

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/ Maggie Perry
Application No.	19/00341/FULPP
Date Valid	15th May 2019
Expiry date of consultations	14 <sup>th</sup> June 2019
Proposal	Demolition of existing bungalow and erection of a two-storey extension to existing doctors' surgery with provision of additional car and cycle parking
Address	<b>68 - 70 Giffard Drive, Farnborough, Hampshire</b>
Ward	West Heath
Applicant	Giffard Drive Surgery
Agent	Mrs Rebecca Lord
Recommendation	<b>REFUSE</b>

### **Description**

The site is located at the junction of Giffard Drive and Brabon Road and comprises 68 and 70 Giffard Drive. 68 Giffard Drive is a previously extended detached two storey building in use as a doctors' surgery with associated areas of hardsurfacing to the front and side in use as car parking. The surrounding uses are residential in nature and characterised for the most part by two-storey housing.

The surgery currently provides nine consulting/treatment rooms with associated offices, kitchen/staff room and waiting area. The patient list comprised 9100 patients as of April 2018. The current opening hours are 8.30am 8pm on Mondays, 8.30am to 6.30pm Tuesdays to Fridays, every seventh Friday open until 8pm and alternate Saturdays 8.30am to 12.15pm. Vehicular access is from both Giffard Drive and Brabon Road. Four car parking spaces have access onto Giffard Drive, one of which is for disabled use. Eight car parking spaces have access onto Brabon Road.

70 Giffard Drive forms part of the site and lies to the north of the doctors' surgery. It comprises a detached bungalow with gardens to the front and rear. It has a drive with vehicular access from Giffard Drive. 72 Giffard Drive is to the north of the site and comprises one of a pair of two-storey semi-detached houses with car parking to the front and access from Giffard Drive.

8 Brabon Road lies to the east of the site and comprises one of a pair of two-storey semi-detached houses. This property has a drive to the front and side, and access from Brabon Road. There is a detached garage which forms part of the common boundary with the application site.

There is a regular bus service on Giffard Drive. Blunden Hall is located at the end of Blunden Road. This is a community/recreational building which serves the Brookside pre-school and the surrounding recreation ground. Blunden Hall has a public car park which is free. There is a footpath link from the Blunden Hall car park to Giffard Drive some 125 metres to the west of the site. This footpath also crosses Cove Brook.

## **Relevant Planning History**

### *The Application Site*

In March 1990 planning permission, RSH 6826, was granted for the erection of a first floor extension over the existing single-storey surgery. This permission, which was implemented, included a condition which required that the first floor windows in the north and east elevations were completed in obscure glazing with any opening vents being inward opening only, all to be thereafter maintained in that condition. This was implemented.

In 2004 planning permission, 04/00945/FUL, was granted for the demolition of the existing bungalow at 70 Giffard Drive and the erection of a two-storey extension to the surgery (11.5 metres by 13.5 metres) with external works and car parking. The ridge height for the two-storey element of the extension was set down from the main ridge of the existing surgery building (some 7.4 metres). The first floor element of the proposal was set in from both the side and rear boundaries with 72 Giffard Drive and 8 Brabon Road to ensure that satisfactory building relationships resulted. Furthermore the approved footprint was set back from the front elevation of the existing surgery. It was to be built in materials to match the existing building. A total of 14 car parking spaces were approved to serve the extended premises. It is noted that on that occasion the applicants advised that the proposal would not result in an increase in the number of patients (at that time a patient list of 7300 was referred to in the submitted development statement. Condition 3 attached to this permission allowed a patient list of up to 7500). This permission was not implemented.

In July 2018 a planning application, 18/00489/FULPP was submitted for the demolition of the existing bungalow at 70 Giffard Drive and the erection of a two storey extension to the surgery (some 11.4 metres by just under 15 metres) with provision of additional car and cycle parking. A terrace/planting area on the east side of the building was shown to be used as a courtyard garden. The design of the extension was proposed to mirror of the existing building with a gabled pitched roof set just below the existing ridge line resulting in a valley between the existing building and proposed extension.

The proposed external materials included aluminium windows, doors, rooflights, louvres, fascia and gate in a dark grey finish and buff coloured facing brick. Internal alterations associated with the improvement of the surgery and new windows/doors were proposed in the existing building to match those proposed in the extension. Vehicular access remained from both Brabon Road and Giffard Drive with nine spaces shown from Brabon Road and nine spaces from Giffard Drive, two of which were shown for disabled use. The patient entrance was proposed on the Giffard Drive elevation with the staff entrance proposed on the Brabon Road elevation. Cycle parking for seven cycles were proposed adjacent to the bin store on Giffard Drive.

As proposed, the extended building was to provide sixteen consulting/treatment rooms with associated meeting room, offices, kitchen/staff room and waiting area.

This application was due to be considered at the Development Management committee to be held on 12 September 2018 with a recommendation for refusal for the following reasons:

1. *The development is unacceptable in highway terms in that inadequate car parking provision has been provided which would be likely to encourage the parking of vehicles on the public highway interrupting the free flow of traffic to the detriment of highway safety. Moreover it has not been satisfactorily demonstrated that alternative car parking facilities are available in perpetuity to address the shortfall, in part or in whole, in car parking provision. In addition the submitted travel plan does not set out any targets to reduce the use of the private car. The proposal therefore 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.*
2. *By virtue of its footprint, massing and width the proposed building does not respect the character and appearance of the local area. As such the proposal is considered to conflict with policies CP1 and CP2 of the Rushmoor Core Strategy and "saved" local plan policy ENV17. Regard has also been had to policy D1 of the Rushmoor Local Plan Draft Submission June 2017 as proposed to be amended.*
3. *By virtue of the proximity, footprint, massing, width and height of the building the proposal is considered to result in an unacceptable loss of light and outlook and create an unacceptable sense of enclosure and overbearing impacts to residents of 72 Giffard Drive and 8 Brabon Road. As such the proposal conflicts with policy CP2 of the Rushmoor Core Strategy and "saved" local plan policy ENV17.*
4. *In the absence of a flood risk assessment it has not been demonstrated that the proposal has satisfactorily addressed the issue of flood risk. As such the proposal conflicts with the objectives of policy CP4 of the Rushmoor Core Strategy and paragraph 165 of the National Planning Policy Framework. Regard has also been had to policy NE6 of the Rushmoor Local Plan Draft Submission 2017 as proposed to be amended."*

The applicant withdrew the application on 10 September 2018 prior to determination.

In November 2018 a revised scheme was submitted (ref: 18/00818/FULPP) which was almost identical to the one submitted in July 2018. A Members' site visit took place on 5 January 2019. The application was refused at Planning Committee on the 16<sup>th</sup> January 2019 (Decision issued 17<sup>th</sup> January 2019) for the following reasons:

1. *In the absence of any confirmed arrangement to provide additional off-site car parking facilities in perpetuity, the development is unacceptable in highway terms in that inadequate car parking provision is provided. In addition the submitted travel plan does not set out any targets to reduce the use of the private car. The proposal therefore 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.*
2. *By virtue of the proximity, footprint, massing, width and height of the building the proposal is considered to result in an unacceptable loss of light, outlook, sense of enclosure and overbearing impact on neighbouring residential properties at 72 Giffard Drive and 8 Brabon Road. The proposal therefore conflicts with policy CP2 of the Rushmoor Core Strategy and "saved" local plan policy ENV17. Regard has also been had to policy D1 of the Rushmoor Local Plan Draft Submission June 2017 as proposed to be amended.*

#### *Other Relevant Planning History*

As reference is made in the submitted travel plan to Blunden Hall, Blunden Road, the following planning permission is considered relevant. In 1999 planning permission, 99/00306/RBCRG3, was granted for the demolition of the existing and the erection of a replacement hall for uses including field study centre, canoe store and other facilities. This permission has been implemented. Thirty car parking spaces were approved for this facility, of which three were for disabled use. (Officer note: there are 37 spaces on site, of which two are for disabled use). A gated single lane entrance from Blunden Road serves the site. This was implemented and remains the access arrangement at time of writing.

Reference is made to the Voyager project in the supporting documentation. Whilst assertions are made in the planning support statement that no provision has been made through the planning system for any increased capacity to meet the demand for essential primary healthcare services in the locality, the following planning permission is considered relevant.

In November 2017 planning permission, 17/00787/COUPP, was granted in respect of the Voyager Building, Apollo Rise, Southwood Business Park, Farnborough for the installation of secure bin and covered cycle store outbuildings; and change of use of existing offices (Use Class B1) to community healthcare resources hub (Use Class D1) for healthcare delivery for Farnborough. When fully operational the proposal assumed that the approved building would be open for patient care between the hours of 8am and 8pm seven days a week. A range of primary and community services would be available including General Practitioner/Nurse Practitioner appointments, as

well as Urgent Care services, Community Care services and Community Mental Health services. The building was acquired in March 2019 in negotiations against a backdrop of a Compulsory Purchase Order which was served in the autumn of 2018 and subsequently confirmed.

### **Consultee Responses**

Environment Agency:	Advised that they do not wish to be consulted on this development.
HCC Highways Development Planning	Raised a holding objection to the application, pending confirmation of the availability of staff car parking at Blunden Hall and the submission of an amended Travel Plan.
Hampshire Fire & Rescue:	Advised that the development should be undertaken in accordance with Approved Document B5 of the Building Regulations and section 12 of the Hampshire Act 1983. Advisory comments are also given in relation to access for high reach appliances, water supplies, fire protection, testing of fire safety systems, fire fighting and the environment and timber framed buildings.
Environmental Health	Raised no objection to the proposal subject to conditions.
Planning Policy:	Provided the local and national policy context for the proposal.
Surface Water Drainage Consultations:	Advised that due to the size of the development there is no need for the Lead Local Flood Authority to comment on the proposal.
Thames Water	Raised no objection to the proposal in terms of waste water network or process infrastructure capacity. With regard to surface water, raises no objection to the proposal provided that the developer follows the sequential approach to the disposal of surface water. Prior approval is required from Thames Water if the developer proposes to discharge into the public sewer. It also provides advice on proximity of development to public sewers.

### **Neighbours/ previous contributors notified**

In addition to posting two site notices (one outside the site on Giffard Drive and one outside Blunden Hall) 135 individual letters of notification were sent to properties in:

Beta Road, Birchett Road, Brabon Road, Broom Hill Road, Burnsall Close, Canterbury Gardens, Chamomile Gardens, Chaucer Road, Cherrywood Road, Church Lane,

Churchill Crescent, Clouston Road, Coleville Road, Farnborough Road, Fennel Close, Fernhill Road, Fleet Road, Giffard Drive, Glebe Road, Grace Bennett Close, Horn Road, Houseman Road, Kempton Court, McNaughton Close, Nightingale Close, Northcote Road, Northcott Gardens, Nutmeg Court, Oldwood Chase, Pinewood Park, Prospect Avenue, Prospect Road, Salisbury Road, Saltram Road, Sandy Lane, Shepherds Walk. St John's Road, Sycamore Road, Victoria Road, Wren Way, and York Road in Farnborough. Letters were also sent to contributors in White Lane, Ash Green; Fire Acre Road, Ash Vale; Barton Road, Bramley; Southlands, Chineham, Basingstoke; Arun Court and Crossborough Gardens, Basingstoke; Hayes Way, Beckenham; Nugent Close, Church Crookham; The Bridal Path, Ewell, Compton Way, Farnham; Wood Lane, Fleet; Farnham Road, Guildford; Compass Field, Hook; Briggate, Knaresborough; Gateway Drive, Leeds; London Road, Mitcham; Cedar Drive, Southwater; Bellmans Cop, York and Vineyard Hill, Wimbledon.

### **Neighbour comments**

Representations from 57 Beta Road and 87, 91 and 93 Giffard Drive including CDs showing photos of issues with car parking associated with the surgery (parking on pavements, parking on the junction of Brabon Road and Giffard Drive, haphazard parking etc) have been received raising objections to the proposal.

The following provides a summary of a total of 4 representations of Objection:

- The proposed extension would result in visual harm when viewed from neighbour's rear garden;
- Noise and disturbance to neighbour due extension and increased use;
- Overlooking and loss of privacy to neighbour due to extension;
- The development would devalue the neighbour's property (*Case Officer Note: this is not a material planning consideration*);
- Although the building has been slightly reduced in size it will still cause loss of light to adjoining properties;
- Noted that one of the Planning Committee Members stated that if the proposals was for residential the building would never be allowed;
- Everybody should have access to a GP surgery but not to the detriment of others;
- Surely the Voyager House and Southwood projects will take pressure of the need to expand this surgery;
- Parking remains the issue and has not be satisfactorily addressed with the revised application;
- The proposals would not provide a sufficient number of spaces and would cause parking pressure in the area;
- The proposed parking spaces do not meet the Council's parking standards in terms of their dimensions;
- The parking survey at Blunden Hall car park is irrelevant as the surveyed times do not match the proposed hours of use;
- Blunden Hall car park is for sole use of Blunden Hall, the park and swings and it would just displace the parking problem elsewhere;
- There are many examples of visitors to the surgery parking inconsiderately and causing parking and access problems for residents;

- A van associated with deliveries to the surgery recently caused an obstruction to users of the footpath;
- Staff are now being asked to park on the roads instead of using the surgery car park;
- It is not realistic to think that staff are going to park in Blunden Hall car park particularly in winter;
- The application does not define 'staff', this could mean construction workers;
- A planning application would be required to change the use of parking at Blunden Hall to parking for staff at the surgery;
- The parking study does not reflect the new opening hours;
- Consideration should be taken regarding the number of children in the area of Blunden Hall and safety concerns about its use;
- People who hire the hall will expect to be able to use the spaces;
- Who is going to police the use of the spaces at Blunden Hall?
- The Travel Plan should be submitted now not after completion;
- A Travel Plan should be in place for the construction period;
- The proposed hours of use are unacceptable to residents;
- The proposal is more like a health centre than a doctor's surgery, therefore the wrong parking standards have been applied;
- The elderly and infirm will not want to use public transport;
- The proposals could result in conditions that would conflict with the Health & Safety at Work Act. 1974 in terms of parking and access;
- Parking on the pavement in conflict with Highways Act 1835.
- Windows have been left open at the surgery causing security concerns (*Case Officer Note: This is not a material planning consideration*)
- The surgery has failed to comply with the last permission, in that the landscaping area has not been implemented and is not properly maintained;
- Emergency escape routes are obstructed;
- Concerns raised about the management of the existing bin store;
- Double yellow lines should be used on Beta Road and Giffard Drive, with permit parking on Brabon Road;
- Surgery would be better served by finding an alternative location with adequate parking; and
- Number of people using a bus to the surgery at present is very low;

Any material considerations raised above are addressed in the relevant section of the report.

Representations from 130 Alexandra Road, 23 All Saints Crescent (Farnborough Society), 17 Andrews Road, 51, 80, and 104 Beta Road, 16 Blunden Road, 7 Brabon Road, 7 and 9 Burnsall Close, 111 Cheyne Way, 18 Church Lane, 5 Clouston Road, 31 Coleville Road, 66 and 91 Cove Road, Milestone Surgery 208 Farnborough Road, 345 Farnborough Road, 11 and 24 Fennel Close, 35 Fernhill Road 7 and 47 Field Road, 17 Fintry Walk, 72 and 157 Fleet Road, 7, 23, 51, 66 and 89 Giffard Drive, 14 Goddards Close; 20 Grace Bennett Close, 10 Haskins Gardens, 123 Hazel Avenue, 73 Horn Road, 24 Houseman Road, 19 Irvine Drive, 126a Ively Road, 13 Lakeside Gardens; 1 Linstead Road, 11 Melrose Avenue, 18 Middleton Gardens, 13 Mole Close, 8 Napoleon Avenue, 19 Nightingale Close, 77 Pennine Way, 5 Pierrefondes Avenue, 15 Prospect Avenue, 161 Prospect Road, 159 Rectory Road, 3 Riverside

Close, Rowan Close; Alexander House Surgery - 2 Salisbury Road, 45 Saltram Road, 5 Sandringham Gardens, 37 Shepherds Walk, 22 Sherborne Road, 7 Sidlaws Road, 19 St Johns Road, 48 The Copse, 50-58 Victoria Road, 5 York Road, Farnborough. Aldershot Centre for Health, Aldershot; 107 Wren Way and Wide Acres, White Lane, Ash Green; 29 Ajax Close and 2 Arun Court, Basingstoke; 20 Apex Court, Bradley Stoke; 15 Augustus Gardens, Camberley; 31 Nugent Close, Church Crookham; 5 The Bridle Path Ewell; 1 Rustan Close, Eastleigh; Fairmead, Moors Lane, Elstead; 23 Westbury Close and 18 Wood Lane, Fleet; 32 Fox Road, Haslemere; 7 Neville Close, Hartley Wintney; 18 Wood Lane, Hook; Gateway Drive and 10 Newlay Lane, Leeds; Windsor Road, Lindford; 19 Robert Way, Mytchett; Green Lane East, Normandy; The Little House, Tilford; 3 Oldenburg Road, Westbury; 11 Hazylwood, Wokingham; 5 Frys Lane and 9 School Lane, Yateley; have been received in support of the proposal.

The following provides a summary of a total of 95 representations of Support:

- The existing practice is very well run and highly valued in the community;
- The plans to extend the surgery are long overdue;
- More clinical space is needed;
- The proposals would reduce waiting times;
- The improved surgery would be a valuable addition to Farnborough's Primary Care;
- The development is fortunate to have been allocated extremely scarce NHS funding which is required to bring it forward and further delay risks jeopardising this position with a significant loss of benefit to the local area;
- The proposals are an important part of wider improvements to healthcare in the area;
- The neighbouring practices support the proposals;
- Supporters can't understand why the previous scheme wasn't approved;
- Family members and friends have used the surgery for many year and the proposals would enhance an existing surgery that people are familiar with;
- Farnborough has an ageing population and there is increasing demand for healthcare for the elderly;
- Approval of scheme desperately needed if the surgery is to maintain and further develop the exemplary patient services already provided;
- Growing population means more doctors and medical staff needed;
- The patient list is growing;
- The surgery will be enhanced with new accessible facilities and improved consultation/treatment rooms giving staff better working conditions and therefore better experience for patients;
- Mental health and obesity problems are increasing in Farnborough and the practice could provide innovative treatment;
- The proposals would be beneficial to economic development and employment;
- The revised application has addressed the previous issues of bulk and massing;
- The benefits of the proposal far outweigh the negatives and there is a lot of support for the proposal;
- The plans would result in other environmental improvements;
- The development is in keeping with the street scene;



- The proposed use of Blunden Hall car park by staff would relieve pressure on the surgery car park;
- The existing surgery is in an area where lots of people can walk to it rather than travel by car;
- Patients would welcome a secure area to store bikes;
- The proposal will alleviate any problems with parking outside neighbours properties; and
- The alternative would be to abandon the existing surgery to the detriment of local people, who would then need to travel further.

In the interests of clarity all representations are publicly available during normal office hours for inspection.

### **Public consultation undertaken by the Applicant**

The submitted planning support statement states that in February 2018 public consultation was undertaken by the surgery with both the patient group and the wider community. This resulted in 143 persons in support of the scheme, 22 persons with mixed reactions and 2 persons who objected to the scheme.

### **Policy and determining issues**

Section 38(6) of the *Town and Country Planning Act 1990* (as amended) requires regard to be had to the provisions of the development plan in the determination of planning applications. Since the previous application was determined in January 2019, the *Rushmoor Core Strategy* (adopted in 2011) and saved policies from the *Rushmoor Local Plan Review* (adopted in 2000) have been superseded by the *Rushmoor Local Plan*. The *Rushmoor Local Plan* was formerly adopted by the Council on 21st February 2019. In addition to the *Rushmoor Local Plan*, the development plan for Rushmoor includes the *Hampshire Minerals and Waste Plan* (adopted in October 2013) and saved Policy NRM6 of the *South East Plan* (adopted in May 2009). The *National Planning Policy Framework (NPPF)*, which was revised and came into force on 19th February 2019, is also a material consideration.

The site is located within the defined urban area in Farnborough. The proposal would result in the loss of a dwelling to facilitate the extension of an existing doctors' surgery. The existing area of landscaping at the site would be retained with potential for ecological enhancements to the planting. The revised scheme would incorporate a narrow section of sedum 'green' roof. No protected trees would be affected by the proposals. As such, Policies IN1 (Infrastructure and Community Facilities), IN2 (Transport), DE1 (Design in the Built Environment), DE5 (Proposals affecting existing residential (C3) uses), DE10 (Pollution), NE3 (Trees and Landscaping), NE4 (Biodiversity), NE6 (Managing Fluvial Flood Risk) and NE8 (Sustainable Drainage Systems) are relevant to the consideration of this proposal.

The Council's adopted supplementary planning documents (SPD) on 'Planning Contributions - Transport' 2008 and 'Car and Cycle Parking Standards', 2017 are also relevant.

The main determining issues in the assessment of this planning application are the

principle of development, the impact on the amenities of adjoining residents, the impact on the character and appearance of the area, highway considerations, provision of facilities for people with disabilities and flood risk and the water environment.

## **Commentary**

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

#### *The loss of an existing residential dwelling*

The proposal would result in the loss of the existing bungalow at No. 70 Gifford Drive, Therefore, policy DE5 (Proposals Affecting Existing Residential (C3) Uses) of the *Local Plan* is relevant. Policy DE5 seeks to minimise the loss of homes by resisting development that would involve the net loss of residential units unless certain circumstances apply. In this case, it is important to note that Policy DE5 would not resist development if it can be demonstrated that the proposal will 'provide an essential community facility which cannot be provided elsewhere'. As such the principle of the loss of the dwelling and its replacement with an extension to the existing doctors' surgery is acceptable, subject to the Council's agreement that the proposal represents an essential community facility. This matter is discussed in detail below.

#### *Assessing the need for the provision of infrastructure and community facilities*

Policy IN1 (Infrastructure and Community Facilities) states 'The Council will work with partners to ensure that infrastructure and community facilities, including those set out in the Rushmoor Infrastructure Plan are provided in a timely and sustainable manner' The *Rushmoor Infrastructure Plan* (January 2018) provides background evidence on the key elements of physical and social infrastructure likely to be needed in Rushmoor up to 2032 to support delivery of the *Rushmoor Local Plan*. It identifies that GP surgeries 'are universally facing operational and financial pressures' and that 'many are in buildings which require investment to maintain their suitability and sufficiency (capacity) for modern health care needs/services' (p. 59).

The North East Hampshire and Farnham Clinical Commissioning Group (CCG), which was consulted in the drafting of the *Local Plan* and the supporting *Infrastructure Plan* as a statutory body under the 'Duty to Co-operate', has submitted a *Healthcare Planning Statement* in support of the application. It highlights that the proposal aims to improve facilities and to increase the useable clinical space at the site to meet a predicted increase in future demand for services and suggests an anticipated increase in the surgery's patient list of about 300 patients per annum over the next few years. It notes that the practice list at Giffard Drive has grown by approximately 5% over the last five years and, from NHS premises guidance, that the practice requires at least three additional clinical rooms to accommodate anticipated future list growth (p. 11).

The applicant's *Design and Access Statement* (p. 7) similarly argues that the existing premises are 'inadequate' in terms of capacity and accessibility. From the submitted plans, it is noted that the extended and remodelled building would lead to an increase in consulting/treatment room space from 125.6 square metres to 222.3 square metres. It is also noted that the applicant's *Design and Access Statement* (p. 27) states that

the proposals will meet the requirements of Part M of the Building Regulations, NHS Health Building Notes (HBNs) and Health Technical Memorandum (HTMs) for accessible design.

The supporting healthcare planning statement submitted by the North East Hampshire and Farnham Clinical Commissioning Group advises that once completed, the extension and remodelling of the Giffard Drive surgery could facilitate the delivery of various core criteria as required by NHS England including facilitating 7 day access to effective care on a locality basis including the possibility of 8-8 working. Further, the applicant's *Design and Access Statement* (p. 7) notes that the 'local council wards surrounding the practice have high levels of deprivation, making the retention and access to improved health care facilities within this locality critically important'.

It is recognised that the existing doctors' surgery is a valued community facility which is reflected by the surgery's Good rating stated in the Quality Report issued by the Care Quality Commission in October 2016 as updated by the Care Quality Commission GP Insight report dated June 2017. Furthermore the North East Hampshire and Farnham Clinical Commissioning Group (CCG) has confirmed that 'the proposed extension at Giffard Drive only just brings the Practice up to the recommended floor area and clinical capacity for its prevailing list size. The current premises are now too small and compromised in relation to meeting current and expected demands; the local communities are continuing to grow, and there is an increasing likelihood without this scheme that future patients seeking care within this location may have difficulty in being accommodated. Any reduction in the proposals for floorspace at Giffard Drive Surgery would directly impact on the ability to provide and sustain a high standard of care...The CCG acknowledges that a prolonged search for alternative sites within the catchment area was unsuccessful after exploration of the Chapel Lane site provided to be uneconomic, and that extending the existing premises at Giffard Drive Surgery remains the only viable and practical option"

### *Conclusion*

Having regard to the above, no objection is raised to the principle of the loss of the dwelling or the principle of extending the premises subject to consideration of the following matters:

### ***Impact of the development on direct neighbours***

Policy DE1 (Design in the Built Environment) of the *Local Plan* seeks to ensure that new development does not '...cause harm to the proposed, existing and/or adjacent users by reasons of (1) loss of light, privacy or outlook; and (2) noise, light pollution, vibration, smell or air pollution'.

The closest residential properties affected by the proposed extension are 72 Giffard Drive to the north and 8 Brabon Road to the east. In seeking to address the reasons for the refusal of the previously submitted scheme (ref. 18/00818/FULPP), specifically the impact of the proposals on number 72 Gifford Drive and 8 Brabon Road; the first floor of the northern extension to the surgery has been set in by approximately 1.2m from the ground floor flank wall of the proposed extension and the first floor rear building line set in by approximately 0.6m. The maximum height of the roof has been

reduced by approximately 0.7m and the massing of the roof has been remodelled/hipped at the rear with the aim of reducing its bulk. However, given the overall size of the development, the difference in bulk and massing between the refused and the current scheme is considered limited.

## **8 Brabon Road**

No.8 Brabon Road is a semi-detached house with detached garage, which is located to the east of the application site. There has been no response to written notification or to several visits in person by the case officer seeking to enter the property to assess the direct impact of the proposal. The impact on No.8 has therefore been assessed from 70 Giffard Drive and from Brabon Road/Giffard Drive.

### *Privacy & disturbance*

It is noted that the proposed glazed first-floor link between the existing surgery and the new extension could lead to potential overlooking issues for the neighbouring property at 8 Brabon Road, as it will serve a new consulting room. However, this could be addressed by obscure glazing secured by planning condition. The proposed terrace/planting area may also introduce levels of activity, noise and use, which currently do not take place, adjacent to the common boundary with 8 Brabon Road. However, given the screening afforded by the existing single garage on the common boundary and potential for additional fencing/controls over hours of use, it is considered that in the event that planning permission were to be granted, these impacts could also be satisfactorily addressed by way of condition.

### *Light, outlook and sense of enclosure*

As with the previously refused scheme, the width of the proposed first floor element of the extension would extend almost the full length of the common boundary with the rear garden of No.8, albeit being set in approximately 2m from this boundary at first floor level. As such, it is considered that the revised scheme would still result in a significant adverse impact in terms of enclosure and loss of light and outlook to the rear of this neighbouring property and its rear garden, contrary to the objectives of Local Plan Policy DE1.

## **72 Giffard Drive**

No.72 Giffard Drive is one half of a pair of semi-detached houses to the north of the application site. This property was also visited as part of the consideration of the previous applications and a card left for a visit to be arranged. No responses were received to these requests and no representations have been received from the owner/occupiers regarding the current application. The impact has therefore been assessed from 70 Giffard Drive and the Brabon Road/Giffard Drive street scenes. As with the previously refused 2018/2019 scheme, the proposed first floor element of the extension would be significantly closer to this property and the overall bulk and massing of the development larger, compared with the extension approved in 2004.

### *Privacy & disturbance*

The proposal would introduce additional windows at first floor level on the north elevation which would directly overlook No.72 and its rear garden. It is noted that the pattern of overlooking proposed is similar to that which currently takes place between the surgery and 70 Giffard Drive. However, in the event that planning permission were to be granted, it would be appropriate to obscurely glaze the windows in the first floor side elevation and make them top opening only. This could be secured by way of condition to ensure that acceptable levels of privacy to the occupiers of 72 Giffard Drive be maintained.

#### *Light, outlook and sense of enclosure*

The proposed extension would result in some loss of light to a first floor flank window at No.72 Giffard Drive. However, given that this window serves a stairwell, the resultant impact is not considered to justify refusal of permission on these grounds. The proposed extension would also project forward of 72 Giffard Drive by some 1.3 metres at ground floor level. Whilst this will change the building relationships between the two buildings, this in itself would not be likely to result in material harm to the residents of 72 Giffard Drive and the relationship is considered acceptable in this regard.

As with the previously refused scheme, it is the overbearing impact of the extended surgery on the rear of property number 72 Giffard Drive that causes greatest concern. Notwithstanding the proposed amendments to the first floor, including the set ins and adjustments to the massing of the roof, it is considered that the extension, due to its proximity, height and massing and given that it would extend more than three quarters of the length of the rear garden of No.72; would represent an unneighbourly development, resulting in a significant level of enclosure and resultant loss of light and outlook to the rear of the house and the rear garden of 72 Giffard Drive. The proposal remains unacceptable in this respect and would have a significantly greater overbearing impact than the scheme approved in 2004. The revisions to the bulk, massing and position of the proposed extension are not considered to go far enough to sufficiently overcome the Council's previous reasons for refusal in this regard. The revised scheme is therefore contrary to the objectives of Local Plan Policy DE1.

#### ***Impact of the development on other neighbouring properties***

Given the separation distances to properties to the south and west of the proposed development and having regard to existing building relationships/pattern of overlooking, no objection is raised to the proposal in terms of adverse impact resulting from the development on these residents. The character of the use also remains as existing.

It is recognised that residents in the vicinity of the site have experienced problems associated with car parking associated with users of the surgery as evidenced by the many photographs submitted by objectors to the proposal. However both Giffard Drive and Brabon Road are public highways. As such the public may use them for the parking of vehicles. In the event vehicles are an obstruction they fall to be dealt with under highway legislation enforced by Hampshire Constabulary. Whilst acknowledging that there are inconsiderate drivers who block driveways and sightlines and park on the pavement, the resultant impact is not considered to constitute material planning harm such that refusal of permission could be justified on this ground.

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

Policy DE1 (Design in the Built Environment) requires new development 'to make a positive contribution towards improving the quality of the built environment' by, amongst other things, including 'high-quality design that respects the character and appearance of the local area'. It also requires new development to 'respect established building lines'; to 'take account of adjacent building heights, fenestration, roof and cornice lines'; to 'use materials sympathetic to local character'.

The existing doctors' surgery occupies a two-storey building which is generally larger than surrounding residential properties. 68 Giffard Drive, being a bungalow, is small in terms of height and massing. It is an anomaly given that the predominant height of buildings in the vicinity of the site are two-storey. However, this together with its single-storey garage and gardens to front and rear has resulted in a sense of space and separation around the site.

The footprint of the proposed extension would be within 1.325 metres of the boundary with 72 Giffard Drive and 1.334 metres of the boundary with 8 Brabon Road. This means that the ground floor of the proposed extension effectively infills the space between the site and the adjoining properties to the north and east. The proposed extension would have a gable front onto Giffard Drive, but as discussed, this would be set slightly further away from the northern boundary compared with the previously refused scheme. A narrow sedum roof is now proposed along the north and east elevations of the extension to facilitate the first floor set-ins. There would be a flat roof link between the existing and proposed elements which would help to minimise the bulk of the roof and reduce the impact of the extension in visual amenity terms. The Design and Access Statement states that the design of the building has been chosen to reflect its use as a non-residential surgery and community facility. Whilst the existing building features some similarities to the residential pattern of windows in the surrounding area, the proposed Giffard Drive frontage of the extension with its prominent single first floor window clearly asserts the non-residential nature of the development in its architectural approach.

It is considered that the architectural design and the materials proposed for the scheme represent good quality design and overall the character of the development is successful and compatible with the area. However, this does not override concerns raised regarding the bulk and massing of the surgery extension in terms of its impact on the amenities of adjoining residential properties, as discussed above. In the event that planning permission were to be granted, a condition could be imposed to seek further details and specifications of the materials proposed for the external surfaces of the development to ensure that the quality demonstrated in the application is replicated.

### ***Highways considerations***

The application is supported by a Transport Statement (November 2018), addendum to Transport Statement (April 2019), a Travel Plan (April 2019) and a Blunden Hall Car Park Technical Note (November 2018).

Policy IN1 (Infrastructure and Community Facilities) of the *Local Plan* requires new community facilities and infrastructure to be located and designed 'so that they are accessible to all and compatible with the character and needs of the local community' and for new community facilities to be 'well served and linked by public transport and easily accessible by walking and cycling'.

Policy IN2 (Transport) also highlights that development should 'provide appropriate parking provision, in terms of amount, design and layout, in accordance with the adopted "Car and Cycle Parking Standards" supplementary planning document' and should 'not have a severe impact on the operation of, safety of, or accessibility to the local or strategic road networks.'

In respect of policies IN1 and IN2, it is noted that the application site is on an existing bus route and that a Travel Plan (April 2019) has been submitted which aims to encourage more sustainable modes of transport and to reduce single occupancy car trips.

#### *Demand for the extension to the surgery*

The Planning Agent has previously confirmed that "the proposed extension is primarily required to improve deficiencies in the existing surgery so that the practice can deliver healthcare services in a fit for purpose environment. The increase in floor area will also allow for some limited increase in patient numbers in line with local growth and demand, however essentially the increase is to ensure that current operational needs are met. This is confirmed in the CCG letter which advises the existing floor area is too small for the patient list. As such it is not possible to draw a direct correlation between the proposed floor area and number of consulting rooms and the level of traffic generated".

These comments have been noted but raise concerns. The application states that the existing patient list is 9100. When the 2004 application was approved the patient list in 2004 was 7300. Given that the current patient list is 9100, this means that the increase in patient numbers since 2004 has been about 129 per annum. However it is noted that, as the supporting documents set out, the practice cannot limit or cap patient numbers as it is required to accept all patients from within its catchment area. Increased demand results from local population growth, mainly from new housing developments within the catchment area.

It is therefore unclear what level of patient growth can be expected, and reference to an increase of about 300 patients per annum over the next few years which appeared in the withdrawn application does not appear in the current proposal. Given the circumstances set out above, a condition seeking to limit patient numbers would not actually be enforceable, however it should be noted that the reason for this being sought in 2004 was 'in the interests of highway safety.'

#### *Transport Contributions*

Whilst the site is expected to generate additional trips, the nature of these trips would lend to a high percentage on linked trips and pass by trips. Notwithstanding this, the development would be funded by the public sector and therefore no developer

contributions towards mitigating the impact on the local road network would be sought.

### *Parking Standards*

The existing surgery benefits from 12 on-site parking spaces. The current scheme would provide a total of 17 on-site car parking spaces, including two disabled parking bays, and cycle parking for seven bikes.

A draft legal agreement submitted with the planning application refers to a proposal to provide 8 spaces at Blunden Hall car park and the Travel Plan states that staff would be encouraged to use Blunden Hall car park, which is located approximately 130 metres to the west of the site and is a free public car park. The Transport Statement confirms that these spaces would not be suitable for patients/visitors to the surgery due to the off-site location, but if Blunden Hall car park were to be utilised by staff this could free up spaces at the surgery for patients.

The Council's Car and Cycle Parking Standards for a doctors' surgery require three car parking spaces to be provided per consulting room. It should be noted that the car parking standard for health establishments is calculated on the number of consulting rooms rather than levels of usage of a particular room. Further, the Council's Car and Cycle Parking Standards SPD states 'where an increase in floor area or a change of use would result in a higher parking standard, additional spaces need only be provided to serve the extra demand, and not to make up for any deficiencies in the existing provision'.

The previous committee report described the existing surgery as having 9 consulting rooms. However, the current planning application describes the 9 existing rooms in question as comprising of 6 consulting rooms and 3 treatment rooms. The current proposal would provide a total of 9 consulting rooms and 3 treatment rooms, with other rooms provided for support purposes, office space etc. Therefore the proposal would effectively result in an increase of 3 consulting rooms at the surgery and would generate a further requirement of 9 parking spaces at the site.

Taking into account the existing provision of 12 on-site parking spaces, and applying the standards to the net increase only, in accordance with the SPD, a total of 21 on-site spaces would be required for the current scheme. As such the proposed on-site parking provision would represent a shortfall of 4 spaces. (It is noted that the scheme refused in January 2019 would have provided 4 additional consulting rooms and the parking provision represented a shortfall of 7 spaces).

The County Highway Authority was consulted on the current application. The County raised no objection to the access arrangements. They also confirmed that the car parking spaces at Giffard Drive meet the minimum requirements of 4.8 metres by 2.4 metres, and all spaces abutted against structures will be required to have a 0.3 metre step-out to allow adequate space for users to exit their vehicles. They noted that the proposed on-site parking represents a shortfall in respect of the Council's Parking Standards and acknowledged the Applicant's proposals to use Blunden Hall car park for staff parking.

In respect of Blunden Hall car park, the Applicant's submitted technical note provides



information on surveys undertaken between September and November 2018 in relation to the levels of use. These surveys were undertaken at 10 minute intervals between the hours of 0730-2000 Monday to Sunday for a period of 27 days. The surveys demonstrate that there is spare capacity within the Blunden Hall car park of 8 spaces which could be identified for use by surgery staff.

The County Highway Authority has commented that although the car parking area at Blunden Hall contains spaces that are below standard width, the aisle width is wider than the minimum standard, which allows greater manoeuvrability within the site. They have confirmed that whilst the use of Blunden Hall car park to off-set a lack of parking for staff would be acceptable in principle, 'this would need to be agreed with RBC as the landowner and secured in perpetuity' to constitute a material consideration in determining the application.

The applicants have offered to complete a section 106 unilateral undertaking, which would provide that, in the event that planning permission were granted, implementation of the development would be precluded until a separate contract/agreement for the provision of offsite parking was in place. This would mean that the surgery would have access to a total of 25 spaces. The County Highway Authority would be satisfied with this level of provision. However, at the time of writing no formal arrangement has been concluded with the Council as landowner to secure exclusive use of these spaces by the surgery in perpetuity.

In the absence of an appropriate agreement being in place to secure off-site staff parking at Blunden Hall, HCC highways raise a holding objection to the proposal in this regard. It is noted that reference has also been made to the use of public parking locations some distance from the surgery. In the absence of specific details, it is unclear whether this would be a practical solution or whether there would be spare capacity to accommodate additional parking. Limited weight can therefore be given to this suggestion. Implicitly, were the development to proceed without an arrangement to secure satisfactory parking provision, the result would be additional parking demand on the surrounding streets with the potential to interrupt the free flow of traffic to the detriment of highway safety, contrary to the objectives of policies IN1 (Infrastructure and Community Facilities) and IN2 (Transport). If a legal agreement was in place to secure the off-site parking provision in perpetuity, this would not constitute a reason for refusal of planning permission.

### *Travel Plan*

The Travel Plan (TP) aims to reduce the level private car use and to encourage staff to park off-site. The applicant has sought to address previous comments made by The Travel Planning team at Hampshire County Council (HCC) and has made various amendments to the TP. Whilst some of the points are now adequately addressed, there are still many areas that still do not meet the minimum standards set out in HCC's "A guide to development related travel plans". Whilst it would be possible to revise the TP and secure its implementation by way of condition/legal agreement, the submitted information is not acceptable and on this basis the County Highway Authority raise a holding objection in relation to the Travel Plan. As with the above, if a legal agreement was in place to secure updated Travel Plan, this would not constitute a reason for refusal of planning permission.

### ***Provision of facilities for people with disabilities***

Policy IN1 (Infrastructure and Community Facilities) of the *Local Plan* requires new community facilities and infrastructure to be located and designed 'so that they are accessible to all...'. The existing surgery does not comply with the Equality Act standards. The proposed scheme seeks to improve accessibility by including level thresholds to all external doors, a lift to the first floor, accessible toilets on both floors and additional disabled parking provision. Access from the parking area and public footpaths will be level. Internally, visual and colour contrasts will be provided for those with sensory loss and limitations and door widths into clinical spaces and clinical support will allow for wheelchair users.

### ***Flood risk and the water environment***

Because the site is located within Flood Zone 2, Policy NE6 (Managing Fluvial Flood Risk) and Policy NE8 (Sustainable Drainage Systems) of the *Local Plan* are relevant. Policy NE6 requires development proposals within Flood Zone 2 to be 'appropriately flood resilient and resistant', whilst Policy NE8 requires the 'implementation of integrated and maintainable SuDS in all flood zones for both brownfield and greenfield sites'.

It is noted that the applicant has submitted a Flood Risk Assessment which sets out the surface water drainage strategy and concludes that 'the development 'would not increase flood risk elsewhere and would reduce flood risk overall' (p. 31). Given the size of the development, the Environment Agency and Hampshire County Council as Lead Local Flood Authority have both declined to comment on grounds of flood risk. On this basis the Council is referred to standing advice issued the Environment Agency which provides the following information:

Minor developments are unlikely to raise significant flood risk issues unless:

- they would have an adverse effect on a watercourse, floodplain or its flood defences;
- they would impede access to flood defence and management facilities, or;
- where the cumulative impact of such developments would have a significant effect on local flood storage capacity or flood flows.

The Environment Agency's advice on flood risk assessment seeks to ensure that extensions or alterations are designed and constructed to conform to any flood protection already incorporated in the property, and include flood resilience measures in the design.

In this regard they advise that floor levels are either no lower than existing floor levels or 300 millimetres (mm) above the estimated flood level. If proposed floor levels are not going to be 300mm above existing flood levels, further information is required in relation to flood resistance and resilience measures. In this case the existing and proposed finished floor levels are 560mm above the recorded flood level published by the Environment Agency which are considered to be acceptable.

With regard to SUDS, it is noted that infiltration is not appropriate on this site due to

the high water table. Given this, flow balancing methods are proposed which include the use of a tanked permeable paving for attenuation storage with discharge restricted to 5.5l/s for all storm events including an allowance for climate change. In the event that planning permission were to be granted appropriate conditions may be imposed which may secure an acceptable drainage solution on this site. On this basis no objection is raised to the proposal in this regard.

## CONCLUSIONS

It is considered that there is compelling evidence of the need for additional health facilities in this location, and there is no objection to the loss of the adjacent bungalow to facilitate the extension of the doctors' surgery. The proposal would provide improved healthcare facilities to serve the local community, would provide employment during, and post construction, and training facilities for health care workers. This is further evidenced by the written support for the proposal by the North East Hampshire and Farnham Clinical commissioning group. However, whilst having regard to these benefits, the harm associated with the proposal, principally arising from the effect of the height, bulk and site coverage of the proposed building in relation to neighbouring properties, together with the absence of a confirmed arrangement to secure off-site staff parking in perpetuity; is considered to be so significant that, a recommendation for refusal is the appropriate response.

## Full Recommendation

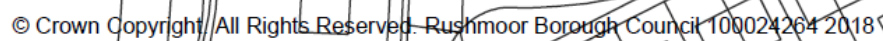
It is recommended that planning permission be **Refused** for the following reasons:

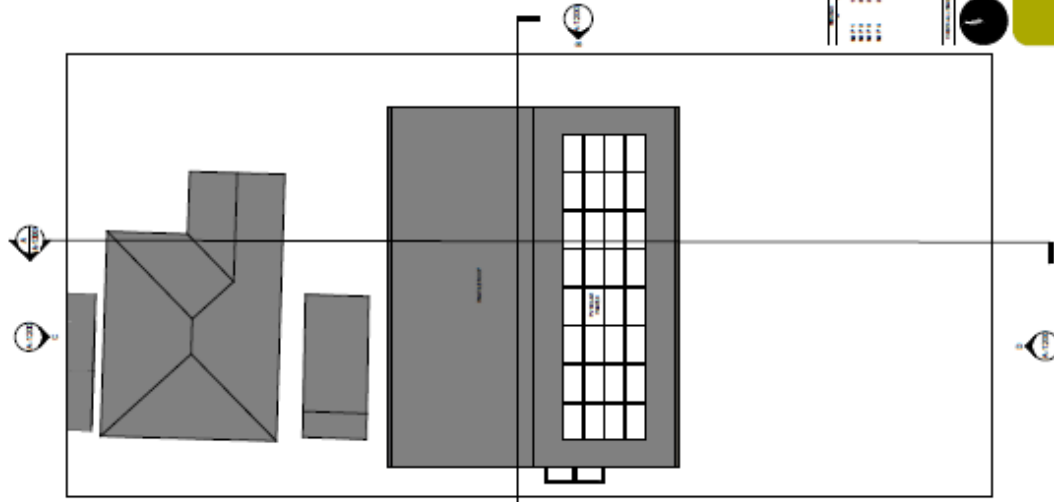
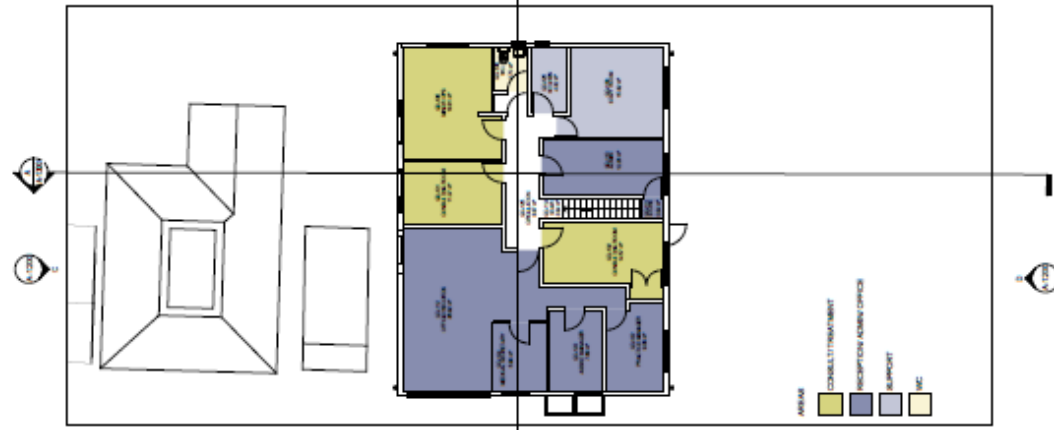
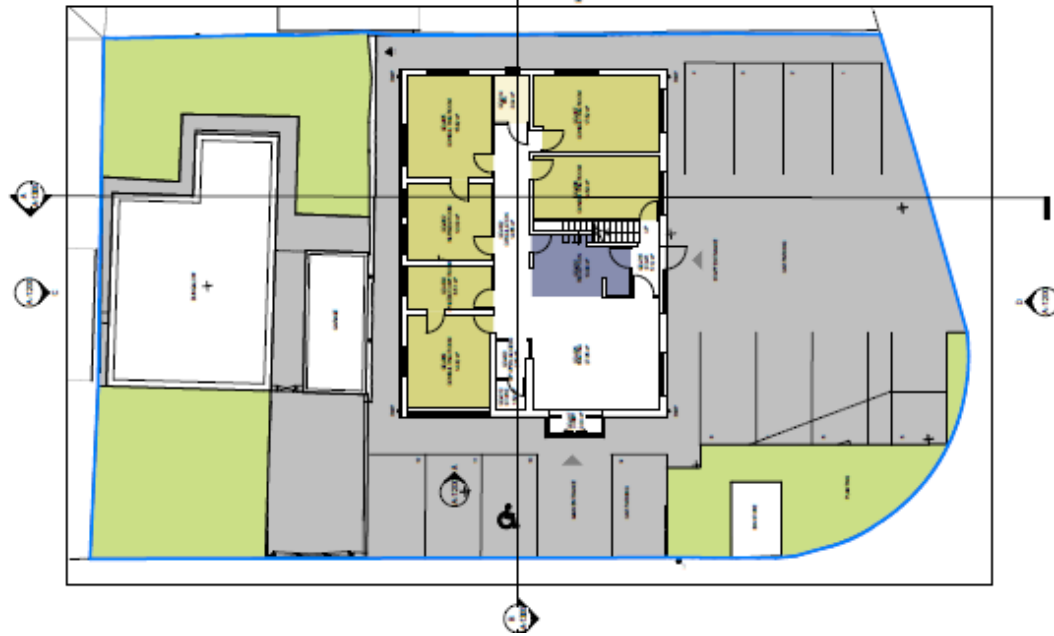
1 It is considered that due to the proximity, footprint, height and massing of the resultant building, the proposal would represent an unneighbourly over-development of the site which would result in an increased sense of enclosure, loss of light and outlook and an overbearing impact on the neighbouring residential properties at 72 Giffard Drive and 8 Brabon Road. The proposal therefore conflicts with policies IN1 (Infrastructure and Community Facilities) and DE1 (Design in the Built Environment) of the Rushmoor Local Plan (2019)

2 In the absence of any confirmed arrangement to provide additional off-site car parking facilities in perpetuity, the development is unacceptable in highway terms in that inadequate car parking provision is provided. In addition, the submitted travel plan does not set out adequate targets to reduce the use of the private car. The proposal would therefore be likely to result in conditions prejudicial to highway safety and conflicts with the objectives of policy IN2 of the Rushmoor Local Plan (2019) and the Council's adopted Car and Cycle Parking Standards 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.





NO.	DESCRIPTION	DATE	BY	CHKD
1	ISSUED FOR TENDER	10/10/2010	W.P.	W.P.
2	FOR PLANNING	10/10/2010	W.P.	W.P.
3	FOR PLANNING	10/10/2010	W.P.	W.P.

FOR PLANNING



ARCHITECTURAL CONSULTING PARTNERSHIP  
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EXISTING ELEVATIONS

1. EXISTING - ROOF TILES
2. EXISTING - METAL TILES
3. EXISTING - BRICK SILL
4. EXISTING - TIMBER LOUVERED PORTA TYPE
5. EXISTING - PVC MARINE BAFT
6. EXISTING - PVC WHITE CLADDING PANELS
7. EXISTING - HORIZONTAL PANELS
8. EXISTING - SLIGHT PANELS
9. EXISTING - SLIGHT PANELS
10. EXISTING - MARINE BAFT
11. PROPOSED - PVC ALUMINUM MARINE CLADDING SYSTEM
12. PROPOSED - PVC ALUMINUM MARINE CLADDING SYSTEM
13. PROPOSED - PVC ALUMINUM MARINE CLADDING SYSTEM
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19. PROPOSED - PVC ALUMINUM MARINE CLADDING SYSTEM
20. PROPOSED - METAL CLADDING SYSTEM
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23. PROPOSED - METAL CLADDING SYSTEM
24. PROPOSED - METAL CLADDING SYSTEM



FOR PLANNING

**DEPARTMENT OF PLANNING AND INFRASTRUCTURE**

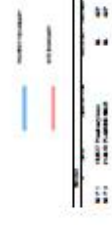
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**SPRINGBOOM**

PROJECT NO.	1:100	DATE	A1	PAGE	21 OF 21
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1 EXISTING SITE PLAN  
1:200



**FOR PLANNING**

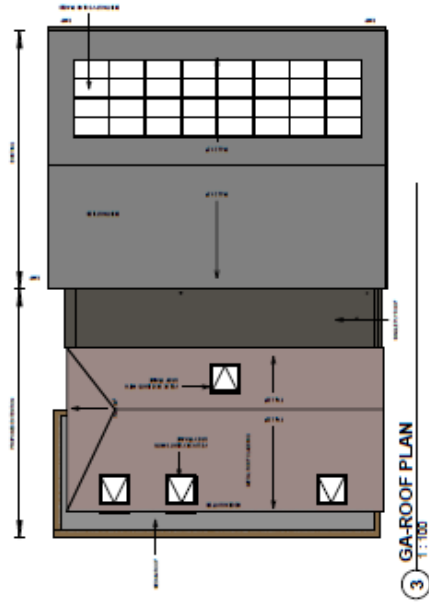
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**UPF AND DRIVE SURVEY**  
PARKING LOT

**EXISTING SITE PLAN**

DATE	11/200	SCALE	1:200
PROJECT	UPF AND DRIVE SURVEY	CLIENT	UPF AND DRIVE SURVEY
PROJECT	UPF AND DRIVE SURVEY	CLIENT	UPF AND DRIVE SURVEY







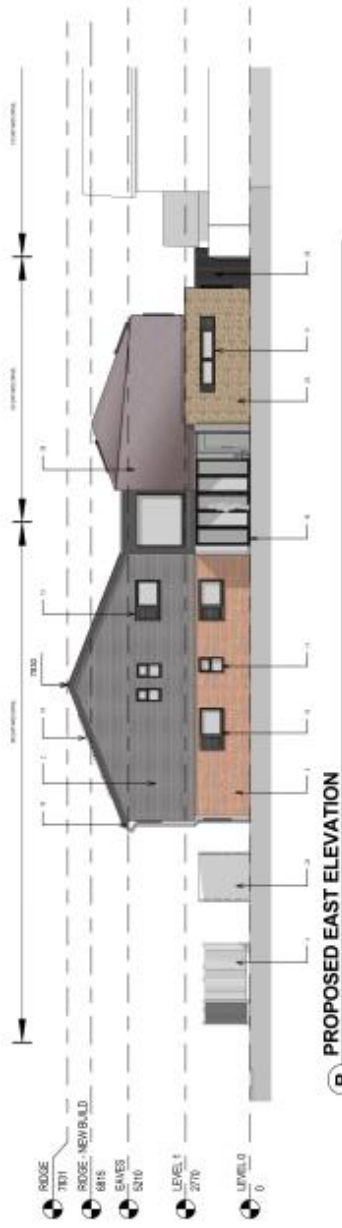
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5. EXISTING - TYPICAL CONCRETE FOOTING
6. EXISTING - TYPICAL CONCRETE FOOTING
7. EXISTING - TYPICAL CONCRETE FOOTING
8. EXISTING - TYPICAL CONCRETE FOOTING
9. EXISTING - TYPICAL CONCRETE FOOTING
10. EXISTING - TYPICAL CONCRETE FOOTING
11. PROPOSED - PWS ALUMINUM ANODIZED CLEAR GLAZING, ONLY
12. PROPOSED - PWS ALUMINUM ANODIZED SPAN-ON-GLAZING ALUMINUM, ONLY
13. PROPOSED - PWS ALUMINUM ANODIZED SPAN-ON-GLAZING ALUMINUM, ONLY
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22. PROPOSED - METAL CLADDING, SPAN-ON-GLAZING, ONLY
23. PROPOSED - METAL CLADDING, SPAN-ON-GLAZING, ONLY
24. PROPOSED - GALVANIZED STEEL FRAME & CLEAR GLAZING, ONLY
25. PROPOSED - PWS ALUMINUM ANODIZED SPAN-ON-GLAZING ALUMINUM, ONLY



**A** PROPOSED WEST ELEVATION

1:100



**B** PROPOSED EAST ELEVATION

1:100



**C** PROPOSED NORTH ELEVATION

1:100



**D** PROPOSED SOUTH ELEVATION

1:100

NO.	DESCRIPTION	QUANTITY	UNIT
1	ROOF TILES	100	SQ. FT.
2	ROOF TILES	100	SQ. FT.
3	ROOF TILES	100	SQ. FT.

NOTES:

**PROPOSED ELEVATIONS**

PROPOSED ELEVATIONS

PROPOSED ELEVATIONS

1:100

1:100

1:100

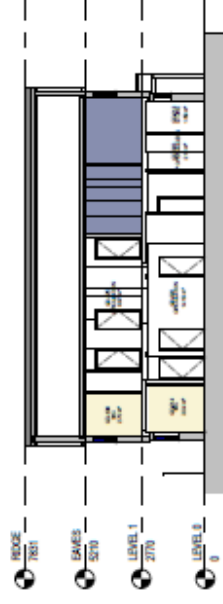
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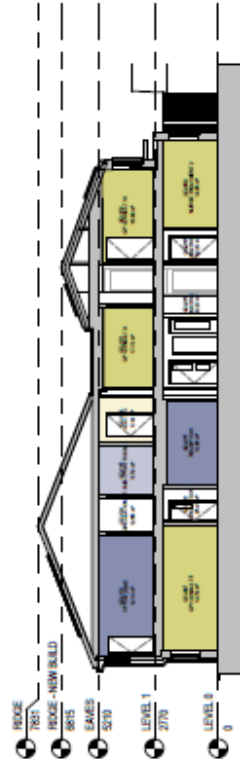
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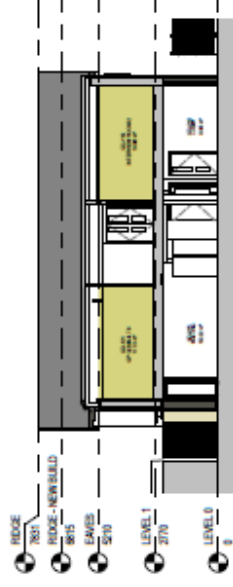
**A** EXISTING SECTION A  
1:100



**B** EXISTING SECTION B  
1 : 100



**C** PROPOSED SECTION A  
1 : 100



**D** PROPOSED SECTION B  
1:100

