

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 Bishop
Application No.	19/00260/FUL
Date Valid	17th April 2019
Expiry date of consultations	8th May 2019
Proposal	Creation of new car park with associated works
Address	<b>Proposed Car Park Site Kennels Lane Farnborough Hampshire</b>
Ward	Cove And Southwood
Applicant	Rushmoor Borough Council
Agent	Mr Ammar Ahmed
Recommendation	<b>GRANT</b>

### Description

The site is located on the north east side of Kennels Lane. It is a component part of the former Southwood golf course. It comprises a raised tee and part of the tree lined fairway. Southwood Woodland Suitable Alternative Green Space lies to the west/north west of the site. The remainder of the former golf course lies to the north and north east. An area of woodland lies to the south which separates this part of Kennels Lane from the new Ively Road. A data centre complex within Hart lies beyond. The closest residential properties within Rushmoor are at 1 and 2 Kennels Lane, 150 metres to the north of the site. The closest residential properties to the site within Hart are 128 and 130 Ively Road, 150 metres to the south east. There are two single track access roads which run parallel with the western boundary. One serves 1 and 2 Kennels Lane and one was a maintenance access route for the golf course. Both have access onto Kennels Lane which is a cul de sac. Trees which line the access road to 1 and 2 Kennels Lane are subject to Tree Preservation Order 250. There are no formal access arrangements currently in place across the site or the former golf course. However, at time of the site visit for this application, following the closure of the golf course members of the public are using the former golf course for informal recreation including dog walking.

### Background and relevant planning history

One of the Council's key priorities is to help deliver the regeneration of the Borough's town centres, whilst at the same time providing new housing to meet existing and future needs. The

Rushmoor Local Plan guides the scale, type and location of such development in the Borough. To deliver the housing target in the Local Plan, mitigation must be provided to offset the potential recreational impact on the Thames Basin Heaths Special Protection Area arising from new homes.

One element of the mitigation required is Suitable Alternative Green Space (SANG) which must be newly accessible areas of open space where the public can pursue informal recreational activities that are free of charge. The aim of SANG is to dissuade residents from using the heathland with its protected plants and wildlife.

In December 2017 Cabinet resolved to close Southwood golf course at the end of the contract period to provide SANG. In 2018 the operators went into voluntary liquidation prior to the end of their contract. The golf course closed and the site transferred back to the Council.

The Council has been working with Natural England to bring forward plans to convert the site to parkland and identify complementary additional uses for the site. To enable the SANG to open as soon as practicable a phased approach has been adopted. The initial phase is on the area of the former golf course to the west of Ively Road.

For the first phase of development Natural England has confirmed that the following are required

- 2.4km circular walking route
- fencing along the boundary with Ively Road (approximately 160 metres)
- interim signage to explain the purpose of the SANG and its ecological/recreational value
- car parking and
- an interim management plan to guide the continued implementation of the SANG to deliver its full capacity

It is noted that as the golf course site is a recreation use, planning permission is not required for the use of the land as public open space.

In July 2018 Hart District Council granted planning permission for 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 181 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 on land at Hartland Park Bramshot Lane Fleet (to be known as Hartland Village).

It is noted that Rushmoor objected to the consultation received from Hart for this application in

September 2017.

In January 2018 Hart granted planning permission for land at Kennels Lane for the change of use 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. The supporting documentation with this application indicated 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.

Part of that site is located within Rushmoor. The corresponding planning application was considered by the Development Management committee held on 13 September 2017 with planning permission being granted on 14 September 2017.

The current proposal seeks the creation of a new car park which consists of two areas. The main car park comprises 31 spaces including 2 for disabled use, two 5 metre high lighting columns, 4 timber lighting bollards located in each corner of the main car park site and 6 Sheffield style cycle stands. An overflow car park is also proposed, separated from the main car park by 6 drop bollards. Two curved bunds are proposed to enclose the overflow car park to the north east and south east boundaries, each some 28 metres in length, 1.5 - 2.5 metres in width and 1 metre in height. Minor regrading of part of the main car park is also proposed. The main car park would be surfaced in a combination of stabilised gravel and reinforced grass infill. The overflow car park would be surfaced in turf mesh. A new vehicular entrance is proposed from the existing maintenance access with three planters to control access into the car park. A height restriction barrier of just over two metres is proposed at the junction of the maintenance access track with Kennels Lane, with alterations to the visibility splays. A metre high galvanised steel gate is also proposed. The proposal will result in the removal of Scots Pine on the edge of the fairway, part of a small group of Birch and Sweet Chestnut and Oaks to facilitate the development and proposed access arrangements.

The application is accompanied by a Design and Access statement, an Arboricultural Impact Assessment and BS5837 Tree Survey, a Phase 1 Habitat Survey, a species surveys and assessment 2018-19 interim report and a ground level tree survey for bats.

## **Consultee Responses**

HCC Highways Development Planning	raises no objection subject to conditions
Ecologist Officer	raises no objection subject to conditions.
Environmental Health	raises no objection to the proposal.
Environment Agency	does not wish to be consulted on this development.
Natural England	raises no objection to the proposal.
Planning Policy	raises no objection to the proposal.
Arboricultural Officer	raises no objection subject to conditions
Hart District Council	raises no objection to the proposal.

## **Neighbours notified**

In addition to posting a site notice on Kennels Lane, individual letters of notification were sent to 1 and 2 Kennels Lane, Qinetiq Cody Technology Park, 128 and 130 Ively Road, Ark Data Centres based in Corsham, St Edward Homes (developer of Hartland Park), Hartland Village Fleet.

## **Neighbour comments**

One letter of representation has been received from 21 Comfrey Close in respect of this proposal making the following comments:

- an excellent proposal for SANG using area of old golf course;
- number of parking spaces (not inclusive of overflow area) does not seem to be adequate for what will be a well used facility;
- security of the car park should be built in from the outset as this area has a history of fly tipping and general "abuse";
- provision of CCTV should be considered and height barrier and gate made fit for purpose to prevent unauthorised occupation of land.

## **Policy and determining issues**

The site is within the countryside and is designated as open space in the Rushmoor Local Plan 2019. Policies SS1 (Presumption in favour of sustainable development), SS2 (Spatial Strategy), IN1 (Infrastructure and Community facilities), IN2 (Transport), DE1 (Design in the built environment), DE6 (Open space, sport and recreation), DE10 (Pollution), NE1 (Thames Basin Heaths Special Protection Area), NE3 (Trees and landscaping), NE4 (Biodiversity), NE5 (Countryside), NE6 (Managing fluvial flood risk) and NE8 (Sustainable drainage systems) are relevant.

The main determining issues are the principle of development, the impact on the character of the area, the impact on adjoining occupiers, flood risk, nature conservation and highway impact.

## **Commentary**

### The principle of development

Rushmoor Borough Council together with Natural England and ten 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 NE1 of the Rushmoor Local Plan. Hence, mitigation measures are required to address the potential adverse recreational effects of net new residential development in the vicinity of the Thames Basin Heaths Special Protection Area.

This mitigation as set out in planning policy requires:

- A minimum of 8 hectares of SANG land to be provided in perpetuity per 1,000 new occupants

## - Contributions towards Strategic Access Management and Monitoring measures

In order to satisfy the requirements of the Conservation of Habitats and Species Regulations 2010, the Thames Basin Heaths Delivery Framework (the content of which has been agreed by Natural England) must be satisfied, and is reflected in relevant planning policy. There are various proposals for the creation of the wider SANG site including the provision of car parking in line with Natural England's requirements. On this basis the principle of development is considered to be acceptable subject to consideration of the following matters.

### The impact on the character of the area

The cul de sac part of Kennels Lane is informally used for parking purposes by users of Southwood Woodland. Given the introduction of a new SANG it is acknowledged that formal car parking provision to serve this expanded recreational area is required. To this end and having regard to the location of the existing maintenance access which served the former golf course, the proposed car park is considered to be in a location which would have the least visual impact on the character of the area whilst meeting the functional requirements of the proposed SANG. It is acknowledged that the proposal will have an impact on the countryside character of the area by virtue of the size of the car parks and the use of materials and ancillary structures associated with the car park. However given the relatively small area affected in the context of the overall SANG to be created, no objection is raised to the proposal in this regard.

The site is predominantly grass with trees to its boundaries with the remainder of the former golf course, the maintenance access track and Kennels Lane. The proposal will result in the removal of some of these existing trees. The Arboricultural Officer has been consulted on this application. He raises no objection subject to the imposition of a condition securing the implementation of tree protection measures during development. The mitigation tree and shrub planting proposed as part of the proposed SANG and the large number of trees which are retained in the surrounding area are considered to result in no material harm to the sylvan character of the area. No objection is raised to the proposal in visual amenity terms.

### The impact on adjoining occupiers

The closest residential occupiers are located at 1 and 2 Peartree Cottages, which are enclosed by Southwood Woodland and 128 and 130 Ively Road both over 150 metres from the closest part of the proposed car park. Given the size of the proposed car parking facilities, the separation distances proposed, intervening trees and shrubs which are to be retained and the extant recreational use of the site and the wider area, no material harm to adjoining occupiers is considered to result.

### The Water Environment

The site is located within an area which is at very low risk of flooding as defined by the GOV.UK Environment Agency website. The Environment Agency was consulted on this application but advises that the proposal is for development it does not wish to be consulted on. The proposal will result in minor changes to the topography of the site and introduce hardsurfacing. However, given the bund will be a landscape feature and as the surfacing of the car parking will be permeable, with the wider area generally remaining as open grass with trees and shrubs, no objection is raised to the proposal in terms of flood risk or the wider water

environment.

### Nature conservation

The site is part of a former golf course. Natural England has been consulted on this application and advises that based on the plans submitted, the proposed development will not have significant adverse impacts on statutorily protected nature conservation sites. As such it raises no objection to the proposal.

Natural England has provided generic advice on other natural environment issues which have been considered in more detail by the Council's Ecologist. In raising no objection to the proposal she recommends conditions relating to the provision of lighting in relation to the local bat population and safeguarding of badgers during construction (there is an inactive sett within 25 metres of the proposed works with a large main sett within Southwood Woodlands). A condition is also recommended concerning the height of the grass to be maintained within the car park in relation to foraging reptiles. As the Council will be maintaining this site and the wider proposed SANG and the likely enforceability of such a condition, it is considered more appropriate for this requirement to be included within the management plan for the wider SANG. As such it is proposed to include this as an informative. It is also noted that there is no opportunity for any bat roosting within the trees to be felled and therefore no mitigation is required in this regard. Subject to the above no objection is raised to the proposal on nature conservation grounds.

### Highway considerations

The County Highway Authority has been consulted and notes that the access to the car park will utilise the existing maintenance entrance from Kennels Lane. The applicant has provided further details on the proposed visibility splays onto Kennels Lane which satisfies the requirements of the highway authority. Subject to the imposition of a condition to secure such access arrangements no objection is raised to the proposal in highway terms.

The highway authority queries on the siting of the planters which appear to restrict access into the car parking but does not raise objection. The planters are part of the management of the SANG which will limit unauthorised occupation of the car parks and access to the wider open space beyond.

The proposal is considered to be acceptable in principle and have acceptable impacts on amenity, flood risk, nature conservation and highway safety.

### **Full Recommendation**

GRANT planning permission subject to the following conditions and informatives:

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

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

- 2 All excavations will be covered overnight or a ramp provided for any period when the site is inactive.

Reason - To ensure no harm to foraging badgers.

- 3 All lighting installed within the car park shall be switched off between the hours of 7pm and daybreak and incorporate the following features:

- the luminaires on the lighting columns will be downward facing and fitted with cowls;
- the lights shall be fitted with motion sensors which are only operational between the approved hours as set out above;
- levels of illumination shall not be more than 1 lux at the woodland edge; and
- the sources of illumination shall be in the warm white spectrum (ideally <2700 Kelvin)

Reason - To minimise disturbance to foraging bats in the area.

- 4 The development shall not be occupied until the vehicular entrance is constructed and lines of sight of 2.4 metres by 43 metres provided in accordance with the approved plans. The lines of sight splays shown on the approved plans shall be kept free of any obstruction exceeding 600mm in height above the adjacent carriageway and maintained thereafter.

Reason - To provide satisfactory access and in the interests of highway safety.

- 5 The proposed surfacing shall not be made of migratory materials or provision shall be made to stop any migratory materials overflowing onto Kennels Lane.

Reason - To avoid discharge of material onto the highway.

- 6 The development shall take place in accordance with the Arboricultural Impact Assessment and Appendix 1 Method statement (for the protection of trees during development) and Tree Protection Plan.

Reason - To minimise the harm to trees to be retained during development.

- 7 The bunds hereby approved shall be seeded with grass seed or turfed in the first available seeding/planting season and thereafter maintained as grassed bunds.

Reason - In the interest of the visual amenities of the area.

- 8 The permission hereby granted shall be carried out in accordance with the following approved drawing numbers - 001, 003, 004, 005, 006, 007, 008, 009 and HCC10/L/015.

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

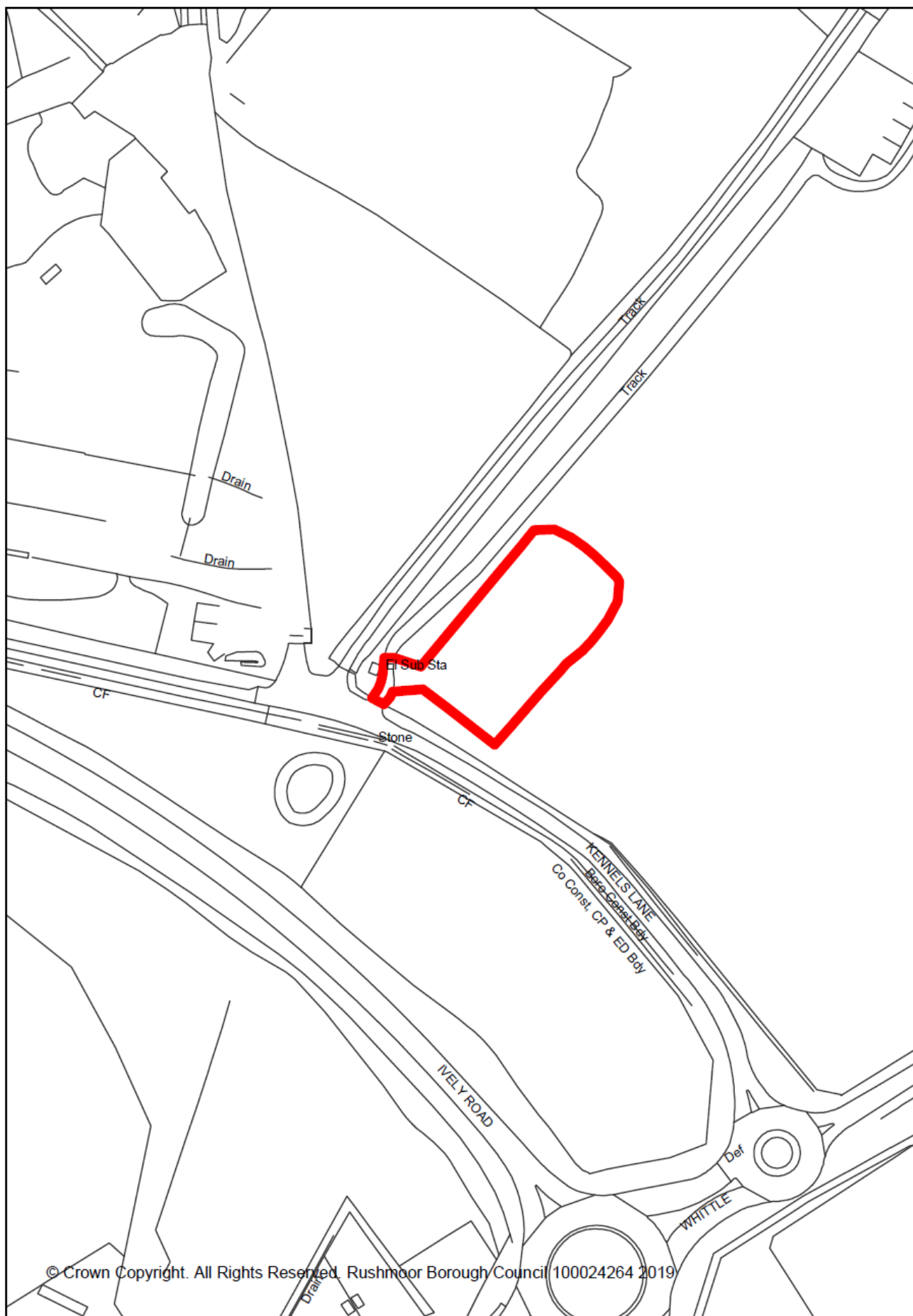
### **Informatives**

- 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

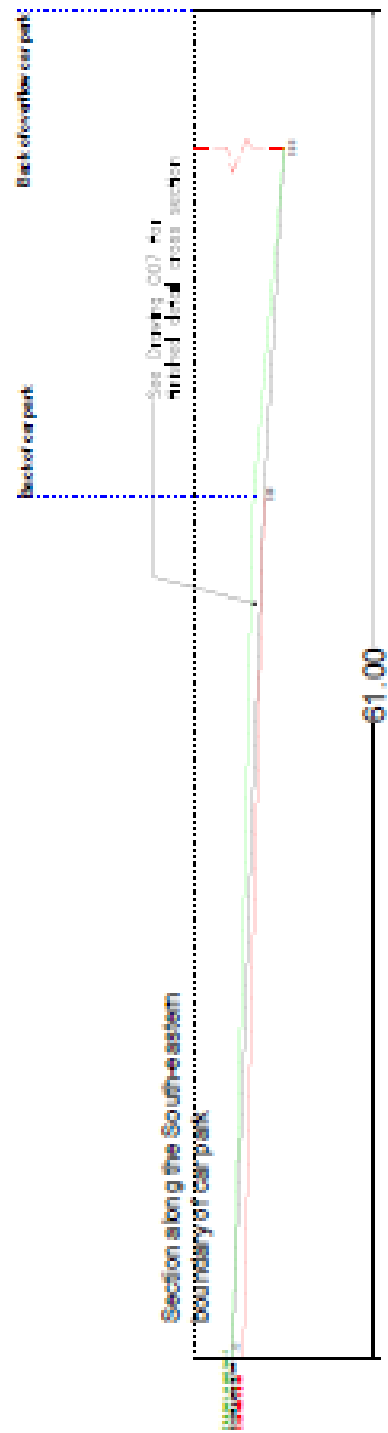
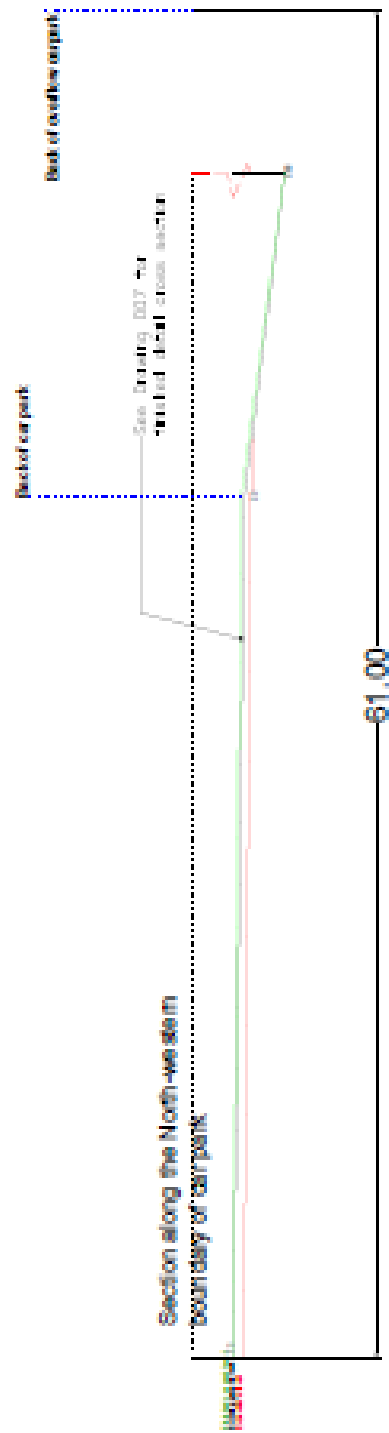
amendments both before and after submission, in line with the National Planning Policy Framework.

- 2     INFORMATIVE - REASONS FOR APPROVAL- The Council has granted permission because the proposal is considered to be acceptable in principle and have acceptable impacts on amenity, flood risk, nature conservation and highway safety. It is therefore considered that subject to compliance with the attached conditions, and taking into account all other material planning considerations, including the provisions of the development plan, the proposal would be acceptable. This also includes a consideration of whether the decision to grant permission is compatible with the Human Rights Act 1998.
- 3     INFORMATIVE - Before construction commences all workers should attend a badger tool box talk.
- 4     INFORMATIVE - The applicant is advised to keep all grass within the car parking areas short to ground level having regard to the presence of reptiles in the wider area. It is envisaged that this will be included for the maintenance plan for the proposed SANG on the former golf course site.







[illegible]

**KEY**

Water

Hard Paved

Soft Paved

**NOTES**

**RUSHMOOR**  
BOROUGH COUNCIL

Environment (Planning and Building)  
Highways (Highways)

PLANNING  
and BUILDING

Planning Policy and  
Development

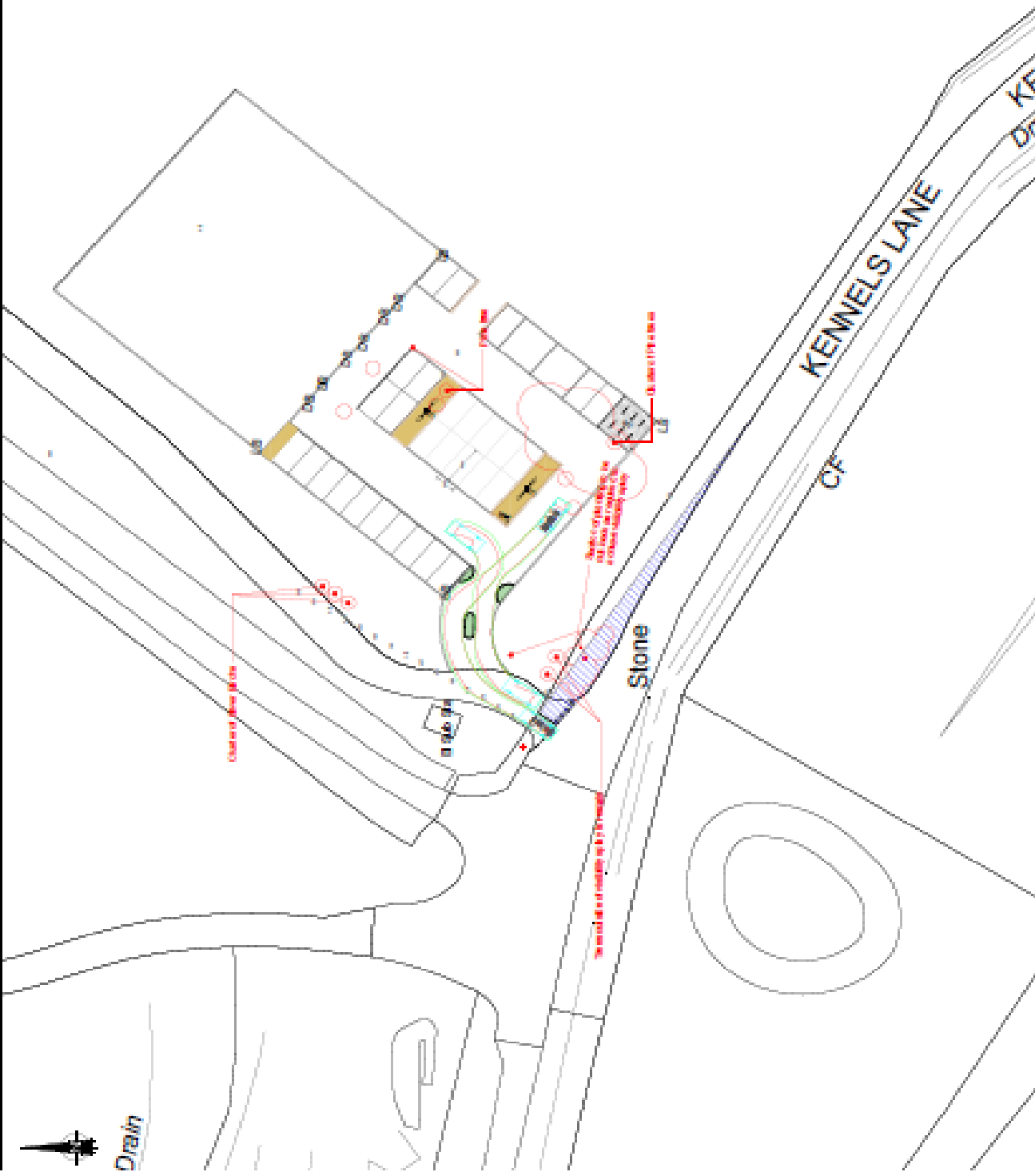
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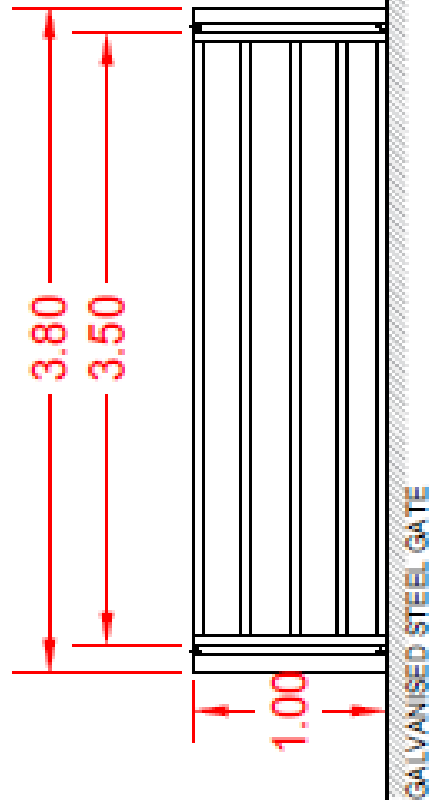
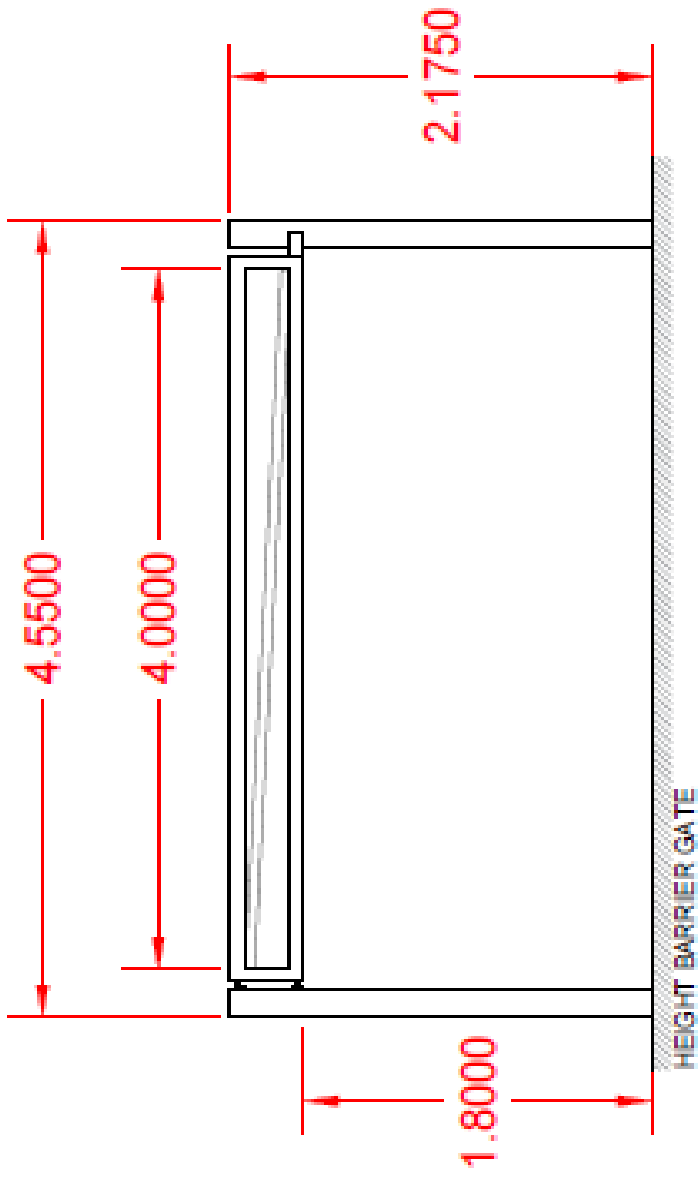




**KEY**

**NOTES**

1. All dimensions are in millimetres unless otherwise stated.



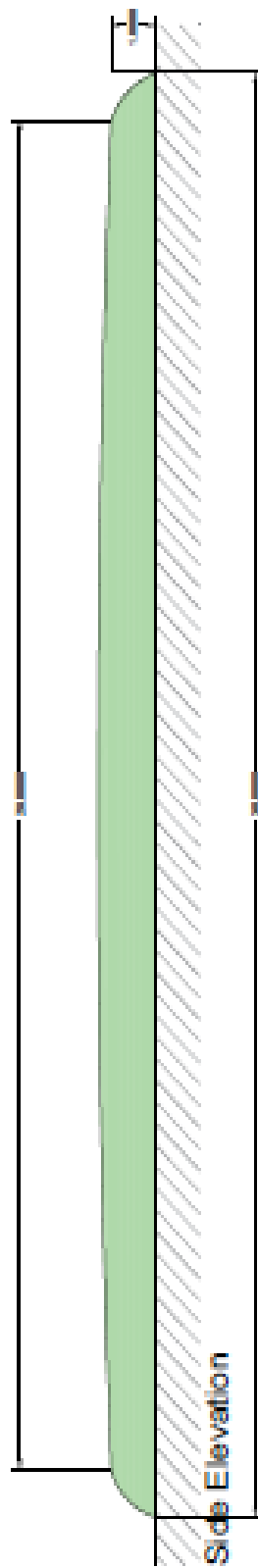
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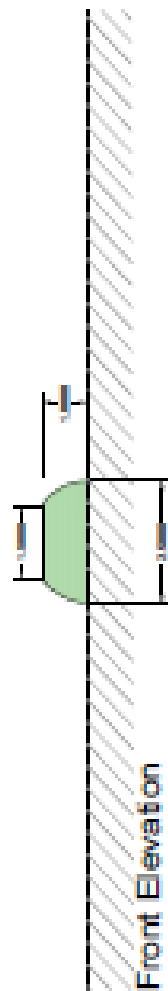
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Journal of Interpersonal Violence



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