

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.	17/00956/FULPP
Date Valid	22nd November 2017
Expiry date of consultations	14th December 2017
Proposal	Demolition of five detached dwellings and erection of 42 apartments (27 one bedroom and 15 two bedroom) for the elderly (sixty years of age and/or partner over fifty five years of age), guest apartment, communal facilities, access, car parking and landscaping
Address	110 - 118 Victoria Road Farnborough Hampshire
Ward	Empress
Applicant	Churchill Retirement Living
Agent	Mr Simon Cater
Recommendation	REFUSE

Description

This rectangular application site (0.33 hectares) is on the south side of Victoria Road, some 106 metres to the west of its junction with Station Road and 24 metres to the east of its junction with the access road serving the B&Q service yard and Solartron works. It contains five detached two storey houses of similar age, height and design, each with individual access points onto Victoria Road. The site frontage is about 52 metres and the depth about 62 metres. 120 and 122 Victoria Road, two detached two storey houses lie to the west of the site. There is a terrace of 5 dwellings to the rear of these properties (Kensington Place) completed in 2014 which has accommodation over three floors and takes access from the road leading to the B&Q service area and Solartron Works. 108 Victoria Road lies to the east, a detached two storey house similar in size and appearance to those within the application site. Fern Hill Lodge lies further to the east and comprises a development of 27 one bedroom and 10 two bedroom sheltered flats within the control of Churchill Retirement Living. This site has a frontage of about 40 metres with the building having a maximum width and depth of 38 and 48 metres. 13 car parking spaces were approved to serve this development but it is noted that three additional spaces have been provided parallel to the common boundary with 108 Victoria Road. B&Q and the Solartron Works occupied by Esterline Advanced Sensors are to the south. The properties on the opposite side of Victoria Road are predominantly detached and semi-detached houses. Amber Gardens on the

opposite side of Victoria Road to the north east of the site comprises 21 dwellings including terraced houses with accommodation over three floors on the Victoria Road frontage. There are established trees along the southern site boundary. The site slopes from north to south by about a metre with the higher level being Victoria Road and from east to west with the higher level being 118 Victoria Road.

In March 2005 planning permission, 05/00045/FUL, was refused for the demolition of 108-118 Victoria Road and the construction of a 3 storey 70 bed care home with basement and also for two blocks of flats comprising 17 two bedroom and 4 one bedroom units with new shared access from Victoria Road and 39 on-site parking spaces, on the grounds of adverse impact on the character and appearance of the area, impact on adjoining residents in terms of loss of privacy and visual obtrusion, impact on highway safety and free flow of traffic on Victoria Road, lack of open space provision and no safeguarding of land for a future cycle network.

In dismissing the subsequent appeal the Inspector commented that the increase in height proposed for Block 1 over Fernhill Lodge (between 1.6m and 1.9m) introduced an unnecessarily incongruous effect in the appearance of this street elevation. He further advised that a similar treatment in levels to that adopted for Fernhill Lodge development would have created a better development between the two buildings and the care home beyond. He raised objection to the level of amenity space being proposed for the care home and Block 2 given the number of people to be accommodated on the site. With regard to overlooking the Inspector only raised objection to the second floor kitchen and bathroom windows in Block 1 facing Fernhill Lodge. He raised objection to the rear wing of the care house in terms of an overbearing impact on occupiers of 120 Victoria Road on grounds of proximity (between 12 and 14 metres from the common boundary) and height (11.2 and 13.2 metres). He was satisfied with the level of provision of 21 parking spaces for 21 flats (the adopted standard for the flats was 30 spaces), although he raised concern about the usability of some of the spaces proposed and raised objection on this ground. 18 spaces for the care home was considered acceptable. He was not satisfied that cycle and refuse storage had been adequately addressed. The Inspector was of the view that the provision of the safeguarding of land to extend the cycle network could be secured by condition. As no obligation had been completed in terms of a contribution towards open space, objection was also raised on this issue.

In April 2008 an application, 08/00180/FUL, was withdrawn for an almost identical proposal to that refused in October 2008 because of parking issues.

In October 2008 planning permission was refused for the erection of a part 2 part 3 storey building comprising 40 category II sheltered apartments for older people together with owners lounge, visitors suite and estates managers office and erection of a 3 storey building with accommodation in the roof comprising 13 affordable sheltered apartments together with associated parking and access following demolition of 110-118 Victoria Road. Objection was raised on grounds of no financial contributions being secured in relation to open space and transport; no provision of affordable housing and poor living environment for future residents by reason of the lack of adequate amenity space for occupiers of the affordable flats, inadequate bin storage facilities and proximity of a bedroom to the bin store.

This scheme had two elements. First the erection a part two part three storey building comprising 30 one bedroom and 10 two bedroom Category II sheltered apartments (age restricted to residents over 65 years) on the western side of the site with a generally L shaped footprint with a maximum width of 37 metres reducing to between 14-17 metres and

depth of about 46.5 metres reducing to between 6-16 metres. It had a maximum height of about 12 metres reducing to just over 8 metres next to 120 Victoria Road. It had a hipped pitched roof with 3 feature front gables to the Victoria Road frontage. A minimum separation distance of 1.8 metres was proposed to the common boundary with 120 Victoria Road extending to 21 metres to the rear of the site. A minimum separation distance of 24 metres to the common boundary with Fernhill Lodge was also shown (41 metres between the rear projection and rear of Fernhill Lodge).

Secondly the erection of a three storey building with accommodation in the roof to provide 9 one bedroom and 4 two bedroom flats designated as affordable housing on the eastern side of the site was shown. It was rectangular in shape and measured about 16 metres in width, 18.6 metres in depth and 11 metres in height. A minimum separation distance of 7 metres was shown between the new buildings. A separation distance of one metre was retained to the common boundary with Fernhill Lodge with just over 8 metres being shown between existing and proposed side elevations. The building had a hipped pitched roof with two dormer windows in the rear roof plane. Both buildings had a traditional appearance with the use of brick, tile and render. Ramped, lift and staircases were provided to both buildings.

The proposed buildings were separated by a new entrance some 18 metres to the west of the entrance serving Fern Hill Lodge. The new entrance led to a parking area along the eastern boundaries and southern boundaries comprising 24 spaces, of which three were for disabled use, an electric buggy store for 3 buggies and storage for 4 cycles.

The current scheme relates to a smaller site than those considered in 2005 and 2008, the main difference being the exclusion of 108 Victoria Road. The proposal seeks permission for demolition of 110-118 Victoria Road (evens) and the erection of 42 apartments (27 one bedroom and 15 two bedroom) for the elderly (sixty years of age and/or partner over fifty five years of age), guest apartment, communal facilities, access, car parking and landscaping.

The proposed building has an irregular shaped footprint appearing like a reversed letter "C". The part of the building on the Victoria Road frontage has a maximum width of about 38.5 metres reducing to between some 19 to 15 metres in the middle of the site and then extending out to just under 32 metres at the rear of the site. The building has a maximum depth of some 47 metres with the Victoria Road element having a depth of just under 17 metres, the central section having a depth of just under 20 metres and the rear element having a depth of some 9.5 metres. It is proposed to have a maximum height of about 10.5 metres reducing to about 10 metres next to 108 and 120 Victoria Road. It has a hipped pitched roofs with flat areas. Minimum separation distances of just under 3 metres, 20 metres and some 4.5 metres are proposed to the common boundaries with 120 Victoria Road, the parking area for Kensington Place and 1 Kensington Place to the west of the site respectively. Varying separation distances of between about 9.5 metres, just over 12 metres, some 15.5 metres, some 14.5 metres and just under 15 metres are proposed between the proposed building and the common boundary with 108 Victoria Road.

All existing trees within the site are shown to be removed. A landscape strategy masterplan has been submitted which includes the planting of new trees on the Victoria Road frontage, screening panels with climbers and hedge planting along the common boundaries with 108 and 120 Victoria Road, ornamental and standard tree planting within the proposed communal garden and a new tree in the south east corner of the site.

A new vehicular entrance is proposed from Victoria Road some 12 metres from the entrance to Fern Hill Lodge. This leads to a parking area comprising 14 spaces on the eastern side of

the site adjoining the common boundary with 108 Victoria Road. An electric buggy store for 5 buggies is proposed on the western side of the site on the Victoria Road frontage. Cycle storage is also indicated within the buggy store but no specific provision is shown.

The application is supported by a planning statement, a design and access statement, a financial viability assessment, a daylight and sunlight study, a stakeholder engagement statement, a transport statement, a drainage impact assessment, a soakaway assessment report, an arboricultural assessment and method statement, a landscape strategy masterplan, a Thames Basin Heath statement, a report on the need for private retirement housing in Rushmoor, a report on Retirement Living Explained - a guide for planning and design professionals, a Geo-technical and Geo-environmental desk study report and an ecological assessment.

Consultee Responses

Community - Contracts Manager	provide information on refuse and recycling requirements
Parks Development Officer	raises no objection subject to a financial contribution towards open space
Ecologist Officer	raises no objection to the proposal on grounds of biodiversity subject to the recommendations in the ecology report being implemented in full including the bat mitigation strategy under a licence from Natural England.
Scottish & Southern Energy	provides details of its electricity infrastructure in the area.
Environmental Health	raise no objection subject to conditions.
Housing	seeks the provision of affordable housing on this site with mixed tenures. They suggest that the scheme be modified to enable policy compliance. They also note that an impartial viability assessment should be undertaken by the District Valuer in respect of the developers submission.
Natural England	raise objection to the proposal on grounds that the proposal has not addressed its impact on the features of interest on the Thames Basin Heaths Special Protection Area.
Planning Policy	set out the policy context for the proposal
Crime Prevention Design Advisor	gives advice on boundary treatment, the security and location of the buggy store and potential for vehicles to be parked on the public highway which are more likely to be the subject of an incident when compared with those parked on private land.

Surface Water Drainage Consultations	advises that the general surface water drainage proposals are acceptable.
Transportation Strategy Officer	raises objection to the proposal
Arboricultural Officer	No adverse views received
Thames Water	advises that public sewers cross or are close to the development and approval is required from Thames Water for any development that would be over the line of or within 3 metres of a public sewer. The applicant should ensure that storm flows are attenuated or regulated in the receiving public network through on or off site storage. Foul flows acceptable. Surface water discharge approved subject to connection to the surface system and flow control limited to 5L/S - represents 50% betterment in surface flows from the site. A gravity requisition to be made to a Thames surface water sewer to facilitate surface flows from this site. Surface flows will not be permitted to enter the foul system.

Neighbours notified

In addition to posting a site notice and press advertisement, 86 individual letters of notification were sent to Amber Gardens, Invincible Road, Fern Hill Lodge Victoria Road and Victoria Road

Neighbour comments

A statement of stakeholder engagement dated September 2017 has been submitted in support of the proposal which details how the applicants have engaged with the local community in the form of an online consultation with invitations sent to approximately 465 local residences and 37 businesses in the vicinity of the development site, Sir Gerald Howarth, Cllr Jacqui Vosper as Mayor and district councillors and members of the Development Management Committee. A number of detailed consultation feedback forms were sent to residents of the existing Churchill Retirement Living development at Fernhill Lodge located to the east of the site.

A total of 21 responses were received which raised the following matters:

- concern that the site was in close proximity to existing retirement development at Fern Hill Lodge and that there were already a number of older persons housing developments in the area;
- the provision of a walkway from the site to the local shops in the interests of pedestrian safety;
- a wider pavement would be welcomed;
- traffic calming measures could be installed along Victoria Road to slow traffic;
- there was a national need for older persons housing;
- redevelopment of existing satisfactory housing was destroying the character of the area;
- smaller scale older person housing would be more appropriate;

- preference for family home development rather than older person housing;
- assisted living would be more appropriate given the number of sheltered housing schemes in the road;
- 108 Victoria Road should be acquired and have a large complex with both Fern Hill Lodge and the proposed site;
- too close to Fern Hill Lodge;
- the site is too small for the proposed use;
- the site is too far from the town centre;
- Victoria Road has heavy traffic use and was not safe for elderly people to walk along the road;
- development seemed attractive/positive and there was plenty of amenity space;
- too few parking spaces;
- access should not be from Victoria Road;
- the development would downgrade the existing Fern Hill Lodge development;
- too much pressure on local utility services;
- loss of property value;
- shared use of lodge manager or parking with Fern Hill Lodge;
- all the retirement development had existing properties for sale and does not believe there was sufficient demand in the area;
- car parking;
- height of the building and
- landscaping

To address these concerns the applicants have advised that they have produced a transport statement to identify the impacts from the development on the local highway along with a review and justification of the parking spaces proposed, an increase in parking numbers to 14 spaces (from 12) and the inclusion of a detailed landscaping scheme with the application.

In response to the Council's notification process representations has been received from 108 and 113 Victoria Road objecting to the proposal on the following grounds:

- more building in this highly congested road;
- Victoria Road is an extremely busy road already and environmentally unhealthy for residents with exhaust fumes and traffic noise at all times of the day and night;
- there is already an unsightly mismatch of houses and flats along Victoria Road with existing elderly accommodation in situ;
- having two retirement apartments so close to each other does not benefit the people in the area or the old people themselves as it is a proven fact that having a mixture of ages of people helps elderly people with their physical and mental wellbeing-
- there is already two sets of retirement apartments already on this road;
- loss of privacy;
- a childcare/early years business is run from 108 Victoria Road including for vulnerable young people and safeguarding concerns are raised about increased overlooking and in terms of safe haven in respect of the proposal;
- potential for loss of employment and being put into poverty;
- loss of property value

Representations in support of the application has been received from 44 Netley Street and 22 Further Vell-Mead Fleet on the following grounds:

- the development would be very welcome;
- it would improve the aesthetic beauty of the neighbourhood;;

- replacing the existing somewhat dilapidated and neglected house with a pleasing and well thought out development of retirement flats would be beneficial to the environment and economy of the area;
- recent developments in Fleet and Farnham have been well constructed and are very sympathetic to their surroundings;
- convenient for shopping for elderly residents;
- it will provide much needed additional retirement accommodation in Farnborough;
- it will provide improved and safer vehicle access to the site;
- no adverse impact on the environment, air quality or vehicle congestion;
- ideal site for this type of accommodation for the elderly within easy reach of local amenities without having to use a car;
- this type of project will free up existing much needed houses within the area

Policy and determining issues

The application site is located within the built up area of Farnborough to the north of Farnborough town centre. As such Policies SS1 (The Spatial Strategy), CP1 (Sustainable Development Principles), CP2 (Design and Heritage), CP3 (Renewable Energy and Sustainable Construction), CP4 (Surface Water Flooding), CP5 (Meeting Housing Needs and Housing Mix), CP8 (Supporting Economic Development), CP10 (Infrastructure Provision), CP12 (Open Space, Sport and Recreation), CP13 (Thames Basin Heaths Special Protection Area), CP15 (Biodiversity), CP16 (Reducing and Managing Travel Demand) and CP17 (Investing in Transport) of the Rushmoor Core Strategy and "saved" Local Plan Policies ENV16 (Development Characteristics), ENV19 (New Landscaping Requirements), ENV22 (Access for people with disabilities), ENV41-44 (Flood Risk), ENV48, ENV49, ENV50 and ENV51 (Environmental Pollution and Noise), H9 (Accommodation specifically designed for older people), H13 (Loss of housing), H14 (amenity space), TR10 (Contributions for Local Transport Infrastructure), and OR4/OR4.1 (Open Space) are relevant to the consideration of this proposal. The Council's adopted planning documents (SPD) on 'Housing Density and Design' (May 2006), 'Planning Contributions - Transport' 2008; and 'Car and Cycle Parking Standards', 2017, the Rushmoor Thames Basin Heaths Special Protection Area Interim Avoidance and Mitigation Strategy as updated 2017, policy NRM6 of the South East Plan and the advice contained in the National Planning Policy Framework/Planning Practice Guidance are also relevant.

The Council published the draft submission version of the Local Plan for public consultation between Friday 9 June and Friday 21 July 2017. The Council's Planning Policy team have processed all the representations that have been received, prepared a report which has summarised the issues raised during the consultation and set out the Council's response. On 2 February 2018, this report, together with all the 'duly made' representations received during the consultation period, were submitted to the Planning Inspectorate for examination, alongside the plan and its supporting documents.

A planning inspector has been appointed. She will hold a public hearing which is to take place in May this year. Given this, and recognising that they currently have limited weight, policies SS1 (Presumption in favour of sustainable development), SS2 (Spatial Strategy), IN1 (Infrastructure and Community Facilities), IN2 (Transport), D1 (Design in the Built Environment), DE2 (Residential Internal Space Standards), DE3 (Residential Amenity Space Standards), DE4 (Sustainable Water Use), DE5 (Proposals affecting existing residential (C3) uses, DE6 (Open Space, Sport and Recreation), DE10 (Pollution), DE11 (Development on Residential Gardens), LN1 (Housing mix), LN2 (Affordable Housing), LN4 (Specialist and Supported Accommodation), NE1 (Thames Basin Heaths Special Protection Area), NE3

(Trees and Landscaping), NE4 (Biodiversity) and NE8 (Sustainable Drainage Systems) are considered relevant to the current proposal.

The main determining issues are the principle of development, the effect on the character of the area, the impact on neighbours, the living environment created, the provision of affordable housing, flood risk and drainage issues, highway considerations, open space provision, nature conservation and renewable energy and construction.

Commentary

The principle of development

The proposal results in the loss of five dwellinghouses. "Saved" local plan policy H13 resists the loss of housing unless, inter alia, the site is incorporated in a comprehensive scheme of redevelopment where there is no net loss of residential units. The proposal is the comprehensive redevelopment of the site which would provide a substantial amount of specialised residential accommodation for the elderly. To this end the proposal is not considered to conflict with the objectives of policy H13 and as such no objection is raised to the proposal in this regard.

The proposal is also subject to policies which protect amenity, highway safety and biodiversity whilst promoting the efficient use of land and sustainable development. As such there would be no objection to the principle of development, subject to the proposal being found to be satisfactory in addressing the following matters.

The effect on the character of the area

Existing retirement developments in the area are set down from pavement level, largely extend across site frontages and back into their respective plots with varying roof heights. There is no objection to the principle of a single building across the site frontage which extends back into the site. However it is also noted that the eaves height of existing retirement developments reduce in height to reflect the eaves height of existing adjoining development which is invariably two storey in height, ensuring that compatible building relationships result. In this case the submitted drawings indicate that the building will have higher eaves and ridge heights when compared to adjoining development at 108 and 120 Victoria Road. This is considered to represent a significant change in height and massing that results in unsympathetic building relationships between existing and proposed development to the detriment of the character of the area. Objection is therefore raised to the proposal in this regard.

All existing trees within the site are shown to be removed, the majority of which are located in the rear gardens of the existing properties. The submitted arboricultural assessment advises that these trees category C trees which indicates that they are of low quality having little public amenity value. The application is accompanied by a landscape strategy masterplan which provides for new planting including street, ornamental and feature trees and ornamental and native hedges. Subject to the submission of a detailed landscaping scheme, which may be secured by way of condition in the event that planning permission were to be granted, no objection is raised to the proposal in landscape terms.

The impact on neighbours

The applicant has provided a daylight and sunlight study in support of this application. It is

noted that the rear gardens of 108 and 120 Victoria Road and 1 Kensington Place are orientated to the south. Given the siting of existing development and the separation distances proposed to be retained between existing and proposed development it is considered that the proposal would not give rise to unacceptable overshadowing impacts nor result in a material loss of light to adjoining occupiers such that planning permission should be refused on these grounds.

108 Victoria Road is located to the east of the site and comprises a two storey dwellinghouse with main garden to the rear. The occupiers of this property also offer childcare facilities. There is a Silver Birch tree on the common boundary within the garden of 108 Victoria Road. Varying separation distances of between about 9.5 metres, just over 12 metres, some 15.5 metres, some 14.5 metres and just under 15 metres are proposed between the proposed building and the common boundary with 108 Victoria Road. It is noted that the general separation distance between Fern Hill Lodge and 108 Victoria Road in terms of windows (15 in number) which overlook the rear of 108 Victoria Road is typically in excess of 17 metres. All existing trees and high hedges are shown to be removed including the Cypress which is located on the common boundary within the site. Whilst it is noted that new planting is proposed on the common boundary this is not considered to be sufficient to safeguard appropriate levels of privacy (officer note: the landscaping on the site plan does not match that shown on the proposed landscaping strategy masterplan). It is therefore considered that given the proximity of the east elevation to the common boundary and the number of first and second floor windows in the east elevation (a total of 22 windows) the proposal is considered to result in levels of overlooking between the development and 108 Victoria Road which would result in an unacceptable loss of privacy to these occupiers. Moreover having regard to the siting and depth of Fern Hill Lodge, the cumulative impact of this building and the siting and depth of the proposed would result in an unacceptable sense of enclosure to the occupiers of 108 Victoria Road. As such objection is raised to the proposal in terms of its impact on 108 Victoria Road.

120 Victoria Road is located to the west of the site and comprises a two storey dwellinghouse with main garden area to the rear. It is noted that all existing trees along the common site boundary are proposed to be removed. The proposal will result in increased overlooking particularly in relation to the existing windows in the side elevation of 120 Victoria Road and over the lower part of the rear garden. It is noted that there are kitchen, corridor and secondary living room windows in the west elevation at first and second floor level that have the potential to overlook the existing windows. Given the ability to secure either high level or obscure glazing in the windows as shown by way of condition in the event that planning permission were to be granted and the largely secondary nature of these windows, no objection on privacy grounds is raised to the proposal in this respect. With regard to the rear garden it is considered that given the separation distances retained (generally about 20 metres from the west elevation and some 19 metres from the north facing rear element) no material loss of privacy is considered to result.

1 Kensington Place is located to the west of the site and comprises a two storey end terrace property with accommodation in the roofspace providing three floors of accommodation. No windows are proposed above ground floor in the side elevation which is about 4.5 metres from the common boundary. As the rear element is set back from the rear of 1 Kensington Place no overlooking from upper floor windows would result. There will be an increase in overlooking from the south elevation of the front part of the building to the front elevation of 1 Kensington Place and the wider terrace. However given the oblique nature of this overlooking and separation distances retained this is not considered to result in a material loss of privacy to these residents. The proposal would give rise to some impact as a result of

the height and depth of the rear element particularly in relation to the rear garden. However given the separation distance retained to the boundary, an intervening pedestrian route and the ability to secure appropriate landscaping to mitigate this impact in the event that planning permission were to be granted, no material impact is considered likely.

105-115a Victoria Road lie to the north of the site. The proposed development will result in increased overlooking by virtue of the number of windows proposed in the north elevation. However the proposed building relationship reflects the existing pattern of overlooking typical in the area and is not considered to result in a material loss of privacy. It is also noted that additional trees are proposed on the Victoria Road boundary which would provide further screening.

Given the commercial and retail use of the premises to the south of the site and the intervening separation distances no material loss of amenity to these occupiers is considered to result.

The living environment created

The proposal details one and two bed flats which are considered to provide acceptable levels of accommodation to meet the occupational needs of future residents. A lift is provided to the upper floors. All residents would have access to amenity space in the form of communal landscaped gardens which is acceptable. However there are flats (numbers 10, 16, 19, 31, 32, 34, 35, 36 and 37) that have no windows to kitchens providing natural light or ventilation. This is considered to result in a poor environment with reliance on artificial light and ventilation which is not acceptable in planning terms. As such objection is raised to the proposal in this regard. It is noted that all the flats in Fern Hill Lodge have kitchen windows.

There will be inter and overlooking within the scheme which will impact on privacy of future residents. However the proposed layout is not unusual in a residential development of this type, including at Fern Hill Lodge, and future residents will be aware of this when deciding whether to live there. No objection is raised to the proposal in this regard.

A Phase 1 Desk Study Report has been submitted in support of this proposal. Environmental Health advise that this report has identified the need for intrusive site investigations, to include analysis of soils, and groundwater if present, and a program of gas monitoring. In the event that planning permission were to be granted this could be secured by condition.

The provision of affordable housing

The proposal is for 42 residential dwellings. The comments received from Housing are noted. Policy CP6 requires a 'minimum of 35% of dwellings on sites of more than 15 or more net dwellings' to be in the form of affordable housing, subject to site viability. No affordable housing is proposed and a financial viability assessment has been submitted in this regard. This report has been considered by the District Valuer which concludes that the development would not be viable if affordable housing were provided on site or an affordable housing contribution in lieu of on site provision were to be sought. On this basis no objection is raised to the proposal in respect of policy CP6. It is noted that the developer used a figure of £161,577.00 for section 106 contributions in the financial viability assessment. This figure is considered to be too low as this figure is calculated to be in excess of £300,000 (SPA, open space and transport).

Flood risk and drainage issues

The site is within Flood Zone 1 and as such is considered to be at low risk of fluvial flooding. The application is supported by a drainage impact assessment and a soakaway assessment report which confirms that the use of infiltration drainage is not feasible on this site due to the low permeability of the underlying strata and shallow groundwater levels. The proposed strategy includes the use of a lined permeable pavement system to drain the parking area; a piped drainage system and cellular attenuation to drain the roof areas with a controlled runoff rate from the site to the surface water sewer. Hampshire County Council (HCC) as Lead Local Flood Authority, the Environment Agency (EA) and Thames Water have been consulted on this proposal. No response was received from the EA with no objection being received from Thames Water. HCC has raised no objection to the proposal to the submitted details but seeks a more detailed drainage strategy. This may be secured by way of condition in the event that planning permission were to be granted. On this basis no objection is raised to the proposal on flood risk and drainage terms.

Highway considerations

The application is supported by a transport statement which makes reference to the Council's Car and Cycle Parking Standards supplementary planning document (SPD) dated March 2012. Whilst the Council adopted a new car and cycle parking standard in November 2017, the applicable standard for this development ie one parking space for each dwelling (Older Persons housing, Active elderly) remains unchanged. This provision is less than the full standard which would otherwise have required two spaces per 2 bedroom dwelling. The application states that the proposal is intended for elderly persons of 60 years or older. It is not unreasonable to expect that residents of this age would own a car. Churchill Retirement Living did comment in the Car and Cycle Parking SPD consultation that the Council were requiring too many parking spaces, however the Council's Cabinet were satisfied that the proposed standard was correct when they adopted it in November 2017.

The Transport Statement includes a profile of ages of residents (using 2012 data) in other Churchill developments which shows a high proportion of residents to be 78 years or older, which may suggest that the profile may not be considered as "Active elderly" in terms of our parking standard. Further information from 8 other Churchill sites has been provided which does demonstrate that a ratio of 0.33 parking spaces per unit is acceptable.

The Council's parking standard does make provision for "Nursing and Rest Homes" to have 1 parking space for every 4 residents (not residential units) plus 1 space for each member of staff. This development of 27x 1 bed and 15 x 2 bed units potentially can accommodate 57 residents which would equate to 14 parking spaces plus spaces for staff. Notwithstanding this it is noted that the terms of the proposal are for self-contained elderly persons accommodation. As the Transport Statement refers to a Lodge Manager and other staff, there needs to be more parking spaces provided than shown on the site layout to accommodate the staff numbers.

In view of the nature of the development it is not a requirement that further visitor parking spaces should be provided, any vacancy of spaces would then be available for visitors. To achieve this it is recommended that the parking spaces are not allocated to residents. This may be secured by way of condition in the event that planning permission were to be granted.

The adopted Rushmoor Car and Cycle Parking Standards requires for new development that

each parking space should be 2.5m x 4.8m, the length of the space should be 6m for longitudinal parking, the spaces shown on the proposed site layout for this application appear to be only 2.4m wide.

The Council's parking standard requires that 5% of spaces are marked for disabled use and these spaces should have a 1.2m margin for access adjacent to the side of the parking space, no disabled parking spaces are shown on the site layout.

In view of the location and the lack of car parking a good facility is expected to be provided for mobility vehicles. The site layout shows a shelter for 5 scooters, which seems to be inadequate for 57 residents. If the development is to be considered as a Rest Home then there should be cycle parking for each member of staff (see comment above about the nature of the proposal). The Transport Statement considers the mobility scooter store to also provide this accommodation, which is not satisfactory for the reason stated above.

A further consequence of the reduced parking requirement will be the need for servicing access by hospital transport and delivery vehicles. Satisfactory consideration of this together with tracking information has been provided with this application.

This is a large development of 42 homes and it does not seem appropriate for the waste collection to be from Victoria Road, which is assumed to be the proposed arrangement in view of the location of the refuse stores. Victoria Road is narrow with limited space for vehicles to pass a refuse freighter and it is expected that the refuse collection should be from a vehicle entering the site.

The proposed vehicular entrance from Victoria Road is using a single point of access 4.5m wide with 1.5m footway on the western side which is satisfactory for the scale of the development. The proposed dropped kerb entrance would have a 2.4m x 43m sight line. It is expected that the development will also make arrangements with the highway authority for the reinstatement of the drives and raising the kerbs in front of the houses that will be demolished. This could be secured by condition in the event that planning permission were to be granted. A separate consent for works within the highway must first be obtained from the highway authority.

Based on the submitted information, and having regard to the commentary above, it is noted that no staff car parking has been provided, the size of the parking spaces do not comply with the Council's adopted standard, no disabled parking provision has been made, inadequate provision for mobility scooters and cycles has been made and it has not been satisfactorily demonstrated that acceptable refuse collection arrangements are provided. Given these concerns objection is raised to the proposal on highway grounds. It is noted that on site turning for refuse vehicles was approved for the Fern Hill Lodge development.

The proposal will represent an increase in the number of multi-modal trips to the site for 42 residential dwellings when compared to the existing 5 detached dwellings. Using the Hampshire Transport Contributions policy calculations this would equate to $(27 \times 3.7) + (15 \times 7) - (5 \times 7) = 170$ additional multi-modal trips which equates to $170 \times £230 = £39,100$. The Rushmoor Transport improvements list includes proposed improvements to cycle and pedestrian links from Cove to Farnborough along the Cove Road and Victoria Road corridor. Further to this, and in view of the use of this section of path by elderly often with mobility scooters to gain access to the town other similar developments on this frontage have included in their proposal the setting back of their front boundary and dedication of land to the highway to enable the formation of a 3m shared surface corridor which should be

included with this development. This may be secured by way of legal agreement/condition in the event that planning permission were to be granted. As such an agreement has not been completed objection is raised to the proposal in this regard.

Open space provision

The Local Plan seeks to ensure that adequate open space provision is made to cater for future residents in connection with new residential developments. "Saved" local plan policies OR4 and OR4.1 allow provision to be made on the site, or in appropriate circumstances a contribution to be made towards upgrading facilities nearby. The policy does not set a threshold of a particular number of dwellings or size of site above which the provision is required. Open Space requirements comprise three elements; amenity area/parkland, children's play area and sports pitches. Given the nature of the accommodation being proposed, a contribution in respect of amenity area/parkland is sought which is normally secured by way of legal agreement. No such agreement has been completed and objection is therefore raised to the proposal in this regard

Nature Conservation

The Rushmoor Thames Basin Heaths Special Protection Area Interim Avoidance and Mitigation Strategy is now in place. This includes the Suitable Alternative Natural Greenspace (SANG) at Bramshot within Hart in order to divert additional recreational pressure away from the Thames Basin Heaths Special Protection Area (TBHSPA) and the provision of a range of Strategic Access Management and Monitoring Measures to avoid displacing visitors from one part of the TBHSPA to another and to minimize the impact of visitors on the TBHSPA. The proposal meets the criteria against which requests to allocate capacity at the Bramshot SANG will be considered. The application is supported by a Thames Basin Heath Statement which concludes the development would not impact the Special Protection Area by virtue of the age of occupiers, the low parking provision, the restriction precluding pets from the development, availability of open spaces and occupancy levels. No mitigation has been sought for the submitted proposal in accordance with the above strategy. Natural England have been consulted in this application and do not agree with the conclusions made in this statement. As the development does not make an appropriate developer contribution to avoidance and mitigation measures, Natural England have objected to this proposal. As such the proposal does not mitigate its impact on the Thames Basin Heaths Special Protection Area and on this basis objection is raised to the proposal in this regard.

The Council's Ecologist has been consulted on this application and confirms that he has no record of protected species relevant to the application beyond those outlined in the ecology report. The proposals will not directly impact any sites of nature conservation value.

The ecology assessment established that the existing site supports a small day roost for pipistrelle bats. Under current guidance this roost is assessed as having low conservation significance although on a more local scale it is of raised interest. Given that the existing properties are to be demolished the roost will be lost. An outline mitigation strategy is detailed in the ecology report which is supported. If implemented under a licence from Natural England it will ensure there is no negative impact on the conservation status of bats as a result of the application.

There are also other mitigation measures outlined all of which are also supported. In addition the report recommends enhancements which will provide a "net gain" for biodiversity

as outlined in the NPPF. Given the species present in the local area it is recommended that the proposed house martin nest cups are replaced with swift boxes/swift bricks. It is recommended that specialist advice be sought from the Hampshire Swift group.

He raises no objection to this application on the grounds of biodiversity subject to the recommendations in the ecology report being implemented in full, including the bat mitigation strategy under a licence from Natural England. These measures may be secured by way of condition in the event that planning permission were to be granted.

Renewable energy and construction.

Following the Royal Assent of the Deregulation Bill 2015 (26 March 2015) the government's current policy position is that planning permissions should not be granted requiring or subject to conditions requiring, compliance with any technical housing standards for example the Code for Sustainable Homes, other than for those areas where authorities have existing policies. In Rushmoor's case this means that we can require energy performance in accordance with Code Level 4 as set out in policy CP3 of the Rushmoor Core Strategy. Whilst the applicant has indicated that ground source heat pumps and low energy lighting will be used, no detailed information has been provided by the applicant in this regard. As such it is considered that this matter may be satisfactorily addressed by way of condition in the event that planning permission were to be granted. On this basis no objection is raised to the proposal in terms of policy CP3.

Conclusion

In conclusion it is recognised that there are some benefits associated with the development in that it would meet a specific housing need within the community, provide employment during and post construction. It could also provide economic benefits in terms of support for local shops and services through the maintenance of the building/ garden and by future residents. However this is considered to be outweighed by the harm associated with the proposal set out above. The proposal is therefore recommended for refusal.

Full Recommendation

It is recommended that planning permission be **REFUSED** for the following reasons:

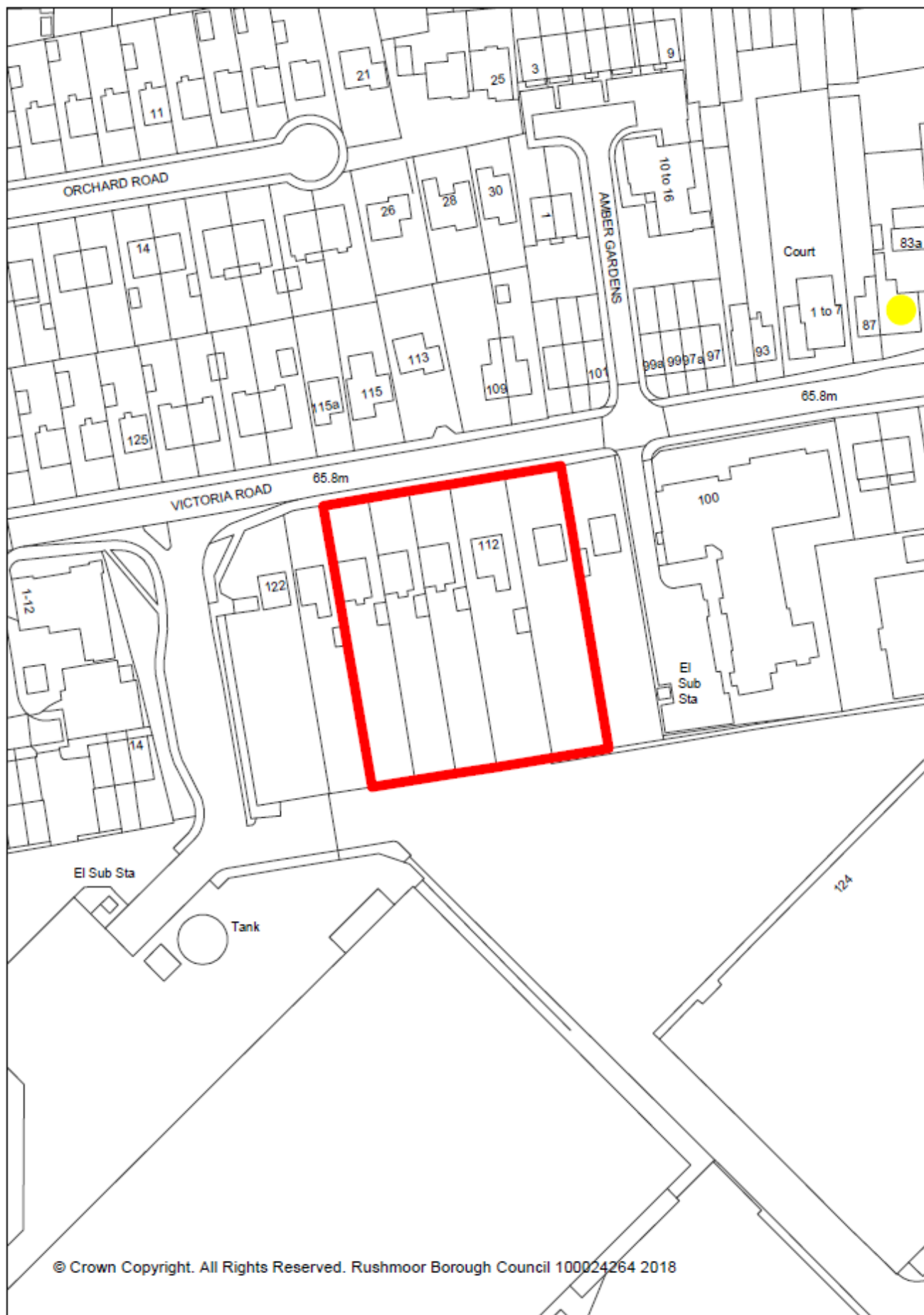
- 1 The proposed building would represent a significant change in height and massing resulting in unsympathetic building relationships between it and existing property to the detriment of the character of the area. This conflicts with "saved" local plan policy ENV16 and policy CP2 of the Rushmoor Core Strategy. Regard has also been had to policy D1 of the Rushmoor Local Plan Draft Submission June 2017.
- 2 The proposed first and second floor windows in the east elevation are considered to result in levels of overlooking between the development and 108 Victoria Road which would result in an unacceptable loss of privacy to these occupiers. In the context of Fern Hill Lodge, the cumulative impact of buildings would result in an unacceptable sense of enclosure to the occupiers of 108 Victoria Road. The proposal therefore conflicts with "saved" local plan policy ENV16 and policy CP2 of the Rushmoor Core Strategy.
- 3 The lack of kitchen windows serving flats 10, 16, 19, 31, 32, 34, 35, 36 and 37 would result in an unacceptable living environment for future residents by virtue of the lack of

natural light and ventilation. It represents poor design contrary to Policy CP2 of the Rushmoor Core Strategy.

- 4 The development is unacceptable in highway terms in that no staff car parking has been provided, the size of the parking spaces do not comply with the Council's adopted standard, no disabled parking provision has been made, inadequate provision for mobility scooters and cycles has been made and it has not been satisfactorily demonstrated that acceptable refuse collection arrangements can be provided. The proposal conflicts with the objectives of policy CP16 of the Rushmoor Core Strategy and the Council's adopted Car and Cycle Parking Standards 2017. Regard has also been had to policy IN2 of the Rushmoor Local Plan Draft Submission June 2017.
- 5 The proposal fails to address the impact of the development on the Thames Basin Heaths Special Protection Area as required by the habitats Regulations in accordance with the Council's Thames Basin Heaths Special Protection Area Interim Avoidance and Mitigation Strategy and is therefore contrary to Policy CP13 of the Rushmoor Core Strategy and NRM6 of the South East Plan. Regard has been had to policies NE1 and NE4 of the Rushmoor Local Plan Draft Submission 2017.
- 6 The proposed development would fail to make provision for open space contrary to the provisions of policy CP12 of the Rushmoor Core Strategy and "saved" policy OR4 of the Rushmoor Local Plan Review 1996-2011. Regard has also been had to policy DE6 of the Rushmoor Local Plan Draft Submission 2017.
- 7 The proposal fails to make an appropriate contribution to local transport projects and therefore does not meet the requirements of the Council's adopted supplementary planning document - Planning Contributions - Transport 2008 and "saved" policy TR10 of the Rushmoor Local Plan Review 1996-2011. Regard has also been had to policy IN2 of the Rushmoor Local Plan Draft Submission June 2017.

Informative

- 1 **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.







Victoria Road Contextual Elevation N.T.S

- Materials Key**
- 1. Heavy Angles the "Churchgate Road"
 - 2. Heavy Angles the "Churchgate Road"
 - 3. Heavy Angles the "Churchgate Road"
 - 4. Soft Faint Brick "New York City"
 - 5. Soft Faint Brick "New York City"
 - 6. Soft Faint Brick "New York City"
 - 7. Soft Faint Brick "New York City"
 - 8. Soft Faint Brick "New York City"
 - 9. Soft Faint Brick "New York City"
 - 10. Soft Faint Brick "New York City"



Victoria Road Elevation Scale 1:100



Churchill
Retirement Living

Churchill
Retirement Living

Churchill
Retirement Living

Churchill
Retirement Living

Churchill
Retirement Living

Elevation A



Elevation B



Materials Key

- 1. Medium weight tan brick
- 2. Medium weight red brick
- 3. Red brick
- 4. White brick
- 5. Medium weight tan brick
- 6. Medium weight red brick

0' 10' 20' 30'

Churchill Retirement Living

100155 - PAGE A



Main Entrance Contextual Elevation N.T.S



Main Entrance Elevation Scale 1:100

- Materials Key**
- 1. 10mm x 10mm x 10mm (100mm³)
 - 2. 10mm x 10mm x 10mm (100mm³)
 - 3. 10mm x 10mm x 10mm (100mm³)
 - 4. 10mm x 10mm x 10mm (100mm³)
 - 5. 10mm x 10mm x 10mm (100mm³)
 - 6. 10mm x 10mm x 10mm (100mm³)
 - 7. 10mm x 10mm x 10mm (100mm³)
 - 8. 10mm x 10mm x 10mm (100mm³)
 - 9. 10mm x 10mm x 10mm (100mm³)
 - 10. 10mm x 10mm x 10mm (100mm³)

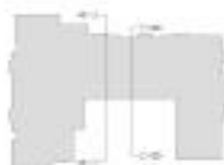


Sectional Elevation AA



Materials Key

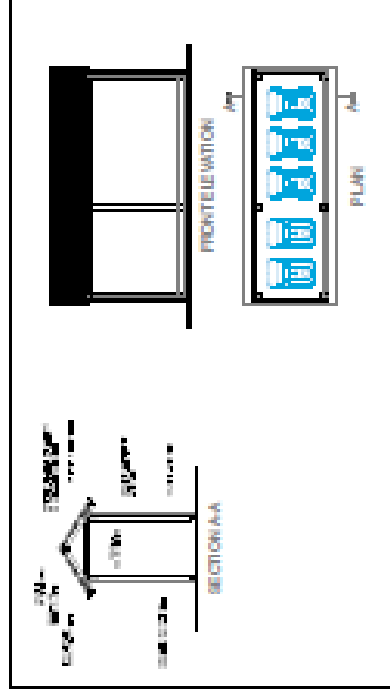
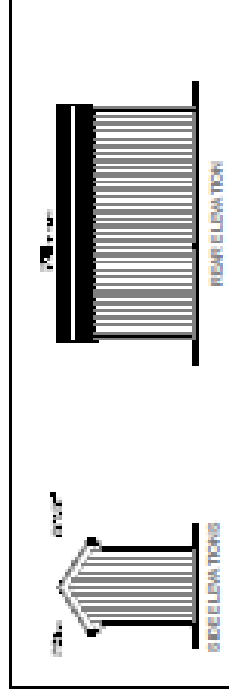
- 1. Heavy weight 12" 1240 weight steel
- 2. Heavy weight 12" 1240 weight steel
- 3. 4" x 8" 1240 weight steel
- 4. 4" x 8" 1240 weight steel
- 5. 4" x 8" 1240 weight steel
- 6. 4" x 8" 1240 weight steel
- 7. 4" x 8" 1240 weight steel
- 8. 4" x 8" 1240 weight steel
- 9. 4" x 8" 1240 weight steel
- 10. 4" x 8" 1240 weight steel



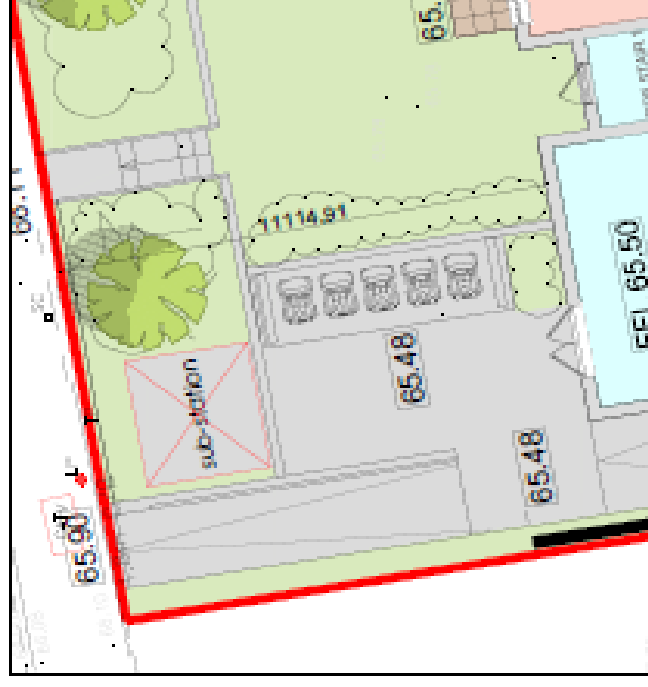
Sectional Elevation BB

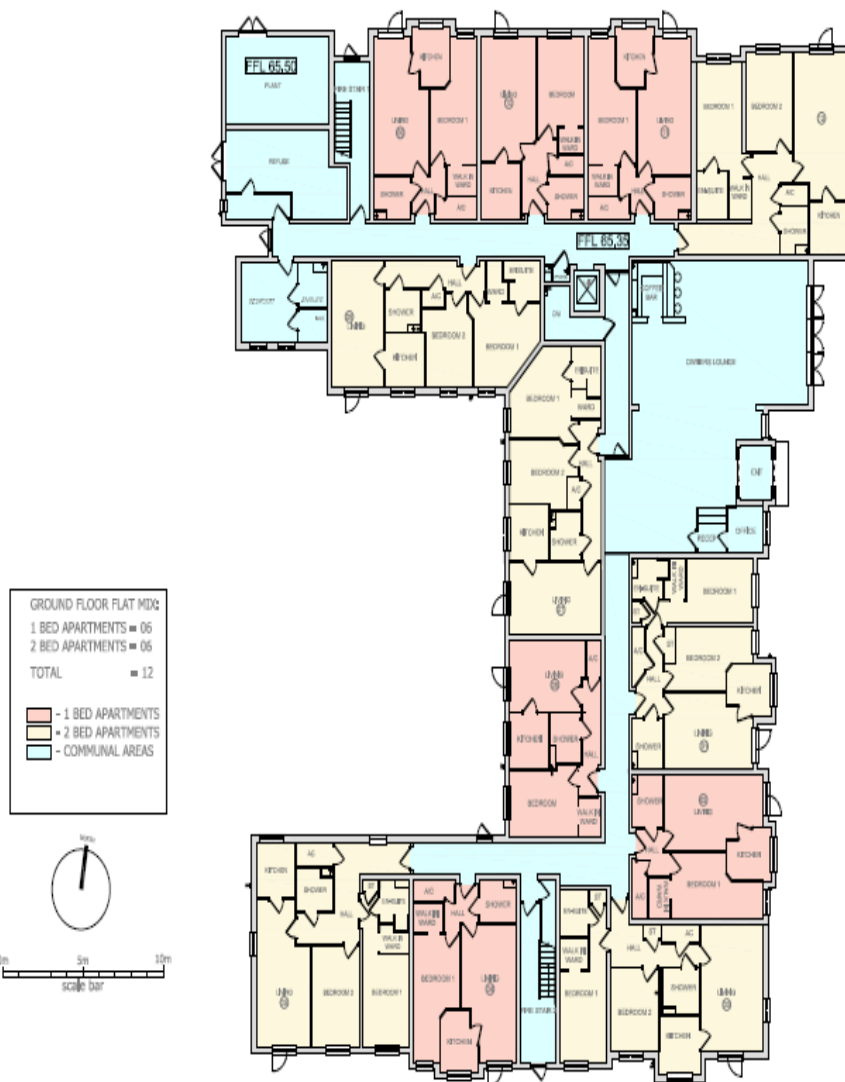


Buggy Store Details



Substation Elevations





FARNBOROUGH - Victoria Road, - Proposed Retirement Housing - Ground Floor Plan

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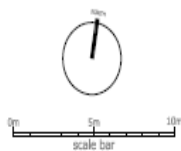
CHURCHILL
Retirement Living

Churchill
Retirement Living

Project:
Proposed Retirement Housing
100-108 VICTORIA ROAD
FARNBOROUGH
HANTS PO14 3PB

Project:
GROUND FLOOR PLAN

100-108 VICTORIA ROAD
FARNBOROUGH
HANTS PO14 3PB
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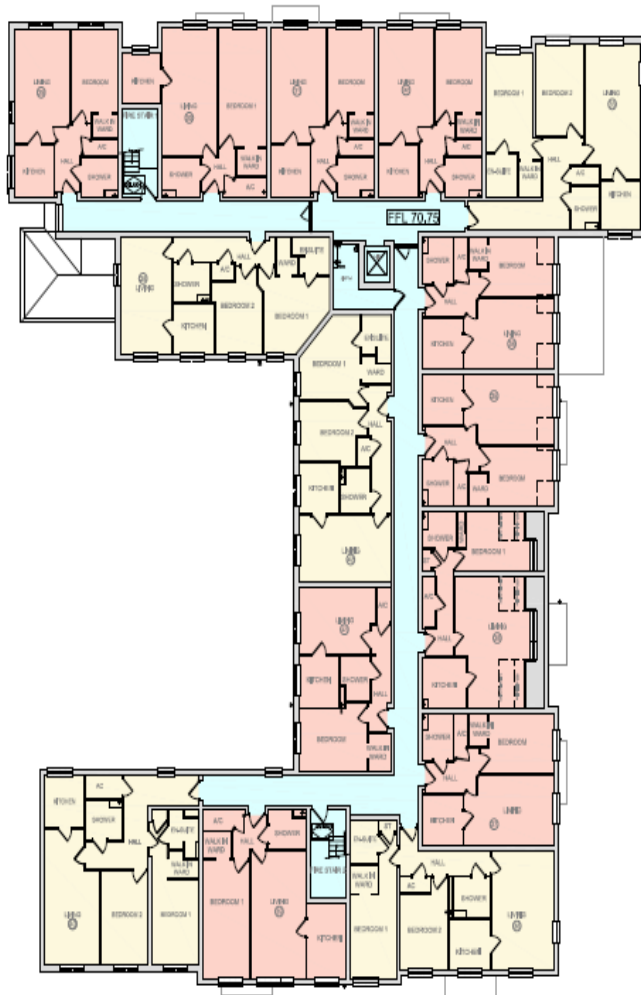
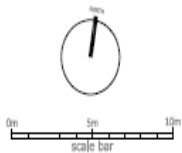


Log	5000 @ 40	Yes	Yes
Open	5000	Open	
Comments			

10093FB-PA03 A

SECOND FLOOR FLAT MDG:
 1 BED APARTMENTS = 10
 2 BED APARTMENTS = 05
 TOTAL = 15

- 1 BED APARTMENTS
 - 2 BED APARTMENTS
 - COMMUNAL AREAS



FARNBOROUGH - Victoria Road, - Proposed Retirement Housing - Second Floor Plan

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Churchill
 Retirement Living

Project: Hospital Retirement Housing
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Drawn: SECOND FLOOR PLAN

Scale: 1:1000 @ A4
 Date: 08/05/17
 Project: 10093FB
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