

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

Case Officer Sarita Jones

Application No. 17/00241/ADJ

Date Valid 15th March 2017

Expiry date of consultations 11th April 2017

Proposal Consultation from Hart District Council in respect of Hybrid Planning Application (part full, part outline) for a residential-led mixed use redevelopment comprising 1. Outline planning application with means of access (in part) to be determined (all other matters reserved for subsequent approval), for the erection of up to 1,500 dwellings (Use Class C3); a local centre including residential (Use Class C3 within the up to 1,500 dwellings) and up to 2,655m<sup>2</sup> (GEA) of retail, commercial and/or community floorspace (Use Classes A1 to A5, B1, D1 and D2); a primary school (Use Class D1); drainage works including balancing ponds; on and off-site SANG mitigation; creation of landscaping, open space and ecological habitats; car and cycle parking; demolition of existing buildings; site clearance; earthworks; site remediation; provision of utilities infrastructure; off-site highway works; and all other ancillary and enabling works. 2 Full planning application for the erection of 189 dwellings (Use Class C3); access; drainage works including balancing ponds; creation of landscaping, open space and ecological habitats; car and cycle parking; earthworks; demolition of existing buildings; site remediation; provision of utilities infrastructure; off-site highway works; and all other ancillary and enabling works.

Address **Hartland Park Bramshot Lane Fleet**

Ward

Applicant Hart District Council

Agent

Recommendation **RAISE OBJECTION**

### **Description**

The site comprises an area of some 48 hectares surrounded by mature woodland, and lies to the north of the new Ively Road, within Hart District. The site, now called Hartland

Park/Village, was formerly known as Pyestock North. It was used by DERA as their engine testing research and development complex and subsequently passed to QinetiQ. Most of the on-site activities have transferred to Cody Park and the existing buildings and structures, comprising about 74,000 square metres, including engine testing facilities, offices and laboratories, are now largely decommissioned.

In April 2005 Rushmoor Borough Council raised objection in respect of a consultation from Hart District Council (ref. 05/00130/ADJ) on an outline proposal for redevelopment of the site to provide a storage and distribution park, with off-site highway works and landscaping improvements. The following reasons given.

" 1) The proposal would result in industrial development within the strategic gap involving warehouses that are larger in terms of scale bulk and floorspace than the existing buildings on the site, extensive car and lorry parking, intensive heavy vehicular activity and significant loss of existing woodland screening. It is therefore considered that the proposal would physically and visually diminish the open nature of the strategic gap and would thereby cause unacceptable harm to the rural character of the area and the environment surrounding Rushmoor.

2) The level and type of development proposed would generate significant additional traffic, particularly heavy goods vehicles, that would add to congestion on local roads such as Summit Avenue and Minley Link and increase in noise and air pollution for residents living nearby. Furthermore, the estimated 1,800 jobs to be created by the proposal would be likely to result in the extension of the labour catchment area, thereby increasing commuting to and from a site that is outside the built up area and placing greater pressure on local roads. It is considered that the proposal would result in significant traffic generation in an unsustainable location, with adverse implications for highway safety and the living conditions of residents in Rushmoor."

This application was not determined by Hart Council.

A further consultation was submitted by Hart, 07/00338/ADJ, for an outline application for the erection of new buildings for storage and distribution use (Class B8), together with ancillary offices and associated access, parking, groundwork's, infrastructure and landscaping (Hart reference 07/00764/MAJOR)

The illustrative development framework plan showed three retained existing buildings and 7 development plots of varying sizes, to create a total of 126,000 sqm of warehousing floorspace. In the indicative layout, three of the development plots were shown towards the northern boundary of the site and three to the south nearer to Ively Road. They were shown grouped round the largest plot in the centre of the site. The largest plot was indicated to cover some 14ha, with a maximum building size of 195 metres wide x 510 metres long x 19 metres high. The illustrative plan showed indicative access points in the north east corner of the site from the Pyestock roundabout via Bramshot Road (the existing access) and in a central position on the southern boundary from Ively Road. There was also a link shown in the south east corner of the site through to QinetiQ's Cody Park.

This application was accompanied by an Environmental Statement, a Planning Statement, a Transport Assessment and a green travel plan. In addition the applicant submitted a Design and Development Document, which identified some differences between the submitted scheme and the previous proposal. These differences were said to include:

a) development boundaries tightened to correspond more closely with the existing brownfield

"clearing";

- b) as a result of the above, woodland buffers that would previously have been lost could now be retained on the north, south and western boundaries;
- c) proposed financial contribution to acoustic fencing along the A327 Minley Link; a plan was submitted showing indicative sections of acoustic barrier between 1.5 & 2m in height on the southern side of the road; and
- d) reduction in the maximum potential size of the buildings.
- e) the submitted details suggested the facility would create 1600 jobs rather than the 1800 suggested in relation to the previous application.

Rushmoor raised objection to this consultation on the following grounds:

“The proposal would result in industrial development within the strategic gap involving warehouses that are larger in terms of scale bulk and floorspace than the existing structures on the site, extensive car and lorry parking, intensive heavy vehicular activity and significant loss of existing woodland screening. It is therefore considered that the proposal would physically and visually diminish the open nature of the strategic gap and would thereby cause unacceptable harm to the rural character of the area and the environment surrounding Rushmoor.

Bearing in mind the assumptions made in the Transport Assessment about the level of traffic that would be generated by the proposal, The Council is not satisfied that it would not add to congestion on the highway network. Furthermore, the estimated 1,600 jobs to be created by the proposal would be likely to result in the extension of the labour catchment area, thereby increasing commuting to and from a site that is outside the built up area and placing greater pressure on local roads. It is considered that the proposal could result in significant traffic generation in an unsustainable location, with adverse implications for highway safety in Rushmoor.

It has not been adequately demonstrated that the level and type of development and increased traffic associated with the proposal would not give rise to levels of noise that would cause harm to the amenities of residents in Rushmoor.”

This application was not determined by Hart.

In 2008 a further consultation was received from Hart, 08/00011/ADJ. This application sought full permission for a storage and distribution (Use Class B8) development on the site with associated office space, car and cycle parking, servicing facilities and landscaping. The development would provide a total of 126,216sqm of B8 floor space distributed over 10 units, including 9,198sqm of ancillary office space, with 1,137 car parking spaces (Hart reference 07/003197/MAJOR).

The submitted masterplan showed three retained existing buildings as before, together with 10 new buildings ranging in size from 2,171sqm up to 28,815sqm, and in ridge height from 11m to 19m. In general, the layout of the development had been designed to fall within the existing built footprint on the site following a similar grid network of roads and routes. There would be 3 relatively small units (J, K & L) along the northern boundary with two of the retained buildings in between, 4 larger units (B, C, D & E) in the centre and two small units (F & H) and one large unit (G) at the southern end of the site near Ively Road. The plan showed the main access point in the north east corner of the site from the A327 Pyestock roundabout via Bramshot Road (the existing access) and another in the south-west corner from Ively Road, which would be for cars, bicycles and emergency vehicles only. There was also a link shown in the south-east corner of the site through to QinetiQ's Cody Park.

Rushmoor raised objection to the consultation for the same reasons as set out above to the 2007 consultation.

This application was refused by Hart.

Appeals were lodged against 07/00764/MAJOR and 07/003197/MAJOR. In September 2009 the Secretary of State granted planning permission for both proposals concluding that the proposals were in overall accordance with the development plan although they did not accord with local plan policy for preserving the gap to which he gave some weight as a material consideration despite it being superseded by there being no Strategic Gap policy in the published South East plan. He was also satisfied with the impact on the Thames Basin Heaths Special Protection Area. He recognised that the scale of the proposed development would be considerably in excess of what existed at present and it would impact adversely on the integrity and function of the Gap and on the character and appearance of the rural area surrounding the appeal site and separating Farnborough and Fleet. However whilst acknowledging that the Inspector considers that the identified environmental harm which would result is of overriding importance, the Secretary of State gave more weight to the fact that the appeal proposals would provide up to 1500 jobs and would thus make efficient use of previously developed land on the largest site allocated for employment purposes in the local plan. The Secretary of State concluded that he disagreed with the Inspector and that the benefits which the appeal proposals would bring outweighed any potential additional impact they may have had on the integrity of the Gap and the character and appearance of the area.

In 2011 a consultation was received from Hart, 11/00730/ADJ, for approval of details of acoustic fence along A327 Minley Link pursuant to Condition 29 of detailed planning permission for storage and distribution development at Hartland Park (Ref: 07/03197/MAJOR).

It was noted that although the land on which the fence would be erected was within Rushmoor Borough Council's administrative area, it would be erected on highway land as operational highways development and therefore would not require any planning permission from this authority.

Notwithstanding this Rushmoor objected to these details for the following reason:

"It has not been satisfactorily demonstrated that the proposed fencing will provide adequate protection from sound as required by the condition."

In 2012 Rushmoor objected to a consultation from Hart in respect of an application to extend the time limit for implementing the outline planning permission 07/00764/MAJOR on the following grounds:

- "1 The proposal would result in industrial development within the countryside involving buildings that are larger in terms of scale bulk and floorspace than the existing structures on the site, extensive car and lorry parking, intensive heavy vehicle activity and loss of existing woodland screening. It is therefore considered that the proposal would physically and visually diminish the open nature of the countryside and would thereby cause unacceptable harm to the rural character of the area and the environment surrounding Rushmoor.
- 2 It has not been adequately demonstrated that the level and type of development and

increased traffic associated with the proposal would not give rise to levels of noise that would cause harm to the amenities of residents in Rushmoor.

- 3 Bearing in mind the assumptions made in the Transport Assessment about the level of traffic that would be generated by the proposal, The Council is not satisfied that it would not add to congestion on the highway network. Furthermore, the estimated number of jobs (up to 1,530) to be created by the proposal would be likely to result in the extension of the labour catchment area, thereby increasing commuting to and from a site that is outside the built up area and placing greater pressure on local roads. It is considered that the proposal could result in significant traffic generation in an unsustainable location, with adverse implications for highway safety in Rushmoor."

There is a current planning application, 17/00515/FULPP, and consultation from Hart, 17/00660/ADJ elsewhere on this agenda for the change of use of 27.9ha of land to provide a Suitable Alternative Natural Greenspace (SANG) including: access; car parking; fencing; pathways; landscaping; earthworks; and all other ancillary and enabling works on land at Kennels Lane. The application details that the proposed SANG will be used to mitigate the increased recreational pressure arising from up to 1500 new dwellings proposed as part of the Hartland Park redevelopment. No legal agreement has been completed to link the proposed developments. Notwithstanding this, the terms of the application are for a SANG which could provide mitigation for any new residential development in the catchment area.

The consultation received from Hart relates to a hybrid planning application (part full, part outline) for a residential-led mixed use redevelopment comprising 1. Outline planning application with means of access (in part) to be determined (all other matters reserved for subsequent approval), for the erection of up to 1,500 dwellings (Use Class C3); a local centre including residential (Use Class C3 within the up to 1,500 dwellings) and up to 2,655m<sup>2</sup> (GEA) of retail, commercial and/or community floorspace (Use Classes A1 to A5, B1, D1 and D2); a primary school (Use Class D1); drainage works including balancing ponds; on and off-site SANG mitigation; creation of landscaping, open space and ecological habitats; car and cycle parking; demolition of existing buildings; site clearance; earthworks; site remediation; provision of utilities infrastructure; off-site highway works; and all other ancillary and enabling works. 2 Full planning application for the erection of 189 dwellings (Use Class C3); access; drainage works including balancing ponds; creation of landscaping, open space and ecological habitats; car and cycle parking; earthworks; demolition of existing buildings; site remediation; provision of utilities infrastructure; off-site highway works; and all other ancillary and enabling works.

The development is divided into ten phases. The hybrid application is separated into Phase 1 (full application) and Phases 2-10 (outline planning application).

It is noted that the terms of the application considered by Hart at a special meeting of its Planning Committee on 24 August 2017 were as follows:

1. Outline planning application with means of access to be determined (all other matters reserved for subsequent approval), for the erection of up to 1,500 dwellings (Use Class C3); a local centre including retail, commercial and community premises and a primary school (Use Classes A1 to A5, B1, D1 and D2); bin stores, car and cycle parking, open space, landscaping and ecological habitats and suitable alternative natural greenspace (SANG), site remediation, earthworks and ground modelling, drainage works including ponds for surface water attenuation, relocation of existing electricity substation, provision of utilities infrastructure, and all other ancillary and enabling works;

- 2 Full planning application for the demolition of existing buildings and structures and site clearance, the construction of 181 dwellings (Use Class C3); and roads including connection to existing roundabout at Ively Road, bin stores, car and cycle parking, open space, landscaping and ecological habitats and all other ancillary and enabling works.

Rushmoor was not consulted on subsequent amendments to the planning application.

The Hart committee resolved:

- to agree the principle of development and the scale, mass and quantum of development ie for up to 1500 new homes on the site and refer the details of Phase I to Major Sites Sub-Committee for detailed consideration;

and subject to

- (i) Hampshire County Council withdrawing its holding highway objection;
- (ii) Confirmation of the outcome of viability issues associated with the testing of affordable new home provision; and
- (iii) the securing of appropriate SANG provision

To bring the application back to Planning Committee for final decision on the above, completion of a planning obligation and any other matters that may arise (including the outcome of the Major Sites Sub-Committee meeting) that have not been previously addressed.

### **Consultee Responses**

Natural England	raises objection to the proposal in respect of its impact on the Thames Basin Heaths Special Protection Area.
Planning Policy	objects to the proposal.
Network Rail	raises no objections to the proposal.
South East Water	No views received.
Surface Water Drainage Consultations	raises no objection to Phase I but will seek further information on surface water drainage on a phase by phase basis.
TAG	TAG Farnborough Airport may require some bird deterrent measures to be put in place should the creation of the balancing ponds result in an increase of bird activity on, or flying over the airfield that may endanger aircraft.
Transportation Strategy Officer	given the scale of development defers to Hampshire County Council as highway authority.
Thames Water	has expressed concerns that the waste water capacity in the area is inadequate to support the Hartland Park

development. An impact study is currently underway and this site will be subject to the results of that study.

HCC Highways Development Planning

raises a holding objection on highway grounds.

Ecologist Officer

objects to the development on the grounds that the lack of security regarding the SANG land has significant implications for recreational disturbance (particularly but not exclusively on Thames Basin Heaths component species) and the ability of the proposal to deliver the mitigation required for the on-site impacts.

Environment Agency

No views received but it is noted that it raised no objection to its consultation from Hart.

Environmental Health

raises no objection to the proposal.

Hampshire County Council (Education)

raise no objection to Hart subject to financial contributions being secured towards primary and secondary school provision.

North East Hampshire and Farnham Clinical Commissioning Group

raise no objection to Hart subject to a financial contribution towards health care provision.

### **Neighbours notified**

As this is a consultation the responsibility for publicity lies with Hart District Council.

### **Neighbour comments**

No letters of representation have been received by Rushmoor in respect of this application.

### **Policy and determining issues**

The site is outside Rushmoor within countryside between Fleet and Farnborough. The determining issue is the effect on Rushmoor in terms of principle of development, highway considerations, nature conservation, the water environment, community infrastructure, the impact of the local centre and retail uses, the impact on the character of the area and on Rushmoor residents.

### **Commentary**

#### **The principle of development**

The proposal will result in the reduction of employment land within the Functional Economic Area (FEA) comprising Rushmoor, Hart and Surrey Heath. Although Hart does not have an up-to-date local plan, saved policies from the Hart District Local Plan (Replacement) 1996-2006 and First Alterations to the Hart District Local Plan (Replacement) 1996-2006 remain material planning considerations within the District. Whilst Policy DEV 12 ('Pyestock Area A')

designates the site for employment uses, it is noted that the Hart Draft Local Plan: Strategy and Sites 2011-2032 was published in April 2017. Policy SC1 in this document identifies Hartland Park/Village as a new settlement for approximately 1500 dwellings with educational uses comprising a primary school and early years provision, measures to improve access to local health facilities (either on or off site), a local centre comprising community uses, small scale local retail, service food and drink facilities, on site public open space comprising Neighbourhood Equipped Area for Play, Local Equipped Areas for Play and Local Areas for Play, parks and gardens, amenity green space and green corridors and measures to mitigate any impact upon the Thames Basin Heaths Special Protection Area.

The plan was out for consultation from 26 April to 9 June 2017. Hart are now in the process of evaluating all responses received and it will use the findings as part of the process by which it formulates policy and reaches a decision on how to proceed with the Local Plan. It is its intention to publish all the responses received when it publishes a Pre-Submission Local Plan for comments in Winter 2017.

With regard to the submitted consultation the Employment Report that accompanies the application states that the loss of the site for employment purposes "will have no adverse implications for the B class market". This is not a view supported by Rushmoor and within this context, in order to protect adequate employment land in the FEA, Rushmoor is protecting its core industrial sites and keeping them in an employment designation. The new Rushmoor Local Plan has identified a number of Strategic Employment Sites and Locally Important Employment Sites which are critical to meeting the economic needs of the Borough, the wider FEA and the EM3 LEP area. The Council has sought to protect these sites for employment uses through the implementation of an Article 4 direction. The limited pipeline of industrial floorspace within the FEA and the Blackwater Valley is a key justification for the introduction of the Article 4 Direction, and Rushmoor notes that the loss of employment land at Hartland Park effectively strengthens its case for the need for a direction within the Borough.

The resolutions of the Hart planning committee held on 24 August 2017 are also noted.

Having regard to the above and as the site is now unlikely to be developed for employment uses, no objection is raised to the principle of development.

### **Highway considerations**

Rushmoor is concerned that the development could put pressure on its road network. The applicant's Transport Assessment assumes that 75% of journeys to work will be made by car. Its analysis of vehicular distribution by destination anticipates that 10.8% of such journeys will be distributed along Ively Road and that 7.2% will be distributed along Summit Avenue, both eastbound towards Farnborough. It also expects that 8.1% of journeys to work will be made on the A323 Fleet Road towards Aldershot). In addition, the Transport Assessment highlights a number of road junctions where the development could have a significant impact and proposes potential highways improvements as mitigation. However, these proposals and any financial contribution have yet to be formally agreed with the local highways authority. Rushmoor has commissioned a high-level overview transport model of the Borough using the North Hampshire Transport Mode suite (NHTM) for background evidence to support the new Rushmoor Local Plan. This model confirms the findings from the Transport Assessment that development growth in this area will have an impact on traffic growth, link capacities and junction performance on the A323 Fleet Road, A327 Ively Road and Summit Avenue.



Because of its location outside the urban area, the site is also poorly served by public transport and sustainable transport modes. This is confirmed by the applicant's Employment Land Report in its argument for why the site is not suitable for office development; for example, it states that 'the site currently has poor access with no public transport near the site and poor sustainable transport, including cycle and pedestrian paths. The only reasonable way to access the site is via car'. Whilst the layout of the site has been designed to accommodate a bus route, discussion with Hampshire County Council regarding provision is ongoing, and a strategy has yet to be agreed.

The County Highway Authority has objected to the proposal and is maintaining a holding highway objection to the proposal. It is noted that when the application was considered by the Hart planning committee on 24 August 2017 the report did not address or make any recommendation about highway matters or off site highway works. These matters remain to be considered.

### **Nature conservation**

Whilst the entire site lies within five kilometres of the Thames Basin Heaths Special Protection Area (SPA), a small proportion of the site (at the southern entrance on Ively Road) is located within 400 metres of the SPA. Natural England considers that any increase in population within five kilometres of the SPA can have an adverse impact upon the ecological integrity of the SPA and that it is not possible to avoid such an impact if a development is located within 400 metres of it. Rushmoor Borough Council and Hart District Council (together with Natural England and nine other local authorities affected by the SPA) are members of the Thames Basin Heaths Joint Strategic Partnership (JSP). In 2009, the JSP agreed a Delivery Framework to encourage a consistent approach to the protection of the SPA from the effects of development. It states that Suitable Alternative Natural Greenspace (SANG) should be provided to attract new residents away from the SPA and that suitable access management and monitoring should be put in place. This approach is reflected within Policy CP13 of the Rushmoor Core Strategy (adopted in 2011) and Policy NE1 of the new Rushmoor Local Plan.

It is noted that no built form is proposed for the part of the site which is located within 400 metres of the SPA. However, Rushmoor is concerned that deliverable SANG is not currently in place. At the time of the submission of the application to Hart the applicant stated that 'Bramshot Farm could be used' to mitigate the impacts of the development and that it planned 'to progress a separate planning application for an area of SANG immediately to the north-east of the site' (Planning Statement, page 2, paragraph 1.6). This is the Kennels Lane application as referred to above and elsewhere on this agenda. In this regard whilst Natural England it considers that the proposed SANG at Kennels Lane will not result in an increase of recreational disturbance to the SPA it does state that

"If any housing application was to be linked to this SANG then Natural England would object to these applications as we believe that there is currently insufficient information to enable certainty that the use of this SANG to provide mitigation will be effective in ensuring no likely significant effect arising from recreational impacts to Thames Basin Heaths SPA. The individual 'bespoke' proposals for avoidance and mitigation offered within this proposal are not considered appropriate."

To this end

"Natural England advise that further information is required from the applicant to enable certainty that there will not be a significant impact upon the SPA if this SANG is to be used to

avoid impacts upon the Thames Basin Heaths SPA. We advise that further information is sought on:

Evidence to justify that 8.36ha of SANG per 1,000 residents will be enough to provide appropriate mitigation. Visitor surveys and further information is required to provide robust evidence that the SANG will be effective at this standard due to the size, scale and close proximity of the site to the SPA. If the applicant wishes to benefit from a true 'super-SANG' then at least two safe and accessible pathway links must be created to the adjacent Southwood Woods SANG to provide a truly circular walk which must be secured in perpetuity".

Given this objection and the absence of strategic access management and monitoring measures objection is raised to the proposal on the basis that the development has not mitigated its impact on the Thames Basin Heaths Special Protection Area.

### **The Water Environment**

Thames Water has identified an inadequate waste water capacity in the area to support the Hartland Park development. They are currently undertaking an impact study which will inform the requirements for the site. Hart confirms that such measures will be secured under water legislation between the developer and Thames Water.

Hampshire County Council as Lead Local Flood Authority confirms that the proposals for surface water drainage for Phase I of the development meet the current standards/best practice in relation to surface water drainage. However it notes that drainage strategies will be required for future phases which accord with the principles set out in the Flood Risk Assessment. It also notes that appropriate mechanisms should be put in place to secure long term maintenance for all approved surface water drainage measures.

### **Community Infrastructure**

The potential impact of the proposal upon the infrastructure of the Borough, particularly in terms of health provision and schools is of great importance to the community.

The developer has been in discussion with the North East Hampshire and Farnham Clinical Commissioning Group (CCG) to establish the need for improved health provision. There are two options to secure the health provision either on site within the proposed local centre or off site provision secured by way of contribution. The CCG advises that they have agreed the level of financial contribution to be made in lieu of on site infrastructure provision (£1.1 million) subject to planning permission and agreeing Heads of Terms in the section 106 planning obligation. The CCG advise that they will prioritise the expenditure of the contribution on addressing the healthcare infrastructure impact from the development. On this basis the CCG is satisfied that adequate provision will be made for healthcare as a consequence of this proposal.

The development includes provision for a two-form entry primary school. From pre-application discussions with Hampshire County Council (the local education authority), the developer states that it considers a two-form entry primary school 'to be sufficient to meet the needs of the development'. However, the Hampshire School Places Plan 2017-2021 includes provision for a new three-form entry primary school at the site. Rushmoor also questions whether a two-form entry primary school is sufficient for the development and is concerned that excess pupil numbers could place pressure on the Borough's primary schools; for instance, Southwood Infant School is located approximately 1.2 kilometres from

the centre of the site. Using the local education authority's (LEA) formula for forecasting school places from new housing developments (0.3 primary pupils per dwelling), as summarised within the Hampshire School Places Plan (paragraph 7.2), Rushmoor anticipates that the development could generate a need for 450 additional primary school places. The County Council as Local Education Authority have reached agreement with the developer to provide a two form entry school and an early years provision with associated playing fields, parking etc. Subject to a review there is provision to expand the school up to 2.5 form entry. Hart has indicated that the proposed section 106 planning obligation will secure the review mechanism to determine with clauses requiring expansion if there is a demonstrable need. The LEA has confirmed that the site area for the primary school is sufficient to accommodate an expansion. The County Council has confirmed that the catchment area for secondary school provision will be secured at Calthorpe School in Fleet. The Secondary School is at capacity and therefore a contribution to mitigate the additional 350 secondary pupils is also being sought. There is a proposal in the Hart draft Local Plan for a new secondary school at Murrells Green (draft policy SC2 proposes a new settlement of 1800 dwellings etc and includes provision for a seven form entry secondary school ) therefore at this stage the LEA suggest making provision for the new secondary places as part of a future, off site, new school. To facilitate the off site provision the developer has agreed to pay £7.2 million to provide adequate provision off site which will be secured by way of the section 106 planning obligation.

Subject to the appropriate financial contributions as set out above being secured by way of section 106 planning obligation to include appropriate review and implementation mechanisms no objection is raised to the proposal in terms of community infrastructure.

### **The impact of the local centre and retail uses**

The proposal includes a local centre to meet the day-to-day needs of residents. Whilst its exact use (likely to fall within use classes A1, A2, A3, A4, A5, B1, C3, D1 or D2) will be a matter for consideration as part of the Reserved Matters submission, the current scheme proposes up to 1,859 square metres of floorspace within the centre.

The National Planning Policy Framework (NPPF, 2012) states that when assessing applications for retail, leisure and office development outside of town centres, 'local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold'; if there is no locally set threshold, the default threshold is 2,500 square metres (paragraph 26). The applicant highlights that the proposed centre falls below the NPPF threshold and does not consider an impact assessment to be necessary (Planning Statement, page 57, paragraphs 10.45-10.46).

As part of the process of preparing the new Rushmoor Local Plan, Rushmoor commissioned a Retail, Leisure and Town Centres Study with Hart District Council to assess the future need and capacity for retail floorspace within Rushmoor and Hart, and the implications of emerging developments in terms of their impact on town centres within each area. It concludes that the NPPF threshold is inappropriate for Rushmoor and suggests that retail, leisure and town centre developments over 1,000 square metres gross located outside Aldershot and Farnborough town centres should be required to prepare an impact assessment. This recommendation is reflected within Policy LN7 (Retail Impact Assessments) of the new Local Plan. Though the applicant predicts that 20% of shopping trips will be internal to the development (Transport Assessment, page 35, paragraph 5.31), in the absence of detail as to the exact use of the centre, Rushmoor is concerned that the development could have a negative impact upon the vitality and viability of its town and district centres. For example, Farnborough Town Centre, North Camp District Centre and Aldershot Town Centre are

located approximately three, four and five kilometres from the site respectively. Rushmoor therefore sought that the applicant carried out a retail impact assessment in order to ascertain the impact of the development on Aldershot and Farnborough town centres and North Camp District Centre. Whilst the proposed development is located outside of Rushmoor and the applicant would not be obliged to undertake such an assessment, the applicant states that it has sought to engage with the Borough and has taken into account Rushmoor's development plan policies in developing the application.

In response to this Hart advised that:

"The proposed local centre is solely intended to meet the day to day needs of residents and will consist of a small metro or local store and one other small retail unit. As you correctly state the exact use will be a matter for consideration as part of the Reserved Matters submission and whilst we note your comments is not for consideration as part of this application.

The NPPF provides clear guidance on the provision of retail and leisure uses. The size of the proposed local centre falls below the required threshold for an impact assessment to be undertaken. Moreover, a sequential test is not appropriate in this instance as the local centre will complement rather than replace existing retail and service provision within the local area.

The provision of a local centre as part of the development proposal therefore fully accords with the requirements of the NPPF and local planning policies. The local centre will contribute towards the overall sustainability of the site and minimise the use of the private car by existing and incoming residents."

Whilst this approach is disappointing, it is not considered that an objection to the proposal could be sustained in this regard.

### **Impact on the character of the area**

The extant permission would result in a complex of large warehouse buildings with ridge heights up to a maximum height of 19 metres. The proposed development is predominantly 3 storey with many houses in phase I measuring over 10 metres in height. There are three 4 storey flat buildings in Phase I with a maximum height of 15 metres. Whilst the development is tall, given that the site is largely surrounded by mature woodland that serves to conceal it from most publicly accessible viewpoints and the size of the site allows for the creation of a new village character, the proposal is not considered to visually impact Rushmoor to its detriment.

### **Impact on residents**

Environmental Health are satisfied that the potential noise and air quality impacts of the proposed development on Rushmoor residents has been adequately investigated. Whilst there will be minor increases in noise and air pollution arising from the increase in traffic associated with the development, the potential impacts will not be significant and levels of noise and air quality with the development in place will still be within the relevant noise guideline criteria and AQ limit values.

The potential impact on residents in relation to health and education provision are dealt with above.

The applicant states that it will prepare a Construction Environmental Management Plan for

the proposed development following approval of the detailed planning application (Environmental Statement Non-Technical Summary, page 26, paragraph 4.2). It highlights that this will be discussed and agreed with Hart District Council and will include such matters as hours of operation and HGV routes. However, because of the site's close proximity to the Borough and the potential impact of demolition and construction on the amenity of residents, it is recommended that Rushmoor be consulted on this document.

Notwithstanding the above Environmental Health query how noise from operations at Farnborough Airport has been addressed within the Chapter 11 of the EIA, and how it could impact on future occupants of the development. The Airport has permission for up to 50,000 business aviation movements by 2019 so any noise assessment should consider this level of potential noise, in addition to other external environmental noise sources, as a worse case scenario. This is a matter for Hart BC to raise and the effects may well be minor. However it is possible that it may have some implications for the level of noise mitigation required to achieve satisfactory internal noise levels within habitable rooms on the development.

## Conclusion

Rushmoor accepts the principle of the proposal, and that the site is unlikely to be developed for employment uses. However, as summarised above, the applicant has failed to provide detailed evidence of how the impacts of the proposed development will be mitigated appropriately. Unless the applicant addresses the detailed infrastructure and transport matters satisfactorily, Rushmoor is unable to support the application in its current form. It is therefore considered that an objection to the proposal in its current form is raised on the basis of transport and inadequate provision of SANG. In the event that planning permission is granted it is recommended that appropriate financial contributions for health and education provision are secured and conditions to safeguard amenity are imposed.

## Full Recommendation

It is recommended that **OBJECTION** is raised to the proposal as submitted on the basis of transportation impact and inadequate provision of SANG for the reasons set out below. In the event that planning permission is granted it is recommended that appropriate financial contributions for health and education provision are secured and conditions to safeguard amenity are imposed:

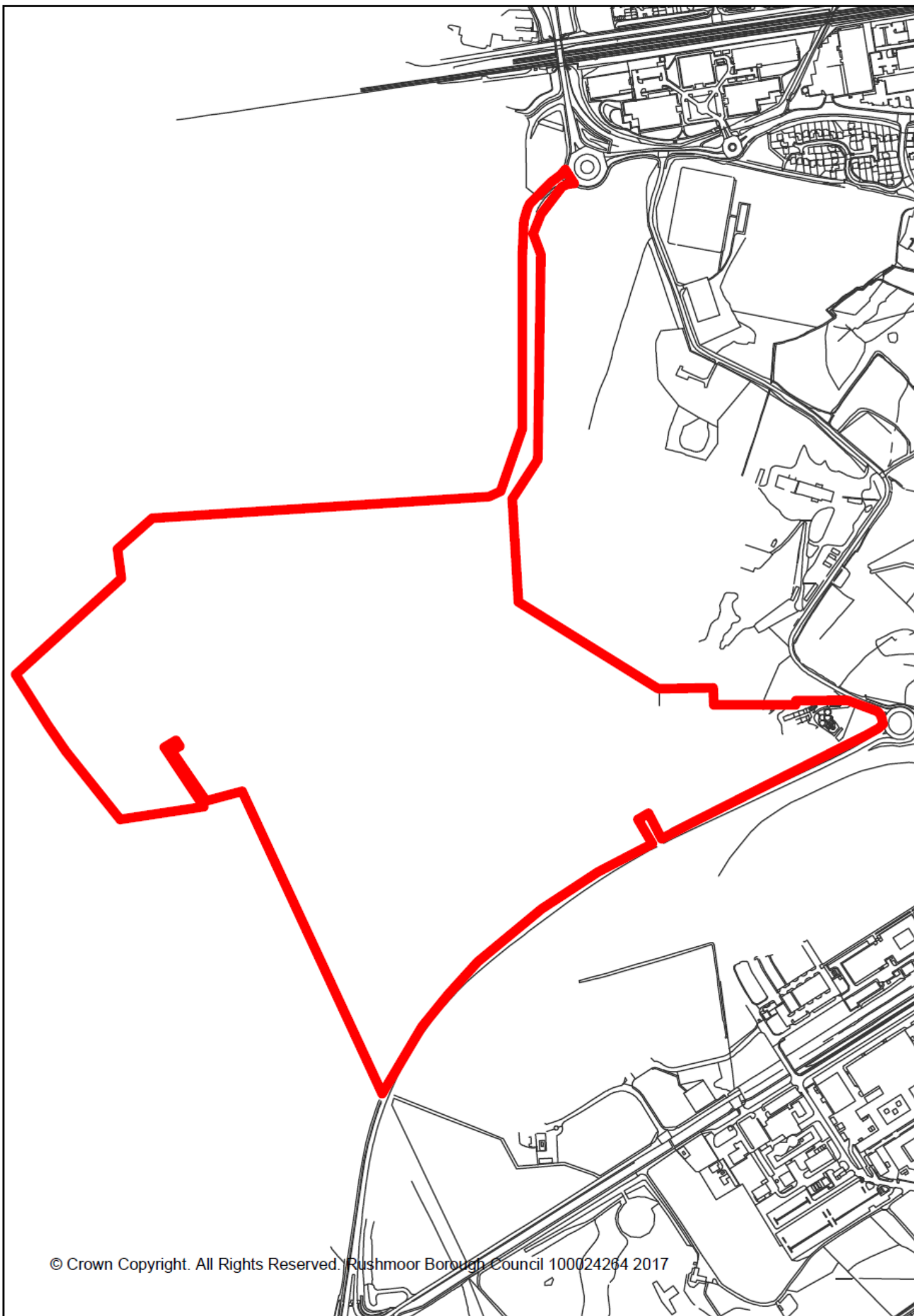
- 1 Insufficient information has been submitted to demonstrate that the development will have a satisfactory impact on the highway network within Rushmoor.
- 2 Insufficient information has been provided to demonstrate the proposal will adequately mitigate the additional recreation impact arising from the new residential development on the Thames Basin Heaths Special Protection Area.

## Informatives

- 1 In the event that Hart District Council is minded to grant planning permission it is requested that the following matters are addressed:
  - appropriate financial contributions towards health and education provision are secured with relevant triggers and review mechanisms in place;
  - a Construction Environmental Management plan is secured by way of condition and that Rushmoor is consulted on its contents;

- the impact of Farnborough Airport on the development is fully assessed.

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







<p><b>St Edward</b> Designed for life</p> <p><b>OMEGA</b> Real Estate</p> <p><small>Omega Properties Limited, Architects and Urban Designers 10000 Highway 100, Suite 1000, Richmond, BC V6V 2G9 © 2017 O.P.L. All rights reserved.</small></p>	<p>ST EDWARD</p>	<p>1:1000 @ A3     APRIL 2017</p>
	<p>HARTLAND VILLAGE FLEET</p>	<p>PLANNING</p>
	<p>ILLUSTRATIVE SITE MASTERPLAN</p>	<p><b>2511-SK-1005-K</b></p>



