the Secretaries of State for Communities and Local Government and for Transport in 2008. The overall annual flight movement limit remained at 28,000.

**7.75** In June 2009, TAG submitted a planning application to increase the number of annual ATMs from 28,000 to 50,000 by 2019, of which 8,900 movements could be at weekends and Bank Holidays. The Borough Council refused this application, but following a further appeal by TAG, it was granted by the Secretaries of State for Communities and Local Government and for Transport in 2010. Further information is available to view at: <http://www.rushmoor.gov.uk/article/2564/Farnborough-Airports-planning-history>.

### 7.4.1 Strategic Airport Policy

**7.76** The Rushmoor Core Strategy was adopted in 2011, and until the adoption of this draft Local Plan, Policy SP6 remains in place to provide an overarching policy to guide future development at the Airport. A refreshed Strategic Airport policy is set out below.

## 7 Shaping Places

### Policy Option A: Preferred Approach

#### SP4 - Farnborough Airport

An approach that states that within the defined Farnborough Airport Planning Policy Boundary (APPB) as identified on the Policies Map, development will be restricted to that supporting business aviation and associated Airport related uses.

In respect of business aviation movements, permission has been granted for up to a maximum of 50,000 annual Air Traffic Movements, of which no more than 8,900 are at weekends and Bank Holidays. Proposals to change the pattern, nature or number of movements will only be permitted provided that the following criteria are met:

- a. That the need for a change in business aviation movements at Farnborough is demonstrated
- b. That the aircraft noise impact is no higher than the agreed baseline level (as established through Policy SP4.2)
- c. That the extent of any annual third party risk contour (or redrafted Public Safety Zone (PSZ) resulting from any change) does not result in a net increase in the area covered by the PSZ
- d. That any material increase in air pollution or odour is adequately mitigated
- e. In respect of any change to the number of movements, that economic benefits to the local and wider economy can be demonstrated
- f. That flying at the most sensitive times of the day and week is limited to respect the amenities of residents in and adjoining Rushmoor Borough
- g. That there is no adverse impact on international, national and local nature conservation designations
- h. That impacts of any changes on surface water runoff are adequately managed.

### Discounted Option

#### Option B

##### Cap on annual business aviation ATMs

The Local Plan could set out a policy that only permits a change in annual business aviation flight movements or patterns subject to no adverse environmental consequences, but that also provides a cap on the number of annual flight movements. However, a cap would be unnecessary as the policies in the Local Plan will provide a robust context against which to assess any proposals for increased flight movements over the Plan period.

## Option C

### No Policy

The Local Plan could be prepared without an overarching policy relating to Farnborough Airport. However, given the lack of specific national and regional guidance relating to Farnborough Airport, it is important that the Local Plan provides a clear strategic direction against which to assess proposals for change or development at the Airport.

## 7.4.2 Type of Flying

### Local Context

**7.77** Farnborough Airport is established firmly as the UK's only dedicated business aviation airport and has earned a reputation as Europe's premier business aviation operation. The purpose of this policy is to guide the type of flying considered appropriate from the Airport for the duration of the plan period.

**7.78** Policy SP6 of the Core Strategy, and draft Policy SP4 of this Local Plan, are based on a position that the Airport will be used for business aviation use and that development within the Farnborough Airport Planning Policy Boundary (APPB) of the Airport will be restricted to that supporting business aviation and associated Airport related uses. Business aviation is defined as flying activities and operations that are dedicated to the needs of companies, individuals and organisations which require a premium priced service for a high degree of mobility, a high standard of service and flexibility and privacy in aviation service, as an aid to the conduct of their business. A full definition of business aviation is contained in the Glossary of Terms.

**7.79** Planning permission for the site does not permit bulk freight services, scheduled passenger services, "inclusive tour" charter flying, any significant increase in training or recreational flying or a transition to an airport with a full range of flying amenities. This is in recognition of the fact that types of flying other than business aviation and very low volume freight <sup>(16)</sup> may have adverse implications.

**7.80** The planning consent for the Airport relates to its civilian use for business aviation purposes. It does not prejudice the established use of the Airport by the MoD, diplomatic or official Government missions, the DERA flying Clubs or the biennial Airshow. The use of the Airport by these groups and for the Airshow will continue at levels that existed at the time of the original planning permission in 2000.

### TAG Master Plan 2009

**7.81** TAG's Master Plan states that it has no intention to seek to vary the current use of the Airport as a business aviation facility. The two recent planning applications to increase movement numbers reasserted this position by containing no provisions to vary the use of the Airport from its business aviation operations.

16 Low volume freight is defined as a weight of less than 100kg in any one aircraft movement.

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### Consultation Feedback

**7.82** Public consultation undertaken in early 2009 showed substantial support for the retention of the Airport solely as a business aviation operation. Feedback from the Farnborough Airport Area Action Plan (FAAAP) Preferred Approach consultation in January 2010 on the approach to controlling the type of flying from the Airport was supportive for the continuation of the current restrictions on flying, retaining the use of the Airport as a business aviation facility.

### Developing a Preferred Approach

**7.83** The Local Plan intends to reinforce the existing stance by establishing policy which precludes bulk freight, scheduled passenger services and inclusive tour charter flying over the Plan period. This is a continuation of an existing policy approach, which allows for business aviation movements and other aviation related uses, low volume freight movements, and limited training and recreational flying. In respect of recreational flying, between 2003 and 2014, the flying club data varies from a minimum of 399 movements to a maximum of 727 per year, equivalent to between 1.5% and 4.2% as a percentage of all annual movements from the Airport. The most recent data for 2014 returned a figure of 399 flying club movements over the year. Whilst there is a lawful use for up to 2,500 annual recreational flight movements over which the Council does not have any planning controls, any increase in recreational movements beyond this would not be permitted. However, from the levels of flying club data shown above, it is not expected that there will be any notable increase in annual recreational movements up to this level.

**7.84** It is considered that permitting other types of flying from the Airport would change significantly the character of operations, and have a potentially damaging effect on the local environment and infrastructure. Moreover, any increase in training or recreational flying over that lawfully allowed could involve potentially disturbing circuit training.

## Policy Option A: Preferred Approach

### SP4.1 - Type of Flying

An approach whereby the Council will permit proposals for flying at Farnborough Airport in connection with business aviation<sup>(17)</sup>. Proposals will not be permitted for:

- a. bulk<sup>(18)</sup> freight services
- b. scheduled passenger services
- c. "inclusive tour" charter flying any increase in recreational flying above that allowed by the lawful use<sup>(19)</sup> or
- d. a transition to a full range of flying facilities.

## Discounted Options

### Option B

#### To widen the types of flying acceptable at Farnborough Airport

To include a policy that would support the use of the Airport not just as a business aviation facility, but also for other types of flying such as bulk freight, scheduled passenger services and inclusive charter tour flying.

However, were these types of uses permitted, it is considered that they would change significantly the character of operations at the Airport, and have a potentially damaging effect on the local environment and infrastructure. It could also lead to further proposals to increase the number of movements. Moreover, this would not reflect the aspirations of the Airport's owners to continue to be Europe's premier business aviation operator.

17 For the purpose of this policy, business aviation is defined as flying activities and operations that are dedicated to the needs of companies, individuals and organisations which require a premium priced service for a high degree of mobility, a high standard of service and flexibility and privacy in aviation services. To be clear, business aviation excludes such activity in connection with the Airshow, bulk freight services and "inclusive tour" charter flying. No training or recreational flying (other than recreational flying by the DERA Aero Club or essential familiarisation, training and flying checks by aviation crew) shall take place.

18 Bulk freight is defined as a weight of 100kg or more in any one aircraft movement. This excludes racehorses. The current legal agreement in place permits no more than 100 aircraft movements a year involving the transportation of racehorses.

19 The DERA aeroclub has a lawful use for up to 2,500 recreational flight movements per year

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### Option C

#### No Policy

The type of flying at Farnborough Airport is restricted to business aviation. To change the type of flying at the Airport, the operator would therefore need to submit a new planning application, or submit an application to seek to vary this condition. Whilst the Local Plan could be prepared without a specific policy to control the type of flying at Farnborough Airport, this would leave a policy void in the longer term. Moreover, it is considered that the use of the Airport for any types of flying other than business aviation and low volume freight services could have significant impacts locally in terms of, for example, the volume of traffic on roads in the Borough, increased levels of noise and air pollution, and development of nearby sites, and this option is not therefore considered appropriate.

### 7.4.3 Noise, and Flying at Weekends and Bank Holidays

#### National Context

**7.85** The NPPF seeks to drive proactively and support sustainable economic development. The Aviation Policy Framework (APF, 2013) supplements this by recognising that the aviation sector is a major contributor to national and local economies, and the APF is supportive of growth within a framework which maintains a balance between the benefits of aviation and its costs, particularly its contribution to climate change and noise. In respect of noise specifically, the APF sets out the Government's primary objective to limit, and where possible reduce, the number of people in the UK significantly affected by aircraft noise. In controlling the impacts from airports such as Farnborough, the Government's view is that noise controls should continue to be agreed locally rather than being imposed by central Government.

**7.86** With regard to business aviation, the APF states that where a planning application is made that is likely to have an impact on an existing aerodrome's operations, account should be taken of the economic benefit of the aerodrome and its value to the overall aerodrome network as well the economic benefits of the development, but that these benefits be balanced against all other considerations (APF, paragraph 1.91).

**7.87** The Government's long term vision for noise policy is set out in the Noise Policy Statement for England (NPSE, 2010). This stresses the promotion of good health and good quality of life through the effective management of noise in the context of sustainable development. This long term vision is supported by the following aims in the NPSE:

*Through the effective management and control of environmental, neighbour and neighbourhood noise within the context of Government policy on sustainable development:*

- a. *avoid significant adverse impacts on health and quality of life;*
- b. *mitigate and minimise adverse impacts on health and quality of life; and*
- c. *where possible, contribute to the improvement of health and quality of life.*

**7.88** The NPPF builds on this vision, stating at paragraph 123 that planning policies and decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development. In addition, new and existing development should not contribute to, be put at unacceptable risk from, or be adversely affected by, unacceptable levels of noise pollution.

## Local Context

**7.89** Policy SP6 of the Core Strategy, and draft Policy SP4 of this Local Plan, state that proposals to change the pattern, nature and number of aircraft movements will only be permitted provided that the aircraft noise impact is *no higher than an agreed baseline level*.

**7.90** The Airport is subject to a number of restrictions and measures which directly or indirectly limit the exposure of surrounding areas to aircraft noise. These restrictions and measures are applied by a combination of means; either as existing planning policy, planning conditions, or clauses in the 2010 Deed associated with the planning consent for flying at the Airport. The primary controls are provided by a restriction on the number of aircraft movements and by “noise budget” contours. However, noise is also controlled through the application of restrictions on operating hours, aircraft weight and the prohibition of aircraft that fall outside the ICAO<sup>(20)</sup> Chapter 4 noise standard (the least noisy category currently available that is applicable to all new subsonic jet and propeller driven aircraft from 2006).

## Noise Budget

**7.91** A requirement of the planning permission granted in 2000 to operate the Airport for business aviation was that the “noise budget” established in 1998 would not be exceeded. This noise budget remained at the same level from 2000 onwards. However, improvements in technology and the phasing out of noisier aircraft resulted in it quickly becoming out of date. During the 2010 planning Inquiry, it was established that the noise budget was unrealistic and did not represent current best practice.

**7.92** Following the 2010 appeal to increase flight movements up to 50,000 a year by 2019, a replacement legal agreement was signed by all parties, which included a tightening of this noise budget. Using the 2000 noise budget as a baseline, the legal agreement specified that the area within the annual noise budget should not exceed 72.5% of the land within the 55dB(A)  $L_{eq}$  contour (72.5% being 6.6km<sup>2</sup>) and should not exceed 60% of the total land within the 60dB(A)  $L_{eq}$  contour (60% being 2.4km<sup>2</sup>). This “noise budget contour” now applies to flying at the Airport, and represents a tightening of the noise budget compared with that in 2000. The current noise budget can only be amended as part of any new planning application.

**7.93** Whilst noise contours are one way to assess the noise implications of aircraft flying into and out of the Airport, their validity in terms of representing the actual impacts that residents experience on the ground is often questioned. Nevertheless, noise contours are a long established and accepted method for representing noise exposure, they provide a good way of demonstrating long-term trends, and they are relatively easy to produce. They are also the basis on which Government assesses the onset of “significant community annoyance”<sup>(21)</sup>.

20 International Civil Aviation Organisation

21 “significant community annoyance”: the level at which a significant proportion of the community is exposed to levels of noise at which they are significantly annoyed. The APF uses the 57dB(A)  $L_{eq}$  level as the level of daytime noise marking the approximate onset of “significant community annoyance”

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**7.94** Such contours, however, are based on average noise exposure and hence smooth over peak noise events. They do not fully represent the frequency of events, do not account for grouping of flights over a particular part of the day and do not distinguish between weekdays and the more sensitive weekend periods. An important aspect of the APF and NPPF is the promotion of good health and good quality of life. It is therefore important to develop a policy which enables adequate consideration to be given to issues of “disturbance”, where aircraft flying overhead may affect people at different noise contour levels. This is linked to the fact that the susceptibility to disturbance by noise can be a very individual matter, with different people having different personal thresholds to noise.

### Flying at Weekends and on Bank Holidays

**7.95** The 2010 appeal decision means that the total number of business aviation movements is permitted to increase to a maximum of up to 50,000 movements per annum by 2019, of which up to 8,900 per annum could be at weekends and Bank Holidays by 2019.

**7.96** Of the total permitted annual movements of up to 50,000 by 2019, up to 8,900 - equivalent to 18% - of these can take place at weekends and Bank Holidays. This means that by 2019, the average number of permitted weekday movements would be 162 per day, whilst the equivalent figure for weekends and Bank Holidays would be an average of 81 movements per day.<sup>(22)</sup> Hence, on average there will be half the number of movements per day at weekends and Bank Holidays compared with a week day.

**7.97** Assuming a similar aircraft mix for each day of the week, on average this provides an approximate 3 dB  $L_{Aeq}$  reduction<sup>(23)</sup> in aircraft noise exposure at weekends and Bank Holidays compared with a week day. The principle of providing additional protection at weekends and Bank Holidays is therefore established, and indeed, the need to recognise the sensitivity of residents during these times was acknowledged by the 2010 Planning Appeal Inspector. This difference in movement numbers between weekday and weekend/Bank Holiday periods is something that the Council wishes to preserve.

### Determining the Preferred Approach

**7.98** To help develop a preferred approach, the Council commissioned an independent noise consultant to investigate "Possible Policy Mechanisms for Controlling Noise at Farnborough Airport". This Study is available to view at <http://www.rushmoor.gov.uk/ldfbackgroundpapers>. The Study evaluated the controls currently in place, compared them to controls at other similar sized airports in the UK, and analysed possible future control mechanisms that could potentially be implemented through the application of planning policy. Any such measures must reflect, and be entirely consistent with, National Planning and Aviation Policy.

**7.99** The main recommendation set out within the noise Study was that aircraft movement limits and noise budget contours (i.e. defining a "noise envelope") should be kept as the central basis for control of aircraft noise from operations at Farnborough Airport. This would maintain the use of  $L_{Aeq}$  noise contours and an annual limit on business aviation movements. They also mirror the Planning Inspector's conclusions at the 2010 Inquiry when it was stated that “*account should be taken of both the noise contour approach and the number of movements*” (paragraph 636, page 136). The APF also promotes the use of noise envelopes (i.e. a noise budget defined by noise contours).

22 Based on weekends and Bank Holidays totalling 110 days per year

23 based on a 16hour  $L_{Aeq}$



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**7.100** In terms of establishing an agreed baseline level noise level as required by criterion b. of Policy SP6 of the Core Strategy, and draft Policy SP4 of this Local Plan, the revised 2010 legal agreement has established a reduction in the noise budget compared with that set by the original 2000 Deed. This revision was based on the Noise Impact Study undertaken by Hepworth Acoustics in 2009 (available to view at <http://www.rushmoor.gov.uk/ldfbackgroundpapers>.), which informed the Core Strategy. This Study only covered the period up to 2019, beyond which the report recommended a review of the noise contour areas and movement limits. Based on the further recommendations in the 2013 Noise Study, it is considered appropriate that these revised noise contours are formally adopted into policy to form the baseline level referred to within Policy SP6 of the Core Strategy, translated into Policy SP4 of this Local Plan.

**7.101** In addition, to reflect paragraph 3.29 of the APF, <sup>(24)</sup> should an application be received in the future to change the pattern, nature or number of business aviation movements, it should be a requirement that these baseline noise level contours are recalculated to provide an accurate, up to date, benchmark against which to assess the noise impact of the proposed change in movement numbers. This would enable account to be taken of changes such as in the Integrated Noise Model (INM) noise prediction software or operating procedures at the Airport which may have occurred since the preparation and adoption of the Local Plan. To conform with national policy, which requires that the benefits of future technological improvements are shared between an Airport and its local communities, any future increase in movement numbers must deliver a  $L_{Aeq}$  contour smaller than the refreshed baseline noise budget contours reflecting the current noise environment at the time of the application.

**7.102** With regard to differential movement limits on weekends and Bank Holidays compared with weekdays, the 2013 Noise Study recommends that the current differential protection of weekends and Bank Holidays is maintained by using the same ratio of movement numbers to weekday movements as contained in the current consent. (As explained above, 18% of the total movements at weekends and Bank Holidays is equivalent to an average of half the number of movements per day at weekends and Bank Holidays compared with a weekday, providing an approximate 3 dB  $L_{Aeq}$  reduction in aircraft noise exposure.)

**7.103** The study also recommended that a maximum daily limit be imposed in future policy for weekends and Bank Holidays. Currently there is no restriction on how the 8900 movements per annum at weekends and Bank Holidays by 2019 are spread over the year. In theory, most could occur within a few months during the summer if demand required it. The study recommended considering the imposition of a maximum daily limit for weekends and Bank Holidays to ensure that the daily limit for weekends and Bank Holidays is either a maximum of double the average daily movements allowed on these days, or is 150% of the average daily movements allowed on these days. The first approach would ensure that the maximum number of movements per day for worse case weekends and Bank Holidays does not exceed the average weekday number of movements. The second approach would ensure that the average number of movements per hour for worse case weekends and Bank Holidays does not exceed the average weekday hourly movement level. The application of these different approaches as they might apply to the current consents is set out by way of example in the footnote below. <sup>(25)</sup> The Preferred Approach is to not to pursue

24 Paragraph 3.29 of the APF states that a noise envelope should have regard to the following: (i) The Government's overall noise policy; (ii) Within the limits set by the envelope, the benefits of future technological improvements should be shared between the airport and its local communities to achieve a balance between growth and noise reduction; (iii) The objective should be to incentivise airlines to introduce the quietest suitable aircraft as quickly as is reasonably practicable.

25 Current permission would by 2019 allow an average number of weekday movements of 162 per day and an average number of weekends and bank holidays movements of 81 per day. By way of example using the numbers allowed under the current consent, a restriction of a maximum of 162 movements per day on weekends and Bank Holidays would ensure

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this policy option as it is considered to be unreasonably restrictive on operations at the Airport. No other Airport is known to have such an hourly movement restriction and the nature of the operations at Farnborough Airport means that it would be difficult to plan for daily variations given that no scheduled flights operate. On reflection it is considered overly complicated to monitor and also appears to address a problem that is theoretical rather than one that actually exists. Weekend and Bank Holiday movement data recorded by month over the years does not show a significant clustering during any particular part of the year. However, it is included as an alternative option for comment as part of this consultation as set out below.

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that the maximum number of movements does not exceed the average weekday number (the LAeq16hr noise index from the worst case movement figure for a weekend and Bank Holiday would be no more than the  $L_{Aeq16hr}$  noise index for an average weekday movement figure). However, the operating hours for flights at the airport are 3 hours less per day on weekends and Bank Holidays than on weekdays. This means that the current permission would by 2019 allow an average of 6.8 movements per hour at weekends and Bank Holidays and 10.8 movements per hour on a weekday. A restriction of a maximum daily limit on weekends and Bank Holidays of 150% of the average daily movements allowed, would lead to an average of 10.2 movements per hour for worse case weekends and Bank Holidays, therefore not exceeding the average weekday hourly movement.

## Policy Option A: Preferred Approach

### SP4.2 - Noise, and Flying at Weekends and Bank Holidays

An approach whereby the noise contour budget arising from aircraft movements at Farnborough Airport, other than “Other Aviation Activity”<sup>(26)</sup>, shall not exceed an area within the annual agreed noise contour budget, defined by the total land within both the 55dB(A)  $L_{eq}$  contour (being 6.6km<sup>2</sup>) and the total land within the 60dB(A)  $L_{eq}$  contour (being 2.4km<sup>2</sup>) up to 2027, unless replaced by a new agreed noise contour budget through the implementation of this policy (the “agreed” noise contour budget).

On receipt of any planning application to change the pattern, nature or number of business aviation movements, the agreed noise contour budget will be remodelled to account for any changes<sup>(27)</sup> in the parameters which inform the noise budget, and these revised contours shall form the agreed baseline noise contour budget against which the impact of any proposed changes will be assessed. These will become the new “agreed” noise contour budget.

Proposals to change the pattern, nature or number of annual business aviation movements will only be acceptable if they:

- Lead to a noise contour budget smaller than the agreed noise contour budget current at the time of the application for change; and
- Set an overall annual maximum movement limit; and
- Maintain the same differential movement limit between weekday and weekends and Bank Holidays so that the proportion of weekend and Bank Holiday movements will not exceed 18% of the total overall maximum annual flight movement limit, excluding “Other Aviation Activity”

26 “Other Aviation Activity” (OAA) means levels of aviation activity excluding Business Aviation; OAA includes flying at and associated with the Airshow, flying by the DERA flying club or similar successor club, military operations, and the arrival and departure by aircraft of diplomatic persons or official missions.

27 Changes to include any update or revision of the INM aircraft noise prediction software or changes in the operating procedures at the Airport, including any airspace change around the Airport.

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### Discounted Options

#### Option B

**To pursue a similar policy approach to that set out above, but to add an additional bullet point to have either:**

A daily limit for weekends and Bank Holidays that is a maximum of double the average daily movements allowed on these days (i.e. Under the current consent,  $81 \times 2 = 162$  by 2019). This would ensure that the maximum number of movements per day for worse case weekends and Bank Holidays does not exceed the average weekday number of movements (which is 162 under the current consent).

**Or**

A daily limit for weekends and Bank Holidays that is a maximum of 150% that of the average daily movements allowed on these days (i.e. Under the current consent,  $81 \times 1.5 = 121$  by 2019). This would ensure that the maximum number of movements per hour for worse case weekends and Bank Holidays does not exceed the average weekday hourly movement (which is 10.8 movements per hour on a weekday under the current consent).

However, this option would be overly restrictive, and would appear to address a theoretical problem, rather than one which actually exists.

#### Option C

**To have a separate policy to deal with flying at weekends and Bank Holidays**

However, the impact of flying at weekends and Bank Holidays is intrinsically linked to noise, and the Noise Study undertaken in 2013 demonstrates that the policy approach to noise and flying at weekends and Bank Holidays knits together well as a single policy approach.

### 7.4.4 Hours of Operation

#### Local Context

**7.104** Criterion g. of Core Strategy Policy SP6, and criterion f of draft Policy SP4, requires flying at the most sensitive times of the day and week to be limited to respect the amenities of residents in and adjoining Rushmoor Borough. The Airport is currently permitted to operate civil aircraft movements between 07:00 and 22:00 hours on weekdays and between 08:00 hours and 20:00 hours at weekends and Bank Holidays. Except in an emergency, no civil operations are permitted outside this time, or on Christmas Day or Boxing Day. Aircraft maintenance and servicing is permitted within the existing "N" and "D" shed buildings and the engineering hangar permitted under 12/00003/FUL subject to the amended conditions granted under

planning permission reference 13/00399/FUL. Whilst this permits aircraft maintenance and servicing to be undertaken within the hangers at night, only internal diagnostics and servicing can take place on the aprons during this period.

## **TAG Master Plan 2009**

**7.105** TAG's Master Plan states that it will not seek to increase the hours of operation. Previous planning applications to increase annual Air Traffic Movements did not seek to vary the hours of operation for the Airport. Also, historically, Ministry of Defence flying at Farnborough took place almost entirely during daylight hours, although the Borough Council had no control over the Aerodrome's hours of operation when it was in the ownership of the Ministry of Defence.

## **Consultation Feedback**

**7.106** Feedback from the Farnborough Airport Area Action Plan (FAAAP) Preferred Approach consultation in January 2010 on the approach to the hours of operation was mixed, with some commentators seeking a reduction in the hours of operation whilst others sought an extension subject to such activities not causing unacceptable noise disturbance to local residents.

## **Developing the Preferred Approach**

**7.107** Work undertaken by Hepworth Acoustics in 2013 considered possible policy mechanisms for controlling noise at Farnborough Airport<sup>(28)</sup>. This Study considered whether any amendments to operating hours at the Airport would be one way to help control the noise impact of operations at the Airport, but concluded that this would not be appropriate for the reasons set out in section 7 of the report. The Council would not therefore support any change to the operating hours for civil aircraft movements. This Local Plan therefore sets out a policy approach that reinforces the current hours of operation for aircraft movements over the Plan period. Noise is dealt with separately under Preferred Approach Policy SP4.2.

**7.108** Mindful of the fact that some maintenance activities are quiet, such as internal diagnostics and servicing, and that these are also required to support the overnight preparation and turnaround of aircraft ready for morning departure, this type of maintenance is considered to be acceptable outside these hours. It is however important that noisy maintenance activities that would cause disturbance beyond the APPB boundary are not undertaken outside these hours, such as engine ground running/testing. Therefore ground based maintenance operations, likely to emit noise at a level that could impact on nearby residential amenity, shall also be subject to the same operating hours as business aviation aircraft movements.

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### Policy Option A: Preferred Approach

#### SP4.3 - Hours of Operation

An approach whereby the Council will permit business aviation aircraft movements at Farnborough Airport between the hours of:

- a. 07:00 and 22:00 on weekdays; and
- b. 08:00 and 20:00 at weekends and Bank Holidays.

Except in an emergency, there shall be no civil business aviation aircraft movements at any other times and at no times on Christmas Day or Boxing Day.

Aircraft maintenance and servicing activity at the Airport with the potential to generate noise at a level that would have an adverse impact on neighbouring sensitive uses, will not be permitted within the Airport Planning Policy Boundary between the hours of:

- a. 22:00 and 07:00 on weekdays; and
- b. 20:00 and 08:00 at weekends and Bank Holidays.

### Discounted Options

#### Option B

##### Support extension of hours of operation

The Local Plan could set out a policy that would be supportive of proposals to extend the hours of operation for both flying and all maintenance activities at the Airport. However, this is not considered appropriate due to the potential impact that such an extension could have on the amenity of local residents, by increasing noise disturbance when ambient noise levels are low.

## Option B

### **Policy requiring respite periods**

The Local Plan could set out a policy that would seek a curfew for a part of the weekend daytime to provide residents with a known period of respite from business flying operations as a condition of any future planning consent. However, there would still be some flights during the respite period, such as from the flying club, the Air Show, military, as these operations are lawful uses which fall outside planning controls. This would weaken the benefits of the aviation respite period as residents would still experience some noise from flying activity, and it would also restrict the flexibility of TAG to deal with existing business aviation movements.

Moreover, by virtue of the daytime operating hours for the Airport, and the more restricted operating hours at weekends and Bank Holidays, night time and early morning noise is not an issue. Preserving this position will ensure that this remains the case over the Plan period.

## Option C

### **Set out a maximum noise level measured at the APPB**

The Local Plan could set out a policy that included a maximum noise level, measured at the Airport Planning Policy Boundary, for all ground based maintenance operations, that should not to be exceeded outside the permitted hours of operation. A noise level set at the boundary would be easy to monitor and would provide TAG with a known target noise level for night-time ground based maintenance operations within which it had to operate. However, the Airport covers a large area and there are parts of the boundary that are closer to residential and other noise sensitive uses than others. In addition, such ground based maintenance operations take place on designated aprons, some of which are a significant distance from residential properties but close to the Airport Planning Policy Boundary. Setting a blanket criterion applicable to all parts of the boundary would preclude these parts from being used even though they have a permitted use for this purpose, under planning permission reference 13/00399/FUL, and it has been demonstrated that there is no adverse impact on where people live. Such an approach would be open to challenge as not being in keeping with the provisions of the NPPF.

Moreover, by stipulating that any noise from night-time ground based maintenance operations should not have an adverse impact on neighbouring sensitive uses, adequate protection will be provided thereby achieving the same desired outcome.

## 7 Shaping Places

### Option D

#### No Policy

The hours of operation, including for some aspects of maintenance, at Farnborough Airport, are legally restricted by planning conditions. To change the hours of operation at the Airport, the operator would need to submit a new planning application, or submit an application to seek to vary these conditions. Whilst the Local Plan could be prepared without a specific policy to restrict the hours of operation at Farnborough Airport, this would leave a policy void in the longer term.

Moreover, it is considered that were business aviation movements and noisy maintenance activities such as engine ground running/testing to be undertaken outside the currently permitted hours of operation for such activities, this would have significant impacts locally in terms of increased noise disturbance to local residents when ambient noise levels are low.

### 7.4.5 Aircraft Weight

#### Local Context

**7.109** The weight of aircraft has a consequential effect on noise and safety. Restrictions relating to the weight of aircraft are defined through the planning permission for the Airport and the associated legal agreement. Under criterion a. of Core Strategy Policy SP6 and draft Policy SP4 of this Local Plan, proposals to change the pattern, nature or number of movements will only be permitted where the need for such changes has been demonstrated.

#### TAG Master Plan 2009

**7.110** The TAG Master Plan does not indicate that the operator will seek to amend the annual cap of 1,500 on the operation of aircraft between 50,000 and 80,000 Kg.

#### Consultation Feedback

**7.111** Feedback from the Farnborough Airport Area Action Plan (FAAAP) Preferred Approach consultation in January 2010 on the preferred approach to dealing with aircraft weight was mixed with some commentators seeking ongoing restrictions to aircraft weight whilst others sought an increase in weight limit subject to no unacceptable disturbance as a result to local residents.

#### Developing a Preferred Approach

**7.112** Planning permission for the Airport contains a condition that stipulates that with the exception for up to 1,500 movements per annum by aircraft not exceeding 80,000Kg maximum take-off weight, no aircraft exceeding 50,000 Kg maximum take-off weight and no helicopters exceeding 10,000Kg maximum take-off weight shall take-off or land at the Airport. Given the existing planning consent, it is not considered realistic to reduce the current restrictions in terms of aircraft weight.



## Shaping Places 7

**7.113** In terms of aircraft noise, sound levels generated by takeoffs or landings vary depending on several factors, one in particular being the weight of the aircraft. The Noise Impact Study undertaken by Hepworth Acoustics in 2009, concluded that in relation to noise control measures, the current restrictions on weight limits were deemed to be appropriate and provided adequate control. The report "Safety Implications of Business Aviation at Farnborough Airport" undertaken by ESR Technology in 2009 identified that the primary parameters that determine the extent of the third party risk contours (Public Safety Zones) are the annual number of movements and the size of the aircraft concerned. In general, for any given number of movements, the greater the average size of aircraft the greater the size of the contour. The planning conditions concerning the number of flights and the maximum weight of aircraft place an upper limit on the size of the risk contour, irrespective of the planning conditions relating to the 1 in 10,000 and 1 in 100,000 per annum risk contours. In this context, there is therefore merit in setting out a policy which continues to restrict aircraft weight as part of the control over safety and noise over the Plan period.

**7.114** Continuing with the current approach would ensure that the noise and safety considerations are no worse than existing in respect of the weight of aircraft operating from the Airport.

### Policy Option A: Preferred Approach

#### SP4.4 - Aircraft Weight

An approach whereby in terms of aircraft weight, proposals for business aviation flying at Farnborough Airport will be permitted subject to:

- a. A maximum of 1,500 movements per annum of Boeing Business Jets and/or Airbus Corporate jets or industry equivalent not exceeding a maximum take-off weight of 80,000 Kg
- b. For the remaining aircraft, not to exceed a maximum take-off weight of 50,000 Kg
- c. For helicopters, not to exceed a maximum take-off weight of 10,000 Kg

### Discounted Options

#### Option B

##### Support an increase in aircraft weight

The Local Plan could set out a policy that would be supportive of proposals to increase the maximum weight of aircraft operating from the Airport. However, this would have consequential effects on noise and safety considerations, as these are directly related to the weight of aircraft operating from the Airport, and this option is not therefore considered appropriate.

## 7 Shaping Places

### Option C

#### No Policy

The Local Plan could be prepared without a specific policy to restrict the weight of aircraft operating from Farnborough Airport. However, this would leave a policy void in the longer term, should the operator seek to vary this restriction. A variation in the weight of aircraft operating from the Airport could have consequential effects on noise and safety considerations. It is therefore advisable that the Local Plan includes a policy on aircraft weight.

### 7.4.6 Safety

#### National context

**7.115** The Aviation Policy Framework (APF, 2013) sets out the Government's policy objective on safety in paragraphs 5.14 and 5.15. This states that;

*“For people living and working near airports, safety is best assured by ensuring the safe operation of aircraft in flight. However, in areas where accidents are most likely to occur we seek to control the number of people at risk through the public safety zone (PSZ) system. PSZs are areas of land at the ends of runways at the busiest airports, within which development is restricted. Our basic policy objective remains not to increase the number of people living, working or congregating in PSZs and, over time, to see the number reduced. Where necessary, we expect airport operators to offer to buy property which lies wholly or partly within those parts of the zones where the risk is greatest. We will continue to protect those living near airports by maintaining and, where justified, extending the PSZ system”.*

**7.116** Guidance on development in Public Safety Zones (PSZs) is contained within DfT Circular 01/2010 “Control of Development in Airport Public Safety Zones”. It should be noted that the PSZ policy as set out within the APF and Circular 01/2010 focuses specifically on circumstances where new development near existing airports is being considered. There is no formal national policy that deals explicitly with safety when a new airport, or significant development at an existing airport, is proposed, although the general principles on which the PSZ policy is based can be applied to a proposal to establish (or expand) an airport. Such proposals would fall to be considered within the context of the planning system. This requires that, where a development causes “demonstrable harm”, the benefits associated with it would need to outweigh that harm if it is to be permitted. Risks to those living in the vicinity of the Airport could be seen as “demonstrable harm” in this context.

**7.117** The Civil Aviation Authority regulates aviation activity in the UK to ensure the maximum safety of aircraft and the persons and property carried therein. Whilst the Department for Transport is responsible for PSZ policy, the CAA now also has administrative responsibility for putting in place PSZs. By ensuring the safety of aircraft and persons however, the CAA's exercise of its statutory responsibilities also indirectly addresses the safety of persons and property on the ground. The Council will consult the Civil Aviation Authority and the Health and Safety Executive on any proposals to change the pattern, nature or number of movements and require any operator to submit an independent risk assessment as part of an Environmental Assessment.

## Local Context

**7.118** In applying the general principles on which PSZ policy is based, because of the proximity of residential and other development to the Airport, the Council considers that any flying proposals which would extend the 1 in 10,000 risk contour beyond the Airport boundary or to encompass areas where people live, work or congregate should not be permitted.

**7.119** Hence, the Council has already formulated a policy on aviation safety that closely reflects Government policy. Policy SP6 criterion c of the Core Strategy states that proposals to change the pattern, nature and number of business aviation movements will only be permitted provided that the 1:10,000 pa risk contour at either end of runway 06/24 does not extend to areas where people live, work or congregate, or beyond the area at the eastern end of the runway where Policy FA1 of the Rushmoor Local Plan Review applies (or logically, its successor). Criterion d states that the consequences of any change should not change the maximum extent (i.e. the total area covered by) of the 1:100,000 pa risk contour.

**7.120** The policy implications from both these criteria are clear in that the safety consequences of business aviation flying from the Airport should be no worse over the Plan period than those already approved at appeal.

## 2010 Appeal Decision

**7.121** The 2010 appeal decision to permit an increase in business aircraft movements up to 50,000 a year by 2019 attached two conditions to the current planning permission:

**Condition 12** *No flying pursuant to this permission shall take place if the 1:10,000 per annum risk contour at either end of runway 06/24 extends to areas where people live, work or congregate, or beyond the area at the eastern end of the runway where Policy FA1 of the Rushmoor Local Plan (1996-2011) Review applies.*

**Condition 13** *All flying pursuant to this permission shall conform to the agreed 1:100,000 per annum risk contour. For the avoidance of doubt, the currently approved plans are: GN TG A OP 1582 rev A; GN TG A OP 1583 rev A; and GN TG A OP 1588 rev A.*

**7.122** These conditions place a constraint on operations at the Airport that limits safety impacts. This is in addition to those conditions associated with a restriction on the number of movement numbers and on the maximum weight of aircraft, which are both primary parameters that determine the level of risk, and which further place an upper limit on the size of any risk contour.

## Determining the Preferred Approach

**7.123** In 2009, the Council commissioned ESR Technology to investigate the safety implications of business aviation at Farnborough Airport. The report informed the “preferred approach” version of the FAAAP, and the preparation of the Core Strategy. This report is available to view at <http://www.rushmoor.gov.uk/ldfbackgroundpapers>. Since the publication of the 2009 report, permission has been granted on appeal to increase business aircraft movements up to 50,000 a year by 2019. In addition, Rushmoor’s Core Strategy was adopted in October 2011, and the NPPF (2012) and APF (2013) have since come into force. In light of these changes, the Council commissioned a review of safety to

## 7 Shaping Places

ascertain whether any of these changes have had any fundamental implications for the approach to safety since the 2009 report was produced, and to ensure that the policy approach complies with new and emerging aviation and planning policy.

**7.124** Eddowes Aviation Safety Ltd was commissioned in 2013 to review the original 2009 report and this review is available to view at <http://www.rushmoor.gov.uk/ldfbackgroundpapers>. The overall conclusion reached is that there have been no fundamental changes to the context within which the 2009 Report was prepared that would change any of the conclusions presented in that Report. In addition, criteria c and d of Policy SP6 of the Core Strategy are both judged to continue to be appropriate policy approaches for the management of risk associated with business aviation operations at Farnborough Airport.

**7.125** Condition 12 of the current planning permission and criterion c of Policy SP6 of the Core Strategy both limit the extent of the 1:10,000 per annum risk contour and prevent it from encroaching on areas where that would introduce a potential conflict with existing land uses. Without such controls, risks could increase to the point where PSZ policy could require clearance of existing development. Condition 13 of the current planning permission and criterion d of Policy SP6 of the Core Strategy place objective based controls on the risks to which areas of existing development are exposed. They limit risks to a level which, in accordance with the appeal Inquiry Inspector's recommendation and the Secretary of States' decision, were deemed to be acceptable within the overall planning balance. The utilisation of a policy that limits risk at a level which the planning process has formally found to be acceptable is considered to continue to be an appropriate policy approach.

**7.126** Criteria c and d of Policy SP6 of the Core Strategy are quite explicit in that the safety consequences of business aviation flying from the Airport should be no worse over the Plan period than those already approved.

**7.127** Criterion c states proposals to change the pattern, nature and number of movements will only be permitted provided that the 1:10,000 pa risk contour at either end of runway 06/24 does not extend to areas where people live, work or congregate, or beyond the area at the eastern end of the runway where Policy FA1 of the Rushmoor Local Plan Review applies. The revised Farnborough Airport Planning Policy Boundary (APPB) set out on the Policies Map is the logical successor to that defined in Policy FA1 of the Rushmoor Local Plan Review, and is the extent of the area for which criterion c of Policy SP6 of the Core Strategy and hence criterion c of draft Policy SP4 of this Local Plan should apply.

**7.128** Criterion d states that the consequences of any change should not change the maximum extent of the 1:100,000 pa annual risk contour. This is the maximum extent of the agreed 1:100,000 per annum risk contour permitted under condition 13 of the 2010 appeal decision, and represents the level of risk deemed to be acceptable within the overall planning balance. Based on the recommendations set out within the 2013 Safety report, it is considered appropriate that the agreed 1:100,000 per annum risk contour permitted under condition 13 of the 2010 appeal decision should be formally adopted into policy to form the baseline 1:100,000 pa annual risk contour referred to in criterion d of Policy SP6 of the Core Strategy. This is therefore translated into draft Policy SP4.5 of this Local Plan.

On the basis of this evidence, it is concluded that criteria c and d of Policy SP6 of the Core Strategy remain valid and appropriate to address the safety implications of business aviation flying from the Airport over the Plan period. However, the Core Strategy will only remain in place until this Local Plan is formally adopted, and replacement policies are therefore required within the Local Plan. The preferred approach

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in this Local Plan is to update criteria c and d of SP6 of the Core Strategy by incorporating them as detailed policy within the Local Plan, linked to the Strategic Airport Policy (criterion c of Policy SP4). The extent of the areas referred to within the preferred approach are represented in the map below.

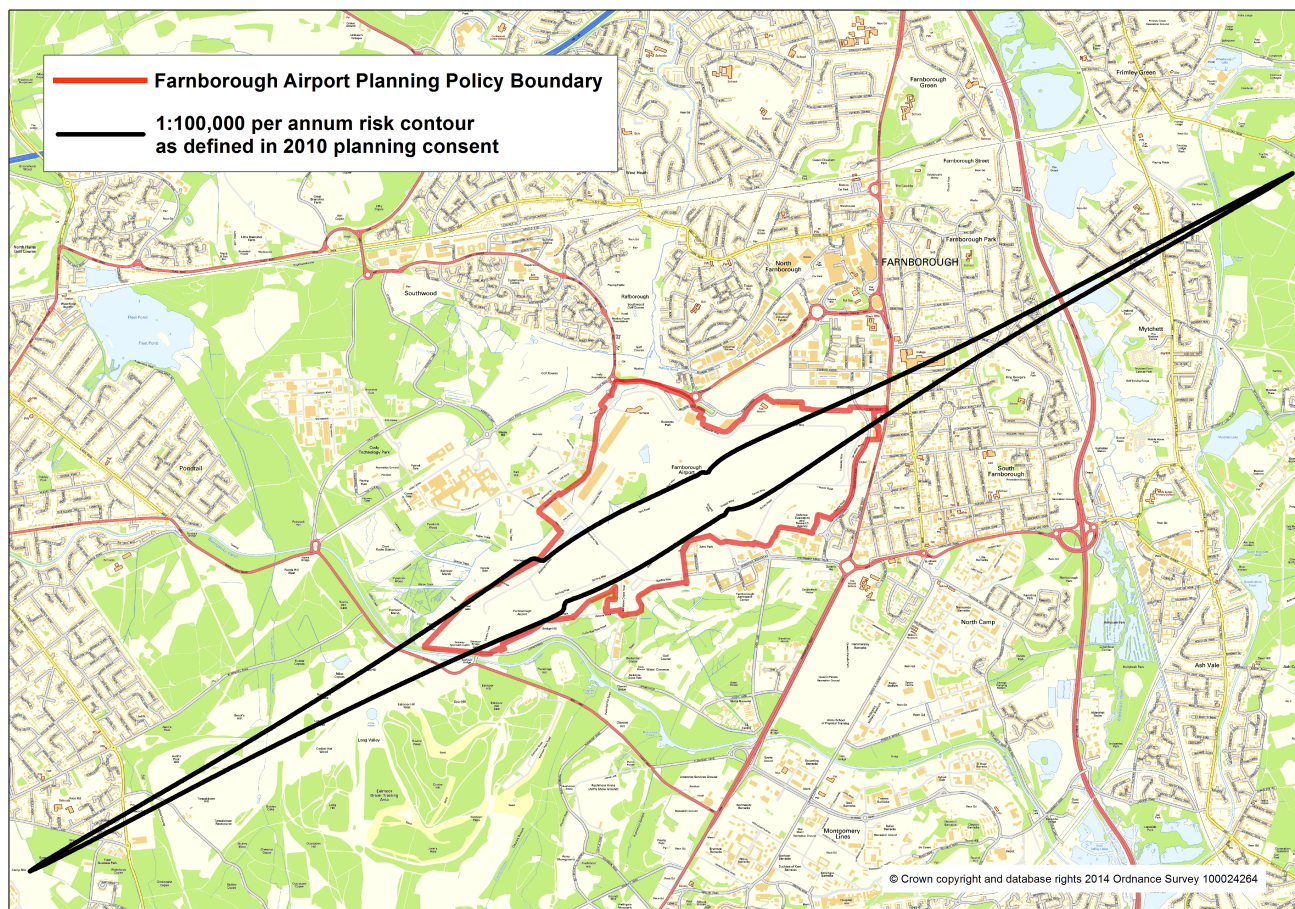
## Policy Option A: Preferred Approach

### SP4.5 - Safety

An approach whereby proposals to change the pattern, nature or number of movements will only be permitted provided that:

- a. the 1:10,000 per annum risk contour at either end of runway 06/24 does not extend to areas where people live, work or congregate, or beyond the area at the eastern end of the runway defined by the defined Farnborough Airport Planning Policy Boundary as set out on the Policies Map
- b. the consequences of any change should not change the maximum extent of the 1:100,000 pa annual risk contour, being the area covered by this contour as defined in the 2010 planning consent.

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Extent of 1:100,000 pa risk contour defined in the 2010 planning consent

### Discounted Option

#### Option B

##### No Policy

Not to include a specific policy, but to continue with an overarching strategic policy in draft Policy SP4, similar to that contained within SP6 of the Core Strategy but updated to provide a clear benchmark for the duration of the Plan period. However, this option is not considered appropriate, as the preparation of the Local Plan provides the opportunity to consolidate the planning policy context relating to the Airport.

## 7.4.7 Air Pollution and Odour

### Local Context

**7.129** Criterion e. of Policy SP6, and criterion d of draft Policy SP4 of this Local Plan, requires proposals to change the pattern, nature of number of movements from the Airport to adequately mitigate any material increase in air pollution or odour.

**7.130** Poor air quality is a significant public health concern. The release of fine particles and harmful gases into the atmosphere, largely as a result of combustion processes, can have a significant impact on human health and the environment. Action to manage and improve air quality is largely driven by European Union law, which sets legally binding limits for levels of major air pollutants. Combustion of fuel creates nitrogen oxides (NO<sub>x</sub>) which will combine with oxygen in the air to form nitrogen dioxide (NO<sub>2</sub>). This is a gas that can impact on respiratory health and can form as a result of any combustion process involving fossil fuels, with the main source generally being road traffic. Historically, this has been the most challenging air quality target to meet in Rushmoor.

**7.131** An Air Quality Management Area (AQMA) was declared in 2004 for NO<sub>2</sub> due to road traffic emissions from the M3 motorway. Further monitoring in 2010 concluded that air quality across the whole borough was 'good' and the AQMA was revoked in August 2011.

**7.132** Air quality is a material consideration for local planning decisions, particularly where a development would give rise to emissions or increased traffic to such an extent that it would be likely to result in the need to designate an AQMA. If a proposal for development is predicted to result in the designation of AQMA then it will be deemed as highly significant.

**7.133** It is also recognised that there is a need to seek to reduce overall exposure to poor air quality. Any development that may lead to additional air pollution problems, even if it is outside an AQMA, could be significant. Although the limit values prescribed by various legislation are mainly health based, it is recognised that there may be no safe limit for fine particulates.

**7.134** The APF notes that NO<sub>x</sub> emissions from aviation-related operations reduce rapidly beyond the immediate area around an airport's runway, and that road traffic associated with airports remains the main problem with regard to NO<sub>x</sub> in the UK. In Rushmoor, whilst the Airport is an emission source, road transport more generally (rather than road traffic specifically related to the Airport) is the main source of NO<sub>x</sub> in the region. The Airport's contribution to NO<sub>x</sub> and NO<sub>2</sub> concentrations is considered to be small.

**7.135** TAG monitors nitrogen dioxide levels at thirteen locations in and around the Airport and this data is submitted to the Council annually. In addition, the Council monitors nitrogen dioxide at twenty sites across the Borough. This information will be used in assessing the impact of any future proposed development, both at the Airport and throughout the Borough generally.

**7.136** Odour associated with aircraft movements comes from unburnt hydrocarbons in the engine exhaust emissions. In the case of Farnborough Airport, this occurs from aircraft on the apron, taxiing and waiting at the end of the taxiway to take-off. Such emissions are therefore intermittent and complaints are infrequent. Continued technological advances should reduce hydrocarbon emissions from aircraft in the future.

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### Developing a Preferred Approach

**7.137** The Council commissioned a study in 2009 into the odour emissions impact of business aviation at the Airport on neighbouring residents. This looked at the scenario at the time with 28,000 annual flight movements, and also projected forward the implications for odour emissions were the number of annual Air Traffic Movements to be increased to 50,000 movements.

**7.138** No trends were observed during a short-term hydrocarbon monitoring survey, although odour sampling undertaken near to taxiing or idling aircraft demonstrated the importance of the direction of the engines when waiting at the taxiway.

**7.139** Dispersion modelling demonstrated that the annual average concentrations of hydrocarbons would result in a very small rise in concentrations through increased flights, but would not exceed air quality standards. Formaldehyde was the only hydrocarbon, that with an increase in air traffic movements, was predicted to achieve short-term concentrations close to levels that may give noticeable health effects. However, as a worse case assumption was used in the model, the conclusion is that actual concentrations are likely to be lower. It is not predicted that there will be any long-term health effects arising from hydrocarbons emissions from aircraft operations. A full copy of the study can be viewed via: <http://www.rushmoor.gov.uk/ldfbackgroundpapers>.

**7.140** The 2010 legal agreement placed a responsibility on the Airport operator to comply with an Odour Management Plan, an Odour Monitoring Scheme and an Air Quality Monitoring Scheme for the lifetime of the development. The effectiveness of these will be reviewed regularly and improvements made where necessary. These documents can be viewed via: <http://www.rushmoor.gov.uk/article/3287/Airport-monitoring>

**7.141** Criterion e. of Core Strategy Policy SP6 requires that any material increase in air pollution or odour is adequately mitigated. This requirement has been replicated within criterion d of draft Policy SP4 of this Local Plan. In addition, the Local Plan contains a Borough-wide policy on air quality. It is considered therefore that no further detailed policies are required in the Local Plan document to supplement this criterion.

#### Policy Option A: Preferred Approach

##### Air pollution and Odour

Not to include a policy on air pollution and odour relating specifically to proposals for changes to the pattern, nature or number of business aviation movements at the Airport.



## Discounted Option

### Option B

#### To include a specific policy dealing with air pollution and odour in respect of the Airport

The Local Plan could set out a policy that deals specifically with air pollution and odour in relation to changes to the pattern, nature or number of business aviation movements at the Airport. However, this is adequately covered by a combination of criterion d. of draft Policy SP4 and the separate Pollution Policy DE10 included in this Local Plan.

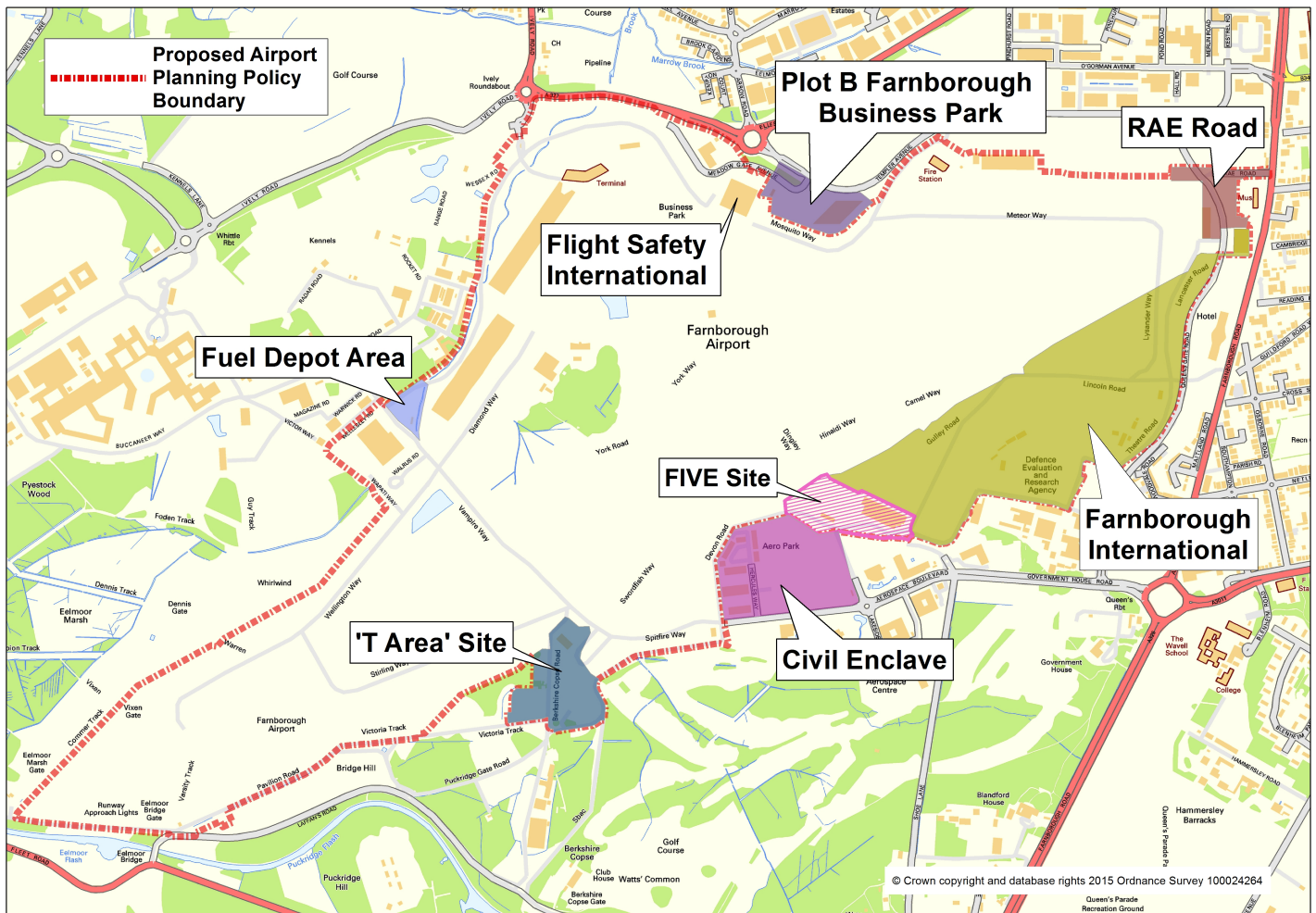
## 7.4.8 Airport Planning Policy Boundary

**7.142** The Council recognises that the Airport provides an "added value" to the economy of the area, but the economic advantages of an Airport must be considered against the environmental implications. The Airport is also essential to the biennial Farnborough Airshow, which is of major importance to the national, regional and local economy. It is vital that a degree of protection is provided to the area designated for the Airshow so that the primary focus of any future development on the site is in support of Airshow related development and its accompanying infrastructure.

**7.143** Policy SP6 of the Core Strategy restricts development within the "operational" area of the Airport to that supporting business aviation and associated airport related uses. The use of the term "operational" has slightly different meanings depending on the context within which it is used. Draft Policy SP4 of this Local Plan therefore clarifies this by using the term Farnborough Airport Planning Policy Boundary (APPB), the area encompassed by which is subject to Policy SP4, and the accompanying suite of policies, of this Local Plan. The APPB encompasses land deemed necessary for the continued operational use of the Airport for business aviation, and also land vital to the continued viability of the biennial Airshow, including access and storage provisions. The total area covers approximately 232 hectares. The proposed APPB is set out at the end of this section of the draft Local Plan.

**7.144** The APPB has evolved since that defined on the Policies Map. TAG has purchased parcels of land bordering the Airport in order to improve its operations, and in some instances, some of these need to be assimilated within the APPB for the purpose of applying draft Policy SP4 and the accompanying suite of policies. As a result of the significant on-going redevelopment of land immediately surrounding the Airport (Farnborough Business Park, Queens Gate, Civil Enclave) and changes and realignments to land boundaries, anomalies in the "operational" area of the Airport as defined on the Policies Map have been identified and amended. The proposed changes to particular sections of the existing boundary are discussed below, and are represented graphically here.

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**Preferred Approach Planning Policy Boundary**

### Inclusion of Farnborough International

**7.145** The site is located on the southeast boundary of the Airport and accommodates the buildings and land associated with the biennial Airshow. Incorporating this area within the APPB provides additional policy support for the use of this area for Airshow activities and will help contribute to its continued success.

**7.146** The boundary extends to the east to border the Queens Gate distributor road, which it crosses just north of the Aviator Hotel, to incorporate building G50, located between Queens Gate Road and Farnborough Road, used by Farnborough International for Airshow related storage.

**7.147** The 2010 planning Appeal decision permits up to a maximum of 50,000 business aviation movements at the Airport. The 2010 Planning Appeal Inspector recognised that this would result in the 1:10,000 risk contour extending beyond the original operational boundary defined by policy FA2 on the RLPR proposals map. However, the Inspector accepted that neither the development plan, nor the conditions imposed on the existing permission, impose such strict limits on the extent of the 1:10,000 individual risk contour. The eastern extent of the 1:10,000 risk contour would not extend beyond the Airport site boundary and would not include any occupied development. The contour extended approximately 50m beyond the existing boundary. The revised boundary extends north from building

G50, and then up the RAE Road to the junction with Farnborough Road, to encompass that land enclosed by the 1999 planning application site boundary. This section of the boundary, by necessity, encompasses part of the the Queen's Gate distributor road.

### **Exclusion of Civil Enclave site**

**7.148** Although originally part of Farnborough Airport (comprising a hanger, related buildings and runways and grass aprons), a planning application in 2005 gave permission for redevelopment for B-class uses, consisting of office and industrial/hi-tech units. The principle of the site being used for purposes other than aviation and the Airshow has been therefore accepted and it is recognised as not being required in the long term for the operation of the Airport, and nor as being essential to the operation of the Airshow. Whilst it did fall within part of the original Airport operational area, logically draft Policy SP4 of the Local Plan would not be applicable to this area given that the site is no longer required to fulfil the operational requirements of the Airport. Moreover, the Civil Enclave is identified in Core Strategy Policy SS1 as a Key Employment Site, and is subject to draft Preferred Approach employment policies in this document.

### **Exclusion of Plot B of Farnborough Business Park**

**7.149** Whilst it did form part of the original Airport operational area, Plot B of Farnborough Business Park is given over to office development unrelated to the operation of the Airport, and again, is no longer required to fulfil the operational requirements of the Airport. In this location, the existing boundary follows historic landscape features in place prior to the wholesale development of the area, and these are no longer present on the ground. The existing boundary is therefore considered archaic and needs to be redrafted to reflect current use of the land. Inclusion of plot B within the APPB is an anomaly and its continued inclusion may impede future employment development of this site. The boundary has therefore been redrawn to exclude this area and a stretch of Templer Avenue.

### **Inclusion of Flight Safety International**

**7.150** Whilst not directly related to the operation of Farnborough Airport, Flight Safety International is a (business) aviation related development and therefore any further development of this site would comfortably fall within the remit of draft Policy SP4 of the Local Plan. Inclusion of this site within the APPB provides policy support for this use of the area and draft Policy SP4 would be potentially supportive of future expansion of Flight Safety International, as a business aviation related use, on this site.

### **Inclusion of part of the 'T Area' site**

**7.151** Planning permission was granted in 2012 for development of a purpose-built hangar covering 8202sqm of the T Area to accommodate engineering operations. Such testing, servicing and maintaining of aircraft is ancillary to the business aviation use of the Airport and is supportive of business aviation operations. Part of the site is also used during the Airshow and so contributes to the continued success of this biennial event. It therefore falls under the remit of draft Policy SP4 of the Local Plan and part of the T Area should therefore be included within the APPB.

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### AAIB/RAIB

**7.152** Land immediately to the south of this revised boundary is occupied by the Air Accidents Investigation Branch (AAIB) and the southern office of the Rail Accidents Investigation Branch (RAIB). This land is designated as countryside within the Core Strategy, and is part covered by Site of Nature Conservation designation. This site is not considered to support business aviation nor Airport related uses specifically and therefore remains outside the APPB for the purpose of applying draft Policy SP4 and the supporting policies within the Local Plan. However, mindful of the special circumstances involved in operations there, the AAIB/RAIB site is subject to a bespoke preferred approach policy.

#### Policy Option A: Preferred Approach

##### SP4.6 - AAIB/RAIB

Proposals for development at the AAIB and RAIB site for specialist transport accident investigation purposes will be considered flexibly, with the following criteria relevant to their determination:

- a. That the need for such proposals in this location is demonstrated
- b. That any proposals can be appropriately screened to minimise their visual impact
- c. That any impacts on the local highway network are appropriately mitigated
- d. That the proposal would result in positive outcomes in terms of the management of the SINC.

### Discounted Option

#### Option B

##### No policy

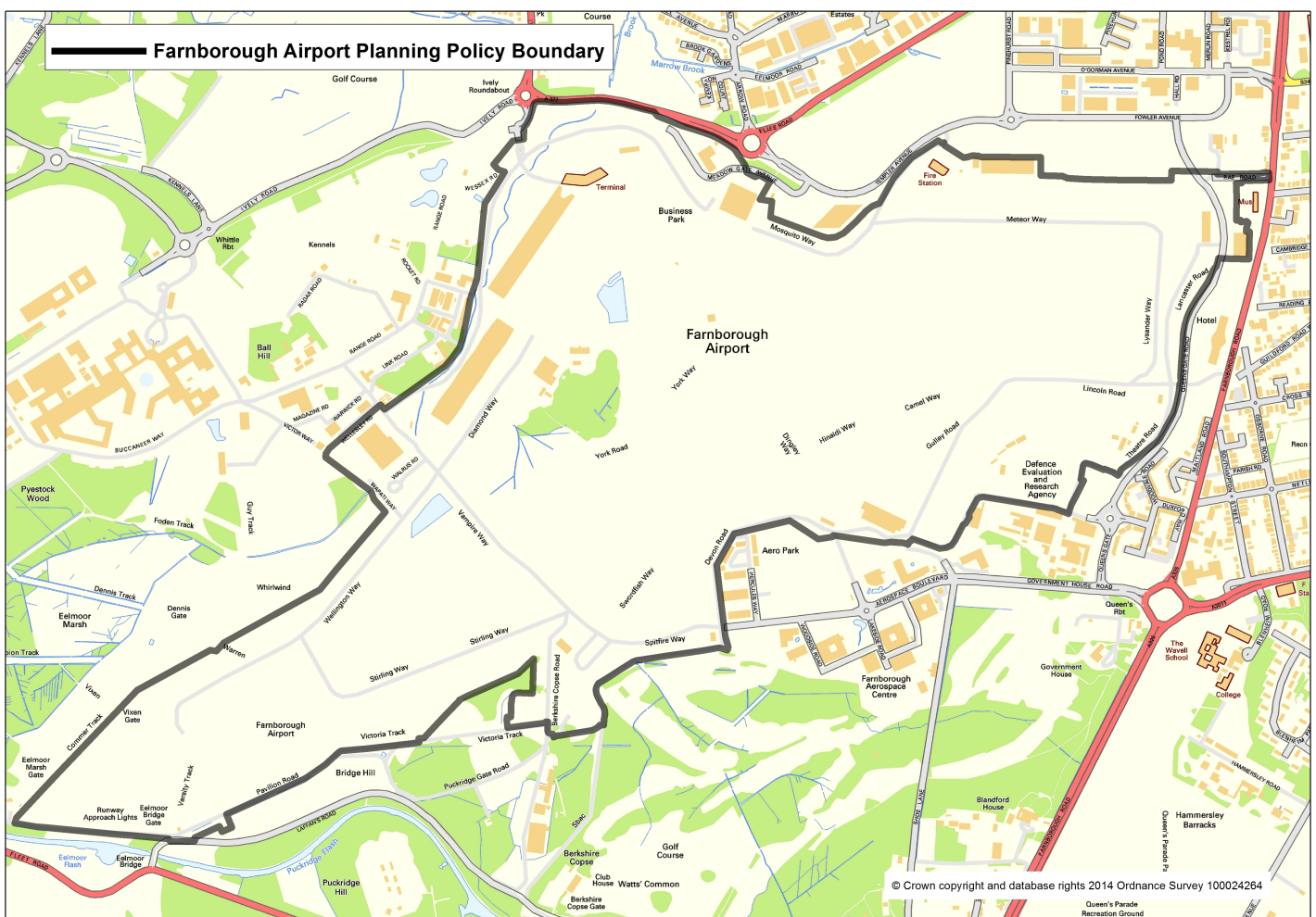
Not to develop a bespoke policy, instead relying on other policies in the Development Plan to guide any potential proposals for development on the site. However, mindful of the sensitive environmental and countryside location of the site, and given the special circumstances regarding the world class transport accident activities on the site, it is considered important to guide the type and scale of any future development proposals in support of the use.

### Inclusion of triangular area beside TAG Farnborough Engineering (N and D sheds)

**7.153** Originally excluded from the existing operational boundary, this area has now been purchased by TAG from Cody Technical Park and is the location of the Airport's fuel depot. This area therefore falls under the definition of "business aerodrome operational use" and should rightly be included within the revised APPB for the purpose of applying draft Policy SP4 and the supporting suite of policies in the Local Plan.

## FIVE site

**7.154** The exhibition building known as 'FIVE' is used during the biennial Airshow. The land on which it is built is owned by TAG but is subleased to Farnborough International Ltd for use in relation to the Airshow. Although the planning consent for the building as an 'Exhibition Hall' does not fetter the intensity of its use, it is considered that by including the land within the Farnborough Airport Planning Policy Boundary it will continue to provide added protection for the site to ensure that it continues to be available for use for the Airshow.



**Preferred Approach Farnborough Airport Planning Policy Boundary**

## 7.5 Wellesley

### Background

**7.155** In 2001, development proposals were announced by the Ministry of Defence as part of the Strategic Defence Review for the large-scale redevelopment of Aldershot Military Town. Known as Project Allenby/Connaught, it identified 150 hectares (370 acres) of land to the north of Aldershot Town Centre as surplus to military requirements and available for redevelopment. The future of this site has been the subject of extensive consultation with the local community and stakeholders over a number of years.

## 7 Shaping Places

**7.156** In 2009, the Council adopted a Supplementary Planning Document (SPD) to guide development at the Aldershot Urban Extension (now known as Wellesley) (available at [www.rushmoor.gov.uk/spds](http://www.rushmoor.gov.uk/spds)). The Core Strategy, 2011 contains a specific policy relating to the Aldershot Urban Extension (SP1).

### Development Objectives

**7.157** In addition to providing much needed new homes, the regeneration of this large brownfield site provides the opportunity to improve integration between the civilian and military community as well as providing economic support and increased inward investment into Aldershot Town Centre. The delivery of new housing of all sizes and tenures will benefit local employers who currently look outside the area for employees.

**7.158** The Wellesley site contains important military history, both through existing street patterns and planting, and through buildings of historic interest including a number of listed buildings such as the Headquarters 4<sup>th</sup> Div and Post Office, the Smith Dorrien Institute, the Maida Gym and the Cambridge Military Hospital. The Hospital is a visually important building in a prominent location on the southern part of the site, and will be converted to residential accommodation with a small proportion of commercial use as part of the consented permission for the Wellesley development.

**7.159** The Aldershot Military Town Conservation Area was designated in October 2003 and covers much of the Wellesley site. Development proposals will have regard to the Conservation Area Appraisal for this area. In addition, the Basingstoke Canal Conservation Area lies along part of the northern edge of the site and regard is had to the historical and ecological features of this area.

### Delivery of Wellesley

**7.160** A development partner was appointed by Defence Estates in February 2011, and a Steering Group established including representatives from Defence Estates, Homes and Communities Agency, Highways Agency, Hampshire County Council, local interest groups and Rushmoor Borough Council.

**7.161** In July 2013, a hybrid application reference 12/00958/OUT<sup>(29)</sup> for development at Wellesley was granted planning permission comprising the following:

- a. 3,850 new homes;
- b. A local centre with new offices and local shops;
- c. 2 primary schools, pre-school facilities, community centre and health facilities;
- d. Approximately 2.4ha of employment land;
- e. The refurbishment of 6 listed buildings as well as a number of other listed and locally listed buildings;
- f. Approximately 110 ha of SANG provision;
- g. Open space, recreational facilities and allotments.

**7.162** The table below provides an indicative schedule of the number of new homes that are likely to be delivered at Wellesley during different time periods. Full permission for Phase 1 comprising 228 new homes commenced in January 2015.

<sup>29</sup> In the event of a new planning permission or variation of this planning permission then clauses 4.10 and 4.11 of the legal agreement dated 10th March 2014 shall continue to apply

## Shaping Places 7

<b>Time period</b>	<b>Cumulative number of homes to be delivered</b>
2014/15 – 2019/20	1,295
2020/21 – 2025/26	3,053
2026/27 – 2030/31	3,850

**7.163** The Preferred Approach reflects that set out in the adopted Core Strategy and the existing planning permission, both of which have been subject to extensive on-going stakeholder engagement.

## 7 Shaping Places

### Policy Policy Option A - Preferred Approach

#### SP5 - Wellesley

An approach which sets out that:

Land to the north of Aldershot Town Centre is identified for a sustainable, well designed residential led, mixed use development. The Council will work with partners to deliver development which meets the following criteria:

- a. Phased delivery of about 3,850 homes between 2015 and 2032 in accordance with the approved masterplan for the area;
- b. A minimum of 35% of residential units to be provided as affordable housing;
- c. Phased delivery of social, physical and community infrastructure to include two new primary schools, pre-school facilities, community centre, health facilities, open space and recreational facilities, allotments and waste facilities;
- d. Measures to avoid and mitigate any impact of development upon the Thames Basin Heaths Special Protection Area including the provision of Suitable Alternative Natural Greenspace, and Strategic Access Management and Monitoring measures;
- e. Small scale local employment opportunities;
- f. The provision of a local neighbourhood centre to include community uses and small scale local retail, service and food and drink facilities within a mix of small units within Use Classes A1, A2, A3, A4 and A5;
- g. Transport infrastructure improvements identified through the detailed Transport Assessment submitted with planning application 12/00958/OUT, or as amended;
- h. High quality urban design reflecting the parameters of design codes agreed as part of application 12/00958/OUT, or as amended;
- i. Includes measures to support the regeneration of Aldershot Town Centre including the provision of good pedestrian, cycle and public transport links between the new development and the town centre;
- j. Includes measures to provide good pedestrian and cycle links to other destinations including North Camp (District Centre and Railway Station) and relevant secondary schools;
- k. Has regard to the character of the Aldershot Military Town and Basingstoke Canal Conservation Areas, and provides for the retention and improvement of heritage assets including listed buildings and monuments, with priority to be given to the appropriate reuse of the Cambridge Military Hospital;
- l. Measures to demonstrate adaptation and mitigation to climate change including:
  - a. Efficient design and layout



- b. The provision of on-site renewable energy
- c. Water efficiency measures
- d. Integration of Sustainable Drainage Systems
- e. Design and initiatives which encourage the use of non-car modes for travel, including the use of Travel Plans; and
- f. Sustainable construction techniques and energy efficiency measures.

## Discounted Option

### Option B

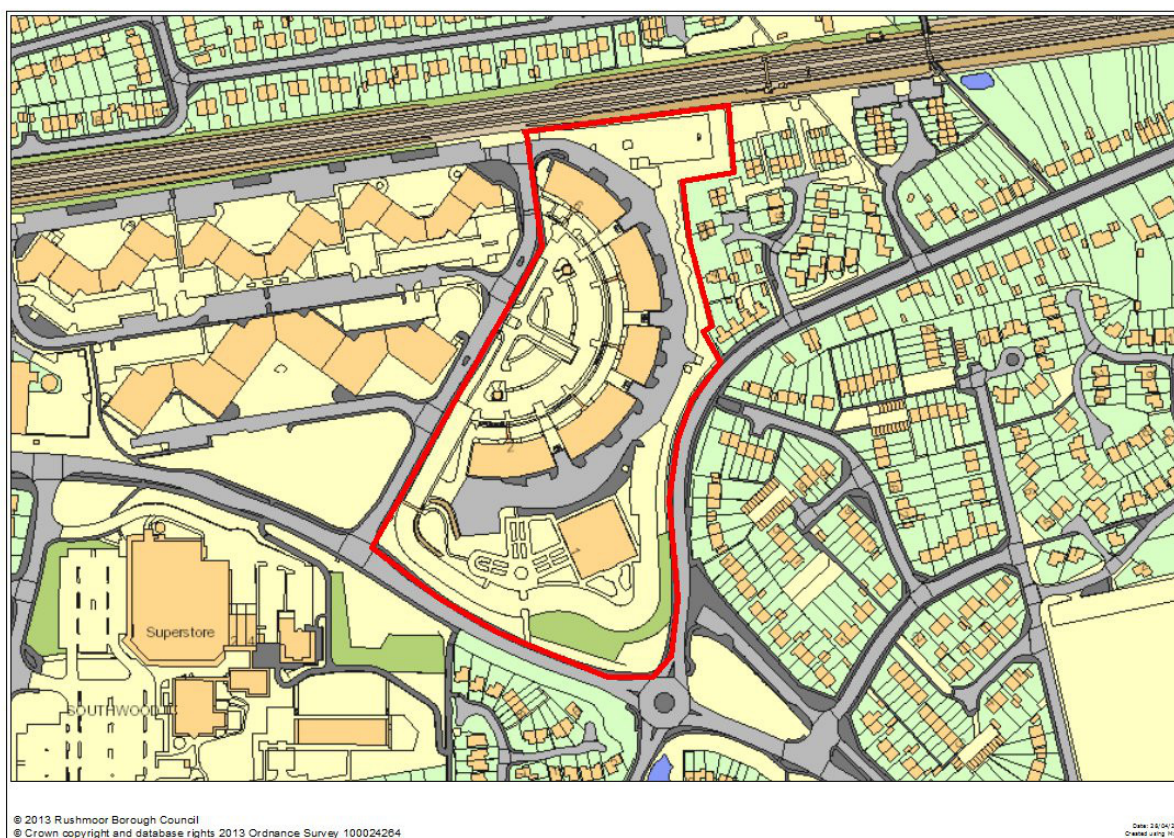
#### No Policy

As the Wellesley development has planning permission, an alternative option would be to rely solely on the implementation of the planning consent and legal agreement, supported by other Local Plan policies. However, over such a large scheme there may be further planning applications which would benefit from having a policy in place to help determination and ensure consistency across the life of the development.

## 7.6 The Crescent

**7.164** The Crescent site comprises mostly vacant office buildings adjacent to a occupied employment area (Southwood Business Park). Surrounding residential development is predominantly family housing and the mainline railway runs to the north of the site. The Southwood neighbourhood shopping facility is located within a 5-10 minute walk time.

## 7 Shaping Places



### The Crescent Site Allocation

The site is identified in the Core Strategy as part of the 'Southwood Employment Area'. The Council's Key Employment Sites Study (2012) suggested that the site could be released from B-class use. In assessing the site's function and operation, the Study stated that units in this area are largely vacant and provide a type and nature of B Class which did not appear to meet market requirements. Whilst the stock itself is of good quality, the wider offer within the Borough makes it less attractive to occupiers. Deallocation of this area would allow new uses to be brought forward in line with market demand to the east of Apollo Rise.

The Council's more recent Employment Land Review (ELR) (2015) informed the Employment Land Allocations Topic Paper, and this recommends the amendment of the area boundary to remove 4.1ha currently occupied by The Crescent office park. It is noted from the site assessment (Appendix 1 of the ELR) that there are relatively high levels of vacant office floorspace at The Crescent, which is looking dated. The upgrading of this office stock to Grade A may improve the overall offer, although its peripheral location, limited range of on-site facilities, and increased competition from more modern business parks could constrain demand and mean that such upgrading is not viable.

The ELR also recognises that the surrounding area has a high level of residential provision and is supported by nearby retail facilities in addition to the residential and business mix in the surrounding Farnborough area. The redevelopment of the site for residential use is considered to be an appropriate one that complements the surrounding area as well as being positively supported by the ongoing requirement for additional housing stock as set out elsewhere in this Plan.

## Shaping Places 7

Based upon the character and form of development in Westglade (immediately to the east of the site) and Southwood (to the south), this site could accommodate approximately 150 new dwellings, subject to detailed design.

## Policy Option A: Preferred Approach

### SP6 - The Crescent

An approach that identifies land at The Crescent, Southwood for a sustainable, residential development. The Council will work with partners to grant planning permission for a comprehensive redevelopment which provides:

- a. Approximately 150 residential units between 2015 and 2020, subject to further analysis and more detailed feasibility work
- b. A target of 35% of homes to be delivered as affordable housing, subject to viability
- c. An appropriate mix of housing that reflects market demand
- d. Appropriate provision of infrastructure to mitigate the impact of development.

## Discounted Options

### Option B

#### Retain The Crescent as part of the Southwood Business Park employment designation

Evidence clearly suggests that The Crescent is surplus to requirements in terms of office demand in the Functional Economic Area. Paragraph 22 of the NPPF states that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. To retain this designation would therefore be contrary to this paragraph of the NPPF.

### Option C

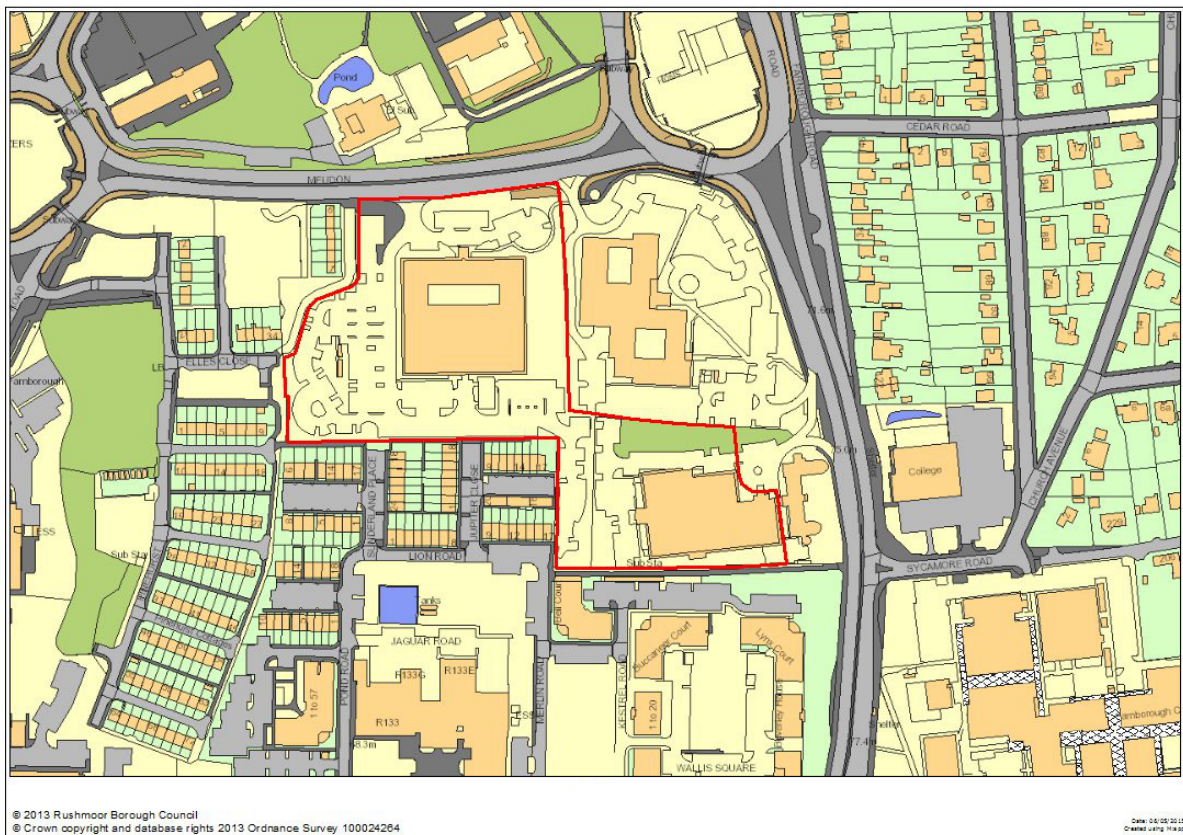
#### No allocation

A possible option would be to revise the Southwood Business Park boundary to exclude The Crescent and not allocate it for alternative uses. Given the demand for housing in the Housing Market Area and the limited number of sites available in Rushmoor for comprehensive redevelopment, we need to proactively drive and support sustainable development to meet local demand.

## 7 Shaping Places

### 7.7 Meudon House

**7.165** The Meudon House site is currently identified as part of the Meudon Avenue Key Employment Site in the Core Strategy, and is located on the edge of Farnborough Town Centre. It is occupied by four buildings, one of which is a Victorian building (The Convent on Farnborough Road) that is currently being converted to apartments. The remaining three buildings originate from the 1980s with two of the buildings occupied by IBM and the other building occupied by Rushmoor Borough Council.



**Meudon House Site Allocation**

**7.166** The buildings are located in a relatively prominent location (although set back from the road) fronting the A327 and A325 and are well located for public transport services. The buildings appear to be well maintained and are set in established landscaping.

**7.167** The Key Employment Sites Study (2012) recommends the deallocation of the Meudon Avenue KES. In accordance with paragraphs 21 and 22 of the NPPF, the Study concludes that some sites are unlikely to continue to meet the needs of businesses and should therefore be de-allocated as Key Employment Sites. In respect of Meudon Avenue, it was recognised that the stock is generally of average quality and is weaker than other provision within Farnborough, creating issues for attracting occupiers. The neighbouring uses also provide a challenge for the ongoing use of Meudon Avenue as an office location as it is surrounded on all three sides by residential development, which is fundamentally changing the character of the wider area.

## Shaping Places 7

**7.168** The KES Study concludes that whilst the current occupiers (IBM) remain on site, the existing character should be maintained. However, given that they have already vacated part of the site (The Convent on Farnborough Road), and may ultimately vacate the whole of their part of the current Key Employment Site (leaving Rushmoor Borough Council as the only occupier on the site), the KES should be deallocated as an employment site to enable a managed redevelopment of the vacant parts of the site for residential use.

**7.169** The Employment Land Review (ELR) (2015) identifies that the increasing delivery and availability of modern Grade A office stock at higher profile locations in the local area is likely to make the letting of any vacant units at the Meudon Avenue site difficult unless they are refurbished.

**7.170** The ELR notes that mindful of the fact that the IBM lease expires in 2016, the Meudon Avenue site would not be suitable for designation as either a Strategic Employment Site or a Locally Important Employment Site. It is therefore recommended that this site is not designated as a Strategic or Locally Important Employment Site.

## Policy Option A: Preferred Approach

### SP7- Meudon House

An approach that identifies land at Meudon House, Farnborough for a sustainable, residential development. The Council will work with partners to grant planning permission for a comprehensive redevelopment which provides:

- a. Approximately 100 residential units between 2015 and 2020, subject to further analysis and more detailed feasibility work
- b. A target of 35% of homes to be delivered as affordable housing, subject to viability;
- c. An appropriate mix of housing that reflects market demand
- d. A layout that would accommodate the potential redevelopment of the Council Office site at a later date
- e. Appropriate provision of infrastructure to mitigate the impact of development.

## Discounted Options

### Option B

#### Retain the Meudon Avenue employment designation

Evidence suggests that Meudon Avenue should be deallocated as a protected employment site given the anticipated departure of IBM in 2016. Paragraph 22 of the NPPF states that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. To retain this designation would therefore be contrary to this paragraph of the NPPF.

## 7 Shaping Places

### Option C

#### No allocation

A possible option would be to delete the Meudon Avenue employment designation and not allocate it for alternative uses. Given the demand for housing in the Housing Market Area and the limited number of sites available in Rushmoor for comprehensive redevelopment, the Council needs to proactively drive and support sustainable development to meet local demand.

## 7.8 Aldershot Military Town

### Aldershot Garrison – The Military Town

**7.171** According to the Army, the Garrison comprises 11,500 people including resident troops, soldiers in transit on courses, civil servants, contractors and service families. In Rushmoor, the Aldershot Military Town lies to the north of Aldershot town centre and south of Farnborough. In January 2015 there were 3000 UK regular forces based here with around 500 Gurkhas and reservists. The Military Town provides the personnel accommodation, training facilities and land, administration offices, workshops, stores and extensive sports facilities. Alongside the Army facilities, there is the service family accommodation (about 1500 homes leased to the MoD), community buildings and shared facilities such as Aldershot Centre for Health.

#### Completion of Project Allenby/Connaught providing improved military accommodation and support services

**7.172** The Ministry of Defence (MoD), using various private finance initiatives, has undertaken a fundamental regeneration of the Military Town. New living accommodation and facilities have been built, together with the supporting infrastructure. Training and administrative facilities have been renewed.

**7.173** This project has also identified 150 hectares of surplus land which will be developed for a mixed use development including around 3,850 new homes. Details of this are set out in Policy SP5.

#### Army Basing Plan and Army 2020

**7.174** Army 2020 is the Army's response to the Strategic Defence and Security Review (SDSR), published by the Government in October 2010, which laid out the commitments expected of the UK Armed Forces.

**7.175** The study, completed in July 2012, developed from first principles a proposition for delivering required levels of military capability within given manpower constraints and taking account of other changes such as the return of Army from Germany to the UK. The outcome is a design for the future British Army that will be more adaptable and flexible to undertake a broader range of military tasks at home and overseas.

## Shaping Places 7

**7.176** By May 2015 this had solidified the role of Aldershot as HQ South East and HQ for 11<sup>th</sup> Infantry Brigade, as well as HQ Support Command and HQ 101 Logistic Brigade. This would follow the Army's "Firm Base" principle, which seeks a secure home front that sustains the Army, enables training for and deployment on operations, and ensures the support of the public.

### The Aldershot Military Covenant

**7.177** The bond between Rushmoor and the armed forces was been strengthened with the official signing of the Aldershot Military Covenant with the Aldershot Garrison in 2012. The covenant is aimed at supporting armed forces families in the area and formalises the Council's commitment to guarantee that service personnel and their families are not disadvantaged in accessing services and facilities.

### Heritage Issues

**7.178** The Military town lies partly within a Conservation Area and contains a number of listed buildings. The area of open space around Queen's Avenue performs a number of functions. It provides a nationally important military training resource and makes an important contribution to the character of the Conservation Area. As such, the open nature of this area should be retained.

## Policy Option A: Preferred Approach

### SP8 - Aldershot Military Town

The Council will work with the Ministry of Defence and other partners as appropriate to permit development subject to meeting the following:

- a. Consistency with the role as a Garrison and the need to meet its operational requirements
- b. Ensuring that maximum bus route access is maintained
- c. Supporting the use of the resettlement centre for the development of skills required for local employment sectors
- d. Protecting the open character of land at, and adjoining, Queen's Parade
- e. Providing opportunities for minimising the need to travel and encouraging sustainable transport modes
- f. Ensuring that appropriate transport mitigation is in place, as identified through a Transport Assessment
- g. Supporting the integration of military and civilian personnel
- h. Ensuring that any new development enhances the character of the Aldershot Military Town and Basingstoke Canal Conservation Areas and that appropriate uses are made of, and appropriate works are carried out on, heritage assets.

## 7 Shaping Places

### Discounted Option

#### Option B

##### No Policy

However, given the historical importance of the Military Town to the Borough, its importance in terms of employment, its influence on the social makeup of the Borough, and the close working relationships between the military and the Council, this option was not considered to provide an adequate spatial planning approach to the future of this locally important place.



## Delivering Infrastructure 8

## 8 Delivering Infrastructure

### 8.1 Infrastructure Provision

**8.1** New development can place additional pressure on existing local infrastructure, and may create a need for new facilities. Some elements of infrastructure, such as open space, sport and recreation, telecommunications, green infrastructure and the Thames Basin Heaths SPA have specific Local Plan policies set out elsewhere in this draft Plan.

**8.2** National planning policy requires an assessment of the quality and quantity of infrastructure and the need for infrastructure to meet forecast demands. This Preferred Approach Local Plan is supported by a Draft Infrastructure Plan which has been prepared in association with infrastructure providers and will be developed further alongside the next stage of the Local Plan.

**8.3** Examples of infrastructure includes those elements set out in the following table:

Transport	Strategic and local road network, cycling and walking infrastructure, rail network, airports
Education	Further and higher education, secondary and primary education, nursery education
Health	Acute care and general hospitals, mental care hospitals, health centres/and ambulance services
Social Infrastructure	Supported accommodation, facilities for groups such as children and people with disabilities, other facilities including community centres, cultural facilities, indoor sports facilities, open spaces, parks and play spaces.
Green Infrastructure	As defined in Policy NE2
Public Services	Waste management and disposal, libraries, cemeteries, emergency services, places of worship, prisons, public toilets, drug treatment centres
Utility Services	Gas supply, electricity supply, heat supply, water supply, waste water and sewerage treatment, telecommunications infrastructure, including the provision of high-speed broadband, waste and recycling facilities
Flood Defences	Informal and formal flood defences including flood storage areas, embankments and river walls.

**8.4** The Council currently ensures that adequate infrastructure to help support new development is provided through the use of planning obligations (either provided directly or through pooled financial contributions). However, changes to legislation now means that it is more difficult for the Council to ask for financial contributions from small developments (10 or less net dwellings), or to 'pool' contributions from developments for infrastructure which cannot be provided solely by one development. The Council is considering whether to introduce a Community Infrastructure Levy (CIL) which provides an alternative

## 8 Delivering Infrastructure

way of funding infrastructure to the use of pooled S106 contributions. This decision will be based on viability work currently being undertaken, evidence on the identified need for infrastructure required to support the delivery of the Local Plan and consideration as to how this could be funded.

**8.5** The draft Rushmoor Infrastructure Plan, 2015 (IP) sets out the anticipated infrastructure required to support new development in the Borough up to 2032. This will be developed further following the completion of the evidence base, particularly the Transport Assessment and the Viability Study. The IP shows that the key requirements for new infrastructure are associated with the development of new homes at Wellesley. Further information is set out in support of Policy SP5. A further key element of infrastructure required to support new housing development in the Borough is the provision of Suitable Alternative Natural Greenspace as set out in relation to Policy NE1 on the Thames Basin Heaths Special Protection Area. The delivery of sufficient SANG is on-going and will develop alongside the next stage of the Local Plan. The Preferred Approach policy to deal with the impacts of new development on the SPA is set out in draft Policy NE1.

**8.6** The delivery plans of some infrastructure providers do not run for the length of the Local Plan. Through updates of the Rushmoor Infrastructure Plan, future infrastructure requirements will continue to be identified in conjunction with the providers. This will be particularly relevant if the Council progresses a CIL Charging Schedule. Further changes may be required to this Policy if the Council decides to implement CIL in order to set out broad spending priorities, for example the need to ensure that funds are allocated towards the need to mitigate the impacts of development upon the TBHSPA.

**8.7** It is important that the provision of infrastructure is timed appropriately to support new development and, where necessary, the Council will secure this through a legal agreement, following discussion with relevant partners. In some instances, for example improvements to water and/or sewerage, infrastructure may need to be provided prior to the occupation of the development.

## Delivering Infrastructure 8

### Policy Option A: Preferred Approach

#### IN1 - Infrastructure Delivery

An approach whereby the Council will work with partners to ensure that infrastructure and community facilities, including those set out in the Rushmoor Infrastructure Plan, are provided in a timely and sustainable manner.

Development will be permitted provided the following criteria are met:

- a. Development includes the provision of, or meets the reasonable costs of providing, necessary community facilities, open space, transport infrastructure and other infrastructure requirements to address the needs arising from the proposal, including the cumulative impacts of development
- b. Development seeks to maximise the capacity and efficiency of existing infrastructure
- c. New facilities and infrastructure are located and designed so that they are accessible and compatible with the character and needs of the local community
- d. It can be demonstrated that opportunities for the dual use of community and recreational facilities have been explored
- e. The phasing and delivery of infrastructure has been agreed by the Council in partnership with relevant partners.

The financial viability of developments will be considered when determining the extent and priority of infrastructure requirements.

### Discounted Option

#### Option B

##### No Policy

An alternative was considered which was to rely on national policy and guidance and the Infrastructure Plan. However, this would make it more difficult to ensure that adequate infrastructure was provided in a timely manner alongside new development.

## 8.2 Transport

### In Rushmoor

**8.8** The Hampshire Local Transport Plan (2011-2031) produced by Hampshire County Council provides the long term framework for transport policies within the Borough. The Plan seeks to improve accessibility through the three initiatives to reduce, manage and invest. To assist in meeting the objective of creating sustainable communities, the Council will, working in partnership with Hampshire County Council and others, aim to:

## 8 Delivering Infrastructure

- a. improve accessibility to services
- b. reduce the need to travel
- c. manage congestion, and
- d. achieve more sustainable travel behaviour through the policies and proposals within the Local Plan.

**8.9** Hampshire County Council published a Transport Statement to set out the transport objectives and delivery priorities for the Borough. The Rushmoor Borough Transport Statement builds upon existing transport related documents covering the Borough, notably the Local Transport Plan 3, and, the Aldershot and Farnborough Town Access Plans (TAP) to:

- a. Promote economic growth by providing a well-maintained, safe and efficient highway network
- b. Improve access to jobs, facilities and services by all types of transport
- c. Facilitate and enable new developments to come forward
- d. Reduce carbon emissions and minimise the impacts of transport on the environment.

**8.10** The Council will work with partners, including Hampshire County Council, Public Transport Operators, Highways England and the Enterprise M3 Local Enterprise Partnership to address transport and accessibility issues in the Borough. It is important to note that through Partnership working, funding has been secured to deliver improvements at the Queens Roundabout (commenced), and other junctions including Pinehurst and Sulzers Roundabouts.

**8.11** Through the provision of services and facilities locally, it is possible to help to minimise the need to travel, and provide greater scope for people to have a choice of modes of transport, including non-car modes. This, together with improved use of technology to facilitate increased working from home, can assist in limiting the impact of new development on the transport network.

**8.12** It is essential that new developments integrate into existing movement networks and provide safe and suitable access to the highway network. Development will provide a safe and secure on-site movement layout that minimises conflicts between traffic and cyclists or pedestrians, considers the needs of people with disabilities, accommodates the efficient delivery of goods, materials and supplies, and encourages the use of sustainable transport modes, whilst providing appropriate parking provision for all potential users.

**8.13** Walking and cycling have a key role to play in ensuring an increase in sustainable travel. This can be achieved by providing safe walking and cycling routes with appropriate surfaces and lighting that are accessible to all, are convenient to reach, and link to places where services are located. Secure, convenient and weather resilient cycle parking will normally be required at destinations, including at key transport interchanges. Where appropriate, lockers and changing facilities should also be provided.

**8.14** Proposals will be encouraged to provide infrastructure supporting the use of alternative vehicle types and fuels in support of a lower carbon future. Examples could include the installation of electric vehicle charging points.

**8.15** Residential and non-residential parking standards (including size and layout requirements) are set out in the council's Car and Cycle Parking Standards Supplementary Planning Document (2012 – as amended). Standards are also set for cycle and motor cycle parking.

## Delivering Infrastructure 8

**8.16** It is essential that new development provides appropriate waste and recycling storage areas and accessible collection points for refuse vehicles.

**8.17** Development proposals will need to demonstrate that they will not have a severe residual impact on the operation, safety or accessibility to either the local or strategic highway networks.

**8.18** Development proposals will need to demonstrate how they will mitigate the impacts from the development itself or the cumulative effects of development. A number of mechanisms are in place to enable this, including the provision of, or contributions towards, necessary and relevant transport improvements, including those secured by legal agreements or through the Community Infrastructure Levy if introduced.

**8.19** The Planning Contributions – Transport: Supplementary Planning Document (2008 – As amended) sets out the Council’s approach to determining transport contributions when considering planning applications for development in Rushmoor. This document will be superseded if the Council introduces the Community Infrastructure Levy.

**8.20** The thresholds for the need for a Transport Assessment or Travel Plan are set out in the Car and Cycle Parking Standards Supplementary Planning Document (2012). In some circumstances, a Transport Statement may be required for smaller schemes where these thresholds are not met.

**8.21** Travel Plans that are monitored are recognised for their part in reducing the impact on the environment by encouraging modal shift, including promoting schemes for reducing travel and travel at peak times (e.g. flexible working), electronic communication, car sharing or promoting transfer to alternative modes.

**8.22** The policy seeks to make certain that all development proposals are designed to ensure that future development of suitable adjacent development site(s) could be accommodated from a transport and access perspective. Therefore, the Council’s assessment and evaluation of planning applications will consider how development schemes safeguard future development of suitable adjoining sites. This is a core policy objective given the Council’s town centre regeneration programme where development is likely to come forward in phases.

**8.23** In respect of air quality, the Environment Act 1985 required the Council to monitor air quality across the Borough against a set of national air quality objectives. Where monitoring reveals that any of these objectives are at, or close to, being exceeded, under the precautionary principle the Council will implement measures to improve air quality, including where appropriate the designation of an Air Quality Action Plan. This will also help to address issues of air quality impacts upon the European sites of nature conservation value in the Borough. Further details on the preferred approach to pollution is set out in draft Policy DE10.

## 8 Delivering Infrastructure

### Policy Option A: Preferred Approach

#### IN2 - Transport

An approach which sets out that development should seek to minimise the need to travel, promote opportunities for sustainable transport modes, improve accessibility to local facilities.

Development proposals will be permitted that:

- a. Integrate into existing movement networks
- b. Provide safe, suitable and convenient access for all potential users
- c. Provide an on-site movement layout compatible for all potential users
- d. Provide appropriate parking provision, in terms of amount, design and layout, in accordance with the adopted Car and Cycle Parking Standards Supplementary Planning Document
- e. Provide appropriate waste and recycling storage areas and accessible collection points for refuse vehicles
- f. Do not have a severe impact on the operation, safety or accessibility to the local or strategic highway networks
- g. Mitigate impacts on the local or strategic highway networks, arising from the development itself or the cumulative effects of development, through the provision of, or contributions towards, necessary and relevant transport improvements, including those secured by legal agreements or through the Community Infrastructure Levy
- h. Provide a Transport Assessment and Travel Plan in accordance with the adopted Car and Cycle Parking Standards Supplementary Planning Document
- i. Ensure that all development proposals provide a co-ordinated and comprehensive scheme that does not prejudice the future development or design of suitable adjoining sites; and
- j. Take appropriate measures to avoid adverse impact on air quality, including on European Nature Conservation Sites.

### Discounted Option

#### Option B

##### No Policy

Not to include a detailed transport policy in the Local Plan and to rely on the National Planning Policy Framework. This would not deliver sustainable development or provide the infrastructure required to support development in the Borough.

## Delivering Infrastructure 8

## 8.3 Telecommunications

### Telecommunications

**8.24** The continued growth of fast, reliable and affordable telecommunications is essential for the Borough in terms of economic development, and improved communications for residents.

#### National context

**8.25** National policy supports the development of telecommunications. In preparing local plans, local planning authorities should support the expansion of electronic communications networks, including telecommunications and high-speed broadband. The number of masts and sites for installations should be kept to a minimum. Existing masts, buildings and other structures should be used, unless the need for a new site has been justified. Where new sites are required, equipment should be sympathetically designed and camouflaged where appropriate.

**8.26** Whilst there is often local concern about health issues, national planning policy makes it clear that local planning authorities must determine applications on planning grounds.

#### In Rushmoor

**8.27** Good telecommunications and the infrastructure that it brings is an essential part of modern day living and as set out above, supports economic growth including facilities for those who are self employed. However, poorly designed and sited equipment can have a detrimental impact on the character and appearance of a building and the wider area. The following policy provides clear assessment criteria and guidance to applicants about the considerations to be taken into account when planning for future telecommunications and utilities equipment. The policy applies to planning applications or prior notification applications and should be read in conjunction with other policies, specifically those relating to sensitive areas such as Conservation Areas.

**8.28** The Council recognises the importance of access to broadband to residents, communities and to businesses across the Borough. Hampshire County Council is also committed to the improvement of broadband through a Superfast Broadband programme which aims to increase coverage to more than 95% of existing Hampshire premises. However, this needs to be delivered in tandem with providing for high speed broadband infrastructure on new developments.

## 8 Delivering Infrastructure

### Policy Option A: Preferred Approach

#### IN3 - Telecommunications

An approach which sets out that new development will be expected to provide for appropriate telecommunications provision, including for high-speed broadband. Telecommunications development will be permitted subject to the following criteria being met:

- a. No significant adverse impact on the external appearance of buildings or the visual amenity of the surrounding area
- b. Evidence is provided showing that the possibility of sharing sites and facilities has been explored
- c. Evidence to demonstrate that the site, and the location and siting within the site, are the least visually intrusive options
- d. Visual impact has been minimised by using technological solutions to miniaturise and camouflage any telecommunications apparatus.

### Discounted Option

#### Option B

##### No Policy

An option would be to rely solely on information in the NPPF. Telecommunications related development is often a contentious local issue and it is therefore considered preferable to include a policy as part of the Local Plan. This policy would also link to the adopted Telecommunications Supplementary Planning Document and enable the Council to demonstrate support for the expansion of electronic communications networks, including the provision of high speed broadband in line with the NPPF.



## Creating High Quality and Distinctive Environments 9

### 9 Creating High Quality and Distinctive Environments

#### 9.1 Valuing and Conserving the Historic Environment

##### National Policy

**9.1** The NPPF states (paragraph 126) that local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. Local Plans should contain a clear strategy for enhancing the built and historic environment (paragraph 157).

**9.2** In developing a positive strategy, local planning authorities should take into account:

- a. The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation
- b. The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring
- c. The desirability of new development making a positive contribution to local character and distinctiveness; and
- d. Opportunities to draw on the contribution made by the historic environment to the character of a place.

**9.3** Local Planning Authorities should have up-to-date evidence about the historic environment in their area and use it to assess the significance of heritage assets and the contribution they make to their environment (paragraph 169). The principal evidence base for the historic environment is the Historic Environment Record maintained by Hampshire County Council.

##### In Rushmoor

**9.4** The urban areas of Rushmoor have distinctive local characteristics that relate to the Borough's history and how and when the towns have developed.

**9.5** The development of Aldershot is intrinsically linked to the growth of the Army. Much of the built form remains today, and includes important individual buildings such as the Grade II Listed Cambridge Military Hospital. The proposed site of the Aldershot Urban Extension (AUE) contains important military history, both through existing street patterns and planting, and through buildings of historic interest. Development proposals will be expected to integrate this important historic fabric into the overall design.

**9.6** Farnborough, long famous for its Airshow, led the world as a pioneer of flying. At the start of the 20th century, His Majesty's Balloon Factory was set up on army training land in Farnborough, and the first recorded flight with a powered aircraft took place, led by Samuel Cody. Individual buildings, such as the wind tunnels on Farnborough Business Park, provide important links to this aviation history and support Farnborough's position as the Birthplace of British Aviation.

**9.7** In June 2015 Rushmoor has a total of 94 Listed Buildings, including four Grade I and three Grade II\*, which are the highest designations and therefore the most important Listed Buildings in the Borough. A total of two were 'at risk' in 2015, according to Historic England. These are:

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- Q121: the 24 foot wind tunnel in Farnborough (Grade I)
- R133: the transonic wind tunnel, also in Farnborough (Grade I)

**9.8** Rushmoor Borough Council also maintains a list of Buildings of Local Importance, also referred to as the Local List. The Local List is a locally designated register of buildings in Rushmoor, which will receive special consideration when planning proposals are submitted for approval to the Council. The Local List is separate to the nationally designated Statutory List, which is managed by Historic England.

**9.9** Local listing is a means for the local community and the Local Planning Authority to jointly decide what it is in their area that they would like recognised as a local heritage asset, and therefore worthy of some degree of protection in the planning system.

**9.10** At present, Policy CP2 of the Core Strategy provides the basis for determining planning applications within the Borough in respect of heritage, stating that proposals will be permitted provided that they "*protect and enhance the Borough's heritage assets, including its military and aviation history, with particular protection to be given to nationally designated sites*". In addition, a number of saved policies from the Rushmoor Local Plan Review (RLPR) (2000) are utilised in determining proposals affecting heritage assets.

**9.11** It is considered that in light of the need for "*a positive strategy for the conservation and enjoyment of the historic environment*", refreshed policy guidance is required to promote the importance of the Borough's heritage links and the role they can play going forward. In addition, it is necessary to review the saved policies of the RLPR to ensure that they are still relevant and consolidated as part of the Local Plan.

### 9.1.1 Development Affecting Heritage Assets

#### A Positive Strategy for the Historic Environment

**9.12** Conserving and enhancing the historic environment is one of the government aims of sustainable development and one of the 12 core principles of the NPPF. Heritage assets, including archaeological sites, historic buildings, historic parks and gardens and historic landscapes, are an irreplaceable resource and should be conserved appropriate to their significance. In Rushmoor, heritage assets relating to the military or aviation history of the Borough are considered to be of particular significance.

#### Military Heritage

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

**9.14** By the late part of the 19th century, the temporary camps had been replaced with buildings of brick and slate and had grown to become the largest British military garrison in the British Empire, with its own water and power supply, food production, police and fire brigades. In addition, it became the centre of military innovation and attracted military scientists, engineers and experimenters. Many of the camp commanders were reformers concerned with the conditions under which the ordinary soldier lived, and

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with their welfare and education as well as their military training. Gradually the camps were provided with facilities and infrastructure such as schools, a hospital, a power station and a sewage works making Aldershot a complete military town. Even some of the roads were built to accommodate a marching Army and so were wider than usual. Buildings were laid out on a formal grid pattern with both buildings and spaces having key functions within the barracks.

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

### Aviation Heritage

**9.16** In 1905, His Majesty's Balloon Factory was set up in Farnborough. From that time, and under a variety of names, Farnborough became one of the key sites in the world relating to developments in aviation, aerospace and defence technology.

**9.17** The Royal Aircraft Establishment (RAE) site is considered the hub of Farnborough's aviation history. Since it was decommissioned and vacated by the Ministry of Defence (MoD) in 1998, a substantial number of historic buildings, and subsequently a significant part of the area's local heritage, have been lost. Despite these clearances, what remains of the original site still represents one of the best examples of its kind remaining in the world. The Farnborough Airshow, held every two years, continues to reflect the history and advances in aerospace. The following buildings are recognised and protected by statutory listing:

- a. Q121 Wind Tunnel, Hall Road, Farnborough (Grade I)
- b. R133 Transonic Wind Tunnel, Hall Road, Farnborough (Grade I)
- c. G1 Building at the Royal Aircraft Establishment, Belsize Road, Farnborough (Grade II\*)
- d. R52 Wind Tunnel, Hall Road, Farnborough (Grade II)
- e. G29, Lancaster Road, Farnborough (Grade II)
- f. Portable airship hangar of 1910 (formerly buildings R51 and Q65), Pinehurst Road, Farnborough (Grade II)
- g. F49A Centrifuge Facility, Queens Gate Site, Farnborough (Grade II)

### Pottery production

**9.18** The Blackwater Valley has been a focus for pottery production for nearly 800 years. From the late medieval period to the 18<sup>th</sup> century its pottery industry was one of the most important suppliers of household ceramics in southern Britain providing more than half of the pottery for London and found extensively in the New World as far afield as Virginia, Newfoundland and Jamaica. The archaeological evidence for pottery production in Rushmoor is therefore of international interest.

**9.19** National policy is that substantial harm to or loss of a designated heritage asset of the highest significance should be wholly exceptional. Substantial harm to or loss of a Grade II designated heritage asset should at least be exceptional, but where that asset is of military or aviation interest, given the significance of such assets to the Borough, the Council will apply the "wholly exceptional" approach.

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**9.20** Less than substantial harm to a designated asset of military or aviation interest will be judged on a case by case basis, but the Council will normally only allow such harm in exceptional circumstances.

**9.21** For non-designated assets (Buildings of Local Importance), the Council will make a balanced judgement on a case-by-case basis having regard to the scale of any harm or loss and the significance of the heritage asset. Non-designated assets of military or aviation interest will, however, be accorded greater weight in this balancing exercise than other non-designated assets.

### Heritage

**9.22** Preserving and enhancing heritage assets includes the desirability of sustaining and enhancing heritage assets through viable reuse consistent with their conservation; the wider social, curatorial, economic and environmental benefits of the historic environment; the desirability of new development making a positive contribution to local character and distinctiveness; and the opportunity to draw on the character of the historic environment in enhancing the character of a place.

**9.23** The impact of development on heritage assets is a material consideration and the planning authority will expect the application to be supported by a Heritage Statement. This should set out the impact of the development on historic assets, both known assets and currently unidentified heritage asset which might be predicted. The Heritage Statement should set out, in a manner appropriate to the significance of the heritage asset and the impact of development, the positive contribution of the development, the loss and harm caused by the development, and an appropriate mitigation of that loss and harm, including through design, recording where adverse impact are unavoidable and the promotion of knowledge.

**9.24** The Heritage Statement should have as a minimum consulted the Hampshire Historic Environment Record (HER) , and used appropriate expertise in assessing the importance, impact, opportunity and mitigation. The Archaeology and Historic Buildings Record (AHBR) is the Historic Environment Record for Hampshire County Council. It is an index to the known archaeological sites and finds, historic buildings, designed and historic landscapes, parks and gardens, and industrial monuments in the county<sup>(30)</sup>. In many cases it will be necessary for the Heritage Statement to assimilate knowledge of the site from a variety of sources (a desk based assessment) and in other fewer cases it may need to include the results of on site recording or assessment such as evaluation. This is particularly the case where a constraint associated with the historic environment might potentially outweigh the merits of development, for example where an archaeological site might be discovered that merits preservation.

**9.25** The Heritage Statement should consider the direct impacts of development as well as the indirect impacts such as on the setting of heritage assets outside the development. It should consider the positive role of the historic environment in the development, its layout and design, and the opportunities to enhance the locality or to improve the management or enjoyment of heritage assets that might arise from the development. Where loss is unavoidable it should mitigate this loss through record and through the dissemination of that knowledge. Whilst this dissemination is likely to be a written record such as a published report, it might also include on site opportunities for the community such as presentation, engagement or public art. Green infrastructure has a clear role to play in drawing out the benefits to the community of heritage assets within and in vicinity to developments.

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### Policy Option A: Preferred Approach

#### HE1 - Heritage

An approach whereby the Council will seek to conserve and enhance heritage assets, particularly those that are recognised as having an intrinsic link to the military or aviation history of the Borough. The more significant the asset the greater the weight, and substantial loss or harm to nationally important sites should be wholly exceptional.

Proposals which affect, or have the potential to affect, heritage assets are expected to:

- a) describe the significance of the asset and its setting, using appropriate expertise and where necessary original survey, at a level of detail proportionate to its significance and sufficient to understand the potential impact of the proposal; and
- b) to set out the impact of the development on the heritage assets and a suggested mitigation that is proportionate to the impact and the significance of the heritage asset, including where possible positive opportunities to conserve and enjoy heritage assets as well as recording loss and advancing knowledge.

Where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

### Discounted Option

#### Option B

##### No policy

Paragraph 126 of the NPPF states that local planning authorities should include a positive strategy for the conservation and enjoyment of the historic environment within their Local Plan. Subsequently, the absence of any additional policies (and therefore a positive strategy) would not do justice to the military/aviation heritage that is integral to Rushmoor.

### Demolition of a Heritage Asset

**9.26** The Council will not permit the demolition of a building in a Conservation Area, unless it is satisfied that every practical effort has been made to retain it, or it is inappropriate in character or beyond repair.

**9.27** Any proposed demolition or partial demolition of a Designated Heritage Asset, Local Heritage Asset or structures associated with the Asset will only be permitted where it is considered the works will not have a detrimental impact on the historic fabric of the Asset. Where an application is submitted for demolition/partial demolition, the following information will be required:

- a. A structural survey, repairs report, costs and full recording of the Asset

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- b. Asset marketed for an effective length of time to accommodate an appropriate use
- c. Archaeological finds investigated and recorded or preserved in situ

### Policy Option A: Preferred Approach

#### HE2 - Demolition of a Heritage Asset

An approach whereby if planning permission is required the Council will not permit the demolition or partial demolition of a Heritage Asset, particularly those with an intrinsic link to the aviation or military history of the Borough, unless every practical effort has been made to retain it. In particular the Council will consider:

- a. the condition of the building and the cost of repair and maintenance in relation to its importance and value derived from its continued use
- b. the adequacy of efforts to retain the building in use; and
- c. the merits of alternative proposals.

### Discounted Option

#### Option B

##### No policy

Paragraph 126 of the NPPF states that local planning authorities should include a positive strategy for the conservation and enjoyment of the historic environment within their Local Plan. The absence of any additional policies (and therefore a positive strategy) that address demolition of heritage assets would fail to support this aim.

## 9.1.2 Development within Conservation Areas

### Development within/adjoining Conservation Areas

**9.28** There are 8 Conservation Areas within Rushmoor, each of which justify their status due to their special architectural or historic interest. As an example, the Aldershot West Conservation Area includes high quality Victorian terraced housing, together with public buildings such as the Old Town Hall and the West End Centre. Overall the area provides a typical example of Aldershot as it was in the early 20th century.

**9.29** In order to ensure that the Conservation Area status is not devalued over the length of the Plan period, the special interest of these Heritage Assets need to be conserved or, where possible, enhanced.

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**9.30** The Council will be drafting/updating Conservation Area Character Appraisals for each of the designated areas. An Appraisal will help the Council to develop a Management Plan for the Conservation Area because it analyses what is positive and negative, and identifies opportunities for beneficial change or the need for additional protection and restraint. Designation of the Conservation Area in itself will not protect it from incremental change which can erode its character. The information in the Appraisal will also be helpful to those considering investment in the area and can be used to guide the form and content of new development.

### Policy Option A: Preferred Approach

#### HE3 - Development within/adjoining Conservation Areas

An approach whereby within/adjoining Conservation Areas, the Council will seek to conserve, enhance or better reveal significant views/buildings, areas of Townscape Quality, important built features such as chimneys, roof lines, open areas or natural features which are an essential part of the character and appearance of the Heritage Asset. Proposals which would have a detrimental effect such features will not normally be permitted. Conservation Area Character Appraisals/Management Plans will provide the basis for the identification of such features.

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

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

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

## Discounted Options

### Option B

#### No additional policy and save the Rushmoor Local Plan Review policies

In the absence of a new policy, the Council would have to rely on the NPPF and the saved policies of the RLPR, in particular policies ENV32 - ENV37, to assess applications within Conservation Areas. Whilst the policy coverage within the RLPR is comprehensive, it is somewhat dated and it is the recommendation of Historic England to update the local heritage policies to reflect the terminology used in the NPPF. It also gives the Council the opportunity to consolidate its policy framework. The preferred approach also places an emphasis on the Council to undertake work on Conservation Area Character Appraisals in order to establish the positive and negative elements of each area and ensure that the status is not devalued to the extent that the designation is no longer appropriate.

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### Option C

#### No additional policy and save the Rushmoor Local Plan Review policies

In the absence of a new policy and the proposed deletion of RLPR policies, the Council would have to rely on the NPPF to assess applications within Conservation Areas. It is considered that this does not provide the detail necessary to guide development within Conservation Areas, nor does it promote a positive strategy through committing the Council to undertake work on Conservation Area Character Appraisals.

### 9.1.3 Archaeology

#### Archaeology

**9.31** A considerable proportion of archaeological sites are not currently known about. New sites are discovered all the time, most commonly in areas where there has been little previous archaeological investigation.

#### Policy Option A: Preferred Approach

##### HE4 - Archaeology

An approach whereby the Council will not permit development which would adversely affect nationally significant features of archaeological or historic importance or their setting. Where such features of archaeological or historic importance or their settings are affected the development should seek to enhance them.

If there is evidence that archaeological remains may exist but the extent and significance are unknown, the Council will require developers to undertake an archaeological impact assessment. Where it is identified that there are significant archaeological remains, these should normally be preserved in situ. Where the Council concludes that preservation in situ is not justified, it will seek, prior to the development, appropriate provision for the excavation, recording and public presentation of remains.



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### Discounted Option

#### Option B

##### No additional policy

Paragraph 126 of the NPPF states that local planning authorities should include a positive strategy for the conservation and enjoyment of the historic environment within their Local Plan. Subsequently, the absence of any additional policies (and therefore a positive strategy) would not do justice to the pottery heritage that is integral to Rushmoor.

## 9.2 Design in the Built Environment

### Design in the Built Environment

#### National Policy

**9.32** The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

**9.33** It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.

**9.34** Local Plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area.

**9.35** Design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally.

#### In Rushmoor

**9.36** Policy CP2 of the Core Strategy provides the basis for determining planning applications within the Borough in respect of design and heritage considerations. Since the adoption of the Core Strategy in 2011, the emphasis on good design has been further promoted within the NPPF and it is considered that new Local Plan policies will benefit new development in the context of both its immediate and wider impact.

**9.37** An assessment of the roles and relationships of the area or site to its strategic context, together with an appreciation of the individual characteristics of form and the way a place is used, will lay the foundations for a good design response. The Aldershot and Farnborough Townscape Assessment (Hampshire County Council, 2010) and the Landscape Assessment of Rushmoor (Rushmoor Borough Council, 2009) provide a sound basis for assessing the existing context for development proposals and

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applicants are encouraged to use the findings of these documents to inform their proposals. Applicants are encouraged to engage with the Council at an early stage in the application process in order to ensure a good design outcome is achieved.

### Policy Option A: Preferred Approach

#### DE1 - Design in the Built Environment

An approach which sets out that new development will be required to make a positive contribution toward improving the quality of the built environment. It shall:

- a. Include high quality design that respects the character and appearance of the local area;
  - b. Reflect the current building line, with limited variation in setback/projection to allow for visual interest if appropriate to the street scene;
  - c. Take account of adjacent building heights, fenestration, roof and cornice lines;
  - d. Use materials sympathetic to local character;
  - e. Give consideration to the introduction of contemporary materials that respect or enhance existing built form;
  - f. Include a level of architectural detail that gives the building visual interest for views both near and far;
  - g. Make a positive contribution to the public realm – facing the street, animating it and ensuring that all open space within the curtilage of the site is positively used and managed;
  - h. Where appropriate, ensure that existing landscape features e.g. topography (the surface shape), trees worthy of retention, are factored into the overall design of the scheme from an early stage;
  - i. Promote strong, visual relationships between internal and external aspects of the scheme;
  - j. Have regard to the relevant Character Appraisal if proposing development within a Conservation Area
- a. Demonstrate, through a supporting Design and Access Statement<sup>(31)</sup>, that the wider, existing context has been factored into the proposals through analysis of the following:
    - b. Surrounding uses
      - Scale
      - Massing
      - Layout
      - Landscape (setting of development)
      - Materials
      - Orientation
      - Topography

31 Applies only to 'Major Development' as defined in article 2 of the Town and Country Planning (Development Management Procedure) (England) Order 2010 but excluding engineering and mining operations and waste development

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### Discounted Option

#### Option B

##### No policy

The absence of any further policy guidance in respect of design would mean reliance on national policy and guidance for determining proposals. It is considered that such guidance would benefit from more detailed, site-specific guidance in order to secure a better design solution that reflects the local environment.

### 9.2.1 Residential Space Standards

#### National Policy

**9.38** To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should (NPPF, paragraph 50):

- Identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand

**9.39** The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people (NPPF, paragraph 56).

**9.40** It is important to plan for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes (NPPF, paragraph 57).

**9.41** Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics. Planning policies and decisions should aim to ensure that developments (NPPF paragraph 58):

- Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development

**9.42** On 27 March 2015 the Government announced a new approach to the setting of technical housing standards in England. This was accompanied by the publication of a new set of streamlined national technical standards. It published a planning written ministerial statement which outlined the policy on the application of these technical standards for plan making and decision-taking.

**9.43** A nationally described space standard was published as part of the technical housing standards. It sets out requirements for the Gross Internal (floor) Area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and floor to ceiling height.

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**9.44** The optional new national technical standards should only be required through any new Local Plan policies if they address a clearly evidenced need, and where their impact on viability has been considered, in accordance with the National Planning Policy Framework and Planning Guidance.

### In Rushmoor

**9.45** There are no policies at present that guide development in respect of internal layout and private amenity space provision.

**9.46** As the NPPF states, it is important to plan for the achievement of high quality and inclusive design for all development, including individual buildings. Housing developments should be of the highest quality internally, externally and in relation to their local context. All new housing should have sufficient internal space to cater for a variety of different household needs with the aim of promoting high standards of liveability, accessibility and comfort. Sufficient internal space can also help achieve Lifetime Homes Standards. The standards outlined in the preferred approach are derived from the nationally described space standard and also accord with recognised Homes and Community Agency standards<sup>(32)</sup> and are generally consistent with other standards promoted by such bodies as English Partnerships<sup>(33)</sup> and the National Housing Federation (NHF)<sup>(34)</sup>. Similar standards have been successfully adopted by Local Authorities outside of Greater London. The standards are determined by considering the space required for furniture, access and activities in relation to the intended number of occupants.

**9.47** Applicants will be required to demonstrate how the internal space standards have been applied and are encouraged to provide dwelling plans not smaller than 1:100 scale with metric room dimensions identified and the GIA clearly identifiable. Housing which exceeds minimum dwelling sizes will always be encouraged.

**9.48** No amount of sensitive design can compensate for houses and flats that are too small. The new minimum space standards will improve residents' quality of life and ensure that our homes are accessible and able to accommodate changing personal circumstances and growing families.

**9.49** Extra space will enable homes to be more than mere dormitories, encouraging sociable rooms within homes, and giving individual family members private space when they need it.

32 The London Housing Design Guide LDA (2010)

33 English Partnerships Quality Standards (2007)

34 NHF Standards and Quality in Development (2008)

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### Policy Option A: Preferred Approach

#### DE2 - Residential Space Standards

An approach whereby if planning permission is required, proposals for new residential units (including change of use or conversions) will ensure that the internal layout and size are suitable to serve the amenity requirements of future occupiers. The Council will assess all development proposals against the following minimum standards:

Dwelling Type (bedroom/persons)	Minimum gross internal area <sup>(35)</sup> (GIA) (sqm)
1b1p studio/bedsit	37
1b2p flat	50
2b3p flat	61
2b4p flat	70
3b4p flat	74
3b5p flat	86
3b6p flat	95
2b4p house (two storey)	79
3b4p house (two storey)	84
3b5p house (two storey)	93
4b5p house (two storey)	97
4b6p house (two storey)	106
3b5p house (three storey)	99
4b5p house (three storey)	103
4b6p house (three storey)	112

For dwellings designed for more than 6 people, at least 10sqm gross internal area should be added for each additional person.

Household accommodation should in general provide two social spaces, such as a living room and a kitchen/dining room. The Council will seek the following minimum combined floor area for these spaces:

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Designed occupancy (Bed spaces per property)	Minimum combined floor area of living, dining and kitchen space (sqm)
2 person	23
3 person	25
4 person	27
5 person	29
6 person	31

### Discounted Options

#### Option B

##### No policy

The absence of any further policy guidance in respect of internal space standards would put at risk the delivery of high quality homes as required by the NPPF.

#### Option C

##### A reduced local space standard

An alternative approach would be to seek a space standard that seeks to achieve a lower space standard. This option has been discounted on the basis that the minimum standards proposed by the Government are consistent with a number of alternative standards previously published by the HCA, English Partnerships and the NHF. It would be inappropriate to consider a space standard that proposed a GIA lower than the recognised minimum.

#### Option D

##### An increased local space standard

An alternative approach would be to seek a space standard that seeks to achieve a higher space standard than the national minimum standard. This option has been discounted on the basis that there is no evidence to suggest that a larger space standard is required to address existing deficiencies. As a constrained, urban authority, the introduction of an increased local space standard may be detrimental to meeting housing needs over the Plan period.

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### 9.2.2 Residential Amenity Standards

#### National Policy

**9.50** Paragraph 17 of the NPPF states that a set of 12 planning principles should underpin both plan-making and decision-taking. Among these principles are that planning should:

- Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings

**9.51** In addition, paragraph 57 of the NPPF states that it is important to plan for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.

#### In Rushmoor

**9.52** There are no policies at present that guide development in respect of private amenity space provision. Residential amenity space standards proposed in this draft Plan have therefore been established in the same way as internal space standards, by considering the space required for furniture, access and activities and in relation to the number of occupants.

**9.53** A minimum of 5 sq m of private outdoor space is required for all 2 person dwellings and an extra 1 sq m should be provided for each additional occupant. The required minimum width and minimum depth for all balconies and other private external spaces is 1500mm. These minimum areas and dimensions provide sufficient space for either a meal around a small table, clothes drying, or for a family to sit outside with visitors.

**9.54** Where possible, rear gardens should have separate direct access so that bicycles and garden equipment may be taken into the garden without passing through the home.

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### Policy Option A: Preferred Approach

#### DE3 - Residential Amenity Space Standards

An approach which set out that:

A. Where planning permission is necessary, all new residential development and conversions will be required to provide good quality private outdoor space in the form of gardens, balconies, and/or roof terraces.

B. The minimum requirement for private outdoor space is 5m<sup>2</sup> on upper floors, accessible from the main habitable room and 15m<sup>2</sup> on ground floors for 1-2 person dwellings. For each additional occupant, an extra 1m<sup>2</sup> is required on upper floors and an extra 5m<sup>2</sup> on ground floors up to a minimum of 30m<sup>2</sup> for family housing (three bedroom residential units and above).<sup>(36)</sup>

C. Where buildings utilise roofs to provide private outdoor space and other outdoor amenity space the proposal should take into consideration issues of design, overlooking and crime prevention. Use of roofs for amenity purposes will need to be balanced with the use for green roofs and renewable energy equipment through careful design which integrates the benefits for amenity, biodiversity and carbon reduction.

D. Where practicable, all new residential developments and residential conversions should provide step-free access and a level threshold from homes to private outdoor space.

E. The minimum depth and width of all balconies and other private external spaces is are expected to be 1500mm.<sup>(37)</sup>

F. In exceptional circumstances, where site conditions make it impossible to provide private open space for all dwellings, additional internal living space equivalent to the private open space requirement will added to the minimum GIA and the minimum combined living area of the dwelling as outlined in policy D2.

36 Based on the furniture, access and activity requirements of the HCA legacy Housing Quality Indicators Version 4, 2007, and drying space and private open space requirements of the Code for Sustainable Homes Technical Guide, 2009, ENE4 and HEA3

37 Based on the Quality Standards: Delivering Quality Places, (former) English Partnerships, 2007, the furniture, access and activity requirements of the HCA legacy Housing Quality Indicators Version 4, 2007, and drying space and private open space requirements of the Code for Sustainable Homes Technical Guide, 2009



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### Discounted Option

#### Option B

##### No additional policy

The absence of any further policy guidance in respect of private amenity standards would put at risk the delivery of high quality homes as required by the NPPF.

### 9.2.3 Water Efficiency Standards

#### National Policy

**9.55** In setting out how the planning system should contribute to the achievement of sustainable development, the National Planning Policy Framework and Guidance makes clear this includes planning to provide the high quality housing required to meet the needs of present and future generations, and helping to use natural resources prudently. The NPPF policies expect local planning authorities to adopt proactive strategies to adapt to climate change that take full account of water supply and demand considerations. The local planning authority may also consider whether a tighter water efficiency requirement for new homes is justified to help manage demand.

**9.56** All new homes already have to meet the mandatory national standard set out in the Building Regulations (of 125 litres/person/day). Where there is a clear local need, local planning authorities can set out Local Plan policies requiring new dwellings to meet the tighter Building Regulations optional requirement of 110 litres/person/day.

**9.57** It will be for a local planning authority to establish a clear need based on:

- a. existing sources of evidence
- b. consultations with the local water and sewerage company, the Environment Agency and catchment partnerships
- c. consideration of the impact on viability and housing supply of such a requirement.

**9.58** Primary sources of evidence which might support a tighter water efficiency standard for new dwellings are:

- a. The Environment Agency Water Stressed Areas Classification (2013) which identifies areas of serious water stress where household demand for water is (or is likely to be) a high proportion of the current effective rainfall available to meet that demand
- b. Water resource management plans produced by water companies
- c. River Basin Management Plans - which describe the river basin district and the pressure that the water environment faces. These include information on where water resources are contributing to a water body being classified as 'at risk' or 'probably at risk' of failing to achieve good ecological status, due to low flows or reduced water availability.

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**9.59** In addition to these primary data sources, locally specific evidence may also be available, for example collaborative ‘water cycle studies’ may have been carried out in areas of high growth.

### In Rushmoor

**9.60** Water provision in Rushmoor is under the jurisdiction of South East Water and Thames Water. The Environment Agency Water Stressed Areas Classification (2013) identifies these companies are operating in areas of serious water stress. This is based on current and future water usage and climate change scenarios.

**9.61** In addition, the Thames River Basin Management Plan (2009) recognises that demand for water is extremely high in the south east of England, leading to concerns over maintaining the water resources available for people and the environment. The Thames River Basin District is one of the driest in the country receiving a quarter less rainfall than the national average. There is less water per person than many Mediterranean countries. The aquifers that supply drinking water also have to provide flow for rivers and wetlands. It is therefore essential to safeguard supplies and the environment by protecting groundwater from pollution, and managing the water resource.

**9.62** Subsequently, it is considered that Rushmoor Borough Council should seek a tighter optional requirement of 110 litres/person/day for the construction of all new dwellings over the Plan period.

### Policy A: Preferred Approach

#### Policy DE4 - Water Efficiency Standards

An approach requiring all new homes to meet the Building Regulations optional requirement of 110 litres/person/day.

### Discounted Option

#### Option B

#### No Local Plan policy on water efficiency standards

In the absence of a bespoke Local Plan policy, all new homes would be required to meet the mandatory national standard set out in the Building Regulations (of 125 litres/person/day). This option has been discounted on the basis that there is clear evidence that Rushmoor is located within a recognised ‘Water Stressed Area’.

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### 9.2.4 Proposals affecting existing Residential (C3) Uses

#### National Policy

**9.63** Paragraph 17 of the NPPF states that a set of 12 planning principles should underpin both plan-making and decision-taking. Among these principles are that planning should:

- Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings

**9.64** In addition, paragraph 47 requires local planning authorities to "...boost significantly the supply of housing..." By implication, the loss of an existing housing stock would be at odds with this clear message from the Government.

#### In Rushmoor

**9.65** At present, saved Local Plan Policies H15 (Home Extensions), H8 (Houses in Multiple Occupation and the Conversion of Properties) and H13 (Loss of Housing) provide the basis for determining applications relating to existing housing across the Borough. It is considered that these existing policies would benefit from both an update and a consolidation as part of the new Local Plan.

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### Policy Option A: Preferred Approach

#### DE5 - Proposals Affecting Existing Residential (C3) Uses

An approach whereby where planning permission is required for either:

- a. residential extensions, and/or
- b. conversions, and/or
- c. sub-division,

proposals will be required to demonstrate that:

- a. They respect and enhance the local, natural or historic character of the environment, paying particular regard to scale, materials, massing, bulk and density
- b. There is no detrimental impact on neighbouring properties in respect of private amenity and access to daylight
- c. There is no detrimental impact on the amenity of occupants
- d. An appropriate level of amenity space is provided
- e. Adequate parking to serve the property is provided; and
- f. There is no adverse effect on trees worthy of retention.

The Council will seek to minimise the loss of housing in the Borough by resisting development that would involve the net loss of residential units, unless it can be demonstrated that the proposal will:

- a. enable sub-standard units to be enlarged to meet residential space standards
- b. enable existing affordable homes to be adapted to address an evidenced shortfall in larger affordable dwelling sizes
- c. be a more appropriate use because of existing environmental conditions
- d. ensure that a building of architectural or historic importance can be retained or renovated
- e. be incorporated in a comprehensive scheme of redevelopment where there is no net loss of residential units
- f. provide an essential community facility which cannot be provided elsewhere.

### Discounted Option

#### Option B

##### No policy

The Government has made clear in the NPPF the obligation it places on local planning authorities to boost significantly the supply of housing. It would therefore be counterintuitive not to protect the existing housing stock through a policy which resists its net loss subject to the exceptions set out in the draft policy.

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### 9.3 Open Space, Recreation and Leisure

#### Open Space, Sport and Recreation

**9.66** Open Space and sport and recreation facilities play an important role in the well-being and quality of life of the local community. The Rushmoor Open Space, Sport and Recreation Study (2014) assessed the quality, quantity and accessibility of open space within the Borough. It provides the detailed evidence base for a strategy to protect and improve open space, sport and recreation facilities. The study also identifies the contribution that MoD owned land and built facilities make to provision within Rushmoor.

**9.67** The Study highlights differences in the quantity of open space provision, with some areas in Farnborough deficient in parks and gardens and / or natural and semi-natural green space. There are also deficiencies in allotments. In addition, the study identifies a need to improve the provision of small parks and gardens and the quality of Local Areas of Play in Aldershot. The draft Open Space Sport and Recreation Policy provides an overarching approach which covers a range of typologies of open space within Rushmoor, including golf courses.

**9.68** The Study also concludes that large residential developments should incorporate new open space in line with the accessibility, quantity and quality standards recommended (as set out below), and that smaller residential developments should contribute funds towards the creation or enhancement of open space on a per dwelling basis. In Rushmoor, much residential development is likely to come forward on small-scale sites and on land within the town centres. There will be limited opportunity to provide new open space within the built up area, so the approach will be to pool financial contributions from smaller developments to deliver enhanced open space within the Borough. The Council will prepare an SPD that sets out more detail on open space provision and financial contributions.

**9.69** The open space standards for Rushmoor are:

Open space typology	Accessibility standard	Quantity standard
Parks and gardens	Borough parks and gardens: 3.2km  Local parks and gardens: 1.2km  Small local parks and gardens: 400m	1.66 ha per 1000 head of population
Amenity green space	400m	0.13 ha per 1000 head of population
Provision for children and young people: NEAPs	600m	1.16 site per 1000 head of population with 14 to 19 age group
Provision for children and young people: LEAPs	240m	2.82 sites per 1000 head of population within 8 to 13 age group

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Open space typology	Accessibility standard	Quantity standard
Provision for children and young people: LAPs	60m	1.16 sites per 1000 head of population within 0 to 7 age group

### Policy Option A: Preferred Approach

#### DE6 - Open Space, Sport and Recreation

An approach that sets out the strategy is to ensure good provision of high quality and accessible open space and sport facilities to meet a wide range of recreation, sport and open space needs in Rushmoor by maintaining and improving provision and accessibility for all.

Development will not be permitted on areas of open space used for recreation or outdoor sport, as identified on the Policies Map, or having visual amenity unless:

- Replacement new provision is made elsewhere of equivalent or better community benefit in terms of quality, quantity and accessibility: or
- The development is for sports and recreation provision, the needs for which clearly outweigh the loss.

The Council will permit new residential development, which makes appropriate provision for:

- A contribution to the enhancement of existing open space (via a financial contribution);
- New open space in developments of 100 to 200 or more dwellings, in accordance with the Council's standards, unless the development is in a town centre location where as an alternative a financial contribution may be considered appropriate.

### Discounted Option

#### Option B

##### No Policy

The Council could rely on the NPPF, a general infrastructure Policy and the findings of the Open Space, Sport and Recreation Study (2014). However this does not provide adequate protection for open space, or set out locally derived open space standards.

### Playing fields and ancillary facilities

**9.70** Playing fields provide an important element of the overall provision of open space, sports and recreation facilities across the Borough, providing the opportunity for formal and informal active participation in sports.

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**9.71** The Council, together with relevant partners, has made significant improvements to playing pitches and associated facilities across the Borough. Overall, sport and active recreation adult participation rates are above the county, regional and national averages, suggesting that outdoor sports facilities are likely to be well used.

**9.72** In line with national guidance, the Council has commissioned a new Playing Pitch Strategy to inform the preparation of long-term policies relating to playing pitch provision. This was prepared in partnership with Sport England and the relevant sport National Governing Bodies (NGBs). The Study includes an Action Plan, which will be reviewed at regular intervals with the relevant partners.

**9.73** The main findings of the Study, and an update on the position for each sport is as follows:

	<b>Provision</b>	<b>Action Plan</b>
<b>Football</b>	<p>The quantity of football provision is sufficient to meet future needs.</p> <p>Overall the quality level is standard to good.</p>	<p>Protection of existing sites.</p> <p>Site specific improvements identified.</p> <p>Improvements to pitch quality and drainage needed, with additional investment in changing and 3G provision.</p> <p>Comment - the Council has sufficient 3G provision for current demand.</p>
<b>Rugby</b>	<p>The quantity of rugby provision is sufficient to meet future needs.</p> <p>Overall the quality level varies from very good to acceptable.</p>	<p>Protection of existing sites.</p> <p>Site specific improvement identified.</p> <p>Drainage improvements needed with additional investment in changing and 3G provision.</p> <p>Comment - the Council has sufficient 3G provision for current demand.</p>
<b>Cricket</b>	<p>The quantity of cricket provision is sufficient to satisfy future demand.</p> <p>Overall the quality of pitches is mainly good.</p>	<p>Protection of existing sites but with some changes in provision to be considered to balance supply and demand.</p> <p>Site specific improvements identified.</p> <p>Comment - the Council is taking two tables out of play and supporting existing club provision and improving the quality of public pitch provision.</p>

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	Provision	Action Plan
<b>Hockey</b>	<p>The quantity of outdoor hockey pitch provision was identified as meeting current needs, however provision relies on unsecured use and out of Borough provision with reviews needed if local participation levels in indoor and outdoor hockey increase.</p> <p>Overall, the quality of existing provision is good.</p>	<p>Protection of existing sites.</p> <p>Support for an additional pitch in Rushmoor or Hart to support additional demands in the medium term, and improve options for indoor hockey in existing and new sports halls.</p> <p>Comment - current evidence shows sufficient capacity,, but will be kept under review with partners - see more detail below.</p>

**9.74** The Study supports the need to protect the existing provision of playing pitches across the Borough to meet current and likely future demand. No surplus was identified. In Rushmoor, the need for protection of spaces and facilities supporting active recreation is further supported by particular issues around childhood and adult obesity in the Borough and a commitment to improve health and wellbeing of residents.

**9.75** The Study identifies that there are some issues regarding the capacity of some playing field sites and the need to maintain and improve the quality of pitches to ensure that current and future demand can be met. In addition to ensuring the protection of sites, new development therefore needs to ensure that any additional pressure it will place on pitches is appropriately mitigated. This might be through on-site provision for larger sites, or through developer contributions through CIL or through S106 agreements.

**9.76** In relation to hockey, the study showed some risks to future supply should there be further growth in participation. Current evidence shows capacity at the Garrison pitches has increased due to football bookings being moved to new 3G pitches. The study identifies that future demand could be met within Hart or Rushmoor to meet the need in North East Hampshire, and the Council will liaise with Hart District Council and the Hockey NGB to keep future need under review.



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### Policy Option A: Preferred Approach

#### DE7 – Playing Fields and Ancillary Facilities

An approach whereby playing field sites, including ancillary built facilities, identified on the Policies Map or within the Playing Pitch Strategy 2014 – 2020, and any subsequent PPS, will be protected for sport and recreational use unless:

- a. The loss results from a development plan allocation; or
- b. Replacement new provision, in an accessible location, and of equivalent or better quality and quantity is made elsewhere of equivalent community benefit; or
- c. The development is for sports and recreation or ancillary provision, the need for which clearly outweighs the loss.

Where permission is granted for new or improved facilities, the Council will encourage these to be made available for community use.

In order to increase participation in sport and physical activity, and the capacity of facilities to meet future demand, the Council will seek to ensure that new residential development contributes to the improvements identified within the Playing Pitch Strategy 2014 – 2020 Site Specific Action Plan and any subsequent replacements.

### Discounted Option

#### Option B

##### No Policy

The Council could rely on a general Infrastructure Policy and the findings of the Playing Pitch Strategy. However this does not sufficiently recognise the specific protection which should be given to playing fields.

### Indoor Sports and Recreation Facilities

**9.77** The Rushmoor Open Space, Sport and Recreation Study (2014) examined indoor sports provision within Rushmoor including quantity, quality and accessibility assessments. In summary, the recommended approach is to protect and enhance existing provision. Overall, existing indoor sports provision is assessed to be adequate for Rushmoor. Support will be given to development at Aldershot Garrison Sports Complex.

**9.78** The indoor sport and recreation facilities include; sports halls, local authority owned health and fitness, indoor bowls squash courts, martial arts dojos and gymnastics halls. Built sport and recreation facilities include; tennis courts, bowls, multi-use games areas and skate parks. Aldershot Town Football Club and Farnborough Town Football Club also fall to be considered as built sports facilities.

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### Policy Option A: Preferred Approach

#### DE8 - Indoor Sport and Recreation Facilities

An approach to promote healthy lifestyles and encourage physical activity, based on an assessment of need and capacity as set out in the Rushmoor Open Space Sport and Recreation Study and any subsequent study update, indoor and built sport and recreation facilities will be promoted by:

- a. Safeguarding the existing viable indoor and built sport and recreation facilities
- b. Supporting proposals for the refurbishment, replacement and extension of existing indoor and built sport and recreation facilities
- c. Supporting development for new and improved indoor and built sport and recreation facilities in sustainable locations, for which there is a strategic need.

### Discounted Option

#### Option B

##### No Policy

The Council could rely on a general infrastructure policy and the findings of the Open Space, Sport and Recreation Study but this does not provide a sufficiently proactive or local policy approach.

## 9.4 Advertisements

### Advertisements

**9.79** The term "advertisement" covers a wide variety of advertisements and signs. Some advertisements benefit from 'deemed consent' where advertisement consent is not needed; this depends on the size, position and illumination of the advert.

**9.80** Advertisements and signs are important to the commercial activities of shops and businesses both within the built and rural environment. However, if they are poorly sited or badly designed signs, including projecting and illuminating ones can cause distraction to the public. To ensure that amenity and public safety are maintained it is important that any advertisement respects the character of the area in which it is located.

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### National context

**9.81** The NPPF gives some guidance on advertisements and identifies (paragraph 67) that only advertisements that have an appreciable impact upon a building or on the surroundings should be subject to detailed assessment. Advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts.

### In Rushmoor

**9.82** As a small urban authority with a range of different commercial development and sport and leisure uses, these different uses often require advertisements and signs to promote their goods and services, and the impact within a localised area can be significant. Therefore, it is important that an advertisement policy takes into account the needs of advertisers, but also helps to protect the visual amenity of the area and ensures the safety of pedestrians and motorists.

### Policy Option A: Preferred Approach

#### DE9 - Advertisements

An approach that sets out that consent will be granted for signs or advertisements where, by reason of siting, design and illumination:

- a. There is no adverse impact on highway safety; and
- b. There is no harmful impact on adjoining land uses; and
- c. There is no harmful impact upon the character of the area or to heritage assets.

Advertisements should comply with the following criteria:

- a. not obstruct windows, other signs or architectural features; and
- b. be well-designed and in keeping with the scale and character of buildings on which they are displayed; and
- c. not contribute to an unsightly proliferation or clutter of signage in the vicinity.

### Discounted Option

#### Option B

#### No Policy

The NPPF provides advice on the location of advertisements but does not include the detail to be considered in day to day decisions that can be introduced through a Local Plan policy and which can provide additional weight to ensuring that advertisements have no adverse impact on amenity or safety.

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### 9.5 Pollution

#### Pollution

**9.83** Unacceptable levels of pollution can have a significant impact on the environment and on the health, wellbeing and quality of life enjoyed by individuals and communities. Development should therefore seek to protect, and where possible improve upon, the amenity of existing and future residents and building occupants and on the environment in general. Securing high quality design and a good standard of amenity for all existing and future occupants of land and buildings is a core principle of Government policy, with the National Planning Policy Framework emphasising the need for good quality sustainable development.

**9.84** Paragraph 109 of the NPPF states that the planning system should contribute to and enhance the natural and local environment by;

- a. protecting and enhancing valued landscapes, geological conservation interests and soils,
- b. preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability;
- c. and remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

**9.85** Paragraph 110 states, that in preparing plans, the aim should be to minimise pollution and other adverse effects on the local and natural environment.

**9.86** Saved Local Plan policies ENV49 – ENV50 currently provide the basis on which applications are determined with respect their potential to cause, or be the subject of, adverse impacts of pollution. It is proposed to have a single preferred approach pollution policy as part of the consultation process.

**9.87** For the purposes of this policy, pollution means anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. It includes noise, vibration, light, air quality, radiation, dust, steam, smell or other effluvia, or toxic substances or degradation of soil and water resources.

**9.88** The Council will expect developments with the potential to cause pollution to provide an environmental assessment that considers the impacts of the proposal on the existing environment. Proposals to introduce sensitive development to an area impacted by existing pollution will need to provide details of adequate mitigation. Where risks cannot be reduced to an acceptable level then permission will be refused. The aim of the preferred policy option is to ensure that any adverse impacts are considered early in the development and design process so that such impacts can be adequately addressed in a timely manner along with other constraints, to ensure a high quality design and a good standard of amenity in line with the NPPF.

#### Noise

**9.89** Noise from road and rail traffic, aircraft on the ground and in the air, construction activities, entertainment venues and commercial and industrial activities, all have the potential to significantly adversely affect health and quality of life if not properly controlled or planned for. The adverse effects of

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excessive exposure to noise (and vibration) are well documented and rightly recognised as a material planning consideration. Noise is a key aspect of quality of life and social well-being and therefore by extension; sustainable development.

### National Context

**9.90** The Government's long term vision for noise policy is set out in the Noise Policy Statement for England (NPSE, 2010). This stresses the promotion of good health and good quality of life through the effective management of noise in the context of sustainable development. This long term vision is supported by the following aims in the NPSE:

*Through the effective management and control of environmental, neighbour and neighbourhood noise within the context of Government policy on sustainable development:*

- a. *avoid significant adverse impacts on health and quality of life;*
- b. *mitigate and minimise adverse impacts on health and quality of life; and*
- c. *where possible, contribute to the improvement of health and quality of life.*

**9.91** National policy emphasises that the prevention of noise is a legitimate planning concern. The NPPF sets out the need for local planning authorities to consider the potential impact of noise, stating at paragraph 123 that planning policies and decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development.

### In Rushmoor

**9.92** Development proposals will need to consider the noise environment where they are to be located, or any locations beyond the boundary of the site that they may affect, and demonstrate how the impacts of the development comply with the Council's requirements. New development which will give rise to, or would be subject to, significant adverse effects of noise will not be permitted.

**9.93** New development must demonstrate how any adverse impacts of noise arising from the development or affecting noise sensitive development will be mitigated or otherwise minimised. The Council will expect that any proposal will follow the basic principles of noise control:

- a. Separate noise sources from sensitive receptors
- b. Control the noise at source
- c. Protect the receptor

**9.94** The provision of noise insulation measures should be seen as a last resort.

**9.95** External spaces designed for amenity use must meet recognised standards of acoustic comfort and be fit for their intended purpose. Opportunities, either to protect areas valued for their tranquillity or for providing respite from ambient noise, or to create areas of relative tranquillity, should be taken.

**9.96** For the purposes of this policy, the Council expects a good standard of amenity for existing and future occupants of land and buildings. Developers should comply with the current best practice standards (British Standards), and guidance available. The Council will have regard to available standards, guidance and technical documents published by the Government, the World Health Organisation, the Institute of Acoustics, the Chartered Institute of Environmental Health and the Environment Agency in setting values

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for LOAEL<sup>(38)</sup> and SOAEL<sup>(39)</sup> in line with the NSPE. Developers should seek advice from the Council at an early stage, on the criteria or standards to be achieved for a particular development. Where necessary, acoustic reports to demonstrate compliance will be required.

### Air Quality

**9.97** The release of fine particles and harmful gases into the atmosphere can have a significant impact on human health and the environment. In addition, odours which may not necessarily be harmful to health, can have a significant impact on amenity and Quality of Life. It is vital therefore that such emissions are considered in any development proposal.

#### National Context

**9.98** The Local Air Quality Management (LAQM) process, which was introduced under the Environment Act 1995, requires local authorities to periodically review and assess local air quality against prescribed air quality objectives set out within the Government's Air Quality Strategy. If these objectives are not met, or are at risk of not being met, then the Council must declare an Air Quality Management Area (AQMA) and prepare an air quality action plan. The 2008 Ambient Air Quality Directive sets legally binding limits for concentrations in outdoor air of major air pollutants that impact public health.

**9.99** Paragraph 124 of the NPPF states that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

#### In Rushmoor

**9.100** At present, air quality within Rushmoor is generally good and there are no Air Quality Management Areas within the Borough. Historically however, meeting the national air quality objective for nitrogen dioxide has been challenging. An assessment of air quality in the borough led to the declaration of an Air Quality Management Area encompassing part of the M3 motorway in 2004. A further assessment in 2010 concluded that air quality across the whole borough was 'good' and the AQMA was revoked in 2011. On-going monitoring continues to show achievement of the relevant air quality objectives, but there are areas where the air quality requires improving, generally close to main roads that experience a high volume of traffic. Major developments close to such areas will need to provide an air quality assessment that considers the impacts of the proposal on the existing air quality environment of the affected area. Proposals to introduce sensitive development to an area impacted by existing poor air quality will need to provide details of adequate mitigation. Proposals for development that risks non-compliance of EU limit values or the Council having to designate an area as an AQMA will be refused.

**9.101** Odour and fumes from commercial activities can have a detrimental effect on the health and quality of life of local residents and the environment in general. For commercial kitchens, the siting of extract flues is of concern in relation to its potential impact on amenity and its design needs to be considered at an early stage. Best practice guidance should be followed; the current best practice guidance is DEFRA Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems (2005).

38 Lowest Observed Adverse Effect Level.

39 Significant Observed Adverse Effect Level.

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**9.102** Other commercial or industrial development, including that associated with Farnborough Airport, that has the potential to cause odorous emissions will need to demonstrate that all reasonable efforts are or will be employed to ensure that such odours will not impact on amenity or the quality of life of local communities. The Council will expect Best Practicable Means to be employed to ensure this is the case.

**9.103** Dust and emissions can often be a particular problem during the demolition and construction phases of any development. Adequate controls will need to be considered, and where deemed necessary Construction Management Plans will be required that set out what measures will be employed to minimise emissions from any associated activities.

### Light

**9.104** Artificial lighting that is either poorly designed, operates beyond reasonable hours or is simply not necessary can lead to glare, light spillage and sky glow. It can adversely affect the quality of life of neighbouring residents, be damaging to wildlife and is a waste of energy.

### National Context

**9.105** The NPPF states in Paragraph 125 that by encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

### In Rushmoor

**9.106** Common causes of complaints to Rushmoor Council concern exterior security lights, illuminated advertising and flood lighting. The Council will therefore seek to limit the impact of artificial lighting by encouraging well-designed lighting schemes and will consider the impact of any lighting scheme on residents, wildlife, highway users, the character of the area and the visibility in the night sky. The Council will only permit proposals that will not adversely affect amenity, the natural environment or public safety.

**9.107** When designing lighting schemes, developments should consider its potential impact in line with recognised industrial methodology. Lighting schemes, including that associated with both internally and externally illuminated signage, should conform to recognised guidance, and the levels of lighting proposed should be the minimum required to undertake the task for which the lighting scheme is required.

### Contaminated Land

**9.108** Whilst Rushmoor may not have a history of heavy industry, there has still been a diversity of land use over the years, some of which may have left a legacy of contamination. This contamination may be associated with industrial processes or activities that have long ceased operating and are no longer evident. However, it can often be present on greenfield sites and can arise from natural sources as well as from human activities. Soils and groundwater impacted by contamination can present a threat to health and the environment and may preclude some classes of development from taking place. It is vital then that such sites are investigated, and if necessary remediated, to ensure future users are not adversely affected.

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### National Context

**9.109** Local Authorities have a duty under the Environmental Protection Act 1990 to investigate land in their area for possible contamination and if necessary have the legislative powers to ensure that risks associated with that land is minimised to acceptable levels.

**9.110** The NPPF makes it clear in Paragraph 120 that development should be appropriate for its location, and that where a site is affected by contamination, that responsibility for securing a safe development rests with the developer and/or land owner. Paragraph 121 further states that land should be suitable for its intended use, that adequate site investigation information be presented and that after remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.

### In Rushmoor

**9.111** Work on the Council's Contaminated Land Strategy has identified many sites that may have been impacted by past use. However, this list is not exhaustive and there may be many areas that have yet to be identified as requiring further consideration. Sometimes, contamination is not restricted to those sites that have had an obvious potentially contaminating land use, some may be contaminated as a result of being in the vicinity of a contaminated site or be impacted by contaminated groundwater or by land gas. The possibility of contamination should therefore always be a consideration, particularly when the development proposed involves a sensitive use such as housing, schools, nurseries or allotments.

**9.112** The Council will require a phased investigation of potentially contaminated sites and/or if the proposed land use is considered sensitive to contamination. Proposals for development, including extensions and the intensification of existing uses on or near such sites will require as a minimum a desktop (Phase 1) assessment to be submitted that includes an appropriate level of historical and environmental information to establish the possible risks associated with the site and surrounding area. If this identifies that the risk is unacceptable then the Council will require the applicant to undertake a more detailed intrusive (Phase 2) investigation of the site to characterise the nature, extent and risks associated with any contamination present. This should include an assessment of the significance of any risks identified and if necessary, details of suitable remedial options and measures. Where there is clear evidence that contamination is likely to be impacting the site then the developer may choose to begin the phased approach with an intrusive site investigation.

**9.113** All information relating to the possible impacts of any proposed development should preferably be submitted at the pre-application stage or at least with the submitted application. The absence of adequate/sufficient information with which to properly determine the risks associated with any application may lead to refusal. Where there are likely to be unacceptable risks to human health, ecological systems, property, or surface or ground water quality, then development will only be permitted when it is demonstrated to the satisfaction of the Council that remediation can be successfully undertaken. Where appropriate, conditions or planning obligations will be sought to ensure that any approved remediation strategy is fully complied with.



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**9.114** It is strongly recommended that pre-application advice is sought from the Council's Environmental Health Department regarding potential contamination issues. Any desktop study, site investigation, remediation and verification work should be undertaken by a suitably qualified and competent person/company in line with the National Planning Policy Framework (NPPF), best practice guidance and any published supplementary planning guidance.

**9.115** Any investigation or remediation works of the contamination must be agreed with the Council before implementation. Failure to appropriately address risks from land affected by contamination at the time of development may result in later action being taken under Part IIA of the Environmental Protection Act 1990.

### Policy Option A: Preferred Approach

#### DE10 - Pollution

An approach which sets out that:

Development will be permitted provided that:

- a. It does not give rise to, or would be subject to, significant adverse levels of pollution<sup>1</sup>
- b. It is demonstrated that any adverse impacts of pollution, either arising from the proposed development<sup>2</sup> or impacting on proposed sensitive development or the natural environment<sup>3</sup>, will be mitigated or otherwise minimised to an acceptable level<sup>4</sup>
- c. It does not curtail the existing legitimate economic use of a site by exposing a sensitive receptor to a level of pollution that was otherwise previously considered acceptable.

*1. Pollution means anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. It includes noise, vibration, light, air quality, radiation, dust, steam, smell or other effluvia, or toxic substances*

*2. Including the demolition and construction phases of development*

*3. To include nature conservation, landscape character and controlled waters*

*4. In accordance with recognised national and international standards, guidance and methodologies, or any Local Authority adopted supplementary guidance. Early dialogue is advised to clarify the Council's criteria.*

## 9 Creating High Quality and Distinctive Environments

### Discounted Option

#### Option B

To pursue a similar policy approach to that set out above but to have separate individual policies to deal with noise, air quality, light and contaminated land. However, by consolidating these under a general pollution theme some unnecessary repetition can be removed whilst also broadening out what types of pollution can be addressed by a policy that is not so prescriptive.

### 9.6 Residential Gardens

#### National Policy

**9.116** National planning policy excludes private residential gardens from the definition of previously developed land and also suggests that local authorities should consider setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area (NPPF, paragraph 53).

#### In Rushmoor

**9.117** The Rushmoor Biodiversity Action Plan identifies that just under a third of urban land use is in use as garden land. This is a significant proportion of the Borough. It would not be appropriate to restrict development on all residential garden land. However, the development of residential gardens has the potential for a number of harmful impacts including on the character of the area, on biodiversity and on living conditions. Residential gardens make a significant contribution to local character, provide safe and secure play space, support biodiversity, help to reduce flood risk and mitigate the effects of climate change. They represent an important wildlife resource, providing a habitat for a wide range of wildlife including garden birds, and collectively can create important 'green corridors' within the urban area.

**9.118** As a small urban authority, there has been, and is likely to be, continued pressure for the redevelopment of residential properties and gardens. Whilst development on residential gardens may not be inappropriate, a criteria based policy will ensure that no harm is caused to local character and amenity or to biodiversity interests.

## Creating High Quality and Distinctive Environments 9

### Policy Option A - Preferred Approach

#### DE11 - Development on Residential Gardens

An approach whereby proposals for new residential development that include land within the curtilage or the former curtilage of private residential gardens will only be acceptable where:

- 1) There is no adverse impact on the amenity of neighbours in terms of loss of privacy, or noise or disturbance from vehicular access or car parking
- 2) The development is not harmful to the character of the area in terms of:
  - Relationships and integration with existing buildings and spaces;
  - Impact on the street scene;
  - Providing appropriate hard and soft landscaping; and
  - Compatibility with general building height, materials and elevational detail including architectural features in line with other Policies in this Plan
- 3) The proposal does not either alone, or cumulatively, significantly diminish any green corridor or have an adverse impact on biodiversity through the loss of locally important habitats
- 4) The application site provides a site of adequate size and dimensions to accommodate the development proposed in terms of the setting and spacing around buildings, amenity space, landscaping and space for access roads and parking
- 5) The proposal does not lead to unacceptable tandem development;
- 6) The proposal does not prejudice the satisfactory development of a wider area.

### Discounted Option

#### Option B

##### No Policy

An alternative option was considered which was to rely on national policy and guidance and other policies within the Local Plan. However, having a specific policy is supported in national guidance which states that local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area. Given the urban nature of the Borough, the retention of private open space and the protection of existing character is considered important in ensuring a good quality of life for local residents. The absence of a local policy would make it difficult to offer adequate protection to these spaces.

## 10 Meeting Local Needs

### 10 Meeting Local Needs

#### 10.1 Housing: Dwelling Mix and Type

##### National Policy

**10.1** National Planning Policy seeks to ensure that local housing needs are met through the provision of a range of housing types and sizes to meet forecast future needs. The dwelling mix should reflect the forecast mix for different groups including families, older people, people with disabilities, service families and people wishing to build their own homes. Local authorities are expected to identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.

##### In Rushmoor

**10.2** To support the provision of the overall level of housing required, and the mix of housing types and tenures, the Council jointly commissioned a Strategic Housing Market Assessment (SHMA) with Hart and Surrey Heath, as set out in more detail in the Spatial Strategy Section of this Plan. This has informed the overall number of homes to be provided, the number of affordable homes needed, the mix of new homes, and the need for specialist housing. Policy LN2 sets out the requirements for the provision, and mix of affordable housing which will be sought in new development and Policy LN4 deals with the requirements for Specialist Accommodation.

**10.3** The Rushmoor Housing and Homelessness Strategy, 2011 - 2016, aims to make sure that Rushmoor's residents have access to good quality homes that are affordable and appropriate to their needs. The Strategy identifies specific issues and actions in relation to an overall theme of 'Housing to meet the needs of specific groups'.

**10.4** Estimates of the size of market homes required from 2011 to 2031 based on demographic trends indicate that the majority requirement across the Housing Market Area (HMA)(Hart, Rushmoor and Surrey Heath) is for one and two bedroomed homes. The SHMA identifies the following broad mix of future dwelling sizes for market housing. In determining applications, the Council will have regard to the overall need to deliver this mix and the ability of the specific site to accommodate this, recognising that not all sites will be able to provide a full mix of dwelling types, and that across the HMA Rushmoor already has the highest proportion of one and two bedroom units of the three authorities.

Size	Proposed % of market dwellings as evidenced in SHMA	Existing mix in Rushmoor (2011) (all tenures)
1 bed	7%	13%
2 bed	28%	27%
3 beds	44%	44%
4+ beds	21%	16%

## Meeting Local Needs 10

**Policy Option A: Preferred Approach****LN1 - Housing Mix**

An approach which sets out that:

To deliver a balanced mix of housing to create mixed and sustainable communities and meet projected future household needs in Rushmoor, development will only be permitted which provides for a mix of dwelling types and sizes having regard to:

- a. The appropriateness of the site's size
- b. The most up to date evidence on local housing needs
- c. The need to create diversification or greater choice within a specific location; and
- d. Site specific viability.

**Discounted Option****Option B****More prescriptive requirement**

An alternative approach could be to include a policy which is more specific about the mix of dwellings required from different size of sites within the Policy itself. However, this would not provide flexibility, and would not recognise the different characteristics and viability of sites in different locations and of different sizes. It would not allow for market changes over time and does not recognise that the demand for market homes is driven by changes in household incomes as well as by demographic factors.

**10.2 Meeting Affordable Housing Needs****National Policy**

**10.5** The National Planning Policy Framework requires Local Plans to set policies for meeting affordable housing needs. Updated Planning Practice Guidance states (at Paragraph: 012 Reference ID: 23b-012-20150326) that contributions for affordable housing should not be sought from small scale and self-build development, defined as developments of 10-units or less, and which have a maximum combined gross floorspace of no more than 1000sqm (gross internal area).

## 10 Meeting Local Needs

### In Rushmoor

**10.6** The Core Strategy contains an affordable housing policy (CP6) which requires a minimum of 35% of dwellings on sites of 15 or more net dwelling as affordable homes, subject to site viability. This policy will need to be updated in the light of the updated evidence in the Strategic Housing Market Assessment (SHMA) 2014, and reflecting upon the 2015 Government guidance relating to affordable housing thresholds.

**10.7** The SHMA identifies a need in Rushmoor for 197 affordable subsidised rented homes per annum (social or affordable rent), if the existing backlog is addressed over 20 years, plus a need for intermediate homes. The SHMA recommends an overall affordable housing quota of 35% to 40% across the Housing Market Area (HMA), which comprises Rushmoor, Hart and Surrey Heath.

**10.8** Any target set out in policy will need to be subject to whole plan viability testing, which the Council is in the process of commissioning. However, it may prove difficult to deliver the level of affordable housing needed across the HMA due to current and proposed Government changes, for example, permitted development rights to convert offices to residential and the vacant buildings credit, both of which reduce the opportunity to seek the provision of affordable housing.

**10.9** Affordable housing is defined as social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision. For clarification, the Council does not consider other types of housing such as “low cost market” or “private rented sector” to constitute affordable housing for planning purposes.

**10.10** The SHMA identifies the greatest need is for subsidised rented affordable housing, as the majority of the demand for intermediate housing could be met by the private rented sector. However, a large proportion of the intermediate demand is from family households who have aspirations for greater housing security and stability than is offered by the private rented sector. A mix of tenures also supports the creation of mixed and sustainable communities.

**10.11** The policy emphasis is therefore to seek predominantly subsidised rented affordable housing, with a smaller proportion of intermediate housing. This tenure mix is likely to be about 70% for rent and 30% shared ownership, subject to local needs, the size of site, its location and viability.

**10.12** The SHMA suggests a mix of affordable dwelling sizes for the HMA as follows:

Affordable Housing Size	Recommended percentage
1 bed	30%
2 bed	30-40%
3 bed +	Around 30% (of which 10% sought as 4 bed)

**10.13** More detail is set out in the Affordable Housing Development Guidance Note (available at: <http://www.rushmoor.gov.uk/article/2201/New-affordable-housing-in-Rushmoor>) the content of which the Council will adopt as an SPD.

## Meeting Local Needs 10

**10.14** In light of the fact that the whole Plan viability testing work is still in progress, it is not possible to propose a Preferred Approach affordable housing policy. Rather, mindful of the findings of the most recent SHMA, and the Government guidance relating to affordable housing thresholds, a series of options is proposed. Comments are specifically sought on these options and the percentage of affordable housing and site size threshold figures. In particular, the Council is interested to receive information and comments on the viability of the percentages and thresholds. These options will be refined in the next version of the Local Plan to take account of responses to this consultation, and the conclusions of the whole Plan viability testing.

### Options

#### Option A

##### **LN2 - Affordable Housing**

An approach which sets out that:

The delivery of affordable housing will be supported by requiring developments to provide:

- a. A minimum of 35% of dwellings on sites of 15 or more net dwellings as affordable homes, subject to site viability
- b. A site appropriate mix of dwelling sizes designed to meet local needs, as set out in the SHMA (2014) or any subsequent update
- c. Predominantly subsidised rented affordable housing, in order to best meet local needs as set out in the SHMA (2014) and any subsequent update, with a smaller proportion of intermediate affordable housing, to help create mixed communities
- d. The integration of affordable housing with market housing, unless the development is 100% affordable housing
- e. On site provision of affordable housing unless there are exceptional circumstances, in which case a commuted sum will be required.

## 10 Meeting Local Needs

### Option B

#### LN2 - Affordable Housing

An approach which sets out that:

The delivery of affordable housing will be supported by requiring developments to provide:

- a. A minimum of 35% of dwellings on sites of 11 or more net dwellings as affordable homes, subject to site viability
- b. A site appropriate mix of dwelling sizes designed to meet local needs, as set out in the SHMA (2014) or any subsequent update
- c. Predominantly subsidised rented affordable housing, in order to best meet local needs as set out in the SHMA (2014) and any subsequent update, with a smaller proportion of intermediate affordable housing, to help create mixed communities
- d. The integration of affordable housing with market housing, unless the development is 100% affordable housing
- e. On site provision of affordable housing unless there are exceptional circumstances, in which case a commuted sum will be required.

### Option C

#### LN2 - Affordable Housing

An approach which sets out that:

The delivery of affordable housing will be supported by requiring developments to provide:

- a. A minimum of 40% of dwellings on sites of 15 or more net dwellings as affordable homes, subject to site viability
- b. A site appropriate mix of dwelling sizes designed to meet local needs, as set out in the SHMA (2014) or any subsequent update
- c. Predominantly subsidised rented affordable housing, in order to best meet local needs as set out in the SHMA (2014) and any subsequent update, with a smaller proportion of intermediate affordable housing, to help create mixed communities
- d. The integration of affordable housing with market housing, unless the development is 100% affordable housing
- e. On site provision of affordable housing unless there are exceptional circumstances, in which case a commuted sum will be required.



## Meeting Local Needs 10

**Option D****LN2 - Affordable Housing**

An approach which sets out that:

The delivery of affordable housing will be supported by requiring developments to provide:

- a. A minimum of 40% of dwellings on sites of 11 or more net dwellings as affordable homes, subject to site viability
- b. A site appropriate mix of dwelling sizes designed to meet local needs, as set out in the SHMA (2014) or any subsequent update
- c. Predominantly subsidised rented affordable housing, in order to best meet local needs as set out in the SHMA (2014) and any subsequent update, with a smaller proportion of intermediate affordable housing, to help create mixed communities
- d. The integration of affordable housing with market housing, unless the development is 100% affordable housing
- e. On site provision of affordable housing unless there are exceptional circumstances, in which case a commuted sum will be required.

**Option E****No Policy**

This option would fail to deliver much needed affordable housing.

**10.3 Gypsies, Travellers and Travelling Showpeople****National Policy**

**10.15** The Government requires local Councils to make their own assessment of the need for Traveller sites, and set pitch targets for Gypsies and Travellers, and plot targets for Travelling Showpeople in their Local Plans<sup>(40)</sup>. Councils are required to identify a supply of specific, deliverable sites to provide five years' worth of sites against locally set targets. The Government undertook further consultation on Planning and Travellers in September 2014.<sup>(41)</sup> This consultation sought views on proposed changes to planning policy and guidance relating to Traveller sites, the crux of which is that the Government considers that its Planning Policy for Traveller Sites should only apply to Travellers who actually travel. The consultation closed on 23<sup>rd</sup> November 2014, and at the time of writing, its outcome is awaited. In addition, it is anticipated that any implementation of a new national policy approach to planning for Travellers will require support

40 Planning Policy for Traveller Sites, DCLG, March 2012

41 <https://www.gov.uk/government/consultations/planning-and-travellers-proposed-changes-to-planning-policy-and-guidance>

## 10 Meeting Local Needs

through the publication of updated national policy guidance relating to the methodology for undertaking GTAAs. The policy approach to planning for Travellers may therefore evolve as the preparation of the Local Plan progresses.

### In Rushmoor

**10.16** In response to Government policy, the Council commissioned a Gypsy and Traveller Accommodation Assessment (GTAA)<sup>(42)</sup>. This found that overall, there is very low internally generated demand for Gypsy and Traveller accommodation in Rushmoor, and a single pitch would meet the demand for the period 2012 – 2017. However, a pitch would not necessarily need to be provided in Rushmoor itself, given the particular circumstances of the Borough whereby there no existing permanent sites for Gypsies and Travellers fall within its administrative boundary, and that a single pitch could fail to meet the cultural needs of Gypsies and Travellers.

**10.17** In respect of Travelling Showpeople, the GTAA found that two additional plots for Rushmoor's well-established Travelling Showpeople community could meet local demand, but that further discussion was needed with this community to establish the exact need.

**10.18** Further engagement was undertaken in early 2015 by visiting the Travelling Showpeople in the Borough. The findings of this work were that:

- a. Preferred accommodation is a mobile home, with one or two additional trailers for travelling;
- b. Household size is influenced by families living together in multi-generational units, and some older family members may stay on site, for example, to take children to school;
- c. There are on average three additional vehicles to be accommodated on a plot, such as a car, rides, candy floss trailer;
- d. Easy access to the main road network is required;
- e. Mains services are essential;
- f. The model site package for Travelling Showpeople is a good guide to accommodation needs;
- g. Accessibility to school and health services is important;
- h. Preference is for site purchase or shared ownership, but site rental may be considered – but planning permission for the use of a site for Travelling Showpeople is the key.

**10.19** Further information on developing the Preferred Approach to planning for Travellers is contained in [Topic Paper X, Planning for Travellers in Rushmoor, May 2015](#).

### Criteria based policy approach

**10.20** In the current national policy context, mindful of the very low need identified in the GTAA, the absence of existing sites for Gypsies and Travellers in the Borough, and the outstanding conclusion with regard to the most recent Government consultation, the Preferred Approach is that the Local Plan should contain a policy that safeguards existing sites for Travelling Showpeople in the Borough. This would be supported by criteria to enable the assessment of new sites for Gypsies and Travellers and Travelling Showpeople should an updated needs assessment (in the light of any new Government policy and/or guidance) show that further provision is required for Travellers in the Borough.

## Meeting Local Needs 10

**Policy Option A: Preferred Approach****LN3 - Gypsies, Travellers and Travelling Showpeople**

An approach whereby the Council will safeguard existing sites for Travelling Showpeople. Where additional local need is demonstrated for new sites for Gypsies and Travellers and Travelling Showpeople, including transit sites, planning permission will be granted, or sites identified, to meet this need provided that the following criteria are met:

- a. Provision is made for safe and convenient access onto the highway network; and
- b. The proposals will not have an unacceptable adverse impact on the amenity of adjoining property and uses; and
- c. The Proposal will not have an unacceptable adverse impact on the physical and visual character of areas of acknowledged importance; and
- d. The site can accommodate on-site facilities, appropriate to scale.

The Council will monitor the supply and delivery of provision to ensure that locally identified needs are being met.

**Discounted options****Option B****No policy**

The discounted option would be not to include a specific policy and to rely on national guidance. This would not however be locally distinctive given the need to reflect the existence in the Borough of existing Travelling Showpeople sites, and would not meet the expectations of national guidance or provide an adequate Plan-led approach to meeting the needs of this specific group.

**Site Search: Options for Consideration**

**10.21** The GTTA concluded that for the period 2012 – 2017, one pitch for Gypsies and Travellers, and two plots for Travelling Showpeople, be provided. However, mindful of the fact that the need for one pitch for Gypsies and Travellers was generated as a result of the response to a questionnaire on a traveller site in Guildford, across the County boundary, the site search has focused on identifying potential land to accommodate two plots for Travelling Showpeople in the Borough. This site search is discussed in more detail below.

**10.22** The Showmen's Guild has published guidance<sup>(43)</sup> on the layout and size of Travelling Showpeople plots, which is helpful in informing the consideration of options to accommodate two plots in the Borough. The Model Site Layout for a small site indicates a land area of approximately 1500 sqm (30m by 50m) to

43 Travelling Showpeople's Sites – A Planning Focus, Model Standard Package, September 2007 (The Showmen's Guild of Great Britain)

## 10 Meeting Local Needs

accommodate three mobile homes, plus space for storage and maintenance of equipment, required due to the nature of the occupant's work. As noted above, this has been endorsed as an appropriate standard through the early 2015 engagement with the Travelling Showpeople in the Borough, and has therefore guided the options for the site search process.

**10.23** The site search does not present a preferred approach to meeting the needs of Travelling Showpeople in the Borough, but rather, presents a series of options for comment during the consultation on the draft Local Plan.

### **OPTION A: Extension of Existing Traveller Sites**

**10.24** There are 10 plots for Travelling Showpeople in the Borough, spread over four yards, used for four families:

- a. Two yards on Peabody Road
- b. One yard on Queens Road; and
- c. One yard on Farnborough Road.

**10.25** These sites fall within existing urban areas, with some tightly drawn site boundaries, hence there is very limited scope for extension of existing sites. In fact, the latter two are land locked, and do not therefore offer the opportunity for their extension.

## Meeting Local Needs 10

**Option A: Extension of Existing Traveller Sites**

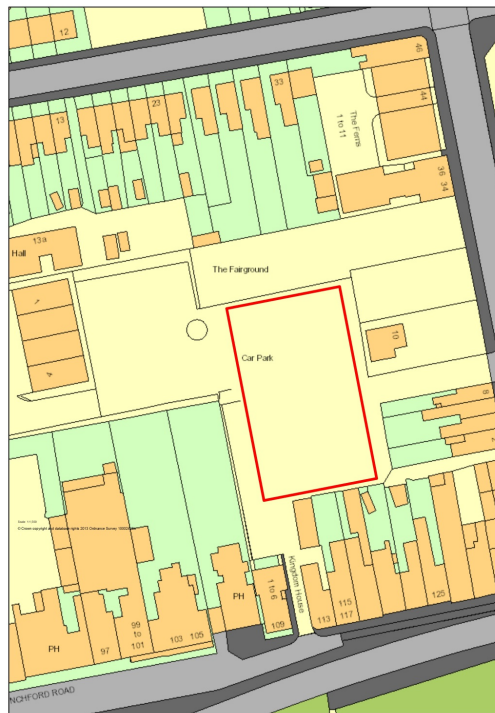
The only option that could be considered is a change of use of part of **Peabody Road car park** in North Camp to accommodate an additional plot for Travelling Showpeople.

A number of issues require consideration in weighing up the suitability of this site for accommodation for Travelling Showpeople:

- a. An analysis of the present usage of Peabody Road car park has been carried out using data from the Pay and Display car park tickets issued on Thursday 13<sup>th</sup> November and Saturday 15<sup>th</sup> November 2014. The car park has a capacity of 110 spaces; the maximum demand for spaces on Thursday 13<sup>th</sup> November was determined to be 28 vehicles and 48 on Saturday 15<sup>th</sup> November. It would seem possible to consolidate the car parking layout to provide sufficient capacity for further development, although before proceeding with such an option, a more thorough review of car parking capacity across the whole of North Camp District centre would be required;
- b. However, this would need to be reconciled with the draft policy for North Camp District Centre, which seeks to support the retention of car parking facilities;
- c. In this context, the impact of a change of use of part of the car park on the vitality and viability of North Camp District Centre would need to be fully assessed;
- d. The additional accommodation would be located alongside existing yards for Travelling Showpeople;
- e. The site is owned by the Council, and is hence deliverable, and the use of part of the site as a plot for Travelling Showpeople would generate income for the Council under a shared ownership option;
- f. The space available for the plot may require some reconfiguration of the model layout in order to accommodate the required accommodation and supporting infrastructure on the site;
- g. The access arrangements for this part of North Camp are not ideal for large vehicles. While historically there is travellers accommodation accessed from the Peabody Road car park site, the access from the highway network is poor. For a large and often no standard length HGV vehicle to travel to the site from the major highway network (A331) they would need either to execute an illegal right turn from Lynchford Road into Peabody Road. The other alternative is to make the manoeuvre around St Albans roundabout into Alexandra Road, then right turn into the retail and residential section of Queens Road (now a 20mph zone) and to turn right at the mini roundabout into Peabody Road.

The potential configuration of this is set out below, notated by the red line.

## 10 Meeting Local Needs



**Peabody Road Car Park (diagram not to scale)**

### **OPTION B: Land proposed by Travelling Showpeople**

#### **Option B: Land Proposed by Travelling Showpeople**

As part of the engagement with the Travelling Showpeople in the Borough in early 2015, the responses to the questionnaire indicated that their preference would be for outright ownership of sites, although some respondents indicated that consideration would be given to shared ownership. However, the discussions with Travelling Showpeople did not reveal any potential sites. Through this consultation, landowners and the Travelling Showpeople community are invited to submit details of any sites that might be suitable for accommodating their needs.

### **OPTION C: Other Land in Public Ownership**

**10.26** Consideration has been given to other land in public ownership with a view to identifying any surplus or underused land of an appropriate size and location. The Council will continue to ascertain the availability and deliverability of surplus land in public ownership, in locations which meet the criteria set out in Core Strategy Policy CS6, the Planning Policy for Traveller Sites, and draft Policy LN3 of this Local Plan.

## Meeting Local Needs 10

**Option C: Other Land in Public Ownership**

The former **Jubilee Hall Club** site on Hawley Lane falls within the Council's ownership, and has an area of previously-developed land which could potentially accommodate an additional plot for Travelling Showpeople.

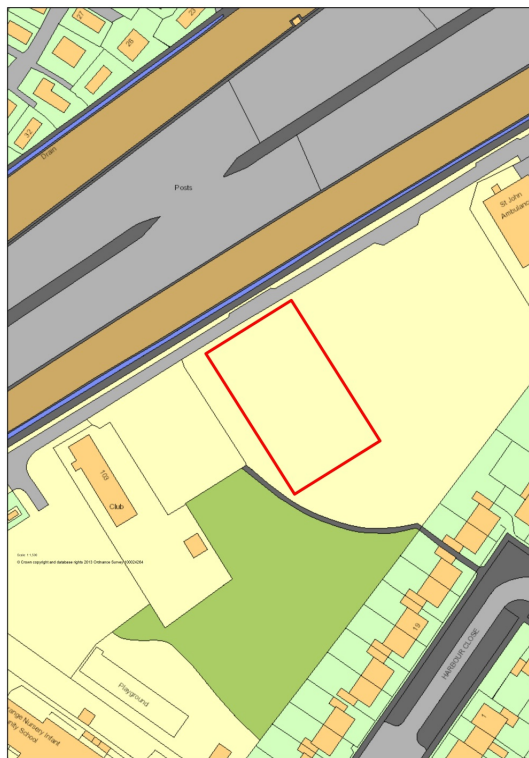
A number of issues require consideration in weighing up the suitability of this site for accommodation for Travelling Showpeople:

- a. The proximity of the site to the M3 motorway, and the associated impact on amenity of potential residents;
- b. Careful consideration of the highway impact of large vehicles turning right out of the access to the site, onto the Hawley Lane;
- c. The designation of the site in the saved Local Plan as a major area of recreational space;
- d. That the use of the site to accommodate Travelling Showpeople does not prejudice other potential uses on the site;
- e. The site is owned by the Council, and is hence deliverable, and the use of part of the site as a plot for Travelling Showpeople would generate income for the Council under a shared ownership option.

The potential configuration of this is set out below, notated by the red line.

Through this consultation, landowners are invited to submit details of any sites in public ownership that might be suitable for accommodating the needs of Travelling Showpeople.

## 10 Meeting Local Needs



**The former Jubilee Hall Club (diagram not to scale)**

### **OPTION D: Vacant/underused Employment Sites**

**10.27** The Employment Land Review has been updated and is one of the background documents in support of the Local Plan. The ELR provides evidence in support of the continued protection of the Borough's Strategic and Local Employment Sites. Where the ELR has indicated that employment land designations should be reviewed, these sites are already in an active land use, or are subject to a draft allocation for residential development. They are not generally considered to be a likely source of sites for Travelling Showpeople.



## Meeting Local Needs 10

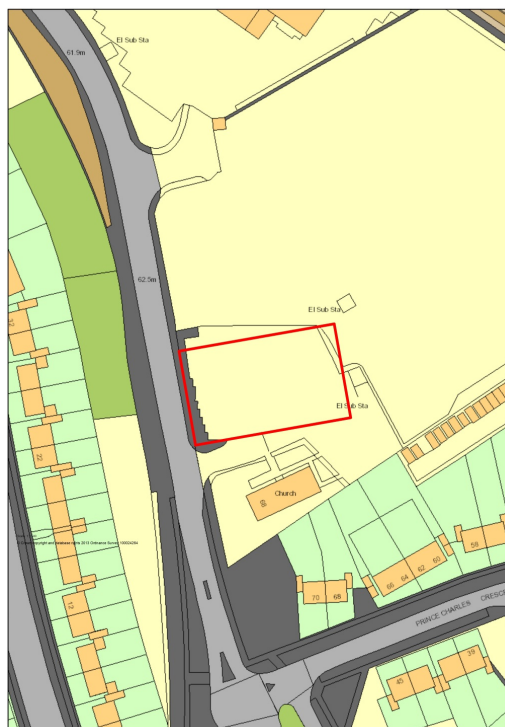
**Option D: Vacant/underused Employment Sites**

However, an exception to this could be land at Camberley Rubber Mouldings, on the Hawley Lane.

A number of issues require consideration in weighing up the suitability of this site for accommodation for Travelling Showpeople:

- a. The site is designated as a Key Employment Site on the Proposals Map, and is subject to Policies SS1 and CP8 of the Core Strategy, and draft Policy PC3 of this Local Plan;
- b. However, the redevelopment of the cold store site (which surrounds Camberley Rubber Mouldings (CRM) and the former Methodist Church on two sides) recently received planning permission (14/00572/FUL: redevelopment of site to provide four buildings comprising seven units for B1(c), B2 and B8 uses). This development will effectively leave the CRM land as a small island of employment land, unlikely to form part of a wider comprehensive development and potentially unlikely in itself to provide a viable commercial site;
- c. The employment consent on this neighbouring site therefore requires consideration in terms of its potential impact on the amenity of future residents;
- d. The land ownership of the site is not known, and would require a land registry search to determine. This may also affect the potential deliverability of the site;
- e. The site provides good access to the strategic road network.

The potential configuration of this is set out below, notated by the red line.



**Land at former Camberley Rubber Mouldings (diagram not to scale)**

## 10 Meeting Local Needs

### OPTION E: Call for sites

**10.28** The final option to be considered is to undertake a call for sites.

#### Option E: Call for Sites

Consultees and respondents are invited to consider the context set out in this section of the Local Plan and the supporting Topic Paper, Planning for Travellers in Rushmoor, and put forward any sites that might be suitable and available for the delivery of additional plots to accommodate the internally generated need for accommodation for Travelling Showpeople in the Borough.

## 10.4 Specialist and Supported Accommodation

### National Context

**10.29** The need to provide specialist housing is critical given that the projected increase in the number of households aged 65 and over accounts for over half of the new households (Department for Communities and Local Government Household Projections 2013).

### In Rushmoor

**10.30** In 2011, the population aged over 65 years accounted for 16.3% of the total population in England and 17.2% in the South East. The Housing Market Area (HMA) comprising Hart, Rushmoor and Surrey Heath has a slightly lower proportion of older people than regional and national averages, in particular in Rushmoor where the older population accounts for just 12.2% of total population (comparable with 16.5% in Hart and 16.7% in Surrey Heath).

**10.31** In line with national trends, the size of the older population has been increasing across the HMA, both in absolute terms, and in its proportional share of the overall population. Between 2001 and 2011, the older population in Hart increased by 41% (4,400) and in Surrey Heath by 31% (3,435). Rushmoor also experienced an increased in the older population although to a much lesser degree with an 8.6% increase (900) over the same period.

**10.32** Within the older population (65+), the 65-74 year olds age cohort (the baby boom generation) accounts for the largest proportion of the overall population across the HMA and at a regional and national level. This age cohort has also seen the largest increase in population over the 2001-2011 timeframe in absolute terms, with the exception of Surrey Heath, which has also seen a sizeable increase in the 75-84 age cohort.

**10.33** The findings of the Strategic Housing Market Assessment 2014 (SHMA) suggest a requirement for around 3,400 specialist housing units across the HMA over the period 2012 to 2030 to meet the needs of the older population. This is an average of 189 dwellings per annum, which represents some 20% of the total objectively assessed housing need shown through the core demographic modelling.

## Meeting Local Needs 10

**10.34** Whilst some of the housing needs of older people will in future continue to be met through the provision of general needs accommodation, for an increasing number specialist provision will be required. Hampshire faces a demographic challenge in the coming decades with a substantial rise forecast in its' older population. Extra Care housing for older people should be considered in relation to all proposed development areas where a demographic assessment indicates a need.

### Policy Option A: Preferred Approach

#### LN4 - Specialist and Supported Accommodation

An approach which sets out that:

Proposals for housing specifically designed to meet the identified needs of Older People and Extra Care accommodation (including for people with support needs) will be permitted where:

- a. they meet a proven identified need; and
- b. sites are sustainably located in terms of access to facilities, services and public transport; and
- c. an appropriate tenure mix is provided.

Where there is evidence of an identified unmet need in the local area, larger scale new residential developments will consider incorporating specially designed housing/specialist accommodation, in line with the above criteria, to meet the needs of older people and people with support needs.

The Council will also work with its partners, Hampshire County Council and North East Hampshire Clinical Commissioning Group (CCG), in identifying suitable sites and securing the provision of schemes.

### Discounted Option

#### Option B

##### Target Based Policy

The findings of the SHMA suggest a need for at least 710 specialist housing units over the Plan period within Rushmoor and some 3,400 units across the HMA. In the context of overall delivery of housing (i.e. including market/affordable need), setting a bespoke target for specialist housing units would be aspirational and, most likely, undeliverable given the absence of delivery mechanisms.

## 10.5 Neighbourhood Renewal

**10.35** One of the characteristics of Rushmoor is the diversity between neighbourhoods within the urban area. In particular, there are significant variations across the Borough in issues such as health, lifestyle choices, access to employment and housing and levels of crime and anti-social behaviour. The Indices

## 10 Meeting Local Needs

of Multiple Deprivation provide an indicator for action. Within Rushmoor, there are three pockets of housing, or “Super Output Areas” (SOAs), that are ranked in the 20% most deprived areas of the country in the Multiple Deprivation assessment of data in 2010. These are in the wards of Cherrywood in Farnborough, and North Town and Aldershot Park (Aldershot).

**10.36** The Council is involved in projects to improve quality of life within the Borough’s communities through targeted improvement interventions with a Neighbourhood Renewal Strategy agreed by the Rushmoor Strategic Partnership (RSP). This identifies areas for action where there are pockets of multiple deprivation.

**10.37** Examples of existing projects include:

- a. The redevelopment of North Town Estate, Aldershot, one of the Borough's most deprived areas. This is a joint project between First Wessex Housing Association and the Council and the project will see 471 dwellings replaced by 471 up-to-date homes of various types
- b. Working with the community led neighbourhood partnership PEBL (Prospect Estate Big Local ) on the Prospect Estate in Cherry wood Ward with initiatives on a number of community-identified themes
- c. Across the three wards, the Council is helping to widen employment opportunities for residents by initiatives to increase the work skills of people seeking jobs.

**10.38** A significant proportion of the Borough is in the least deprived 20% of SOAs in the country, and the next assessments of indicators are due to be released in 2015. These will provide indicators for a review of the current Neighbourhood Renewal Strategy.

**10.39** If a local community chooses, Neighbourhood Planning provides the opportunity to direct the development of their areas with Local Plans and policies. Local authorities have the responsibility to support communities who wish to engage in the neighbourhood planning process and have the responsibility to use the policies and orders produced. Once a neighbourhood plan is brought into legal force it will become part of the statutory development plan for the area against which planning applications will be judged. To date, this route has not been taken by local communities in Rushmoor.

## Meeting Local Needs 10

**Policy Option A: Preferred Approach****LN5 - Neighbourhood Renewal**

An approach which sets out that:

A partnership approach will be taken towards continued neighbourhood improvement in the Borough with priority being given to the improvement of areas where there are issues of multiple deprivation.

Development will be permitted which contributes to the sustainable development of all neighbourhoods and to improvements in the following provided that it:

- a. Increases accessibility and opportunities for walking and cycling
- b. Increases vitality and viability of local centres by ensuring an appropriate mix of uses and retention of a retail core
- c. Provides access to open space
- d. Provides access to healthcare and education through partnership working with providers and the delivery of appropriate infrastructure from new development
- e. Provides improvements to housing choice and quality through working with providers and the implementation of appropriate housing type and mix policies
- f. Delivers environmental improvements to improve public realm and provides opportunities for greening the environment
- g. Contributes to community safety
- h. Includes measures consistent with the Neighbourhood Renewal Action Plans.

**Discounted Option****Option B****No Policy**

An alternative approach would be not to include a specific policy on neighbourhoods. This would not reflect the long term vision and objectives of the Local Plan to improve quality of life and to contribute to reductions in deprivation. In addition, it would not provide support to the implementation of the Neighbourhood Renewal Strategy.

## 10 Meeting Local Needs

### 10.6 Neighbourhood Shopping Facilities

#### Neighbourhood Shopping Facilities

##### National Policy

**10.40** National policy in the NPPF identifies the importance of local shops as a community facility (paragraph 70) and identifies that planning policies should guard against their unnecessary loss, particularly where this would reduce the community's ability to meet its day-to-day needs. It also identifies that authorities should plan positively for the provision and use of community facilities, such as local shops to enhance the sustainability of communities and residential environments.

##### In Rushmoor

**10.41** In addition to the retail facilities provided within Aldershot and Farnborough town centres and North Camp District Centre, there are a range of smaller shopping parades and individual retail units which provide access to a valuable range of day to day facilities for residents in the Borough. The majority of these facilities are located within residential areas providing local shopping and service provision within reasonable walking distance. These local facilities range from individual convenience units, such as at St John's Road, Farnborough, to larger parades, and areas of shopping mix such as at Cove Road, Farnborough. They often contain a mix of uses including convenience, hairdressers, banks, post offices, take-aways and estate agents.

**10.42** Such facilities provide locally accessible facilities for local residents including people with mobility difficulties, play an important social role for the surrounding community and contribute to the character and identity of an area. The provision of local facilities providing for day-to-day needs also reduces the need to travel, reducing the need for car borne journeys. A survey of residents carried out in 2013 identified 'More Local Shops' as the 6<sup>th</sup> most important issue in improving local neighbourhoods, further emphasising their importance to the local community.

**10.43** The current policy approach set out in saved Local Plan Review Policy S1 seeks to protect the vitality and viability of local centres, protecting the retail function and normally seeking to allow no more than 40% of the units to be in non-shop use. This applies to a number of local facilities which are defined on the Policies Map.

**10.44** The Council has published a Local Shopping Facilities Topic Paper to support the development of policies relating to local shopping facilities. This identifies the vacancy rates and mix of uses in the shopping frontages identified in the Rushmoor Local Plan Review 2000.

**10.45** As set out in Section 2 of this document, the Government has made a number of changes to the permitted development rights for changes of use relating to shops and other retail uses, most recently including a permitted change of use from shops (Use Class A1) to service uses (Use Class A2). This means that some changes of use within a shopping parade may be able to take place without planning permission.

## Meeting Local Needs 10

**Designation of neighbourhood shopping facilities**

**10.46** The current approach to the protection of local shopping facilities identifies frontages to which the relevant saved Local Plan Policy applies. Having reviewed the existing designations, and having regard to the need to protect a supply of local shopping facilities, it is proposed that the use of identified frontages continues, but with some changes to the areas to be designated.

**10.47** These changes are set out in the Local Shopping Facilities Background Paper, and the mapping changes can also be seen in the Policies Map consultation document available with this Local Plan. In summary, these changes are:

**No change to the frontage of:**

- Andover Way, Aldershot
- Ash Road, Aldershot
- Chapel Lane, Farnborough
- Churchill Crescent, Farnborough
- Giffard Drive, Farnborough
- Whetstone Road, Farnborough
- Woburn Avenue, Farnborough
- Medway Drive, Farnborough
- Fernhill Road, Farnborough
- Southwood, Farnborough
- St John's Road, Farnborough

**Amendments to the frontages at:**

- Church Road, Aldershot – delete northern part of the frontage
- Cove Village (east and west), Farnborough – delete identified frontage at eastern end
- North Lane, Aldershot – include areas to be 'commercial' on the east side of North Lane.

**Deletion of the frontages at:**

- Queens Road, Aldershot

**Proposed new frontage designations at:**

- Farnborough Road
- Lower Farnham Road

Given the increasing variety and diversity of uses within local facilities, it is important to ensure that the Policy retains those ground floor uses that add vitality and viability. The Council therefore considers that it is important to retain a significant retail element within the neighbourhood shopping facilities as these predominantly meet day to day needs and contribute to an active street frontage. However, the Policy also needs to be flexible so that it does not lead to long term vacant units and ensures that local facilities can provide for a range of goods and services. In addition, it must reflect the existing mix of uses found within the designated frontages and have regard to current permitted development rights.

## 10 Meeting Local Needs

**10.48** A number of different policy approaches were tested in the Sustainability Appraisal. The Preferred Approach recognises the need to provide flexibility whilst protecting a core of retail facilities. Where permission for changes of use are sought from A1 uses where there is already a significant proportion of non-A1 uses, or the facilities only include one or two units, it is considered appropriate to ensure that the premises have been appropriately marketed for an A1 use for a minimum period of 12 months. Applicants will need to demonstrate that the property has been marketed at a reasonable price, appropriate to the location, and condition and quality of floorspace.

### Policy Policy Option A: Preferred Approach

#### LN6 - Protection of designated neighbourhood shopping facilities

An approach which sets out that:

Proposals for a change of use from existing ground floor retail and service units in designated neighbourhood shopping frontages will be permitted where the number, type, or coalescence of such uses would not undermine the dominant local retail and service function, and the proposed use would attract footfall from the local area.

In determining applications for changes of use, the following criteria will need to be met:

- a. the proposal would not result in an over concentration of non-retail (non A1) uses (greater than 50%) to the detriment of the retail function of the designated shopping frontage; and
- b. the proposal does not result in an over concentration of A5 uses relative to the number of overall units in the frontage; and
- c. the proposal retains an active frontage; and
- d. there would be no material adverse impact upon the amenities of nearby residential uses.

Proposals for the loss of retail (A1) uses in designated frontages where the proportion of non-retail already exceeds 50% at adoption of the Local Plan, where the proposal will result in more than 50% of the units being in non-retail use, or where the designated frontage consists of one shop (A1) unit, proposals will be permitted where:

- e. a retail (A1) use is considered to be no longer viable and there is evidence of effective marketing for a shop (A1) use, for a period of 12 months.

In addition to the above, proposals for restaurants, cafes and hot food take-aways (use Classes A3 and A5), will be determined using the following criteria:

- f. The proposal would not adversely affect neighbours, for example, through issues of noise or smell; and
- g. The proposal would not cause inconvenience or a danger on the public highway, and appropriate car parking provision is available or to be provided.



## Meeting Local Needs 10

**Discounted Options****Option B****Continuation of the Saved Local Plan Policy Approach**

This would limit the proportion of non-A1 uses to 40%. Recent surveys have shown that this has already been exceeded, or is close to being exceeded in some frontages and would provide more limited flexibility for future changes of use.

**Option C****Apply a bespoke solution to each neighbourhood shopping area**

It would be possible to identify a different percentage of A1 uses to be retained in each frontage, however, this would create a more complex policy and provide less flexibility.

**Option D****Not to identify any specific neighbourhood shopping facilities, but to create a policy to be applied to any retail unit**

It is considered that this approach would not protect the core retail function of local shopping facilities as it would mean that individual retail units in the Borough would be treated in the same way as those that form part of a group of local shops forming a local parade. There is a greater risk of fragmentation of local shopping parades if this approach was taken.

**10.7 Retail Impact Assessments****National Policy**

**10.49** National planning guidance sets a national threshold of 2500 sq m gross floorspace above which all retail, leisure and office proposals are required to carry out an impact assessment on designated centres. However, the NPPF also allows for a local threshold to be set.

## 10 Meeting Local Needs

### In Rushmoor

**10.50** The Rushmoor Retail, Leisure and Town Centres Study (2015) sets out that the NPPF threshold is inappropriate as a blanket threshold for Rushmoor as this scale of development represents a significant proportion of the overall retail projections for the Borough. Additionally developments below 2,500 sq m gross may have cumulative impact implications. Retail developments of less than 2500 sq m gross are therefore likely to have impacts upon centres in the Borough.

**10.51** The Council has identified floorspace thresholds to be used where proposals for retail schemes fall outside the primary shopping area and are therefore required to assess the impact on the designated centre. The Council considers all retail development above 1000 sq m gross floorspace should be subject to an assessment of impacts on Aldershot and Farnborough town centres and North Camp District Centre.

**10.52** North Camp District Centre is smaller, has very limited capacity for more retail floorspace and is more susceptible to impact. The Council considers retail developments above 250 sq m gross floorspace and within one kilometre of the centre should be subject to an assessment of impacts on North Camp District Centre.

**10.53** An impact assessment should be undertaken for any retail proposals, which are likely to have an adverse impact on the vitality and viability of local neighbourhood parades as these are smaller and more susceptible to impact. Retail developments located with 500 metres are likely to be considered to impact on these parades.

### Policy Option A: Preferred Approach

#### LN7 - Retail Impact Assessments

An approach where the Council will require an impact assessment for retail development not in the primary shopping area and not in accordance with the up-to-date development plan, which are above the following thresholds:

- a. An assessment of impact on Aldershot and Farnborough town centres and North Camp District Centre for any retail proposal with over 1000 sq m gross floorspace
- b. An assessment of impact on North Camp District Centre for any retail proposal for over 250 sq m gross floorspace and within one kilometre of the centre
- c. An 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.

## Meeting Local Needs 10

**Discounted Option****Option B****No Policy**

National planning guidance sets a national threshold of 2500 sq m gross floorspace above which all retail, leisure and office proposals are required to carry out an impact assessment on designated centres. In the absence of a smaller local threshold, the Council would have to rely on the national threshold. Evidence from the Rushmoor Retail, Leisure and Town Centre Study (2015) suggests that this would put at risk the vitality and viability of our town and district centres.

**10.8 Community Facilities****National Policy**

**10.54** The NPPF provides strong protection for community facilities. The Local Plan will have an important role to play in ensuring that community facilities are provided in the most effective and accessible way. Existing services must be protected as much as possible however it is also important to get the most out of existing facilities in making sure they are 'fit for purpose'. It is important that service provision keeps pace with new development so that existing and future communities and all sections of it have satisfactory access to community facilities. Appropriate developer contributions will be important in delivering this. Any new community facilities must be accessible to the communities they serve by walking, cycling and public transport in accordance with the accessibility criteria set out in the transport section.

**In Rushmoor**

**10.55** For the purposes of the proposed policy, community facilities should be taken to mean those facilities that meet the day-to-day needs of the communities they serve. This can include meeting places, sports venues, cultural buildings and places of workshop. This will not apply to public houses. The Local Plan will include a bespoke policy regarding public houses.

## 10 Meeting Local Needs

### Policy Option A: Preferred Approach

#### LN8 - Community Facilities

An approach which sets out that:

The Council will work with partners to ensure that community facilities are provided in a timely and sustainable manner. This will be delivered through the following criteria:

- a. where considered necessary, requiring proportionate new or improved community facilities accessible to all to be provided to accompany new residential development to ensure sufficient quality facilities for existing and future occupiers
- b. requiring any new community facilities to be in locations which are well served and linked by public transport and easily accessible by walking and cycling; and
- c. not permitting proposals which fail to protect existing community facilities or involve the loss of facilities unless it can be demonstrated the use is no longer, or cannot be made, viable or equivalent alternative provision can be made.

### Discounted Option

#### Option B

##### No Policy

The absence of a Local Plan policy would place a reliance on using the NPPF to determine proposals relating to community facilities. Paragraph 70 of the NPPF places an emphasis on planning policies in Local Plans planning positively for the provision of community facilities and other local services to enhance the sustainability of communities and residential environments.

## 10.9 Public Houses

**10.56** Public houses are one of Britain's oldest and most popular social institutions. Many play an important role at the heart of local communities, providing a meeting place where social networks are strengthened and extended.

### National Policy

**10.57** Paragraph 70 of the NPPF states that to deliver the social, recreational and cultural facilities and services the community needs, planning policies should plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.

## Meeting Local Needs 10

**In Rushmoor**

**10.58** At present, there are approximately 50 public houses operating within Rushmoor. In recent years a number of premises have either closed or been converted to uses other than community facilities including the following:

- The Tumbledown Dick, Farnborough Road, Farnborough
- The Heron Public House, junction of Lower Farnham Road And Church Road, Aldershot
- The Queens Head, North Lane, Aldershot
- The White Swan, North Lane, Aldershot
- The Prince Albert, North Lane, Aldershot
- The Prince of Wales, Ash Road, Aldershot
- The Rising Sun, Queens Road, Aldershot
- The Queens Head, Marrowbrook Lane, Aldershot

**10.59** In contrast, the following premises have been constructed in recent years:

- The Tilly Shilling, Victoria Road, Farnborough
- The Gloster, O'Gorman Avenue, Farnborough

**10.60** Since April 2005, under the GPDO, a pub (A4 use) can change into a shop (A1 use), a 'Financial and Professional Service' such as estate agents and building societies (A2 use) or a café/restaurant (A3 use) without the need for planning permission. It may be the case that planning permission is required for certain aspects of the development, such as external alterations, however the principle of the change of use is considered permitted development in accordance with the GPDO.

**10.61** The recognition of public houses as a community facility in the NPPF means that any policies within the adopted Local Plan referring to community facilities should also include the public house use where a definitive list is absent. Policy CP10 (Infrastructure Provision) of the Core Strategy relates to community facilities and includes the following wording:

Development will be permitted provided that the following criteria are met:

f. There is no loss or reduction in capacity of existing infrastructure, including community facilities. These will be protected unless:

- a. It can be proven that there is no longer term need for the facility, either for its original purpose or for another facility that meets the need of the community; or
- b. It is to be re-provided elsewhere to the satisfaction of the Council.

**10.62** Under the current local policy framework, it is difficult to apply the test outlined in Policy CP10(f)(2) to public houses given the broad provision of such uses across the Borough. This gives rise to an applicant arguing that there is suitable provision of the service elsewhere. Subsequently this bypasses the requirement to meet the test outlined in Policy CP10(f)(1). The long term impact of this approach could be a significant loss of public houses. This is a reflection of the fact that Policy CP10 was adopted prior to the publication

## 10 Meeting Local Needs

of the NPPF and was never intended to apply to public houses. Subsequently, there is an issue in respect of consistency with the NPPF. It is therefore our preferred approach to provide a bespoke policy for public houses that better addresses the potential impact of their loss.

### Policy Option A: Preferred Approach

#### LN9 - Public Houses

An approach which sets out that:

Development proposals resulting in the loss of a Public House will be permitted where it can be proven that there is no longer term need for the facility.

In order to justify no longer term need, the applicant will need to demonstrate that they have undertaken the following:

- a. Contact information posted in a prominent location on site, in the form of an advertising board (subject to advertising consent, if required).
- b. Registration of the property with at least one commercial property agent.
- c. Property details / particulars available to inquirers on request.
- d. Property marketed for the appropriate use or uses as defined by the relevant planning policy for a period of 12 months minimum.
- e. Property marketed at a reasonable price, including in relation to use, condition, quality and location of floorspace.

### Discounted Options

#### Option B

#### **Propose no further policies and rely on the NPPF for determining applications that result in the loss of a public house (as a community facility)**

As noted earlier, the GPDO permitted development rights restrict the Council from being able to intervene in respect of the loss of the use if the applicant is seeking a change of use of a public house to an A1, A2 or A3 use. The NPPF states that planning policies and decisions should guard against the unnecessary loss of values facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs. In the absence of any bespoke local criteria to address the 'unnecessary loss', the Council will be in a weaker position when considering such proposals.

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**Option C****Propose a bespoke policy seeking to resist the loss of public houses within Rushmoor**

An alternative option, reliant on appropriate justification, could be that the Council seeks to introduce a policy that makes it clear that any applications to change the use of a pub will normally be resisted. However, such a policy would be significantly weakened by the GPDO. Very robust evidence would be required to back up this approach, or this could leave the Council vulnerable to planning appeals and subsequent cost applications. Such an approach would also conflict with the NPPF presumption in favour of sustainable development.

## 11 Creating Prosperous Communities

### 11 Creating Prosperous Communities

#### 11.1 Meeting Economic Needs

##### Meeting Economic Needs

**11.1** The aim of the Local Plan is to maintain and enhance the Borough's position as a prosperous economic centre which is vital in ensuring that Rushmoor is a good place to live, work and visit. To achieve this, the economic policies aim to:

- a. enhance existing, and enable the provision of new, high quality employment space
- b. direct new employment provision to the most appropriate locations
- c. support key employment sectors

**11.2** In doing so, it will help ensure that Rushmoor remains "open for business" and supports the needs of businesses across the Borough and wider Hart, Rushmoor and Surrey Heath Functional Economic Area (FEA).

**11.3** The Enterprise M3 LEP Strategic Economic Plan (SEP) identifies the vision for the Enterprise M3 area as *'the premier location in the country for enterprise and economic growth, balanced with an excellent environment and quality of life'*. The SEP identifies that the LEP area has world-class sectors in ICT and digital media, pharmaceuticals, aerospace and defence and professional and business services which are supported by knowledge-based businesses, traditional and high value manufacturing and services, and world-class higher-level skills. These four sectors are also identified as priority sectors by the LEP.

**11.4** The SEP maps the key economic assets of the LEP and the following are located within Rushmoor:

- Aldershot Garrison
- Farnborough College of Technology
- Fluor
- QinetiQ / Cody Technology Park
- TAG Farnborough

**11.5** In addition, the SEP identifies Farnborough as a Growth Town whilst identifying Aldershot as Step up town. To support these designations, the LEP are proposing Growth Packages for each of the towns.

**11.6** Sustainable economic development is a key element of the National Planning Policy Framework, with paragraphs 18 to 22 providing the context for the preparation of more detailed policies relating to economic growth and employment land. Of particular note is paragraph 22 of the NPPF, which states that planning policies should avoid the long-term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose.

**11.7** Historically, Rushmoor's economy has been very successful based on its location and the diversity of the sectors present. The Borough has a strong and diverse economy with a good balance of businesses in knowledge based sectors (including advanced manufacturing – defence, financial/business services, logistics/distribution and environmental technologies). A key objective of the Council is to maintain, and where possible enhance, this economic diversity over the Local Plan Period and this will be a core objective of the Council's emerging Economic Development Strategy.



## Creating Prosperous Communities 11

**11.8** As well as supporting existing business to innovate and expand, and encouraging the formation of new businesses, an important element of the sustainable economic development of the Borough is attracting new investment, both in the form of new businesses moving in and investment in physical (including fibre optic broadband and mobile telecommunications) and social infrastructure (education and training).

**11.9** Crucial to retaining existing businesses and attracting new businesses into the borough is the supply of employment land and premises that meet identified needs. The Employment Land Review provides a detailed assessment of the supply of employment floorspace and land within the Hart, Rushmoor and Surrey Heath FEA and the likely future demands. The ELR concludes the following for the office and industrial markets in the FEA.

### Office

**11.10** As at 2015, there are two distinct tiers to the office market within the FEA, with modern Grade A office in accessible business park environments in strong demand, in contrast to lower grade office accommodation where there is a high amount of supply available and limited demand.

**11.11** Aldershot is not regarded as a significant office centre, and as result of lower demand, new office development has been limited and so the existing supply of office space in the town centre is old and generally of poorer quality. The town's proximity to more established office centres such as Farnborough and Fleet suggests that low demand for office accommodation in Aldershot is likely to continue into the foreseeable future.

**11.12** Farnborough tends to accommodate activity at two scales, catering for local/indigenous small business activity alongside strategic large-scale activity that serves a regional, national and international market. The strategic supply tends to cater for higher value sectors, including activities that demand high quality B1a and B1b floorspace such as corporate office occupiers (IBM, Fluor) and research and development companies (QinetiQ, BAe).

**11.13** The ELR identifies that there is likely to be a relatively small surplus of land (circa 6ha) to meet the needs of office-based uses in the FEA by 2032 on the assumption that a proportion of the vacant office supply in the FEA comes back into economic use.

### Industrial

**11.14** The FEA has a strong industrial market, with concentrations of industrial land in and around the A331 Blackwater Valley Road. The industrial market has held up well during the economic downturn, and whilst the number of transactions reduced, they were still taking place, but buildings were on the market for longer. There is demand for new industrial accommodation in the FEA for all types of units. It was noted that whilst there are no 'hot spots' for demand, location in relation to the strategic network is a key driver that primarily influences demand.

**11.15** Aldershot contains a number of small industrial estates located in close proximity to the town centre that meet the needs of SMEs, including the Rotunda Estate, Redan Road Industrial Estate and Wyndham Street. In contrast, to the east of the Town adjacent to the A331 lies the East Aldershot Industrial Cluster, a strategic employment location providing industrial accommodation of various types and sizes in a highly accessible location.

## 11 Creating Prosperous Communities

**11.16** Farnborough contains a mix of industrial floorspace located at five core locations, including the edge of centre Invincible Road Industrial Estate, Eelmoor Road and Hawley Lane. The town's industrial locations collectively provide a mix of unit types and sizes to meet the needs of the market.

**11.17** The ELR identifies that cumulatively across the FEA there is likely to be a relatively large surplus of land to meet the needs of industrial users. However, a single planning consent for a large single occupier logistics depot in Hart District (Hartland Park) makes a substantial contribution towards this supply and if this scheme is discounted the surplus is reduced substantially to 6.1ha. Moreover, Hartland Park meets a particular industrial need, principally for large design and build storage and distribution premises to meet the needs of the logistics sector.

**11.18** The Strategic Employment Sites and Locally Important Employment Sites, as defined on the Policies Map, are the main locations for employment development in the Borough, reflecting their suitability and scope to accommodate traditional employment needs (use classes B1-B8) in the future. The Employment Land Allocations Topic Paper provides further information and justification for the approach to employment land allocations set out in policies PC2 and PC3, including identifying changes to site boundaries and allocation status from those contained within the adopted Core Strategy.

**11.19** For the purposes of Policies PC1 to PC4, 'employment' uses are those that fall within Classes B1, B2 and B8 of the Town and Country Planning (Use Classes) (Amendment) (England) Order 2006. Whilst it is recognised that there is a wider definition of economic development, contained within the NPPF, the purpose of policies PC1 to PC3 is to protect sufficient land for traditional employment purposes, and this is supported by the findings of the evidence base. Separate policies relate to other types of economic development (retail and leisure) to provide a holistic economic development strategy to help deliver the right employment of the right scale in the right locations.

## Creating Prosperous Communities 11

### Policy Option A: Preferred Approach

#### PC1 - Economic Growth and Investment

An approach which sets out that:

The growth and retention of existing business and inward investment into the borough will be enabled by:

- a. Protecting Strategic Employment Sites for employment use (B-class) and enabling the regeneration / redevelopment of these sites for employment uses (Policy PC2)
- b. Protecting Locally Important Employment Sites for employment use (B-class) and enabling the regeneration / redevelopment of these sites for employment and alternate uses (Policy PC3)
- c. Supporting the delivery of infrastructure to contribute to the improvement of the skills and education of residents (Policy PC8).

Opportunities to develop the following key employment sectors will be supported:

- d. Specialist / advanced manufacturing (including research and development), specifically at the established locations of Cody Technology Park and Farnborough Aerospace Park
- e. Manufacturing and distribution, specifically at the established industrial locations in the borough, notably the East Aldershot Industrial Cluster, Springlakes and Southwood Business Park
- f. Business services in Aldershot and Farnborough town centres and the established office locations of Farnborough Business Park and Frimley Business Park.

### Discounted Option

#### Option B

##### No Policy

Not to include a policy in the Local Plan setting out the overall approach to economic growth and investment. However, the absence of such a policy would mean that the Local Plan does not make a clear direction in respect of the approach to economic growth and investment over the Local Plan period. This would be at odds with the Enterprise M3 Local Enterprise Partnership Strategic Economic Plan, and would also fail to provide a spatial strategy 'hook' from which to hang the remaining employment policies.

## 11 Creating Prosperous Communities

### 11.2 Strategic Employment Sites

#### Strategic Employment Sites

**11.20** The protection and retention of the Borough's Strategic Employment Sites is seen as crucial to maintain a supply of employment land and premises that will meet the economic needs of the borough, wider FEA and Local Enterprise Partnership area over the Local Plan period.

**11.21** Policy PC2 defines the Borough's Strategic Employment Sites and the protection afforded to these sites. The regeneration and intensification of existing employment sites for B class uses will be supported to allow businesses to expand and enable the provision of modern employment stock to replace properties that have reached, or are reaching, the end of their functional economic life.

**11.22** It may be possible to introduce small-scale non-employment uses into the Strategic Employment Sites where they would provide complementary uses that would support the function and offer at the site for business and employees. Examples of such complementary uses include cafés and sandwich bars that would cater for breakfast and lunchtime trade, and gymnasiums. The operating hours of such uses would be conditioned accordingly. Such uses can support the operation and function of employment sites and improve the offer available to prospective tenants/occupiers. The judgement about operation will consider whether the proposed use would affect the ability of established businesses, or potential future B class occupiers, to carry out their activities without constraints. The judgement about function will consider the role the site plays in the supply of land to meet B-class employment needs over the Local Plan period.

## Creating Prosperous Communities 11

### PC2 - Safeguarding the Strategic Employment Sites to support core economic sectors

An approach which contributes towards meeting the future economic growth needs of the Borough and the wider Functional Economic Area. The following sites are designated as Strategic Employment Sites to be afforded the highest protection and safeguarding against loss to other, non-B class employment uses by protecting them for B-class uses<sup>(44)</sup>.

Civil Enclave	Frimley Business Park
Cody Technology Park	Invincible Road Industrial Estate
East Aldershot Industrial Cluster	Southwood Business Park
Farnborough Aerospace Park	The Royal Pavilion
Farnborough Business Park	

Where possible and appropriate, the redevelopment and regeneration of these sites will be supported to provide higher quality B-class employment floorspace that meets the needs of the market.

However, small-scale proposals for changes of use to non-employment uses at the above sites will be supported where they would provide complementary use(s) that are not detrimental to the function and operation of the Strategic Employment Site.

## Discounted Option

### Option B

#### No Policy

Not to include a policy in the Local Plan to protect the Borough's Strategic Employment Sites. However, this would not offer any recognition of the importance of these sites to the local economy and wider economy. Moreover, it would not recognise the requirements in the NPPF to support existing business sectors and plan positively for clusters of high technology industries.

44 uses that fall within Classes B1, B2 and B8 of the Town and Country Planning (Use Classes) (Amendment) (England) Order 2006

## 11 Creating Prosperous Communities

### 11.3 Locally Important Employment Sites

#### Locally Important Employment Sites

**11.23** The protection and retention of the Borough's Locally Important Employment Sites is crucial to maintain a supply of employment land and premises that will meet the economic needs of the Borough and wider FEA over the Local Plan period.

**11.24** These sites generally provide the infrastructure and facilities required to enable their continued operation and function. The loss of land within these sites to non-B class employment uses could generate the additional pressure for the release of land in less acceptable locations. Policy PC3 therefore provides a criteria based policy for considering proposals for non B Class employment uses at these sites.

**11.25** The regeneration and intensification of existing employment sites will be supported to allow businesses to expand and enable the provision of modern employment stock to replace properties that have reached, or are reaching, the end of their functional economic life. The strategy of re-using, regenerating and making more efficient use of existing employment land is consistent with the principles of 'sustainable economic growth'. The Council will therefore be supportive of proposals for the regeneration and redevelopment of Locally Important Employment Sites to provide higher quality B class employment floorspace.

Policy PC3 identifies that market signals will be taken into account when determining applications for the change of use of a Locally Important Employment Site to a non-employment use. In addition, the Council requires applicants to demonstrate that there would be no strong economic reasons why the premises or site should not be lost to alternate uses.

An indicative list of the evidence the Council will require to be submitted with proposals for non-employment uses at Locally Important Employment Sites is detailed below:

#### Market signals evidence

- a. Sites will need to have been marketed at a reasonable value for at least 6 months with no interest from prospective buyers / tenants
- b. Information should be provided on premises similar to those that are proposed to be lost that are being marketed in the local area
- c. The findings of the most recent Employment Land Review and annual monitoring data on employment land will also be used to determine whether there is a need for such employment premises (or sites) to meet future needs.

#### Demonstrating that there are no strong economic reasons

- a. Whether the proposal would undermine the operation of the wider employment site by negatively impacting upon established neighbouring uses
- b. Whether the proposals would harm the businesses currently established at the site, for example by requiring them to relocate (prior to the termination of their lease) when no suitable alternative accommodation is available in the local area and it can be demonstrated that the relocation of the business would impact upon its operation and sustainability

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- c. Whether the proposal would undermine the function of the Employment Site by affecting the supply of Locally Important Employment land or premises available to meet employment needs over the plan period
- d. Whether the site is suitable for contributing towards meeting the needs for employment land as identified in the most recent Employment Land Review
- e. If the site is occupied, information on the number of businesses occupying the site / premises, the remaining lease length for each of the occupiers, and, evidence that suitable alternative accommodation is available in the local area.

### PC3 - Safeguarding Locally Important Employment Sites to support economic needs

An approach which contributes towards meeting the future economic growth needs of the Borough. The following sites are designated as Locally Important Employment Sites and will be afforded protection against loss to other, non-B class employment uses by protecting them for B-class uses<sup>(45)</sup>.

Blackwater Trading Estate	Redan Road Industrial Estate
Eelmoor Road	Rotunda Estate
Hawley Lane West	Spectrum Point
Hawley Lane East	Springlakes
Hollybush Lane	Wyndham Street
Lynchford Lane	

Where possible and appropriate, the redevelopment and regeneration of these sites will be supported to provide higher quality B-class employment floorspace that meets the needs of the market.

The change of use or redevelopment of land and buildings in B class employment use within the defined Locally Important Employment Sites will be permitted where it can be demonstrated that:

- a) There are not strong economic reasons why the proposed development would be unacceptable, and
- b) Market signals indicate that the premises / site are unlikely to come back into B class employment use, and
- c) The proposal would generate employment, and
- d) The proposal would not be detrimental to the function and operation of the wider site; or
- e) The site is not appropriate for the continuation of its present or any B class employment use due to a significant detriment to the environment or amenity of the area.

45 uses that fall within Classes B1, B2 and B8 of the Town and Country Planning (Use Classes) (Amendment) (England) Order 2006

## 11 Creating Prosperous Communities

### Discounted Option

#### Option B

##### No Policy

Not to include a policy in the Local Plan to protect the Borough's Locally Important Employment Sites. However, this would not offer any recognition of the importance of these sites to the local economy and the requirements in the NPPF to support existing business sectors.

### 11.4 Other Employment Sites

**11.26** It is recognised that smaller employment sites that are not designated as Strategic or Locally Important Employment Sites make a valuable contribution to the local economy by providing accommodation for a range of businesses. These sites are particularly important for small and start-up businesses and provide sustainable, local employment opportunities. Therefore, Policy PC4 provides a policy framework to support businesses located on employment sites not allocated as Strategic or Locally Important Employment Sites.

#### PC4 - Other Employment Sites

Outside the Strategic and Locally Important Employment Sites, development proposals for the redevelopment and extension of existing employment premises to meet business needs will be supported.

### Discounted Options

#### Option B

Not to include a policy in the Local Plan to support businesses established at sites that are not defined as Strategic or Locally Important Employment Sites. However, this would not offer any recognition of the importance of some of these smaller sites to the sustainability of the local economy over the plan period and the requirements in the NPPF to support existing business sectors.



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### 11.5 Farnborough Business Park

#### Farnborough Business Park

**11.27** Farnborough Business Park is a high profile business park immediately to the north of Farnborough Airport. The Park is managed by XLB Property and is described as “a 125acre mixed use business environment offering a range of office accommodation suitable for all sizes of company, from incubator space for small start-up business, to Grade A office accommodation for the largest international corporate”.

**11.28** The development of approximately 4,500sqm of speculative Grade A office accommodation commenced at the park in 2014 and there is approximately 5 hectares of development land remaining.

**11.29** The Employment Land Review (2015) recognises that Farnborough Business Park offers a substantial, prominent high quality office environment close to Farnborough Airport and Farnborough Town Centre. It is considered to be one of the premier business locations in the UK, catering to an inward investment and occupier market far removed from local demand and supply drivers. Part of its attraction is its excellent transport links by road, rail, and private jet (given the proximity to Farnborough Airport), and the cluster of key employers. Current tenants include Fluor, Agusta Westland, Red Hat and RBS.

**11.30** The Commercial Property Market Study published by the Enterprise M3 Land and Property Action Group in April 2013 identified Farnborough Business Park as a key market ready site suitable for immediate indigenous or inward investment to maintain the Local Economic Partnership’s competitive edge.

**11.31** In addition, the site has important connections to Farnborough’s aviation heritage, with three listed wind-tunnel buildings in the site’s historic core:

- a. R52 – Wooden low turbulence, 5ft wind tunnel
- b. R133 – Transonic wind tunnel, used to develop supersonic aircraft
- c. Q121 – 24ft wind tunnel built in 1935

**11.32** It is recognised that an economically-viable re-use of all three of these buildings would be the best way of securing their preservation in the long term. The large open spaces within the buildings and the original wind tunnel equipment are important features of the buildings original characteristics and should be given significant regard in any future conversion. The buildings are an important part of Farnborough’s aviation heritage and re-use that would enable the building to be used and seen by the public would be supported such as the Wind Project exhibition in July 2014 that opened up buildings R52 and Q121 to the public.

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### PC5 - Farnborough Business Park

An approach which sets out that:

The role of Farnborough Business Park as the Borough's flagship office development site is recognised, and proposals that would develop or enhance the B1(a) office employment use will be supported.

Development should respect the character and setting of the Listed Buildings and enhance where possible the linkages between other aviation heritage sites and buildings at and around the Airport.

In considering the use of the wind tunnels, the Council will support proposals that enable these historical assets to be utilised. Proposals that preserve the wind tunnels' original characters and ensure that they are publicly accessible will be given the greatest weight.

### Discounted Option

#### Option B

##### No Policy

To rely on Policies PC1 and PC2 contained in this draft Local Plan. However, this would not offer any recognition of the particular function of Farnborough Business Park as the "premier business park that meets a sub-regional need" as recognised by the Employment Land Review 2015 and the M3 LEP Commercial Property Market Study 2013. Moreover, no recognition would be given to the special and nationally significant aviation heritage offer presented by this site.

## 11.6 Cody Technology Park

### Cody Technology Park

**11.33** Cody Technology Park is the largest employment area adjacent to the Airport, set within its own security cordon, providing a mix of B1 office space and research and development floorspace. As well as traditional B1 office uses, the site hosts light manufacturing, and R&D and testing facilities for a range of industrial including aviation, military and energy, with a particular specialism in laser and optical research. There are approximately 60 business established at the Technology Park ranging from SMEs to global Corporate companies which benefit from the extensive range of on-site facilities.

**11.34** These uses take place in a core of modern facilities in the centre of the site (adjacent to Ively Road), whilst on the eastern side of the site, there is a ribbon of less dense, lower density development, in the area known as Ball Hill. To the south and west of the developed area is the Eelmoor Marsh SSSI, in which the (former) Cove Radio Station is sited. The site lies in the countryside outside the settlement boundary.

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**11.35** As a result of a Circular 18/84 consultation, the site benefits from a baseline of authorised floorspace and agreed land used as set out in a Deed dated 17<sup>th</sup> January 1995. This states that *"the total gross external floor area of the Development shall not exceed 106,572sqm and shall be restricted to high technology and/or light industrial use within Class B1(b) and(c) of the Town and County Planning (Use Classes) Order 1987 including ancillary office and storage use."*

**11.36** Subsequently, in January 2005, a Certificate of Existing Lawful Use was granted for the use of the site for business use (Use Class B1) comprising offices, research, test evaluation and light industrial processes together with ancillary uses. These ancillary uses comprise general industry, storage, restaurant, shop, gymnasium, lecture theatre, hardstandings and car parking. In respect of the Ball Hill area of the site, activities conducted here consist of an external laboratory and test range for research and evaluation and field experiment purposes ancillary to the main use of the overall Technology Park site.

**11.37** It is estimated that approximately 87,000sqm of existing floorspace has already been constructed or is committed at the site, which means that capacity remains within the scope of the 1995 Deed for up to around 19,500sqm of floorspace, falling within Use Classes B1(a), (b) and (c). The location of such development would be subject to determination through the usual planning application process.

**11.38** The NPPF requires planning authorities to plan proactively to meet the development needs of business and support an economy fit for the 21<sup>st</sup> century. Paragraph 21 requires the Council to support existing business sectors in their future plans and to plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries.

**11.39** The main strength of Cody Technology Park is the specialist research and development offer, supported by excellent telecommunications infrastructure and high capacity power supplies, in a secure controlled environment. It provides a relatively unique facility in the wider South East and has the Employment Land Review identifies offer and recommends that the site is allocated as a Strategic Employment Site, and that expansion in line with that permitted by the Deed and the Certificate of Existing Lawful Use should be supported. Should demand be demonstrated beyond this, it would need to be supported by clear evidence of the requirement for further expansion on the site.

**11.40** The site is located outside of the urban area, in countryside where Policy NE4 of this plan applies. This brings with it the consideration of the impact of development on the character, appearance and landscape of the countryside, and whether it would lead to harmful visual or physical coalescence. Mindful of the special secure research and development offer provided by Cody Technology Park.

**11.41** However, relevant to any future proposals for development on the site is the consideration of the fact that it is in a relatively unsustainable location, it lies outside of the urban area, and it falls on land that functions to separate the settlements of Farnborough and Fleet.

## 11 Creating Prosperous Communities

### Policy Option A: Preferred Approach

#### PC6 - Cody Technology Park

An approach which sets out that:

Land at Cody Technology Park will be protected for business use comprising offices, research, test evaluation and light industrial process falling within Use Classes B1(a), (b) and (c) of the Town and Country Planning (Use Classes) Order 1987 (as amended), furthering the secure research and development, and high capacity communications and energy infrastructure provided at the site. Development in accordance with the Deed dated 17<sup>th</sup> January 1995<sup>(46)</sup> and the Certificate of Lawful Use dated 12 January 2005<sup>(47)</sup> will be supported. Where any proposals for development are submitted which exceed or fall outside of these established development rights, the following criteria will be relevant to their determination:

- a. That the need for such proposals in this location is demonstrated
- b. That the economic benefits to the local and wider economy can be demonstrated
- c. That the proposal would not have a harmful effect on the separation of Farnborough and Fleet
- d. That any proposals can be appropriately screened to minimise their visual impact
- e. That any impacts on the local highway network are appropriately mitigated.

### Discounted Options

#### Option B

##### Policy to restrict any new development on the site

This would enable the open, rural character of the area to be preserved and would require employment uses to be located in more central, sustainable locations, but with no net increase in floorspace.

However, this would not recognise the legal position offered by the 1995 Deed and Certificate Existing Lawful Use 2005 in respect of the scope for additional B1(a), (b) and (c) class development on the site, nor the special research and development offer provided by Cody Technology Park and the role it plays in the local and wider economy. Moreover, it would not recognise the requirements in the NPPF to support existing business sectors and plan positively for clusters of high technology industries.

46 Reference 93/00577 - C18/84, which could accommodate up to around 19,500 sqm of a combination of B1(a), (b) and (c) floorspace

47 Reference 04/01001/EDC

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### Option C

#### No Policy

To rely on Policies PC1 and PC2 contained in this draft Local Plan. However, this would not offer any recognition of the particular function of Cody Technology Park in providing secure high technology research and development accommodation as recognised by the Employment Land Review (2015).

## 11.7 East Aldershot Industrial Cluster

### East Aldershot Industrial Cluster

**11.42** The Employment Land Review (2015) has demonstrated how within the Functional Economic Area there is strong demand for 'industrial premises' and a limited amount of vacant stock available to the market for occupation. The East Aldershot Industrial cluster is the largest industrial employment site in the Borough, has excellent access to the strategic road network (the A331 and M3), and overall experiences relatively low levels of vacancies for traditional B class uses. To ensure that the Borough continues to maintain a diverse economy and support businesses in traditional and advanced manufacturing sectors, it is considered crucial to protect land at this defined 'Strategic Employment Site' and encourage land owners to redevelop and refurbish existing stock to provide accommodation to meet the identified market needs for modern industrial accommodation within the Borough and wider FEA.

#### PC7 - East Aldershot Industrial Cluster

An approach which sets out that;

The role of the East Aldershot Industrial Cluster as the Borough's largest industrial area is recognised, and proposals that would develop or enhance the range of industrial uses (B1(c), B2, B8) will be supported.

The re-development of existing employment units that have reached the end of their functional economic life, the refurbishment of existing stock and subdivision of larger units to provide multiple units will be supported.

The function and operation tests set out in Policy PC2 will still apply.

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### Discounted Option

#### Option B

##### No Policy

To rely on Policies PC1 and PC2 contained in this draft Local Plan. However, this would not offer any recognition of the importance of the East Aldershot Industrial Cluster in providing a range of accommodation for industrial uses, including traditional and advanced manufacturing, the importance of which are recognised in the Employment Land Review and Enterprise M3 Strategic Economic Plan.

## 11.8 Skills and Training

### Skills and Training

**11.43** The Enterprise M3 Strategic Economic Plan (2014-2020) states that within the LEP area, many businesses report a shortage of higher-level skills. The document notes that skills are a fundamental component of productivity and that *higher than average skills gaps in key sectors could constrain economic growth if they are not addressed*. The development of skills needed by employers is a core objective for the LEP.

**11.44** At the Borough level, local employers have reported that they encounter difficulties in finding workers with relevant basic, technical and specialist skills. A lower percentage of Rushmoor residents are educated to NVQ4 level than the Hampshire, South East and Great Britain averages, and a higher percentage of Rushmoor residents have NVQ1 qualifications, when compared to the Hampshire, South East and Great Britain averages. The Council will continue to work with education providers including Hampshire County Council, the Farnborough College of Technology, Farnborough 6<sup>th</sup> Form College, and local skills providers, and be supportive of the facilities that they need.

**11.45** Improving educational attainment and training facilities would allow the Borough's residents to access the higher value employment in the Borough, and reduce the disparity in wages between those people who work in the Borough and those who live here.

**11.46** Improved skills would help to support the development and growth of knowledge based industries (including advanced manufacturing) that the Council is seeking to attract to the Borough's Strategic and Locally Important Employment Sites. The Council recognises the importance of equipping residents with the skills to obtain employment and has established the Rushmoor Employment and Skills Zone (RESZ) to bring together the expertise of local employment and training organisations to offer tailor-made support to local people to develop the right skills and confidence to access job and personal development opportunities. In addition, the Council recognises the role that apprenticeships will play in providing a skills base to support the Borough's diverse range of businesses.

**11.47** The Council will therefore work with its partners and communities to support the development of education and training facilities that will contribute to improvements in the educational attainment and skills levels in residents.

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### **PC8 - Skills and Training**

An approach which sets out that:

Planning permission will be permitted for development which, subject to compliance with other policies contained within this plan supports educational opportunities by:

- a. Providing improvements to primary and secondary schools, and, further and higher education facilities
- b. Providing adult learning opportunities
- c. Enhancing partnership working between employers and training establishments in the Borough
- d. Providing new training facilities
- e. Supporting local skills providers.

### **Discounted Option**

#### **Option B**

##### **No Policy**

Not to include a policy in the draft Local Plan on Skills and Training. However, this would not offer any recognition of the importance of improving the skills of the local workforce to the sustainability of the local economy over the Plan period, or take account of the aspirations contained within the Enterprise M3 Strategic Economic Plan.

## 12 Managing the Natural Environment

### 12 Managing the Natural Environment

#### 12.1 Thames Basin Heaths Special Protection Area

**12.1** The Thames Basin Heaths Special Protection Area (TBHSPA) is made up of 13 Sites of Special Scientific Interest that lie within the boundaries of 11 local planning authorities. The Thames Basin Heaths were approved as a Special Protection Area in March 2005 and represent a mixture of heathland, scrub and woodland habitat that support important breeding populations of:

- a. Nightjar (*Caprimulgus europaeus*)
- b. Woodlark (*Lulula arborea*)
- c. Dartford Warbler (*Sylvia undata*)

**12.2** The South East Plan provides a saved overarching policy (Policy NRM6) for developments which may affect the TBHSPA. This sets out the principles of avoidance and mitigation for affected local authorities including the standards for providing SANG. The affected local authorities have used this as a basis for working together to prepare a Thames Basin Heaths Special Protection Area Delivery Framework.

#### National Context

**12.3** The European legislation (EU Habitats Directive) under which the sites are designated is delivered within England under the Conservation of Habitats and Species Regulations 2010. All plans and proposals need to be assessed alone and in combination with other projects and plans, to ensure that they will have no significant impact on the SPA. A significant impact is reported to be likely to occur from a net increase in residential development, leading to an increased population, in an area where the inhabitants of the development are within such proximity to the SPA they are likely to visit for recreational purposes. The zone of influence is considered to be a 5 kilometre straight line distance from the SPA boundary. National guidance on biodiversity and related legislation require that designated sites and protected species are given appropriate weight within the plan policies and planning decisions to ensure that biodiversity interests are maintained, enhanced and restored.

#### In Rushmoor

**12.4** The whole of Rushmoor Borough lies within 5km of the TBHSPA. This is an important cross boundary issue and together the affected authorities, along with Natural England and other interested parties, have formed the Thames Basin Heaths Joint Strategic Partnership. This group has agreed a TBHSPA Delivery Framework to encourage a consistent approach to ensuring that further development within the affected authorities will not have an adverse impact upon ground nesting birds in the SPA.

**12.5** Based on the Delivery Framework and advice from Natural England, two forms of mitigation are identified. These provide a combination of providing suitable alternative areas for recreational use (Suitable Alternative Natural Greenspace (SANG)) by residents to buffer the SPA, and actions on the SPA to manage access and encourage the use of alternative sites (Strategic Access Management and Monitoring Measures (SAMM)). Mitigation must be operational prior to the occupation of new residential developments to ensure that the interests of the SPA are not harmed. It is expected that mitigation will be required in perpetuity.



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**12.6** Whilst not part of the mitigation measures required by developers, habitat management is also an essential element of the maintenance and improvement of the quality of the SPA habitat. Natural England works with SPA owners and managers, advising on and agreeing appropriate habitat management to improve the habitat condition of designated sites.

**12.7** The avoidance measures set out in the Delivery Framework, in draft Policy NE1, and in the Rushmoor TBH Avoidance and Mitigation Strategy, relate to the following types of development:

- a. Proposals for one or more net new dwelling units falling within Use Class C3 (residential development)
- b. Proposals for one or more net new units of staff residential accommodation falling within Use Classes C1 and C2.

**12.8** All other applications for new development, including applications for non-residential development, will also need to be screened to assess whether they will have a likely significant effect (individually or in combination with other plans and projects) and be subject to a Habitats Regulations Assessment where they are likely to have a significant adverse impact on the integrity of the SPA.

**12.9** It is widely accepted that it is not possible to avoid an adverse impact from residential developments within 400m of the TBHSPA, and development will not be permitted unless it falls within specific categories agreed with the Council in consultation with Natural England.

**12.10** Rushmoor Borough Council as the competent authority must determine whether individual proposals will either alone, or in combination, have a significant effect on the TBH, and therefore whether the mitigation measures set out above must be provided, having due regard to the Delivery Framework and representations from Natural England.

**12.11** Due to the constrained nature of the Borough, it has been difficult for the Council to identify a suite of SANG which could provide mitigation towards the additional recreational impact of the occupants of new homes on the SPA. The Council currently has three SANG at Southwood Woodlands, Hawley Meadows and Rowhill Local Nature Reserve. The majority of capacity at these SANG has been taken up by developments and at present there is remaining capacity for about 200 dwellings. SANG capacity can be a constraint to residential development in the Borough, and has implications for economic growth and regeneration proposals. The Council is exploring options both to deliver additional SANG to support the delivery of new homes, and to investigate alternative methods of mitigation. Further details are found in the Thames Basin Heaths Special Protection Area Topic Paper available alongside this draft Local Plan.

**12.12** Due to the difficulties in finding additional SANG, there have been times when only limited SANG availability exists and some developments have been put 'on hold' until further capacity is available. In order to ensure that when there are times of limited SANG capacity, this remaining capacity is directed towards those developments which are most consistent with the Local Plan objectives, a number of criteria are proposed in the draft TBHSPA Policy against which SANG capacity will be allocated at such times.

**12.13** Large residential developments may be expected to provide bespoke mitigation that provides a combination of benefits including SANG, biodiversity enhancement and green infrastructure improvements. Where developers propose a bespoke solution, this will be assessed on its own merits under the Habitats Regulations and will be agreed with the Council in consultation with Natural England.

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**12.14** Where further evidence demonstrates that the integrity of the SPA can be protected using alternative mitigation measures, these must be agreed with Natural England.

### Policy Option A Preferred Approach

#### NE1 - Thames Basin Heaths Special Protection Area

An approach which sets out that:

New development which is likely to have a significant effect on the ecological integrity of the Thames Basin Heaths Special Protection Area (SPA) including all net new dwellings, will be required to demonstrate that adequate measures are put in place to avoid or mitigate any potential adverse effects. The mechanism for delivering this policy is set out in the Council's Thames Basin Heaths Special Protection Area Avoidance and Mitigation Strategy and in the Thames Basin Heaths Delivery Framework prepared by the Thames Basin Heaths Joint Strategic Partnership.

No residential development resulting in a net gain of units will be permitted within 400m of the SPA boundary, unless in agreement with Natural England an Appropriate Assessment demonstrates that there will be no adverse effect on the SPA.

Where mitigation measures are applicable, as set out in the Delivery Framework, the following standards will apply unless an evidence based alternative strategy has been agreed with Natural England:

- a. A minimum of 8 hectares of SANG land (after discounting to account for current access and capacity) should be provided in perpetuity per 1,000 new occupants either through contributions towards the provision of SANG identified by the Borough Council, or through on site SANG agreed with Natural England;
- b. Contributions towards Strategic Access Management and Monitoring measures.

If SANG capacity is limited, such that it cannot support all development proposals, priority will be given to schemes which meet the following criteria:

- a. Evidence of the ability to commence development within one year;
- b. Is generally Policy compliant;
- c. Provides on-site affordable housing; and
- d. Contributes to town centre regeneration objectives.

## Managing the Natural Environment 12

### Discounted Options

#### Option B

##### General Biodiversity Policy

An alternative approach could be to incorporate the Thames Basin Heaths issues into a more generic biodiversity policy. However, it is considered that this does not recognise the particular ecological importance of the designated heathland.

#### Option C

##### No Policy

An alternative approach could be not to include a specific TBHSPA policy, but to rely on the saved South East Plan policy along with the Delivery Framework and Avoidance and Mitigation Strategy. However, there is a potential risk that the SE Plan Policy may not endure, and this would not enable the Plan to reflect the local circumstances in terms of constrained SANG capacity in Rushmoor.

## 12.2 Green Infrastructure

### In Rushmoor

**12.15** Green infrastructure includes parks, outdoor sports facilities, waterways, gardens of residential properties, amenity green space, allotments, natural and semi-natural green space and outdoor sport facilities. Rushmoor is fortunate in having a variety of green spaces. These include the green corridors along the waterways of the Blackwater Valley, Cove Brook and the Basingstoke Canal, the network of parks and open spaces across the Borough, and the Thames Basin Heaths Special Protection Area.

**12.16** The Council will use its planning powers to protect the existing green infrastructure network from development that would cause harm, unless it is possible to include measures to ensure harm is avoided or mitigated. Mitigation could include qualitative or quantitative improvements. The Council will also work with communities to identify and implement opportunities to improve the quality of the green infrastructure network, for example through advice on planning schemes.

### Important Open Areas

**12.17** As a small urban authority, large open spaces within the urban area are significant in terms of amenity and health and wellbeing. The NPPF seeks to ensure the protection of important landscapes and local character and recognises the importance of areas of open space.

**12.18** Saved Local Plan Policy ENV4 identifies six important open areas in the Borough. These are:

- Farnborough Hill Convent

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- St Michael's Abbey
- Hawley Common
- Land at M3 Minley Interchange
- Queens Parade
- MoD Playing Fields/Mons Hill

**12.19** Development which would diminish these areas visually or physically will not be permitted under the current Local Plan policy.

**12.20** Each of the six open areas has been reconsidered for inclusion. As a result, it is proposed that Hawley Common and Minley Interchange be excluded from this designation for the reasons set out below. Both sites lie within the countryside so would be protected by the relevant countryside policies contained within this Plan.

**Hawley Common** - this site lies outside the built up area and the majority of it is designated as a Site of Special Scientific Interest and now lies within the Thames Basin Heaths Special Protection Area. This is already a highly protected area and it is not considered appropriate, or necessary, to add any additional protection.

**Minley Interchange** – this site lies outside the urban area and part of the site is designated as a Site of Special Scientific Interest. Fragmented by the road layout, it is not considered that this site has such significant value that it should be given additional recognition. Should pressure for development on it arise, it will be controlled by policies setting out development which is appropriate in the countryside.

### Green Corridors

**12.21** A number of linear routes in the Borough provide important landscape and amenity corridors. In addition, a number are also of recreation and wildlife value. The principal green corridors are the Blackwater Valley, Basingstoke Canal, Cove Brook, rail corridors and major highway corridors. Where opportunities arise, the Council will look to strengthen these corridors, and will resist development which would weaken them.

### Trees and Landscaping

**12.22** Trees and landscaping are an important environmental resource in Rushmoor. In 2012, approximately 11% of the Borough was estimated to be covered by effective tree canopy (over 5m high - excluding Defence Estates Land). This is a small drop on the estimated coverage in 2003 suggesting that tree cover in the Borough is diminishing. As well as being an important amenity asset, trees and landscaping provision are important for maintaining and enhancing biodiversity and in helping to mitigate and adapt to climate change by absorbing carbon, providing shading, and reducing surface water run off.

**12.23** The Council will use planning conditions to ensure that trees are not affected during construction; planning applications should indicate clearly the location of any existing trees on the site and the location of any proposed storage areas, site huts, hard surfaces and service trenches, where these are likely to affect trees.

**12.24** Applicants should in accordance with the proposed policy and in consultation with the Council explore opportunities for new trees of an appropriate species for the specific location and development, to be provided.

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**12.25** In addition to the importance of trees, good landscaping can offer biodiversity enhancements and climate change benefits as well as improving general amenity for residents and visitors. Landscaping should be an integral part of any development proposal and early discussions on landscaping schemes are encouraged for major development proposals.

**12.26** For the provision of both trees and landscaping, consideration must be given to the need to provide species which will be robust and appropriate both to the site conditions and to forecast impacts of climate change.

**12.27** This draft Policy is supported by other policies in the Local Plan, specifically Policies DE6 - DE8 relating to Open Space, Sport and Recreation and Policy NE1 - Thames Basin Heaths Special Protection Area. The mapping changes associated with this Policy are set out in the associated Policies Map document.

## 12 Managing the Natural Environment

### Policy Option A: Preferred Approach

#### NE2 - Green Infrastructure

An approach which sets out that:

A diverse network of accessible, multi-functional green infrastructure across the Borough will be protected and enhanced for its biodiversity, economic, recreational, accessibility, health and landscape value by permitting development provided that it:

- a. Does not result in a loss, fragmentation, or significant impact on the function of, the green infrastructure network;
- b. Provides green infrastructure features within the development site, or where this is not feasible, makes appropriate contributions towards other strategic enhancement, restoration and creation projects where the proposal will result in additional pressure on the green infrastructure network;
- c. Maximises opportunities for improvement to the green infrastructure network including restoration of fragmented parts of the network.

Important Open Areas at:

- Farnborough Hill Convent;
- St Michael's Abbey;
- Queen's Parade; and
- MoD Playing Fields/Mons Hill

will be protected and development will be permitted which would not diminish these areas visually or physically and which maintains their essentially open character.

The Council will seek to conserve and enhance green corridors (as shown on the Policies Map). The Council will expect any development within or adjoining the green corridors to include proposals to enhance their landscape and amenity value.

The Council will not permit development which would adversely affect existing trees worthy of retention, particularly those subject to Tree Preservation Orders, and where appropriate will ensure that trees are protected either through condition, or where appropriate the making of new TPO's.

New development will be expected to make provision for tree planting in appropriate situations, to improve the level of tree coverage within the Borough and therefore improve and enhance its contribution to visual amenity, biodiversity and to climate change.

Major development schemes should submit comprehensive landscaping, tree planting and management plans for agreement, including where appropriate, the mechanisms for long term maintenance. All landscaping and tree planting schemes should include species appropriate to the site conditions and to anticipated forecasts of climate change.

## Managing the Natural Environment 12

### Discounted Option

#### Option B

##### No Policy

The only alternative could be not to include a specific green infrastructure policy and to rely on national policy and guidance. However, this would not allow for the local identification and protection and improvement of green infrastructure features important to the Borough.

### 12.3 Biodiversity

#### In Rushmoor

**12.28** The Borough is fortunate to have a range of designated sites important for their biodiversity value and which contribute to the Borough's identity. In addition to designated sites, other sites both individually and collectively have an important role to play in protecting and enhancing the diversity of species found in the Borough. Unless planned carefully, new developments can have detrimental impacts upon biodiversity both directly through loss or fragmentation of habitats or indirectly through disturbance and pollution.

**12.29** The National Planning Policy Framework (NPPF) paragraph 109 states that 'the planning system should contribute to and enhance the natural and local environment by... minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures'.

**12.30** Local planning authorities are advised in national policy to set criteria based policies against which proposals for any development on or affecting protected wildlife or geodiversity sites or landscape areas will be judged. Distinctions should be made between the hierarchy of international, national and locally designated sites, so that protection is commensurate with their status and gives appropriate weight to their importance and the contribution that they make to wider ecological networks.

**12.31** Rushmoor is covered by a range of sites containing important biodiversity resources including sites designated at the European level as Special Protection Areas (SPAs), at the national level as Sites of Special Scientific Interest (SSSIs), and Sites of Importance for Nature Conservation (SINCs), designated for their importance at a local level. There are also significant areas of woodland, including ancient woodland, watercourses and other formal and informal areas of open space that are an important local resource for supporting local biodiversity.

**12.32** Rushmoor Borough Council will apply a hierarchical approach to the conservation of designated sites within the Borough. The Thames Basin Heaths SPA has international statutory protection and is therefore given the highest level of protection (see Policy NE1). Nationally designated SSSIs have national statutory protection and will be conserved and enhanced.

## 12 Managing the Natural Environment

**12.33** Other areas have been locally designated for their importance to biodiversity. These sites help protect a range of important habitats and contribute to local and County Biodiversity Action Plan (BAP) targets. SINCs are recognised as having county-wide status and are identified using data gathered from a variety of sources, including an on-going programme of survey work.

**12.34** Important habitats or notable species are not confined to designated sites and the Rushmoor Biodiversity Action Plan (BAP)(2009) highlights habitats and species important at a local level and looks to the planning system to help to protect the biodiversity resources of the Borough and take every opportunity to create new areas and features for biodiversity. All developments should seek to have a net benefit to the biodiversity of the Borough. Such benefits might be through specific planting schemes, the use of street trees, or through improved management of existing habitats. The Rushmoor BAP is currently being updated and will help to inform the next stage of the Local Plan.

**12.35** The Council takes a proactive approach to working with the local community and other partner organisations to improve local biodiversity including for example, the Rushmoor Urban Wildlife Group, the Cove Brook Greenway Group and the Rowhill Nature Volunteers, as well as the Blackwater Valley Countryside Partnership.

**12.36** Designated sites are shown on the Policies Map although their boundaries may change over the course of the Local Plan period. When implementing any policy relating to the protection of biodiversity within protected areas the most up to date boundaries will be used, as these may have been amended or changed since the production of the original Policies Map.

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## Managing the Natural Environment 12

### Policy Option A: Preferred Approach

#### NE3 - Biodiversity

An approach which sets out that:

The Council will seek to protect, maintain and enhance the Borough's biodiversity and geological resources by:

Permitting development providing that it:

- a. Retains, protects and enhances features of biological and geological interest and provides for the appropriate management of those features
- b. Improves biodiversity by designing – in provisions for wildlife and ensuring any adverse impacts are avoided, or unavoidable, are appropriately mitigated for

And, in association with other partners, through:

- c. Protecting the nature conservation interest and objectives of the Thames Basin Heaths Special Protection Area (in accordance with Policy NE1)
- d. Protecting, enhancing and managing the nature conservation value of Special Areas of Conservation (SACs), Special Protection Areas (SPAs), Sites of Special Scientific Interest (SSSIs) and Sites of Importance for Nature Conservation (SINCs)
- e. Supporting a programme of survey of habitats and species, and designation of Sites of Importance for Nature Conservation
- f. Seeking the inclusion of measures which protect and strengthen populations of protected and target species and contribute to the habitat restoration targets identified in the Hampshire and Rushmoor Biodiversity Action Plans
- g. Seeking the inclusion of measures to protect and enhance local watercourses, including the River Blackwater, Cove Brook and Basingstoke Canal and their tributaries
- h. Maintaining a Borough-wide network of local wildlife sites and wildlife corridors between areas of natural greenspace to prevent the fragmentation of existing habitats
- i. Supporting measures to increase local understanding of the importance of biodiversity in the Borough.

## 12 Managing the Natural Environment

### Discounted Options

#### Option B

##### No Policy

An approach could be to rely on national policy and guidance. However this would not provide a locally distinctive policy enabling the protection of national and locally important and designated and non-designated assets, and would be inconsistent with national advice.

#### Option C

##### Designated Sites Focus

An approach could be to focus on designated sites. However, this would miss opportunities to protect and enhance biodiversity across the Borough in particular for species which fall outside the designated areas.

## 12.4 Countryside

### National Policy

**12.37** The NPPF places a strong emphasis on sustainable development to support a strong rural economy, rather than the previous emphasis on the protection of the countryside.

#### In Rushmoor

**12.38** Rushmoor is predominantly urban with only small pockets of countryside and no identifiable rural economy, so the emphasis of the draft policy approach set out below remains on protecting the openness of the countryside and supporting enhancement schemes.

**12.39** Rushmoor is a densely urban area, with small pockets of countryside. These small areas, close to the built up area, are particularly important. They provide an invaluable resource to the local population and protect the setting to built up areas. The Ministry of Defence owns much of this countryside and the Army uses it as military training areas.

**12.40** Land located outside the built up area in Rushmoor is defined as countryside. The character of areas of countryside within the Borough have been defined through a landscape assessment of Rushmoor.<sup>(48)</sup> The Blackwater Valley area of countryside, which lies on the eastern boundary of the Borough, is of particular importance for informal recreation, local nature conservation and as part of the Borough's Green Infrastructure.

## Managing the Natural Environment 12

**12.41** The Council wishes to provide positive encouragement to environmental improvements, accessibility, recreational use, nature conservation and biodiversity. The Council also wishes to maintain and enhance the Blackwater valley area of countryside, which is narrow, sensitive to development and vulnerable in places. It is therefore important to prevent the settlements visually merging, causing coalescence.

**12.42** The area of countryside between Aldershot, Fleet and Yateley is wider. The countryside extends into neighbouring local authorities and Rushmoor residents have access to this larger area. Significant areas are also covered by nature conservation designations, including Thames Basin Heaths Special Protection Area. Any recreational uses and accessibility improvements must be compatible with nature conservation designations. The Council will support environmental improvements and enhancements to biodiversity and nature conservation.

### Policy Option A: Preferred Approach

#### NE4 - Countryside

An approach which sets out that:

Development within the countryside (outside the built up area of Aldershot and Farnborough) will only be permitted where:

- a. The location is considered sustainable for the proposed use
- b. It preserves the character, appearance, openness or landscape of the countryside
- c. It does not lead to harmful physical or visual coalescence between Aldershot and Farnborough and neighbouring settlements.

The Council will encourage schemes that result in environmental and landscape improvement, enhance biodiversity and nature conservation, support better accessibility.

### Discounted Options

#### Option B

##### No policy

To rely on the NPPF but this approach is less locally distinctive and less proactive.

## 12 Managing the Natural Environment

### Option C

#### Policy just to prevent inappropriate development

An alternative approach could be to have a policy that just protects the areas of countryside (outside of the built up area) from development. However, this approach is less proactive and less locally distinctive.

## 12.5 Water and Flooding

### National Policy

**12.43** Local planning authorities should adopt proactive strategies to mitigate and adapt to climate change, taking full account of flood risk, coastal change and water supply and demand considerations.

**12.44** New development should be planned to avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure.

**12.45** Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere.

### In Rushmoor

**12.46** The Strategic Flood Risk Assessment (2015) identifies that the majority of Rushmoor is located within Flood Zone 1, with only a very small area located in Flood Zone 3b (functional floodplain) and therefore future development should be steered towards Flood Zone 1, with only Water Compatible and Essential Infrastructure located in Flood Zone 3b.

## Managing the Natural Environment 12

### Policy Option A: Preferred Approach

#### NE5 - Managing Flood Risk

An approach that directs new development to areas of lowest risk, giving highest priority to Flood Zone 1. The most vulnerable elements of a development will be located in the lowest risk areas.

All opportunities to locate new developments (except Water Compatible) in reasonably available areas of little or no flood risk should be explored, prior to any decision to locate them in areas of higher risk.

Development proposals in Flood Zone 2 and Flood Zone 3 will need to demonstrate that

- a. the development provides wider sustainability benefits to the community that outweigh flood risk; and
- b. the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere.

Development proposals will be appropriately flood resilient and resistant, including safe access and escape routes where required, and that any residual risk can be safely managed.

### Discounted Option

#### Option B

##### No Policy

The NPPF (para 100) states that Local Plans should be supported by Strategic Flood Risk Assessment and develop policies to manage flood risk from all sources. It further states that Local Plans should include strategic policies to deliver the provision of infrastructure for flood risk and coastal change management (paragraph 156). In addition, the NPPF states that LPAs should adopt proactive strategies to mitigate and adapt to climate change, taking full account of flood risk, coastal change and water supply and demand considerations (paragraph 94). Accordingly, the absence of such a strategic policy would conflict with national policy and put at risk the LPA's ability to manage flood risk in the Borough appropriately.

### Surface Water Flooding

**12.47** In 2009, the Department for Environment, Food and Rural Affairs (Defra) produced a National Rank Order of Settlements Susceptible to Surface Water Flooding, ranked by the estimated number of properties susceptible to surface water flooding resulting from severe rainfall.

**12.48** This ranked list of settlements was developed using the Environment Agency's Areas Susceptible to Surface Water Flooding maps. These maps categorise areas within three bandings; less, intermediate and more susceptible.

## 12 Managing the Natural Environment

**12.49** Priority locations within Hampshire were identified by Defra where evidence indicating the risk and potential impact of surface water flooding could be highest, and where Surface Water Management Plans (SWMP) would be most effective to understand and manage flooding. Using this assessment as well as historic flooding information, Defra identified a need for SWMPs to be produced for three priority areas: - Rushmoor, Basingstoke and the central Hampshire chalk catchment (groundwater flooding).

**12.50** The SWMP for Rushmoor has now been published by Hampshire County Council, describing the significant features which can impact on surface water flood risk in the Borough. This data is described and assessed on a ward-by-ward basis looking at each area's susceptibility to flooding based on information from past flood events and the likelihood of future flooding based on national modelling data.

**12.51** This has allowed a hierarchy of flood risk in the Borough to be identified along with surface water flooding 'hotspots' where further, more detailed work is required into the causes of, and possible responses to, flood risk.

**12.52** Some flood risk management responses are proposed in the SWMP covering a range of areas including effective communication, policy responses and physical works. This document picks up on the suggested policy recommendations.

**12.53** The SWMP for Rushmoor identifies 11 sites which have a significantly higher 'risk index' than other parts of the Borough. These areas are identified on the Policies Map<sup>(49)</sup>. Within these defined areas, any new development will need to incorporate flood resilient measures that can satisfactorily address/manage the direct impacts associated with flood events. Such management options may include the raising of floor levels (typically 600mm above ground level) or where not possible, raising floor levels as high as possible and providing flood resilient measures to 600mm<sup>(50)</sup> above ground level.

### Policy Option A: Preferred Approach

#### NE6 - Areas at risk of surface water flooding

An approach where in defined areas at risk of surface water flooding (as identified on the Policies Map), applicants will need to:

- a. demonstrate that they have incorporated flood resilience measures into any new development proposals; and
- b. demonstrate that all new buildings and the development of car parking and hard standing will incorporate sustainable drainage systems (SUDS) that achieve returning runoff rates and volumes equivalent to original greenfield discharge to alleviate flooding. Detailed surface water assessments will be submitted for all applications for new buildings, car parking and hard standing areas.

49 Boundaries provided by Hampshire County Council and may be subject to change.

50 600 millimetres is suggested because all sites bar one in the SWMP flooding hotspot list states that flood depths are 500 millimetres or less. The extra 100 millimetres would provide some scope for uncertainties in flood depths

## Managing the Natural Environment 12

### Discounted Option

#### Option B

##### No Policy

The absence of any further policies relating to flood resilience measures would fail to reflect the findings of the Surface Water Management Plan and reduce the opportunities to lessen impacts on new development in high risk areas arising from flooding.

### Areas causing flooding

**12.54** Topographical mapping undertaken by Hampshire County Council identifies the various sources of surface water flooding across the Borough. Clear policy guidance is required to maximise the use of sustainable drainage systems (SuDS) in these areas to restrict surface water run-off from new development to greenfield rates and volumes in order to ensure that surface water flooding problems are not exacerbated further downstream.

**12.55** Given the significance of surface water flooding issues across the Borough, these areas will require a full site Flood Risk Assessment to be submitted with new development to demonstrate that it would minimise run-off rates/volumes. This would evidence the completion of a proforma that compares post-development run-off rates and volumes to the greenfield discharge (as per EA's proforma for sites of 1-5ha).

#### Policy Option A: Preferred Approach

##### NE7 - Causal Areas of Surface Water Flooding

An approach which sets out that all new development in defined causal areas of surface water flooding (as identified on the adopted Policies Map) will incorporate a site-specific flood risk assessment that ensures a greenfield discharge rate or better is achieved in order to not further exacerbate surface water flooding problems downstream.

### Discounted Option

#### Option B

##### No Policy

The absence of any further policies relating to flood resilience measures would fail to reflect the findings of the Surface Water Management Plan and reduce the opportunities to lessen impacts on new development in high risk areas arising from flooding.

## 12 Managing the Natural Environment

### Sustainable Drainage Systems

#### National Policy

**12.56** The NPPG, which accompanies the NPPF, indicates that priority should be given to the use of SuDS in new developments. Appropriate deployment of SuDS within a development can offer benefits in terms of reductions in flood risk, improvements to water quality, quicker replenishment of groundwater and improved visual amenity.

**12.57** Where possible, SuDS for a site should seek to:

- a. Reduce flood risk (to the site and neighbouring areas),
- b. Reduce pollution, and
- c. Provide landscape and wildlife benefits.

**12.58** The application of SuDS is not limited to a single technique per site. Often a successful SuDS solution will utilise a combination of techniques, providing flood risk, pollution and landscape/wildlife benefits.

**12.59** SuDS techniques can be used to reduce the rate and volume and improve the water quality of surface water discharges from sites to the receiving environment (i.e. natural watercourse or public sewer etc.). The SuDS Manual<sup>(51)</sup> identifies several processes that can be used to manage and control runoff from developed areas. Each option can provide opportunities for storm water control, flood risk management, water conservation and groundwater recharge.

- a. **Infiltration:** the soaking of water into the ground. This is the most desirable solution as it mimics the natural hydrological process. The rate of infiltration will vary with soil type and condition, the antecedent conditions and with time. The process can be used to recharge groundwater sources and feed baseflows of local watercourses, but where groundwater sources are vulnerable or there is risk of contamination, infiltration techniques are not suitable. Additionally, shallow groundwater and low infiltration rates will prevent the application of infiltration SuDS.

**Detention/Attenuation:** the slowing down of surface flows before their transfer downstream, usually achieved by creating a storage volume and a constrained outlet. In general, though the storage will enable a reduction in the peak rate of runoff, the total volume will remain the same, just occurring over a longer duration.

**Conveyance:** the transfer of surface runoff from one place to another, e.g. through open channels, pipes and trenches.

**Water Harvesting:** the direct capture and use of runoff on site, e.g. for domestic use (flushing toilets) or irrigation of urban landscapes. The ability of these systems to perform a flood risk management function will be dependent on their scale, and whether there will be a suitable amount of storage always available in the event of a flood.



## Managing the Natural Environment 12

**12.60** As part of any SuDS scheme, consideration should be given to the long-term maintenance of the SuDS to ensure that it remains functional for the lifetime of the development.

### In Rushmoor

**12.61** An assessment of the suitability of using infiltration SuDS techniques across the Borough was undertaken as part of the Level 1 Strategic Flood Risk Assessment (April 2015). It is recognised that infiltration techniques will be inappropriate in certain parts of the Borough due to geological constraints. However, there are notable areas that are considered to be highly compatible with infiltration techniques and such SuDS solutions will be encouraged in the first instance. In areas where infiltration is considered to be inappropriate, other SuDS techniques e.g. Detention/Attenuation will be encouraged.

### Policy Option A: Preferred Approach

#### NE8 - Sustainable Drainage Systems

An approach requiring the implementation of strategic, integrated and maintainable SuDS in all flood zones for both brownfield and greenfield sites. Infiltration techniques should be investigated in the first instance as this mimics the natural hydrological process.

For greenfield developments, the peak runoff rate/volume from the development to any highway drain, sewer or surface water body for the 1 in 1 year and 1 in 100 year rainfall event must not exceed the greenfield runoff rate for the same event.

For developments which were previously developed, the peak runoff rate/volume from the development to any drain, sewer or surface water body for the 1 in 1 year and 1 in 100 year rainfall event must be as close as reasonably practical to the greenfield runoff rate from the development for the same rainfall event, but should never exceed the rate of discharge from the development prior to redevelopment for that event.

### Discounted Option

#### Option B

##### No Policy

The NPPF (paragraph 100) states that Local Plans should be supported by Strategic Flood Risk Assessment and develop policies to manage flood risk from all sources. It further states that Local Plans should include strategic policies to deliver the provision of infrastructure for flood risk and coastal change management (paragraph 156). In addition, the NPPF states that LPAs should adopt proactive strategies to mitigate and adapt to climate change, taking full account of flood risk, coastal change and water supply and demand considerations (para 94). Accordingly, the absence of such a policy on SuDS would conflict with national policy and put at risk the LPA's ability to manage flood risk in the Borough appropriately.

## 12 Managing the Natural Environment

### Farnborough Airport

**12.62** During consultation on the 'Preferred Approach' version of the Farnborough Airport Area Action Plan (FAAAP) in 2010, the Environment Agency raised concerns regarding the absence of specific policy guidance on surface water flooding and sustainable drainage systems for new development within the AAP boundaries. The FAAAP did not progress beyond the 'Preferred Approach' version and policies relating to the Airport are now being absorbed into the Local Plan. Accordingly, the issues raised by the Environment Agency in respect of water and flooding are addressed.

**12.63** The Airport, in its present layout, includes a substantial amount of hard standing that impacts on flood risk. Surface water from Farnborough Airport runs off into Cove Brook. This is a flashy river (water levels rise rapidly) so it is sensitive to surface water run-off and has the potential to increase surface water and river flooding further downstream. The introduction of effective SUDS and the restriction of surface water runoff rates from new developments to greenfield rates is therefore particularly important.

#### Policy Option A: Preferred Approach

##### NE9 - Surface Water Flooding at Farnborough Airport

An approach which sets out that all new development within the operational boundary of Farnborough Airport will incorporate a site-specific flood risk assessment that ensures a greenfield discharge rate or better is achieved in order to not further exacerbate surface water flooding problems downstream.

### Discounted Option

#### Option B

##### No Policy

The absence of any further policies relating to surface water flooding within the operational boundary of Farnborough Airport would fail to address the outstanding concerns of the Environment Agency and reduce the opportunities to lessen impacts arising downstream in areas of higher risk.

## 13 Monitoring

**13.1** The Council's [Authority Monitoring Report](#) (AMR) will be used to report on the effectiveness of delivering the Vision and Objectives in the Local Plan. The table overleaf sets out a set of monitoring indicators and targets which will be used to assess whether the objectives are being met. The monitoring indicators have mainly been identified from indicator sets that the Council already has to report on.

## 13 Monitoring

Indicators	Base Figure (as at April 2015)	Annual Monitoring target/process	Target by 2032	Delivery Partners
<p><b>Objective A:</b> To address local housing needs by planning for a minimum of 8,200 new homes of an appropriate housing mix and tenure, including specialist housing needs, between 2011 and 2032.</p>				
<p><b>Key Delivery Policies:</b></p> <ul style="list-style-type: none"> <li>● SS1 - Presumption in Favour of Sustainable Development</li> <li>● SS2 - Spatial Strategy</li> <li>● SP1 - Aldershot Town Centre <ul style="list-style-type: none"> <li>● SP1.4 - the Galleries</li> <li>● SP1.5 - Union Street East</li> <li>● SP1.6 - High Street</li> <li>● SP1.7 - Hippodrome House</li> <li>● SP1.8 - Westgate Phase II</li> <li>● SP1.9 - Aldershot Railway Station</li> </ul> </li> <li>● SP2 - Farnborough Town Centre <ul style="list-style-type: none"> <li>● SP2.3 - Farnborough Civic Quarter</li> </ul> </li> <li>● SP5 - Wellesley</li> <li>● SP6 - The Crescent</li> <li>● DE5 - Proposals Affecting Existing Residential (C3) Uses</li> <li>● LN1 - Housing Mix</li> <li>● LN2 - Affordable Housing</li> <li>● LN3 - Gypsies, Travellers and Travelling Showpeople</li> <li>● LN4 - Specialist Housing</li> <li>● LN5 - Neighbourhood Renewal</li> </ul>				
A1. Land Supply	A supply of identifiable and deliverable housing land for 1,756 net new dwellings	Maintaining a 5 year housing land supply	N/A	<ul style="list-style-type: none"> <li>● Developers and landowners</li> </ul>

## Monitoring 13

Indicators	Base Figure (as at April 2015)	Annual Monitoring target/process	Target by 2032	Delivery Partners
	<p>over the next five years. This equates to a land supply of 18 years.</p> <p>Discounting SHLAA projections over the 5 year period (888 dwellings), the Borough has a housing land supply of approximately 9 years.</p>			
A2. Net additional dwellings	194 homes (2013/14)	Delivery of housing in line with the housing trajectory.	8,200 additional homes delivered of which 3,850 at Wellesley	<ul style="list-style-type: none"> <li>Developers and landowners</li> <li>Registered Social Landlords</li> </ul>
A3. Net affordable housing completions	73 homes (2013/14)	<p>An average of X net affordable homes a year</p> <p>[The number to reflect the percentage of affordable homes to be sought through emerging Policy LN2. The current target is 150 net affordable homes per year]</p>	<p>X affordable homes delivered</p> <p>[The number to reflect the percentage of affordable homes to be sought through emerging Policy LN2. The current target is 150 net affordable homes per year]</p>	<ul style="list-style-type: none"> <li>Defence Infrastructure Organisation</li> <li>Homes and Communities Agency</li> </ul>
A4. Dwelling Mix	As set out in the SHMA 2015	Delivery in line with the SHMA (and any update)	Mix of new homes in line with the SHMA, to include an increase in the proportion of 4+ bedroom homes in the Borough	<ul style="list-style-type: none"> <li>Neighbouring authorities</li> </ul>

## 13 Monitoring

Indicators	Base Figure (as at April 2015)	Annual Monitoring target/process	Target by 2032	Delivery Partners
A5. Net change in number of yards (Travelling Showpeople)	2 yards/plots	No net loss	No net loss	

Indicators	Base Figure (as at April 2015)	Annual Monitoring target/process	Target by 2032	Delivery Partners
<b>Objective B</b> - To deliver a sustainable urban extension at Wellesley, Aldershot of about 3,850 new homes by 2032.				
<b>Key Delivery Policies:</b> <ul style="list-style-type: none"> <li>● SS2 -Spatial Strategy</li> <li>● SP5 - Wellesley</li> </ul>				
B1. Net additional dwellings at Wellesley	0	Delivery of housing in line with the housing trajectory with first completions in 2015/16.	Approximately 3,850 dwellings delivered	Bellway Homes Grainger Plc
B2. Net affordable housing completions at Wellesley	0	Delivery of housing in line with the housing trajectory with first completions in 2015/16.	Approximately 1,340 affordable dwellings delivered at Wellesley	Defence Infrastructure Organisation Homes and Communities Agency
B3. Provision of social and community infrastructure at Wellesley	n/a	Annual delivery of infrastructure in line with the Rushmoor Infrastructure Plan and any agreed Infrastructure Strategy as part of the planning permission.	Delivery in line with the outline planing consent	Registered Social Landlords Hampshire County Council
B4. Provision of employment and retail facilities at Wellesley	n/a	Completion of development in line with an agreed phasing plan.	Delivery in line with the outline planing consent and SPD.	Utilities and Infrastructure providers and agencies Other development partners

## 13 Monitoring

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
<p><b>Objective C</b> - To protect the land required to fulfil the Borough's role in enabling strong economic performance across the Functional Economic Area and wider Enterprise M3 LEP area, through the safeguarding of a range of Strategic and Locally Important Employment Sites.</p>				
<p><b>Key Delivery Policies:</b></p> <ul style="list-style-type: none"> <li>● SS2 - Spatial Strategy</li> <li>● PC1 - Economic Growth and Investment</li> <li>● PC2 - Safeguarding the Strategic Employment Sites</li> <li>● PC3 - Safeguarding Locally Important Employment Sites</li> <li>● PC4 - Other Employment Sites</li> <li>● PC5 - Farnborough Business Park</li> <li>● PC6 - Cody Technology Park</li> <li>● PC7 - East Aldershot Industrial Cluster</li> </ul>				
<p>C1. Amount of jobs in the Borough.</p>	<p>44,800 jobs (BRES, 2012)</p>	<p>The number of jobs in the Borough has increased from the previous monitoring year</p>	<p>To contribute towards meeting the forecast employment needs of the Hart, Rushmoor and Surrey Heath Functional Economic Area (approximately 23,700 jobs between 2011 and 2032)</p>	<p>Department for Trade and Industry Enterprise M3 HCC / RBC Economic Development</p>
<p>C2. Loss of land to non employment uses at the defined Strategic Employment Sites</p>	<p>N/a</p>	<p>Amount of employment land lost to alternate uses (ha)</p>	<p>No net loss of employment land at the Strategic Employment Sites</p>	<p>Developer and Landowners</p>



## Monitoring 13

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
C3. Loss of land to non employment uses at the defined Locally Important Employment Sites	N/a	Amount of employment land lost to alternate uses (ha)	Net loss of less than 5% of employment land at the Locally Important Employment Sites	
C4. Proportion of working age people on out of work benefits	0.9% (All people claiming Job Seekers' Allowance in December 2014 NOMIS)	Tracked against trend and South East average	A decreased level to the same as or less than the South East average	Enterprise M3 HCC / RBC Economic Development
C5. Proportion of working age population with NVQ4+	29.7% (NOMIS for 2013)	Tracked against trend and South East average	To increase to a level no less than the South East average	Rushmoor Employment and Skills Zone
C6. Births and deaths of enterprises as a proportion of all active enterprises	13.8% business births and 9.6% business deaths in year to May 2013 (ONS)	Tracked against trend and South East average	Business births exceeding deaths Proportion of business births to meet or exceed South East average	Hampshire County Council Local Education Providers
C7. Businesses per 1000 population	34.3 (Active Enterprises per mid year population estimate, ONS for 2013)	Tracked against trend	To increase	
C8. Gap in earnings between people who live in the Borough and people who work in the Borough	£108 per week (Median gross weekly pay, full time workers, NOMIS 2014)	Tracked against trend	To decrease	

## 13 Monitoring

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
<p><b>Objective D</b> - To enhance the vitality and viability of Aldershot and Farnborough town centres as retail and leisure destinations to meet the needs of residents.</p>				
<p><b>Key Delivery Policies:</b></p> <ul style="list-style-type: none"> <li>● SP1 - Aldershot Town Centre</li> <li>● SP1.1 - Primary Frontages in Aldershot Town Centre</li> <li>● SP1.2 - Secondary Frontages in Aldershot Town Centre</li> <li>● SP1.3 - Westgate</li> <li>● SP1.8 - Westgate Phase II</li> <li>● SP2 - Farnborough town Centre</li> <li>● SP2.1 - Primary Frontages in Farnborough Town Centre</li> <li>● SP2.2 - Secondary Frontages in Farnborough Town Centre</li> <li>● SP2.3 - Farnborough Civic Quarter</li> <li>● SP3 - North Camp District Centre</li> <li>● SP3.1 - North Camp District Centre Primary Shopping Frontage</li> <li>● SP3.2 - North Camp District Centre Secondary Shopping Frontage</li> <li>● LN7 - Retail Impact Assessments</li> </ul>				
<p>D1. Total amount of floorspace for town centre                      Use Percentage of vacant units within the town centres</p>	<p>26% in Aldershot town centre</p>	<p>Completions of net new Annual percentage vacancy comparison floorspace and rate tracked against South East averages over a rolling 5 year period and other town centres</p>	<p>Delivery of new retail to pursue the capacity within the town centres and maintain the vitality of the town centres, ongoing monitoring with the capacity identified in the latest Retail Study</p>	<p>Landowners,</p>

## Monitoring 13

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
	15% in Farnborough town centre (RBC monitoring, 2014)		centres relative to the South East regional average, and to reduce the gap between Aldershot and Farnborough and the best performing town centres in the South East region	

## 13 Monitoring

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
<b>Objective E</b> - To support the continuation of business aviation flying and the biennial Airshow at Farnborough Airport.				
<b>Key Delivery Policies:</b>				
SS2 Spatial Strategy				
E1. Total number of annual flight movements	24,761 between 1 January and 31 December 2013	Up to maximum permitted level (50,000)	The number of flight movements is within the permitted limit (50,000)	TAG Farnborough Airport
E2. Total Number of weekend flight movements	5,802 between 1 January and 31 December 2013	The number of weekend flight movements (G) to be within the permitted limit (8,900)	The number of weekend flight movements (G) to be within the permitted limit (8,900)	TAG Farnborough Airport

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
<p><b>Objective F</b> - To ensure the appropriate protection of existing, and the provision of new, infrastructure, including green infrastructure and community facilities.</p>				
<p><b>Key Delivery Policies:</b></p> <ul style="list-style-type: none"> <li>● IN1 - Infrastructure Delivery</li> <li>● IN2 - Transport</li> <li>● IN3 - Telecommunications</li> <li>● DE6 - Open Space, Sport and Recreation</li> <li>● DE7 – Playing Fields and Ancillary Facilities</li> <li>● DE8 - Indoor Sport and Recreation Facilities</li> <li>● LN8 - Community Facilities</li> <li>● LN9 - Public Houses</li> </ul>				
<p>F1. The number of projects that are identified in the Rushmoor Borough Transport Statement that are delivered</p>	<p>Rushmoor Borough Transport Statement</p>	<p>Projects scheduled in the Rushmoor Infrastructure Plan over a twelve month period are delivered</p>	<p>Transport Infrastructure provided to support Local Plan development.</p>	<p>Hampshire County Council Enterprise M3 Department for Transport</p>
<p>F2. Improvements to green infrastructure</p>	<p>The Council is at the early stages of progressing a Green Infrastructure Study. This will identify the key areas of green infrastructure in the Borough and set a baseline for future</p>	<p>No net loss of green infrastructure</p>	<p>N/a</p>	<p>Natural England Ministry of Defence Landowners Developers</p>

## 13 Monitoring

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
	monitoring.			
F3. Amount of land (ha) implemented as SANG	<ul style="list-style-type: none"> <li>• Southwood Woodlands SANG</li> <li>• Hawley Meadows SANG</li> <li>• Rowhill Copse SANG</li> </ul>	A minimum of 8ha per 1000 net new population delivered	Sufficient SANG capacity to meet the Housing Trajectory	Natural England Ministry of Defence Landowners Developers
F4. Amount of open space (in terms of district parks, recreational grounds and local open space)	39.7 ha in Aldershot 69.8 ha in Farnborough (December 2014))	No loss of open space	No loss of open space	Sport England Landowners Developers

## Monitoring 13

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
<b>Objective G</b> - To ensure high quality, well-designed development is delivered in the Borough				
<b>Key Delivery Policies:</b> <ul style="list-style-type: none"> <li>● DE1 - Design in the Built Environment</li> <li>● DE2 - Residential Space Standards</li> <li>● DE3 - Residential Private Amenity Standards</li> <li>● DE9 - Advertisements</li> </ul>				
G1. Residential space standards	N/a	Monitoring the percentage of developments in the borough that meet the residential space standards	100% of eligible developments meeting the residential space standards	Developers and Registered Social Landlords
G2. Residential private amenity standards	N/a	Monitoring the percentage of eligible developments in the borough that meet the residential private amenity standards	100% of eligible developments meeting the residential space standards	

## 13 Monitoring

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
<p><b>Objective H</b> - To improve quality of life for residents, minimising inequalities across the Borough and particularly to focus on reducing pockets of multiple deprivation in Aldershot Park, Cherrywood and North Town.</p>				
<p><b>Key Delivery Policies:</b></p> <ul style="list-style-type: none"> <li>● LN5 - Neighbourhood Renewal</li> <li>● PC8 - Skills and Training</li> </ul>				
<p>H1. Delivery of regeneration scheme in North Town</p>	<p>180 new residential units have been completed</p>	<p>Annual housing monitoring</p>	<p>Delivery of 697 new dwellings (net gain of approximately 226)</p>	<p>First Wessex Housing Group Enterprise M3</p>
<p>H2. Number of Super Output Areas in the bottom 20% in the National Indices of Multiple Deprivation</p>	<p>Rankings Aldershot Town - 2456 Cherry wood - 6482 North Town - 2456</p>	<p>All LSOAs improving in ranking as new data is released.</p>	<p>Have no Super Output Areas in the bottom 20% in the National Indices of Multiple Deprivation</p>	<p>HCC / RBC Economic Development Rushmoor Employment and Skills Zone Hampshire County Council</p>



Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
<p><b>Objective I -</b> To conserve and enhance the built and natural environment, including heritage assets and areas of ecological value</p>				
<p><b>Key Delivery Policies:</b></p> <ul style="list-style-type: none"> <li>● SS1 - Presumption in Favour of Sustainable Development</li> <li>● SP7 - Aldershot Military Town</li> <li>● HE1 - Heritage</li> <li>● HE2 - Demolition of a Heritage Asset</li> <li>● HE3 - Development within Conservation Areas</li> <li>● HE4 - Archaeology</li> <li>● DE11 - Development on Residential Gardens</li> <li>● NE1 -Thames Basin Heaths Special Protection Area</li> <li>● NE2 -Green Infrastructure</li> <li>● NE3 - Biodiversity</li> <li>● NE4 - Countryside</li> </ul>				
<p>I1. Quality of and area of SPA</p>	<p>Area of 451 ha</p>	<p>Monitoring take-up of SANG capacity Monitoring SANG visitor numbers Monitoring carried out as part of the Thames Basin Heaths Strategic Access Management and Monitoring Project</p>	<p>SANG visitor numbers to remain within identified capacity (as set out in agreed management plans) SPA visitor monitoring to identify no significant change over that in 2005</p>	<p>Landowners and developers Ministry of Defence Hampshire County Council Environment Agency Natural England</p>

## 13 Monitoring

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
			Improvements in long term average populations of Nightjar, Woodlark and Dartford Warbler	Other Blackwater Valley authorities Blackwater Valley Countryside Recreation Servi
12. Quality and area of SSSIs	<p>The are five SSSIs in the borough, which consist of 10 units,</p> <ul style="list-style-type: none"> <li>• Four units are currently classed as favourable</li> <li>• Six units are classed as unfavourable / recovering</li> </ul> <p>(November 2013)</p>	<p>Area of SSSI</p> <p>% of SSSIs in favourable condition</p>	<p>To maintain area of SSSI, and to bring all SSSIs into favourable condition</p>	<p>Ce</p> <p>Heritage England</p>
13. Quality and area of SINCs	<p>There are currently 35 SINCs in the borough that cover an area of 467 ha</p> <p>13 of the SINCs are in positive management (HCC Ecology Group, March 2013)</p>	<p>Area of SINC and the number of SINCs in positive management</p>	<p>To maintain the area of SINC in the Borough and to increase the proportion considered to be positively managed</p>	

## Monitoring 13

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
14. Number and status of Listed Buildings	94 Listed Buildings Two Listed Buildings at Risk	Net gain/loss Number of Buildings at Risk	No loss No Buildings at Risk	Heritage England
15. Percentage of household waste sent for reuse, recycling and composting	27% (2013/14)	To have met statutory annual targets (not yet confirmed at national level)	To have met statutory targets (50% by 2020)	Hampshire County Council
16. Air Quality Monitoring on the SPA/SAC	As set out in the HRA, NOx deposition: Thames Basin Heaths SPA - 15.58 Kg N/ha/yr Thursley, Ash, Pirbright and Chobham SAC - 16.38 Kg N/ha/yr	Change in NOx deposition	Within the critical threshold	The Council will work with partners to consider the best way to monitor changes in air quality across the Borough, and on European sites

## 13 Monitoring

Indicators	Base Figure (as at April 2015 (unless otherwise stated))	Annual Monitoring target/process	Target by 2032	Delivery Partners
<p><b>Objective J</b> - To minimise the impact of climate change on new and existing development in the Borough, to reduce the contribution of new and existing development in the Borough to the causes of climate change, and to ensure adaptation to forecast climate change impacts.</p>				
<p><b>Key Delivery Policies:</b></p> <ul style="list-style-type: none"> <li>● DE10 - Pollution</li> <li>● NE5 - Managing Flood Risk</li> <li>● NE6 - Areas at Risk of Surface Water Flooding</li> <li>● NE7 - Causal Areas of Surface Water Flooding</li> <li>● NE8 - Sustainable Drainage Systems</li> <li>● NE9 - Surface Water Flooding at Farnborough Airport</li> </ul>				
<p>J1. Planning permissions granted contrary to Environment Agency advice on flooding and water quality grounds</p>	<p>Zero (2013/14)</p>	<p>Zero permissions granted contrary to EA advice (where EA consulted)</p>	<p>Zero permissions granted contrary to EA advice (where EA consulted)</p>	<p>Environment Agency Hampshire County Council (Lead Local Flood Authority) Thames Water</p>
<p>J2. Number of developments completed with SUDS measures implemented</p>	<p>Not previously monitored</p>	<p>100%</p>	<p>100%</p>	<p>Environment Agency Hampshire County Council (Lead Local Flood Authority)</p>

## Monitoring 13

Indicators	Base Figure (as at April 2015 (unless otherwise stated))	Annual Monitoring target/process	Target by 2032	Delivery Partners
J3. Number of planning applications granted contrary to Thames Water's advice on pluvial flooding	Zero (2013/14)	Zero	Zero	Thames Water
J4. Proportion of new major, non-residential developments reaching or exceeding BREEAM 'Very Good' standards	Not monitored in 2013/14	100% of buildings to be constructed to prescribed building standards	All new major, non-residential developments to be constructed to at least BREEAM Very Good standard (or equivalent)	Developers
J5. Proportion of new homes meeting the Building Regulations optional requirement of 110 litres/person/day.	New requirement - not previously monitored	100% of new dwellings	100% of new dwelling	Developers

## 13 Monitoring

Indicators	Base Figure (as at April 2015 unless otherwise stated)	Annual Monitoring target/process	Target by 2032	Delivery Partners
<b>Objective K - To encourage sustainable solutions to movement in and out, and around the Borough.</b>				
<b>Key Delivery Policies:</b>				
	<ul style="list-style-type: none"> <li>● SS2 – Spatial Strategy</li> <li>● SP1 – Aldershot Town Centre</li> <li>● SP2 - Farnborough Town Centre</li> <li>● SP3 -North Camp District Centre</li> <li>● SP5 - Wellesley</li> <li>● SP8 - Aldershot Military Town</li> <li>● IN2 - Transport</li> </ul>			
K1. Congestion - average extra journey time during the morning peak - A325 Farnborough Road	3.4% reduction compared to the previous year (2012/13)	Annual reduction	N/a	Hampshire County Council
K2. Percentage of qualifying developments supported by a Travel Plan	100% (2011/12)	100%	100%	Hampshire County Council
K3. Percentage increase in patronage on Bus Route 1 (Goldline) bus service	8% increase since 2011/12. improvement available	To show an annual increase in patronage of at least 1%	N/a	Stagecoach

## Monitoring 13

## Risks to delivering the Local Plan

**13.2** The Council has identified the following risks to delivering the Local Plan. These are:

Risk	Contingency
An economic slowdown or recession reducing the amount of development in the borough.	As set out below there is a significant amount of housing development under construction and it is considered that this is not a significant risk in the short t medium term. The Viability Study will test a range of economic conditions to ensure that the Plan does not make development unviable. Any significant economic change affecting delivery of the Plan may warrant an early review.
Housing not being delivered as expected.	In view of the existing level of commitments, including the commencement of Wellesley, and other sites under construction, and the level of deliverable sites identified through the SHLAA, the Council does not consider that any significant contingencies need to be put in place for housing delivery in the medium term. The main constraint to residential development coming forward is considered to be the availability of appropriate mitigation for the Thames Basin Heaths Special Protection Area as set out below.
Insufficient opportunities to provide avoidance and mitigation for the <b>Thames Basin Heaths Special Protection Area</b> .	The Council is working closely with Natural England, adjoining Local Authorities and the EM3 LEP to pursue possible options for providing mitigation for the impact of new development upon the Special Protection Area. However the provision of new housing may be delayed or reduced if such sites are not available.
The <b>lack of investment</b> in relevant <b>infrastructure</b> .	The preparation of an Infrastructure Plan and the putting in place of mechanisms by which this will be implemented and monitored will help to ensure that appropriate investment takes place.
Uncertainty about future public funding.	The Council will make the most efficient use of resources by prioritising projects and, where possible, using joint working.

## 14 Glossary

## 14 Glossary

	Term	Explanation
	Accessibility	A measure of the ease with which somebody can travel to or from a particular destination.
	Active Frontage	Active frontage – An active frontage brings interest, life and vitality to the public realm. Active frontages should have doors and unobstructed glass shop frontage which allows active visual engagement between inside and outside the building (i.e. internal uses and activity is visible from the outside).
	Affordable Housing	Affordable housing is defined as social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.
	Affordable Rented Housing	Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
	Ageing Population	This occurs when the median age of a region rises and a rise in the proportion of the population that is elderly. This happens because of rising life expectancy and/or declining birth rates and migration patterns, e.g. out-migration of younger people and families and in-migration of elderly people to the area.
AAIB	Air Accidents Investigation Branch	The Air Accidents Investigation Branch is located alongside the Rail Accidents Investigation Branch in Farnborough. The AAIB the independent aircraft accident investigation organisation for the UK.
APPB	Airport Planning Policy Boundary	The boundary of the Airport as defined on the Policies Map for the purpose of applying Policy SP4 and the accompanying suite of policies relating to Farnborough Airport as set out in the draft Local Plan
ATM	Air Traffic Movement	An "Air Traffic Movement" - a take-off or landing by an aircraft, also frequently referred to as a "flight movement"
	Allocated Site	A site identified in the Local Plan as being appropriate for a specific land use(s) in advance of any planning permission.



## Glossary 14

	Term	Explanation
	Allotment	An allotment is an area of land, leased either from a private or local authority landlord, for the use of growing fruit and vegetables. In some cases, this land will also be used for the growing of ornamental plants.
	Amenity	The pleasant or normally satisfactory aspects of a location which contribute to its overall character and the enjoyment of residents or visitors. Amenity is often a material consideration in planning decisions.
AMR	Authority Monitoring Report	Annual report published on the Council's website on the progress of preparing the Local Plan and the effectiveness of policies and proposals.
APF	Aviation Policy Framework	The aviation policy framework sets out the Government's policy to allow the aviation sector to continue to make a significant contribution to economic growth across the country. The document provides the baseline for the Airport's Commission to take into account on important issues such as aircraft noise and climate change.
	B class uses	<p>These are defined in the Use Classes Order 1987 (as amended):</p> <p>B1: Business:</p> <p>a) Offices other than in a use within class A2</p> <p>b) Research and Development- laboratories, studios</p> <p>c) Light industry</p> <p>B2 General industrial the carrying on of an industrial process other than one falling within class B1 (excluding incineration purposes, chemical treatment or landfill or hazardous waste)</p> <p>B8: Storage or distribution- storage or as a distribution centre (including open air storage).</p>
	Biodiversity	The existence of a wide variety of plant and animal species.
	Building Regulations	Ensures that the policies set out in legislation regarding building standards are carried out. Building regulations approval is required for most building work in the UK.

## 14 Glossary

	Term	Explanation
	Business Aviation	Flying activities and operations that are dedicated to the needs of companies, individuals and organisations which require a premium priced service for a high degree of mobility, a high standard of service and flexibility and privacy in aviation service, as an aid to the conduct of their business. To be clear, business aviation excludes such activity in connection with the Farnborough Airshow, bulk freight services and "inclusive tour" charter flying. It also excludes training and recreational flying (other than recreational flying by the DERA Aero Club or essential familiarisation, training and flying checks by aviation crew).
	Brownfield Sites	See previously developed land.
	Chapter	An International Civil Aviation Organisation noise certification standard for aircraft.
	Circular	Circulars are issued by central government to explain policy and regulation more fully. They can include a direction or requirement to take specific action and often include guidance on the implementation of aspects of planning policy.
CHP	Combined Heat and Power	This is the simultaneous generation of usable heat and power (usually electricity) in a single process, thereby reducing wasted heat.
CIL	Community Infrastructure Levy	A levy that local authorities can choose to charge on new developments in their area. The charges are based on formulae relating to the size and type of the new development and money can be used to support development by funding infrastructure that the council, local community and neighbourhoods want.
	Community Facility	These include, but are not limited to, facilities such as community centres and other community meeting places, healthcare facilities, education facilities, childcare facilities, the voluntary sector, public service providers, places of worship, and cultural facilities including theatres and arts centres.
	Community Right to Build	The Community Right to Build forms part of the Localism Act and gives groups of local people the power to deliver the development that their local community wants.

## Glossary 14

	Term	Explanation
	Comparison Shopping	The retailing of items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods.
	Conservation Areas	An area designated as being of special architectural or historic interest. Within a conservation area there are strengthened controls over demolition, minor development and the protection of trees. Local planning authorities have a duty to preserve and enhance conservation areas.
	Convenience Shopping	The retailing of everyday essential items including food, drinks, newspapers and confectionery.
	Core Strategy	Sets out a long-term vision and strategic policies and proposals for the Borough. The Rushmoor Core Strategy was adopted by the council in 2011 but will be replaced by the Local Plan once adopted.
	Corporate Plan	The Corporate Plan sets out the direction for the Council for the year, including an overview of priorities and key actions. It is updated annually to reflect any changes to community needs and to policies or services.
	Cultural Facilities	Includes arts, theatres, museums, galleries and cinemas.
	Decentralised Energy	This is where energy is generated close to where it is needed, away from the National Grid. It covers a range of renewable and low carbon technologies.
	Density	Housing density is represented by the number of dwellings per hectare (dph). Net dwelling density is calculated by including only those site areas which will be developed for housing and directly associated uses, including access roads within the site, private garden space, car parking areas, incidental open space and landscaping and children's play areas, where these are provided.
	Development Plan	Documents which set out Local Planning Authority policies and proposals for the development and use of land within their areas. In the Borough of Rushmoor, the Development Plan comprises the Core Strategy (October 2011), the saved policies in the Rushmoor Local Plan Review, the Proposals (now known as "Policies") Map, the Hampshire Minerals and Waste Plan (October 2013) and saved Policy NRM6 of the South East Plan.
DPDs	Development Plan Documents	Development Plan Documents are the parts of the Local Development Framework (now the Local Plan) which are subject to individual testing and have the weight assigned to Development Plan status.

## 14 Glossary

	Term	Explanation
	District Centres	A District Centre located in North Camp, South Farnborough, which provides a range of small shops and services for local needs, together with specialist shops and restaurants.
	Duty to Cooperate	Local Councils now have a Duty to Cooperate with their neighbouring councils and a set of prescribed bodies as defined by the Localism Act 2011 on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities.
	Economic Development	Economic development, as defined by national guidance, includes development within the "B" Use Classes (e.g. office, industrial, storage or distribution), public and community uses and main town centre uses. It also includes other development which achieves at least one of the following objectives: <ul style="list-style-type: none"> <li>• provides employment opportunities</li> <li>• generates wealth or</li> <li>• produces or generates an economic output or product</li> </ul>
	Edge of Centre	For retail purposes, a location that is well connected and up to 300 metres of the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances
ELR	Employment Land Review	Technical study that identifies employment land to meet the needs of the Hart, Rushmoor and Surrey Heath Function Economic Area (FEA) over the Local Plan period.
	Evidence Base	Information gathered by a Local Planning Authority to support the Local Plan and other Development Plan Documents.
	Extra Care Housing	The term "extra care" housing is popular with people whose disabilities, frailty or health needs make ordinary housing unsuitable but who do not need or want to move to long-term care (residential or nursing homes). It is used to describe a range of developments that comprise self-contained homes which have been designed, built or adapted to facilitate the care and support needs that its owner/tenants may have now or in the future, with access to care and support twenty four hours a day either on site or by call. It is also known as "assisted living".

## Glossary 14

	Term	Explanation
FEA	Functional Economic Area	Local Authorities need to be aware of the Functional Economic Area within which they are located, to understand the role of the Borough in economic development terms within this wider geographic area. Whilst there is no formal definition of FEAs and no definitive map of the geography of FEAs, the economic linkages and flows between different places inevitably vary depending on the issue or factor being analysed.
FIVE	Farnborough International Venue and Events	An events venue located on land bordering the Airport.
	Flight Movement	A movement is a take-off or a landing, so each flight is two movements.
GI	Green Infrastructure	Green Infrastructure is a network of green spaces and other environmental features which provides a multi-functional resource for the benefit of the environment and quality of life for communities. GI can include parks, open spaces, playing fields, woodlands, allotments and private gardens.
GTAA	Gypsy and Traveller Accommodation Assessment	An independent assessment of the need for Gypsy, Traveller and Travelling Showpeople accommodation.
	Gypsies and Travellers	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.
	Habitat	Place where an organism or a community of organisms live, including all living and non-living factors and conditions of the surrounding environment.
	Habitats Regulation Assessment	Also known as an Appropriate Assessment. Used to assess the impacts of proposals and land-use plans against the conservation objectives of a European Protected site and to ascertain whether it would adversely affect the integrity of that site.

## 14 Glossary

	Term	Explanation
HCC	Hampshire County Council	The County Council administrative area within which Rushmoor Borough falls. Hampshire County Council is the Local Highway Authority for the area, and are responsible for a number of other services including Education and Social Services.
	Heritage Assets	Parts of the historic environment that have significance because of their historic, archaeological, architectural or artistic interest. They include designated heritage assets (such as listed buildings and conservation areas) and assets identified by the Local Planning Authority during the process of decision-making or through the plan making process.
	Highway Authority	Hampshire County Council (HCC), as highway authority, is charged with looking after the highway network on behalf of the public. This means both maintaining its condition and protecting the right of all to use it without hindrance.
	Housing Association	Housing associations are independent bodies, often working closely with Councils to provide low-cost housing for local people in need. They are usually run on a "not-for-profit" basis, which means that any money left over after collecting rent and other charges is used to repair, buy or build new properties.
	Housing Market Area	The general area within which people most often move house. These will typically cover the administrative areas of multiple councils.
	Housing Mix	A mix of homes of different types and sizes to support the requirements of a range of household sizes, ages and incomes.
	Housing Strategy	A document prepared by the Local Authority which sets out what a Borough needs in terms of housing. It establishes priorities for action consistent with wider regional and national issues.
	Individual Risk	The probability of a fatality being suffered by a hypothetical individual exposed to the hazard in question, typically expressed as the probability of a fatality per year of exposure.
	Indoor Sports Facilities	Includes swimming pools, indoor sports halls and leisure centres, indoor bowls centres, indoor tennis courts.

## Glossary 14

	Term	Explanation
	Infrastructure	The set of services and facilities necessary for a development to function. Infrastructure includes transport, education, leisure and health facilities, as well as open space and utilities such as water and sewerage.
	Infrastructure Plan	The Infrastructure Plan forms part of the evidence base for the Local Plan. It assesses the infrastructure capacity and needs of the Borough and provides an overview of the way infrastructure is planned and the agencies involved in its delivery.
	Intermediate Housing	Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.
KES	Key Employment Site	Key Employment Sites as designated in the Rushmoor Core Strategy.
	Listed Building	A building of special historic or architectural interest included at Grades I, II* or II in a statutory list compiled or approved by the Secretary of State for Culture, Media and Sport. A listed building may not be demolished, extended or altered, internally or externally, in any way which would affect its character or appearance as a building of special architectural or historic interest, without the prior consent of the Local Planning Authority.
LDDs	Local Development Documents	Documents which set out the Council's policies and guidance related to the development and use of land.
LDS	Local Development Scheme	The Local Development Scheme (LDS) provides a 'project plan' identifying which development plan documents will be produced, in what order and when. It is a three year rolling programme that will be reviewed annually through the Authority Monitoring Report (AMR).
LEP	Local Enterprise Partnership	Local Enterprise Partnerships are locally-owned partnerships between Local Authorities and businesses and play a central role in determining local economic priorities and undertaking activities to drive economic growth and the creation of local jobs. The Enterprise M3 LEP covers North Hampshire and West Surrey and includes Rushmoor.

## 14 Glossary

	Term	Explanation
	Local Neighbourhood Centre	A small scale centre to be provided at Wellesley to include a mix of community, employment and small scale retail and service uses to provide for the needs of the local community.
	Local Plan Examination	The Local Plan will be submitted to the Planning Inspectorate who will appoint a Planning Inspector to examine the Local Plan. The Planning Inspector will conduct the Examination to determine whether the Plan is sound and complies with all the legal requirements.
	Locally Important Employment Site	These are sites that are not considered to fulfil the function of a Strategic Employment site, but are recognised for the important role they play in servicing the local economy. Such sites are generally smaller employment sites that provide locations to support local businesses or valuable 'bad neighbour' activities.
LTP	Local Transport Plan	The Local Transport Plan is a statutory document prepared by Hampshire County Council to set out key transport issues across the county and to establish a series of objectives to address these issues, including a programme for achieving them. The document is submitted to the Department for Transport, and can be used to secure funds to deliver local projects.
	Low Carbon Energy	This is energy that makes more efficient use of fossil fuels. An example of this would be a gas-powered combined heat and power unit. As well as using the energy generated, it also harnesses the heat to achieve an overall reduction in energy usage.
	Market Housing	Private housing for rent or for sale, where the price is set in the open market.
	Mixed Use	A site that is developed for more than one use e.g. retail, residential, business, leisure etc.
NATS	National Air Traffic Service	UK Air Navigation Service Provider.
	Noise Budget	An overall limit for the amount of aircraft noise that can be made during the year.



## Glossary 14

	Term	Explanation
	Noise Contour	An area subject to particular levels of noise from aircraft flying into and out of an airport.
NPPF	National Planning Policy Framework	The NPPF sets out the Government's planning policies for England and how these are expected to be applied at the local level.
NPPG	National Planning Practice Guidance	Guidance provided by national government to support policies in the National Planning Policy Framework (NPPF).
CCG	North East Hampshire Clinical Commissioning Group (CCG)	CCGs are clinically led groups that include all of the GP groups in their geographical area. CCGs are overseen by NHS England. The North East Hampshire CCG covers Rushmoor Borough.
	Open Space	Land which is not built on and which has some amenity value or potential for amenity value. Amenity value is derived from the visual, recreational or other enjoyment which the open space can provide, such as historic and cultural interest and value. This includes open spaces in public or private ownership.
	Operational Boundary	The Operational Boundary of the Airport as defined by TAG, the Airport operator, for the purpose of facilitating operations at the Airport
	Outdoor Sports	Includes tennis courts, bowling greens, sports pitches, golf courses, athletics tracks, school and other institutional playing fields, and other outdoor sports areas.
	Planning Obligation	Planning obligations provide a means through Section 106 agreements to enable development proposals to meet the needs of the local community by securing developer contributions towards the provision of community infrastructure, affordable housing and services.
PDL	Previously Developed Land	As defined by national planning policy, previously-developed land is that which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. The definition includes defence buildings, but excludes:
	Public Safety Zone	The areas of land at the ends of airport runways in which development is restricted.

## 14 Glossary

	Term	Explanation
	Primary Shopping Frontage	Area where retail development is concentrated. The extent of the primary shopping Frontages are defined on the Policies Map.
	Policies Map	A map of the Borough showing the Local Plan's proposals and where policies apply.
	Quota Count	A rating given to aircraft based on the noise that they make during take-off and landing.
RAIB	Rail Accidents Investigation Branch	The southern office of the Rail Accidents Investigation Branch is located alongside the Air Accidents Investigation Branch in Farnborough. The RAIB the independent railway accident investigation organisation for the UK.
	Registered Providers	Registered Providers are government funded not-for-profit organisations that provide affordable housing. They include housing associations, trust and cooperatives. They work with Local Authorities to provide homes for people meeting the affordable homes criteria. As well as developing land and building homes, they undertake a landlord function by maintaining properties and collecting rent.
	Regulated Emissions (from dwellings)	These are the emissions from a dwelling that are reported for Building Regulations approval. These include the emissions from space heating, ventilation, cooling, and lighting, and exclude appliance use as this depends upon the choice of the property user.
	Renewable Energy	This is energy from natural resources that can be naturally replenished such as sunlight, wind or rain. Examples of renewable energy technologies would include wind turbines and photovoltaics.
	Retail Impact Assessment	An assessment of the impact of a proposal for retail development on town centre vitality and viability and on existing, committed and planned public and private investment in a centre.
	Retail, Leisure and Town Centres Study	This study comprises two parts. Part 1 assesses the shopping patterns and future need for retail and other town centre uses with Rushmoor and Hart. Part 2 provides an audit and review of centres with Rushmoor including health checks, a review of town centre and shopping frontage boundaries and appraisal of development sites.

## Glossary 14

	Term	Explanation
	Risk Contour	The area exposed to a particular area of risk from aircraft flying into and out of an airport
	Rushmoor Borough Transport Statement	A document produced by Hampshire County Council to set out the transport objectives and delivery priorities for the Borough. The Rushmoor Borough Transport Statement builds upon existing transport related documents covering the Borough, notably the Local Transport Plan, and, the Aldershot and Farnborough Town Access Plans.
	Rushmoor Local Plan Review	The Rushmoor Local Plan Review was adopted in 2000, and the saved Policies therein form part of the Development Plan for Rushmoor Borough. These saved policies will be superseded on adoption of the new Local Plan.
	Risk Contour	The area exposed to a particular level of risk from aircraft flying into and out of an airport.
RSP	Rushmoor Strategic Partnership	The Rushmoor Strategic Partnership brings together various interest groups involved in the production and implementation of the Sustainable Community Strategy.
	Secondary Shopping Frontage	Secondary shopping frontage include some retail uses as well as a greater diversity of other uses such as restaurants, cinemas and businesses. The extent of the secondary shopping frontages are defined on the Policies Map.
	Section 106 Agreement	A legal agreement, under Section 106 of the Town and Country Planning Act 1990, between a Local Authority and a landowner, to regulate the development or use of land in a way that cannot effectively be controlled by planning conditions. This may be used to secure benefits or financial contributions, such as for the provision of community facilities, play space or transport related improvements.
	Sequential Approach	A systematic approach which aims to focus new economic growth and the development of main Town Centre uses within existing centres in the interests of vitality and viability. This is defined in greater detail in national guidance.
	Sequential Test	A test based on flood risk, which should be applied at all stages of planning in order to steer new development to areas at the lowest probability of flooding.

## 14 Glossary

	Term	Explanation
SINCs	Sites of Importance for Nature Conservation	Sites identified by Hampshire County Council as being of particular importance for nature conservation, containing habitats or features which are effectively irreplaceable (excluding statutorily designated sites).
SSSI	Sites of Special Scientific Interest	Sites of national importance for nature conservation, identified and protected by Natural England.
	Site Allocations	Allocation of sites for specific or mixed uses of development to be contained within Development Plan Documents. The policies will identify any specific requirements for individual proposals.
SME	Small and Medium Sized Enterprises	A small business, which has no single definition - it can be based on the number of employees, turnover, balance sheet information or audit threshold. Some definitions are based on a maximum of 250 employees.
	Social Rented Housing	Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.
SPA	Special Protection Area	European designated sites which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds.  The Thames Basin Heaths SPA includes areas of heathland across Surrey, Hampshire and Berkshire. All of Rushmoor Borough lies within the 5km buffer zone.
	Specialist and Supported Accommodation	Housing specifically designed to meet the identified needs of older people and people with support needs. See also Extra Care housing definition.

## Glossary 14

	Term	Explanation
SCI	Statement of Community Involvement	The SCI sets out standards to be achieved by the local planning authority in relation to involving the community in the preparation, alteration and continuing review of the Development Plan and in developing the SCI control decisions. It is subject to independent examination. In respect of documents prepared under the Development Plan the local planning authority is required to produce a statement showing how it complies with the SCI.
	Strategic Employment Site	These are sites that are considered to fulfil a strategic function with the Functional Economic Area (FEA) and that have greatest alignment to the Enterprise M3 priority sectors. In addition, sites that support or could support the FEA's core sectors such as business services and industrial and distribution sectors located along the A331 / M3 corridor.
SFRA	Strategic Flood Risk Assessment	The council has completed a SFRA in conjunction with the Environment Agency and Hampshire County Council which provides information on the probability of flooding, such as that from groundwater sources and sewers. The SFRA is used to ensure that, in allocating land or determining applications, development is located in areas at lowest risk of flooding.
SHLAA	Strategic Housing Land Availability Assessment	<p>The primary purpose of the SHLAA is to:</p> <ul style="list-style-type: none"> <li>• identify sites with the potential for housing</li> <li>• assess how many homes they could provide and</li> <li>• assess when they could be developed.</li> </ul> <p>The SHLAA is an important evidence source to inform plan-making, but does not in itself determine whether a site should be allocated for housing development.</p>
SHMA	Strategic Housing Market Assessment	<p>A Strategic Housing Market Assessment is a requirement of the NPPF and should:</p> <ul style="list-style-type: none"> <li>• estimate housing need and demand in terms of affordable and market housing</li> <li>• determine how the distribution of need and demand varies across the Hart, Rushmoor and Surrey Heath Housing Market Area</li> <li>• consider future demographic trends and identify the accommodation requirements of specific groups.</li> </ul>

## 14 Glossary

	Term	Explanation
SANGS	Suitable Alternative Natural Green Space	Suitable Alternative Natural Green Spaces are specifically identified green spaces provided in areas where development could bring increased visitor pressure on Special Protection Areas (SPAs). They are a central element of the Council's Avoidance and Mitigation Strategy for the Thames Basin Heaths SPA and aim to reduce pressure on the SPAs by providing attractive green spaces that people can use for recreation instead of the SPA.
SPDs	Supplementary Planning Documents	A type of Local Development Document that provides guidance on the implementation of planning policies and proposals. SPDs hold less weight than Development Plan Documents.
SA	Sustainability Appraisal	A tool for appraising policies to ensure that they reflect sustainable development objectives (i.e. economic, social and environmental factors). It incorporates Sustainable Environmental Assessment (SEA). Sustainability Appraisal is required under the Planning and Compulsory Purchase Act 2004, to be carried out on all Development Plan Documents.
	Societal Risk	A quantitative measure of the risk associated with events in which there may be multiple fatalities, typically characterised in terms of the probability of an accident causing an identified number of fatalities.
SCS	Sustainable Community Strategy	Under the Local Government Act (2000) the local authority must prepare a sustainable community strategy. There should be a clear relationship between the policies in local development documents and the community strategy.
	Sustainable Development	<p>Whilst there is no definitive or legal definition of sustainable development, it is generally accepted that the 1987 Report of the World Commission on Environment and Development – the Brundtland Commission's definition is a</p> <p>“Development that meets the needs of the present without compromising the ability of future generations to meet their own needs”</p> <p>The Ministerial foreword of the NPPF defines sustainable as ‘ensuring that better lives for ourselves don't mean worse lives for future generations’</p>

## Glossary 14

	Term	Explanation
SUDs	Sustainable Drainage Systems	<p>The term Sustainable Drainage Systems (SUDS) covers the range of drainage elements for managing surface water in a way which is more sympathetic to the natural and human environment than conventional below-ground drainage systems. This can include:</p> <ul style="list-style-type: none"> <li>• source control measures including rainwater recycling and drainage</li> <li>• infiltration devices to allow water to soak into the ground, that can include individual soakaways and communal facilities</li> <li>• filter strips and swales, which are vegetated features that hold and drain water downhill mimicking natural drainage patterns</li> <li>• filter drains and porous pavements to allow rainwater and run-off to infiltrate into permeable material below ground and provide storage if needed, and</li> <li>• basins and ponds to hold excess water after rain and allow controlled discharge that avoids flooding.</li> </ul>
	Sustainable Transport Modes	Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.
	Telecommunications	All forms of communications by electrical or optical wire and cable and radio signals (whether terrestrial or from satellite), both public and private. Telecommunications equipment includes radio based and digital technology equipment such as mobile phone masts, radio antennae and associated equipment.
	Tenure	Housing tenure describes the status under which people occupy their accommodation.
TBH SPA	Thames Basin Heaths Special Protection Area	A European nature conservation designation for the protection of three ground nesting birds.
TAP	Town Access Plan	The Town Access Plans for Aldershot and Farnborough were developed by Hampshire County Council and Rushmoor Borough Council. The documents identify the measures/schemes within an action plan to improve access to facilities and services within the town centres.
TAG		TAG is an acronym of Techniques d'Avant Garde. TAG Farnborough Airport Ltd. became the freehold owner of Airport in 2007. TAG Farnborough Airport Ltd. is a subsidiary of TAG Aviation.

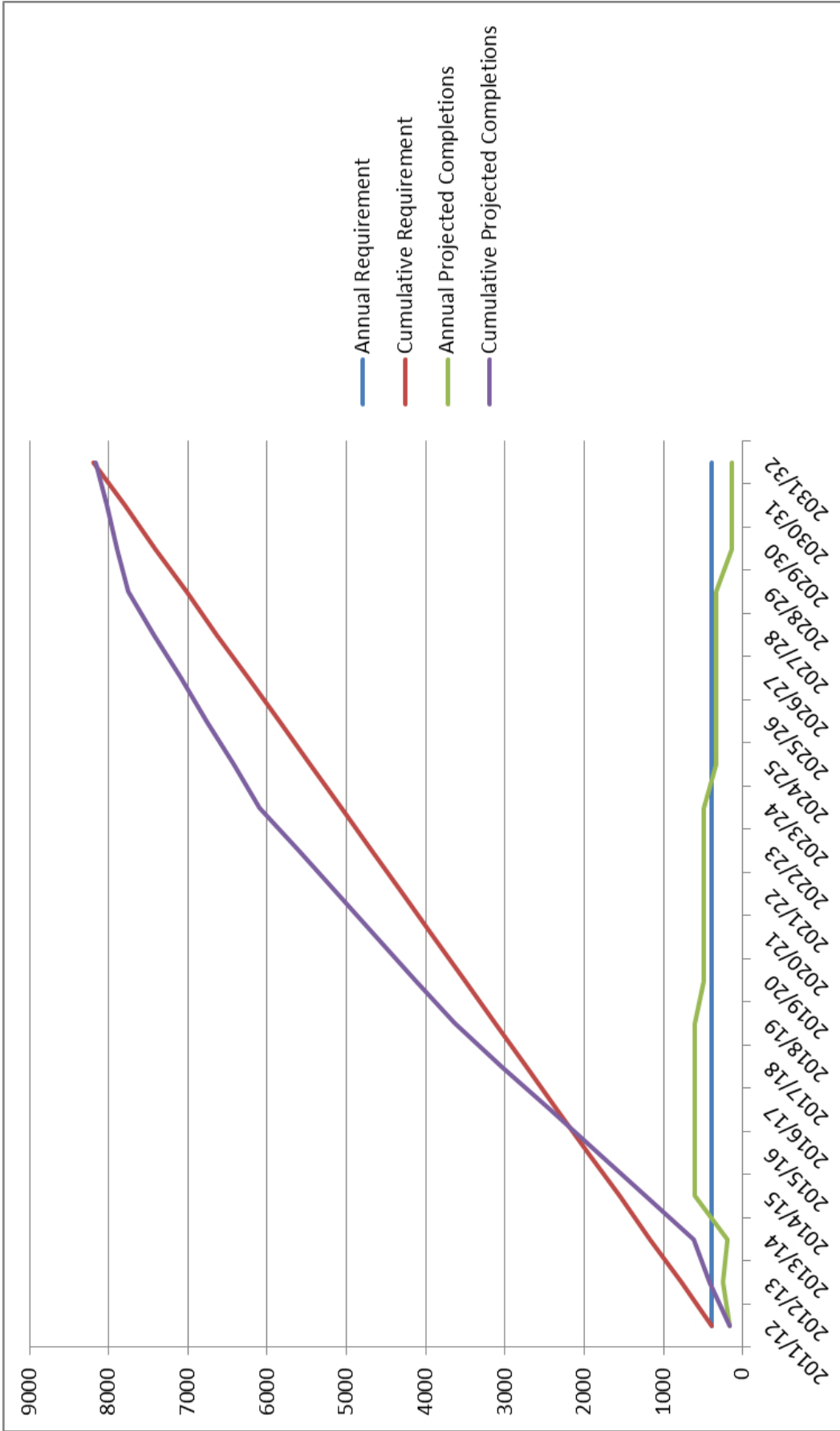
## 14 Glossary

	Term	Explanation
	Town Centre	The principal centres providing major retail, service, leisure, entertainment, cultural and other town centre uses, together with employment and housing. In Rushmoor the two town centres are Aldershot and Farnborough.
TA	Transport Assessment	A study of the patterns of movement around the Borough by all modes of transport. The study will test the impacts of Local Plan development on the transport infrastructure in the borough including a defined highway network. It will form part of the evidence base for the Local Plan.
	Travellers	For the purpose of planning policy, 'travellers' means Gypsies and Travellers and Travelling Showpeople.
	Travelling Showpeople	Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers.
	Travel Plans	A range of measures aimed at promoting sustainable travel within an organisation, or at a specific location, with the emphasis upon reducing dependency on single occupancy car journeys.
	Viability Assessment	A financial appraisal of the profit or loss arising from a proposed development, taking into account the estimated value of a scheme when completed and the building cost and other development costs incurred in delivering a scheme.
	Vitality	An overall measure of the health of a town centre.
	Windfall Development/Sites	Sites not identified in the Local Plan for any particular use which become available for development during the Local Plan period. Normally consists of infill sites, disused land or sites currently in another use which become available.



# 15 Housing Trajectory

## Housing Trajectory 15



Housing Trajectory 2011 - 2032

## 15 Housing Trajectory

Monitoring Year	Annual Requirement	Cumulative Requirement	Annual Projected Completions	Cumulative Projected Completions
2011/12	390	390	171	171
2012/13	390	390	255	426
2013/14	390	390	194	620
2014/15	390	390	604	1224
2015/16	390	390	604	1828
2016/17	390	390	604	2432
2017/18	390	390	604	3036
2018/19	390	390	604	3640
2019/20	390	390	491	4131
2020/21	390	390	491	4622
2021/22	390	390	491	5113
2022/23	390	390	491	5604
2023/24	390	390	491	6095
2024/25	390	390	333	6428
2025/26	390	390	333	6761
2026/27	390	390	333	7094
2027/28	390	390	333	7427
2028/29	390	390	333	7760
2029/30	390	390	134	7894
2030/31	390	390	134	8028
2031/32	390	390	134	8162

## Replacement of Saved Local Plan and Core Strategy Policies 16

**16 Replacement of Saved Local Plan and Core Strategy Policies****16.1 Replacement of Saved Local Plan and Core Strategy Policies****16.2 Table 1: Replacement of saved Local Plan Policies**

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
Open Land and Countryside			
ENV 2	Tourist and recreational development in the countryside	NE4	Countryside
ENV 4	Important Open Areas	NE2	Green Infrastructure
ENV 5	Green Corridors	NE2	Green Infrastructure
ENV 13	Trees	NE2	Green Infrastructure
Water Environment			
ENV 14	Water Environment	NE3	Biodiversity
ENV 15	Basingstoke Canal	HE3	Development within Conservation Areas
Built Environment			
ENV 16	Major sites	DE1	Design in the Built Environment
ENV 17	Smaller site	DE1	Design in the Built Environment
ENV 19	Comprehensive landscape plans	NE2	Green Infrastructure
ENV 19.1	Broad leaved native trees	NE2	Green Infrastructure
ENV 19.2	Supplement existing planting	NE2	Green Infrastructure
ENV 19.3	Enhance habitats for urban wildlife	NE3	Biodiversity
ENV 19.4	Long term maintenance	NE2	Green Infrastructure
ENV 20	Landscape for small sites	NE2	Green Infrastructure

## 16 Replacement of Saved Local Plan and Core Strategy Policies

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
ENV 21	Adequate access and facilities	Delete – Part M of the Building Regulations cover this issue	N/A
ENV 22	External areas	Delete – issue is addressed by legislation outside of Local Plans	N/A
ENV 23	Works to listed buildings	HE1 HE2 HE3	Heritage Demolition of a Heritage Asset Development within Conservation Areas
ENV 24	Demolition	HE2	Demolition of a Heritage Asset
ENV 25	Demolition conditions	HE2	Demolition of a Heritage Asset
ENV 26	Adjoining development	HE1 HE3	Heritage Development within Conservation Areas
ENV 27	Relaxing control	HE1	Heritage
ENV 28	Buildings & features of local importance	HE1	Heritage
ENV 29	Ancient Monuments	HE1	Heritage
ENV 30	Archaeology	HE4	Archaeology
ENV 31	Recording of remains	HE4	Archaeology
ENV 32	Designate conservation areas	HE3	Development within Conservation Areas
ENV 33	Demolition in conservation areas	HE3	Development within Conservation Areas
ENV 34	Preserve or enhance character	HE1	Heritage

## Replacement of Saved Local Plan and Core Strategy Policies 16

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
		HE3	Development within Conservation Areas
ENV 35	Adjoining development	HE3	Development within Conservation Areas
ENV 36	Materials	HE3	Development within Conservation Areas
ENV 37	Important views	HE3	Development within Conservation Areas
ENV 38	Consent for signs or adverts	DE9	Advertisements
ENV 39	Adverts in conservation areas	DE9	Advertisements
ENV 40	Illuminated signs in cons. Areas	DE9	Advertisements
ENV 41	Areas at risk of flooding	NE6 NE7	Areas at risk of surface water flooding  Causal areas of surface water flooding
ENV 42	Flood protection measures	NE8	Sustainable Drainage Systems
ENV 43	Flood risk outside the flood plain	NE5	Managing Flood Risk
ENV 44	Technical investigations	Delete – the evidence base supporting flood risk information is more robust and can be ascertained from the SFRA and EA	N/A
ENV 45	Community facilities in built-up area	LN8	Community Facilities
ENV 47	Telecommunication equipment	IN3	Telecommunications
ENV 48	Damage to the environment – noise, smoke, gasses etc.	DE10	Pollution

## 16 Replacement of Saved Local Plan and Core Strategy Policies

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
ENV 49	Development on contaminated land	DE10	Pollution
ENV 50	Amenities of local residents while sites are developed	DE10	Pollution
ENV 51	Development of sites affected by air pollution/noise	DE10	Pollution
ENV 52	Light pollution	DE10	Pollution
Open Space and Recreation			
OR 4	Public Open Space required for new residential development	DE6 DE7	Open Space, Sport and Recreation  Playing Fields and Ancillary Facilities
OR 4.1	Financial contributions	DE6	Open Space, Sport and Recreation
OR 5	Loss of allotments	DE6	Open Space, Sport and Recreation
OR 6	Noisy Sports	DE10	Pollution
OR 7	Indoor recreation, arts and entertainment facilities	DE8 SP1 SP2	Indoor Sport and Recreation Facilities  Aldershot Town Centre  Farnborough Town Centre
OR 8	Informal recreation at Southwood	Delete – Policy requirements have been met	
Tourism			
T1	Supporting Tourism Development	SS2 NE4	Spatial Strategy  Countryside

## Replacement of Saved Local Plan and Core Strategy Policies 16

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
T2	Supporting Camping and Touring Sites	SS2 NE4	Spatial Strategy Countryside
T3	Supporting Tourist Facilities in the built-up area	SS2 SP1 SP2 IN2 HE1	Spatial Strategy Aldershot Town Centre Farnborough Town Centre Transport Heritage
T4	Supporting Tourist Facilities Outside the Built Up Area	SS2 IN2	Spatial Strategy Heritage
T5	Land at Rushmoor Arena	NE4	Countryside
Transportation and Land Use			
TR 10	Contributions to fund works to the local transport infrastructure	IN1 IN2	Infrastructure Delivery Transport
TR 11	Land safeguarded for improvement schemes	IN1 IN2	Infrastructure Delivery Transport
TR 12	Rear access and servicing facilities	IN1 IN2	Infrastructure Delivery Transport
Housing			
H 2	Allocations for new housing	SP1.4-1.9 SP2.3 SP6	Aldershot Town Centre Allocations Civic Quarter The Crescent

## 16 Replacement of Saved Local Plan and Core Strategy Policies

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
		SP7	Meudon House
H 3	Housing and open space (Green Hedges)	To be deleted and site revert to within settlement boundary – site allocation has not come forward since being recognised in the 2000 Local Plan	N/A
H 8	Conversion to HMOs, flats etc.	DE5	Proposals Affecting Existing Residential (C3) uses
H 9	Specialised accommodation for elderly people	LN4	Specialist Housing
H 10	Mobility housing on major sites	LN4	Specialist Housing
H 10.1	Housing for those with special needs	LN4	Specialist Housing
H 11	Mobile Homes	Delete – Generic policy that does not add anything locally specific to general housing policies at NPPF level	N/A
H 13	Loss of residential accommodation	DE5	Proposals Affecting Existing Residential (C3) uses
H 14	New development and usable amenity space	DE3	Residential Private Amenity Standards
H 15	Planning applications for home extensions	DE5	Proposals Affecting Existing Residential (C3) uses
Town Centres & Shopping			
TC 1	Development and Diversity, Vitality and Viability in the centres	SP1	Aldershot Town Centre
		SP2	Farnborough Town Centre
		SP3	North Camp District Centre



## Replacement of Saved Local Plan and Core Strategy Policies 16

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
TC 2	Change of use in the shopping core	SP1.1 SP1.2 SP2.1 SP2.2 SP3.1 SP3.2	Primary Frontages in Aldershot Town Centre  Secondary Frontages in Aldershot Town Centre  Primary Frontages in Farnborough Town Centre  Secondary Frontages in Farnborough Town Centre  North Camp District Centre Primary Shopping Frontage  North Camp District Centre Secondary Shopping Frontage
TC 3	Residential uses above the ground floor in the shopping core	SP1 SP2 SP3	Aldershot Town Centre  Farnborough Town Centre  North Camp District Centre
TC 4	Town centre development outside the core	SP1 SP2 SP3	Aldershot Town Centre  Farnborough Town Centre  North Camp District Centre
TC 5	Business use in the town centres	PC1	Economic Growth and Investment
ATC 1	Wellington Avenue site for comprehensive development	SP1.3 SP1.8	Westgate  Westgate Phase II
ATC 2	Areas of east Aldershot town centres	Delete – key sites have been developed so no longer a requirement for the policy	N/A

## 16 Replacement of Saved Local Plan and Core Strategy Policies

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
S 1	Local shopping centres	LN6	Protection of designated neighbourhood shopping facilities
S 3	Alterations to shop fronts	DE1 HE3	Design in the Built Environment  Development within Conservation Areas
S 4	Retail sales at filling station	Delete –A need to assess the impact on viability of local centres is unlikely to be appropriate as the scale of retail floorspace will be under the retail impact threshold of proposed policy LN7.	N/A
S 5	Proposal for A3 uses	SP1.1-SP1.2 SP2.1-SP2.2 SP3.1-SP3.2 DE1	Aldershot Frontages Farnborough Frontages North Camp Frontages Design in the Built Environment
S 6	Proposal for Amusement centres	SP1.1-SP1.2 SP2.1-SP2.2 SP3.1-SP3.2	Aldershot Frontages Farnborough Frontages North Camp Frontages
Farnborough Aerodrome			
FA 1	Major development proposals at Farnborough aerodrome	None required as proposals implemented	N/A
FA 1.1	Recording and preserving aviation buildings	HE1 HE2	Heritage Demolition of a Heritage Asset

## Replacement of Saved Local Plan and Core Strategy Policies 16

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
		PC5	Farnborough Business Park
FA 2	Retain capacity for business aviation	SP4	Farnborough Airport
FA 2.1	Effective length of the runway	SP4	Farnborough Airport
FA 2.2 (B)	Not bulk freight, scheduled, tour, etc.	SP4.1	Type of Flying
FA 2.2 (C)	Flying should not harm environment, amenities; be served by local transport; not affect air quality	SP4 SP4.3 IN2 DE10	Farnborough Airport Hours of Operation Transport Pollution
FA 2.2 (D)	Flying and risks greater than 10,000 unacceptable. Greater than 100,000 will require assessment of benefits	SP4 SP4.5	Farnborough Airport Safety
FA 2.3	Land at Diamond Way for aviation buildings	SP4	Farnborough Airport
FA 2.4	Removal of permitted development rights	Business aerodrome development now implemented, so policy no longer required	N/A
FA 2.5	Other uses at the civil enclave and control tower etc. are if not required for the operation of the aerodrome	PC2	Safeguarding the Strategic Employment Sites to support core economic sectors
FA 3	Main factory site allocated for employment development plus appropriate uses	PC1 PC2 PC5	Economic Growth and Investment Safeguarding the Strategic Employment Sites to support core economic sectors Farnborough Business Park

## 16 Replacement of Saved Local Plan and Core Strategy Policies

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
FA 3.1	Land under the approach flight path – south east of the factory and RAF mess	SP4.5	Safety
FA 4	Land at Queen's Gate for employment and residential	Deleted – the site has consent for residential redevelopment – the final phase of which is currently under construction	N/A
FA 5	Development in the strategic gap and countryside at RAF mess, T area, AAIB, Range Road and "X"/Ball Hill	SP4 SP4.6 PC1 PC2	Farnborough Airport AAIB/RAIB Economic Growth and Investment Safeguarding the Strategic Employment Sites to support core economic sectors
FA 6	SBAC site safeguarded for a regional exhibition site	SP4	Farnborough Airport
FA 7	Land allocated for public open space at Puckridge Gate, main Gate and near the RAF mess	NE3 NE4	Biodiversity Countryside
FA 8	New distributor road between Elles Road and Queens roundabout	Deleted – infrastructure implemented	N/A
FA 9	Upgrading of Kennel Lane required for major development of the aerodrome	Deleted – revised infrastructure priorities	N/A
FA 10	Improvements to Elles Road and Ively Road	Deleted – infrastructure implemented	N/A
FA 11	Junction improvements at Ively Road/A 323	Deleted – infrastructure implemented	N/A

## Replacement of Saved Local Plan and Core Strategy Policies 16

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
FA 12	Public transport improvements	Deleted – infrastructure implemented	N/A
FA 13	Footpaths and cycle ways provision and along Ively Road and the A325	Delete – infrastructure implemented	N/A
FA 14	Commuter plan	Deleted – Travel Plans Implemented	N/A
Employment			
E 1	Royal Pavilion Site, Aldershot	PC1 PC2	Economic Growth and Investment  Safeguarding the Strategic Employment Sites to support core economic sectors
E 2	Guillemont Barracks site, Farnborough	Deleted - the part of this site that lies within Rushmoor Borough has consent for residential development	N/A
E 6	Small businesses	PC2 PC3 PC4	Safeguarding the Strategic Employment Sites to support core economic sectors  Safeguarding Locally Important Employment Sites to support economic needs  Other Employment Sites
E 6.1	Small units at Farnborough aerodrome	Deleted – the development at Farnborough Business Park includes some small office provision in addition to serviced offices	N/A

## 16 Replacement of Saved Local Plan and Core Strategy Policies

Saved Local Plan Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
E 7	Resist the loss of small units	PC4	Other Employment Sites
E 8	Bad neighbour uses at Hollybush Lane	PC3	Safeguarding Locally Important Employment Sites to support economic needs
E 8.1	Development in accordance with E 8	PC3	Safeguarding Locally Important Employment Sites to support economic needs
E 9	New bad neighbour use developments	Deleted – there have been changes to national policy and guidance since this policy was adopted	N/A
E 10	Comprehensive redevelopment of inappropriately located commercial sites	PC3 PC4	Safeguarding Locally Important Employment Sites to support economic needs  Other Employment Sites

16.3 Table 2: Replacement of Core Strategy Policies

Core Strategy Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
The Spatial Strategy			
SS1	Spatial Strategy	SS2	Spatial Strategy
Shaping Places			
SP1	Aldershot Urban Extension	SP5	Wellesley
SP2	Aldershot Military Town	SP8	Aldershot Military Town
SP3	Aldershot Town Centre	SP1	Aldershot Town Centre
SP4	Farnborough Town Centre	SP2	Farnborough Town Centre
SP5	North Camp District Centre	SP3	North Camp District Centre
SP6	Farnborough Airport	SP4	Farnborough Airport

## Replacement of Saved Local Plan and Core Strategy Policies 16

Core Strategy Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
SP7	Neighbourhood Renewal	LN5	Neighbourhood Renewal
Core Policies			
CP1	Sustainable Development Principles	SS1	Presumption in Favour of Sustainable Development
CP2	Design and Heritage	DE1	Design in the Built Environment
		HE1	Heritage
CP3	Renewable Energy and Sustainable Construction	DE4	Water Efficiency Standards
CP4	Surface Water Flooding	NE5	Managing Flood Risk
		NE6	Areas at risk of surface water flooding
		NE7	Causal areas of surface water flooding
		NE8	Surface water flooding at Farnborough Airport
		NE9	Sustainable Drainage Systems
CP5	Meeting Housing Needs and Housing Mix	LN1	Housing Mix
CP6	Affordable Housing	LN2	Affordable Housing
CP7	Gypsies and Travellers and Travelling Showpeople	LN3	Gypsies, Travellers and Travelling Showpeople
CP8	Supporting Economic Development	PC1	Economic Growth and Investment
		PC2	Safeguarding the Strategic Employment Sites to support core economic sectors
		PC3	Safeguarding Locally Important Employment Sites to support economic needs

## 16 Replacement of Saved Local Plan and Core Strategy Policies

Core Strategy Policy		To be replaced by Local Plan Policy	
Policy Ref:	Topic	Policy Ref:	Title
CP9	Skills and Training	PC8	Skills and Training
CP10	Infrastructure Provision	IN1	Infrastructure Delivery
CP11	Green Infrastructure Network	NE2	Green Infrastructure
CP12	Open Space, Sport and Recreation	DE6	Playing Fields and Ancillary Facilities
		DE7	Open Space, Sport and Recreation
		DE8	Indoor Sport and Recreation Facilities
CP13	Thames Basin Heaths Special Protection Area	NE1	Thames Basin Heaths Special Protection Area
CP14	Countryside	NE4	Countryside
CP15	Biodiversity	NE3	Biodiversity
CP 16	Reducing and Managing Travel Demand	IN2	Transport
CP17	Investing in Transport	IN2	Transport