

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	Katie Herrington
Application No.	21/00187/FULPP
Date Valid	15th March 2021
Expiry date of consultations	25th May 2021
Proposal	Temporary permission until August 2024 for the erection of two sound stages, erection of workshops, and to change the use of existing hospitality chalets to ancillary offices for the purposes of film making until August 2024, together with ancillary works including installation of a permanent substation.
Address	Farnborough International Exhibition And Conference Centre ETPS Road Farnborough Hampshire GU14 6FD
Ward	St Mark's
Applicant	Farnborough International Limited
Agent	Mr Neil Trollope
Recommendation	Grant

Description

Covid-19 has had a significant impact on the Farnborough International Limited business. This includes cancellation of the biennial Air show in 2020 and being unable to host exhibitions and conferences since March 2020.

The development is sited within the FIA exhibition site containing the Farnborough International Exhibition and Conference Centre. The sound stages and workshops which are currently under construction are on the existing hardstanding terraced areas where temporary exhibition halls 3 and 4 are put up for the duration of the biennial Air Show. The stages are positioned to avoid a Radar Transmission line, and to enable their retention and use in conjunction with Halls 3 and 4 when these are erected for the biennial Air Show.

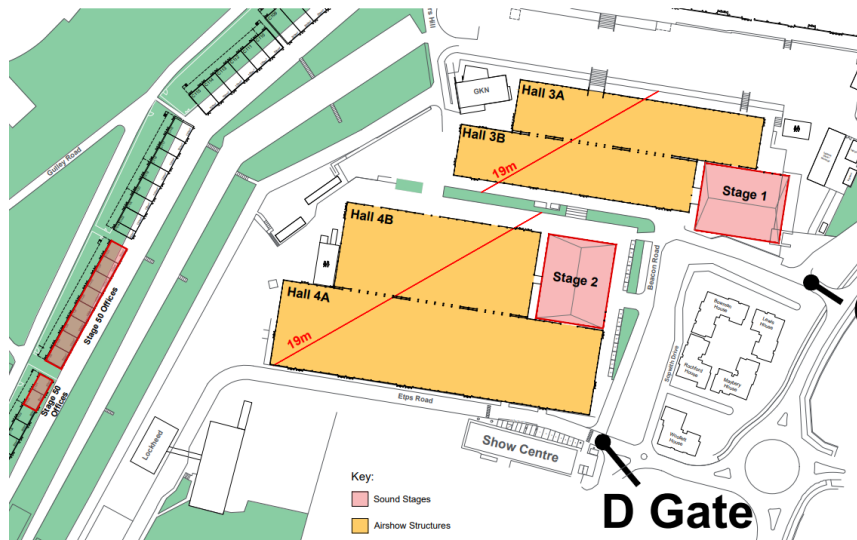


Figure 1: Location of sound stages

There is a significant demand for new film studio facilities immediately within the M3/M25 corridor and FIL has received significant interest from production companies seeking space to undertake filmmaking. This is in part due to other Major Studios in the UK undergoing expansion projects that make them unavailable for a number of years.

FIL is seeking to retain and operate the Sound Stages and Workshop and use the Hospitality Chalets as ancillary office structures for the proposed activity for a temporary period until August 2024. The substation is proposed to be permanent.

The sound stages are rectangular temporary buildings with shallow pitched roofs. They measure 40x50m with a height of 18.7m and are clad in Kingspan (grey) panels. 'Sound Stages' are enclosed film set stages designed so that external noise does not disrupt recording within. The stages are designed to meet an overall laboratory tested constant of between 46dB - 50dB sound reduction. Stage 1 is approximately 35m from residential flats at Bowman House, and 39m from Lewis House, and Stage 2 is located 54m to the west of Bowman House and 49m from Rochford House. These buildings part of the Queens Gate site redevelopment.

The workshop is a rectangular 'A frame' structure with a pitched roof that measures 20m x 100m and 7.7m high. This is to be used for the creation of sets, costumes and props. The proposal also includes changing the use of some of the existing chalets to offices to be used in association with filming (approx. 1103sqm). A High Voltage sub-station is proposed adjacent to Stage 1. This transformer is proposed to be permanent to provide not only the power needs of the proposed temporary filmmaking use, but for future uses on the site including the Farnborough Air Show.

Permission is sought for 24/7 operational activity to allow flexibility to meet filming schedules. A series of management plans are proposed to control traffic movements and operational activity. Access to the site will be from Gate F. Parking for approximately 200 vehicles associated with film making personnel will be provided on the hardstanding adjacent to Stage 1.

The proposal, due to its massing, visibility and blank facades would result in some harm to the character of the area and would result in some impact on the flat development on the adjacent

Queens Gate site. Any resulting harm needs to be weighed in relation to the benefits of the proposal. This proposal would provide significant benefits to the local economy through the provision of new jobs, training opportunities and the use of services such as shops, and hotels.

CONSULTEE RESPONSES

Environmental Health The acoustic testing report for the proposed building envelope is primarily concerned with preventing external noise from impacting on the internal acoustic environment of the sound stage but it works both ways. There is no information provided regarding what level of noise will be generated by activities taking place internally. A high level of sound reduction (>50dB) across the building envelope is required to ensure aircraft noise does not impact on any recording activities. This level is significant and should prevent all but extreme levels of noise being adequately reduced, particularly if the sound stages are to be used only during the daytime period. A condition restricting the levels of noise at a set distance away from the nearest residential façade can be applied.

No details are provided as to how these sound stages will be ventilated or heated. Standard condition 62EH Sound Insulation (Plant) should be imposed on any permission.

The application specifies hours of work for Monday to Friday as generally 06.00 to 20.00 hours, but no time period given for weekends. The Design and Access Statement makes a note that flexibility is required to allow weekend activity in response to evolving programmes and deadlines but any work at weekends and bank holidays should be restricted to reasonable times only.

Management Plan should be considered as a working document, to be reviewed at regular intervals.

All lighting installations should have regard to the Institute of Lighting Engineers recommendations in preventing obtrusive lighting.

No use of external bells or tannoy systems on site.

There shall be no sounding of horns and no use of vehicle radios/ stereos audible. Signage should be placed in prominent locations to remind drivers that it is a residential area and should be no unnecessary running of engines etc.

Move the smoking area away from the site boundary at Beacon Road.

RBC Economic Development Officer Farnborough International Limited is a key local employer and significant economic asset for the borough, providing considerable direct and indirect economic benefits to Rushmoor. The Farnborough International Airshow is a world renowned event. This and the other exhibitions and conferences run at Farnborough International bring visitors and provide employment and business opportunities in the supply chain across the borough. The COVID-19 pandemic has significantly impacted the ability of Farnborough International Limited to run exhibitions and conferences. This included the

cancellation of the 2020 Farnborough International Airshow.

The film studios will provide up to 200 jobs for local residents, particularly young people which have been particularly impacted by the COVID-19 pandemic. In Rushmoor there has been a large rise in the number of people claiming out-of-work benefits, in March 2021 5.1% (3,110) of the working age population were claiming out-of-work benefits, up from 1.7% (1,030) in March 2020. The number of 18-24 year olds claiming out-of-work benefits has increased to 8.1% in March 2021, representing 585 claimants in the area. This is a higher percentage than Hampshire (7.4%) and the South East (7.8%).

There are likely to be several ways that the council could promote the employment opportunities provided through the film industry in the borough. This will help to ensure that local residents, particularly those in hard to reach groups, are able to take advantage of the jobs and training available.

Skills and
Employment
Officer

Hartswood Studios [The filming studio planning to use the stages once complete] have looked to establish early engagement with the local authority with a view to supporting the skills and employment work in the area. They have approached the Council to employ local people and are currently looking for:

- Set builders - they have connected with the Construction Skills Fund project (a project that works with unemployed people and trains them to achieve their CSCS card and Health and Safety level 1) they are looking to employ trainees from this programme
- Costume design trainees – they have connected with the Fashion and Textiles students at FCoT
- Laboratory Assistant (Covid testing) – this has been advertised and networked in our borough in the hope of finding someone local

In terms of training and learning opportunities, Hartswood Studios have been involved with a Screen Skills open doors event (10th May) where 54 unemployed residents attended, have started discussions with FCoT to offer career talks and tours later in the year, and are intending to support Cove Schools World of Work week in July.

The development is creating economic benefit in the wider community. Production staff are currently staying Monday to Friday in local hotels, and have been hiring out venues and shops for filming.

Thames Water

With the information provided, Thames Water has been unable to determine the waste water infrastructure needs of this application. Thames Water has contacted the developer in an attempt to obtain this information and agree a position for FOUL WATER and SURFACE WATER drainage, but have been unable to do so in the time available and as such, Thames Water request that a condition is imposed for further information.

Environment
Agency

No Comments

Farnborough

No Comments

Aerodrome Residents Association	
Lead Local Flood Authorities	No Comments
Civil Aviation Authority	No Comments
HCC Highways Development Planning	Waiting for additional comments following the receipt of new information. The initial comments sought additional including; <ul style="list-style-type: none"> • Management of filming traffic and events • Details of a management plan to manage traffic flows
Ecology Officer	No Comments
Designing Out Crime Officer	No Comments
NATS	No Comments
Surrey Heath Borough Council	No Comments
Surrey Fire and Rescue	Did not raise objections. Provided a number of advisories.

NEIGHBOURS NOTIFIED

1097 neighbours were consulted on this planning application comprising the properties within the red line in figure 2 below;

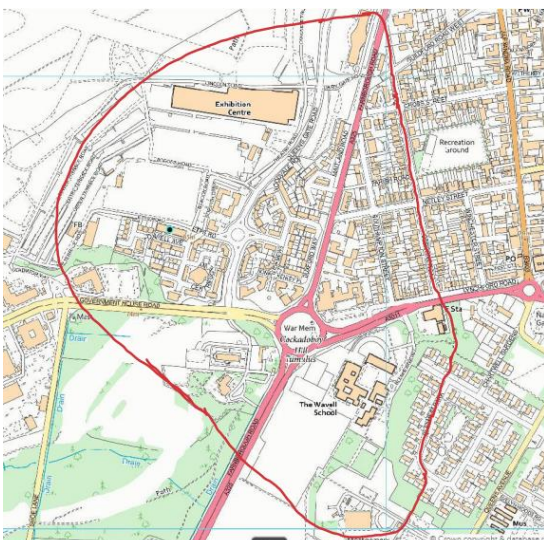


Figure 1: Neighbours consulted on this planning application.

NEIGHBOUR COMMENTS

Support

3 letters of support have been received from the following;

- 11 Woodvale Road

'Looking forward to seeing the action what goes on at the airport'.

- Northold Close

'No objection'

- *British Film Commission and Film London*

'The British Film Commission (BFC) is the UK Governments national organization responsible for supporting inward investment film and TV production in the UK...'. '[The] UK government recognizes and highlights the impact the creative anchor institutes can have on pride and economic performance in an area,...' '...citing film and TV studios as examples of how creative businesses and local investment increase employment and share spill-over benefits across the area and the supply chain'. '...Due to the growing demand for filmed content, the film and TV industry has become increasingly valuable in terms of employment and investment...'. '...Film, TV and the wider Creative Industries have grown at five times the rate of the economy as a whole. Their contribution to GVA has outstripped that of automotive, aerospace, life sciences and oil and gas industries.' ...The BFC is working to ensure that the UK remains the leading destination for Major international and domestic film and TV production...'. The growing success of the UK as a production destination has led to extreme stage space capacity issues. To meet the continuing demand for content, the requirement for additional stage space of the right scale and in the right geographical locations with access to the UK world-class skills and infrastructure, has never been higher. In support of the creation of additional capacity, the BFC is keen to proactively assist in the development of all suitable solutions, from new studio infrastructure, to the conversion of existing space, as well as demountable solutions, such as those developed by Stage Fifty'.

Neutral comments

At 03/05/2021 three letters of neutral comment had been received from 13 Duxford Way, Farnborough Airport and 36a Southampton Street, commenting:

- No objections if noise and disturbance remains within the hours of 07:00 – 18:00.
- No objection with idea, but if rejected assume appeals will follow
- Re. Noise – assume sufficient cover to cover a range of filming requirements?
- No objection.

Objections

At 17/05/2021 134 letters from 90 separate addresses objecting to the proposal had been received. These addresses are; Bowman House, 1, 2, 4, 6, 8, 9, 10, 11, 12, 14, 15, 19; Blanchard House 4, 17, 20 ; Blenheim Park, 34 ; Centrifuge Way, 4, 16, 29 ; Cranwell Road, 3, 4 ; Cottessmore Place, 3, 5, 12; Coxwell Avenue, 6, 24, 34, 35 ; Farnborough Road, 13, 46 ; Foye Lane Fleet - 10 ; Whitmore Close Sandhurst 8 ; Hadleigh Gardens, 5 ; Highfield Avenue, 45 ; Hewlett House, 6, 9 ;Honington Mews 6, 7, 9,15, 16, 17, 21 ;Lewis House, 2, 4, 6, 7, 8, 9, 11,13,15, 16 ; Langley Walk, 3, 9 ; Johnson House, 11, 14 ; Rochford House, 2, 4, 5, 10, 11, 13, 14, 15, 16, 19 ; Southampton Street, 40 ; The Shrubbery, 16 ; West Heath, 3 ; Maitland Road, 11, 18 ; Merrill House, 11, 15, 17, 20 ; Markham house, 6 ; 1

Mayberry Mytchet Road, Camberely 280 ; Johnson House, 11, 14, 22 ; Wavell School ; Woodvale Road, 23, 26, 29, 30 ; Mayberry House, 6 ; Whites Road, North Camp; 6 ; Osbourne Road, 30 ; Vyne Walk, 4; 5 York Road. The respondents comment as follows:

Visual Impact

- Out of character - disproportionately large/ overdeveloped/ ruin the skyline/ built on some of the highest land in the area/ changes character of flats from residential to industrial/ too close to main road and to the flats. Imposing commercial structure. Doesn't fit well with apartments and houses in Queensgate Estate.

Neighbour impacts

- Disrupt owners enjoyment of their properties
- Imposing and overbearing/ dominates all our windows
- Noise
 - area was quiet
 - will create excessive noise beyond airport noise / conference noise/ already have noise issues with conference
 - Increased noise from vehicles and people
 - Construction noise is unbearable
 - Stages only plastic – going to be heard at flats
 - How are we going to control this?/ no details provided
- Daylight and sunlight
 - Blocks right of light
 - Reduced light in rooms
 - Daylight and sunlight report contains errors - Not taken into account that sound stages are on raised foundations compared to Queensgate flats / no topographical or dimensional information; report does not examine the trajectory of the sun / existing and resulting LUX levels / low sun angles/ gale
- Loss of privacy into bedrooms, living rooms and balconies of the flats

Officer comment: Noise disturbance during the construction phase of the development is a matter outside the remit of this Application. The noise experienced during construction is a matter for the Council's Environmental Health team who have addressed it via a Noise Abatement Notice.

Highways

- Additional traffic which is already an issue [inc lynchford road/ near holiday Inn roundabout] affecting Wavell School. 200 staff required on the site daily – does not include visitors, vendors or suppliers.
- Submission does not include details of how traffic will affect local area.
- Highway safety issues as gate D is close to flats
- Parking impact on the Queensgate estate - as gate F is right next to it.
- Inadequate parking.

Officer comment: Gate D and C are next to the Queensgate Development.

Impact upon air quality

- Additional traffic will result in additional air pollution.

Financial benefits

- The finance report states that they have had to cancel airshows and conferences, resulting in significant losses to the businesses and wider economy. However, in 2020 the airshow went ahead and they have hosted online events.
- State that they will use local suppliers – their cranes are already from London.

Officer comment: The 2020 Farnborough Airshow was cancelled.

Other

- Built without planning permission
 - Why has council not stopped them
 - Council has already given green light/ money talks

Officer comment: It is not an offence to undertake development without first obtaining planning permission. However, doing so is at the developer's own risk. The Council has, in accordance with its Local Enforcement Plan, advised of the need for planning permission and the application submitted must be considered on its merits. Depending on the outcome, further consideration will be given to the expediency of subsequent action.

- Why so close to residential units/ why not else where on the airfield.

Officer comment: A number of concerns have been raised that question why the sound stages are positioned in proximity to the Queensgate flats. It is not for the LPA to consider the acceptability of the development in alternative locations. The stages have been positioned to avoid the 19m Radar Transmission line¹, and to enable their retention and use as part of Halls 3 and 4 when the Air show proceeds.

- 3 years not temporary/ Will end up being permanent / how can we ensure its removal

Officer comment: The Council must determine planning applications as submitted. The proposal is for a temporary permission.. In these circumstances a standard condition would require the removal of the structures and cessation of the use at the end of that period

- Why is the substation permanent?

The intention is for the substation to provide supply for present and future use of the site, including Airshow operations.

- Impact upon property values/ hinder sales/ people trapped with mortgages/ someone needs to pay
-

Officer Comment: Property values and salability are not considerations material to the determination of planning applications.

- Poor communication / lack of regard for residents

Officer comment: whilst it is unfortunate that the residents of the Queensgate development feel that there has been a lack of engagement and a lack of regard for residents, this is not a

¹ Figure 1 shows a 19m transmission slope whereby no building such height can be erected beyond it. This Transmission slope relates to the transmission of Radar used for the purposes of air traffic control.

material consideration in the determination of this application. The LPA are required to determine the planning application before them and any other material planning considerations which do not include the quality of public engagement by the applicant or the fact that planning permission was not sought prior to commencement of work.

- Blocks views of airfield

Officer comment: Views from individual properties are not protected and are not considerations material to the determination of planning applications.

- Fire safety issues – stages built out of plastic – highly flammable and toxic smoke.

Officer comment: It is not within the remit of the LPA to make an assessment regarding the fire safety requirements of materials of developments. The Hampshire Fire and Safety Service have been consulted on this application.

- Website needs to include details of FIL on airport page

Officer comment: opinion on the content of a webpage unrelated to this proposal is not material to the determination of this application.

- Impact upon mental health

Officer comment: Whilst impact on health is a matter of concern for the Council, the extent to which it is explicitly material to the determination of a planning application or could, based on an allegation, substantiate a reason for refusal is very limited.

- Impact upon mobile/ internet signal

The alleged impact of the development on a phone signal is not material to the consideration of this planning application.

POLICY AND DETERMINING ISSUES

Policy and determining issues

The site is located within the built-up area of Farnborough. It is not within a Conservation Area and does not contain nor adjoin a Listed Building.

Rushmoor Local Plan Policies SS1 (Presumption in Favour of Sustainable Development), SS2 (Spatial Strategy), IN2 (Transport), DE1 (Design in the Built Environment), SP4 (Farnborough Airport), IN2 (Transport), DE1 (Design in the Built Environment), DE10 (Pollution), PC1 (Economic Growth and Development), PC8 (Skills, training, and Employment), NE5 (Countryside), NE9 (Surface Water Flooding at Farnborough Airport), along with Rushmoor Car and Cycle Standards SPD and the NPPF are considered relevant to the consideration of the current application.

In this context the following are the main determining issues for the current proposals:-

(a) Principle; (b) Visual Impact upon the character and appearance of the area; (c) Impact on Neighbours; (d) Highways Considerations; (e) Ecological Impacts; (f) Economic benefits; (g) The Planning Balance.

Commentary

- Principle

Policy SS1- Presumption in Favour of Sustainable Development sets out that Planning Applications that accord with the policies within the development plan must be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application, the Council will grant permission unless material considerations indicate otherwise, taking into account whether any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework as a Whole.

The Rushmoor Adopted Local Plan does not make reference to filming uses (sui-generis) and neither does the NPPF and an assessment of the development must be considered in relation to the presumption in favour of sustainable development. The NPPF defines sustainable development as having three main characteristics – economic, social and economic impacts. The principal issues are set out and weighted in the planning balance in this report.

- Visual impact upon the character and appearance of the area

Siting

Concerns have been raised that the erection of these temporary structures results in an commercial appearance that is out of character. The development is located within the established exhibition site containing the Farnborough International Exhibition and Conference Centre. The sound stages and workshops are located on the existing hardstanding terraced areas where temporary exhibition halls 3 and 4 are located during the Air Show. This area has periodically accomodated structures associated with such events and the erection of temporary structures in this location has taken place periodically since the mid 20th century. The current proposal would retain the structures for a longer period and the sound stages are taller than the exhibition hall buildings usually erected in these particular areas. The biennial air show 'halls' have a ridge height of around 14m, some 4m below that of the sound stages.

The provision of temporary exhibition buildings is not in principle out of character, however the Sound Stages have a prominent and significant visual impact a result of their scale, appearance and height.

Height scale and massing

The sound stages are shallow pitched rectangular temporary buildings that measure 40x50m at a height of 18.7m clad in Kingspan (grey) panels. The ground levels vary across the site so that Stage 2 is located on higher ground than Stage 1. Both stages are on higher ground that the Queensgate flats.



Concerns have been raised by residents that the buildings are too large and too close to the residential development.

Stage 1 is approximately 35m from Bowman House, and 39m from Lewis House. Stage 2 is located 54m to the west of Bowman House and 49m from Rochford House. The sound stages are 18.7m in height and when taking into consideration the difference in land heights, they are at their highest some 5-7m higher than the blocks of flats on the neighbouring land. The Queensgate flat blocks are around 13.5m high (notwithstanding land levels).

The massing of the stages and their external façades is markedly different from the appearance of residential buildings. Their overall floor plan dimensions are not significantly different to those of block of flats their elevations are unbroken and featureless which accentuates their bulk.

The workshop is a pitched rectangular 'A framed' structure that measures 20m x 100m and 7.7m high. This is to be used for the creation of sets, costumes and props. It is not easily seen from the surrounding streets or buildings and does not appear out of character within the site itself.

The development also includes changing the use of some of the existing chalets to offices in association with the filming use (approx. 1103sqm). The development does not materially alter the appearance of these chalets.

The proposed substation would be located on lower ground between Sound Stage 1 and Gate C. This structure is modest in size and is not considered appear out place within the context of the site.

- Impact upon neighbours

In determination this planning application the Council, in accordance with policy DE1 of the Local Plan, must consider whether the development would result in harm to neighbouring occupiers by reducing the amenity of their residential environment to a significant degree.

Daylight and sunlight -

It is alleged that the development results in a noticeable reduction in light to affected properties. A daylight and sunlight assessment has been submitted based on BRE (Building Research Establishment) Guidance - Site Layout Planning for Daylight and Sunlight: Guide to good practice (Littlefair). This has been updated and subsequently amended.

The BRE's guidance sets out that in terms of the assessment of *daylight* (light from the sky) the first step is to use a 'rule of thumb' measuring the angle to the horizontal subtended by the new development at the level of the centre of the lowest window. If this angle is less than 25 degrees then it is unlikely to have a substantial effect on the diffuse skylight enjoyed by the existing building. If this angle is greater, then a more detailed check is required to find the loss of skylight to the existing building.

Some loss of daylight and sunlight as a result of development is commonplace and not necessarily harmful in itself to the extent that it could substantiate refusal of planning permission – the BRE guidance assists in ascertaining the threshold and significance of impact.

The revised Daylight and Sunlight assessment has been conducted in accordance with its requirements. An error was found in the ASPH and WSPH figures and these have been corrected in the latest version. For clarity, the modelling software used by Hydrock for BRE assessment has a tolerance or margin or error of 10% - this has resulted in the slight improvement of sunlight lighting for Block D window 4 (bedroom).

A resident raised the concern that the submitted report has not taken into account that sound stages are on raised foundations compared to Queensgate flats and does not contain dimensional information. The submitted daylight report has taken into account the relatively different land levels between the flats and the sound stages and was prepared with dimensional information of both the flats and sound stages. A resident also raised that the report does not examine the trajectory of the sun / existing and resulting LUX levels. The report is based upon the BRE Guidelines and such guidelines do not require the measurement of Lux. Lux is used to measure artificial and ambient levels in relation to the impact of artificial lighting schemes upon areas and habitable rooms – but not natural daylight and sunlight impacts. It is not therefore relevant in this instance.

The submission states that in terms of the Bowman House and Lewis House elevations facing Stage 1, the ‘obstruction angle’ at its worst, when taken from the lowest habitable windows, would be 23 degrees, and that of stage 2 in relation to Bowman House and Rochford House would have a obstruction angle at worst of 21 degrees. As set out within the BRE Guidance, If this angle is less than 25 degrees then it is unlikely to have a substantial effect on the diffuse skylight enjoyed by the existing building. The conclusion in relation to BRE guidance is therefore that no additional assessment is required and the development does not have a substantial effect on diffuse skylight.

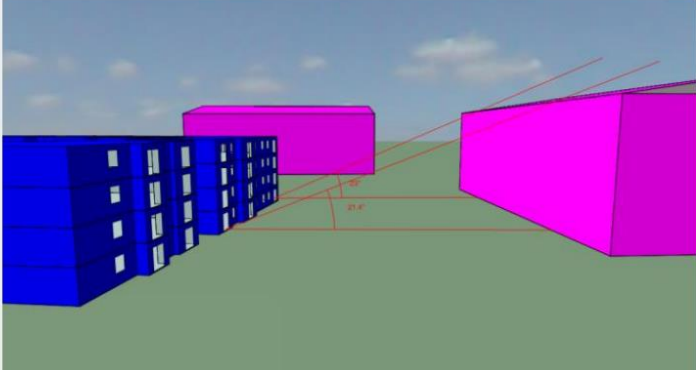
Façade Assessed	Obstruction Angle	Comments
Stage 1 impact on Phase 9 Queensgate north façade		Obstruction angle 23 degrees at worst point, daylight and sunlight impact will be negligible. No further assessment is required.

Figure 2: Stage 1's impact upon the Queensgate flat's north facade

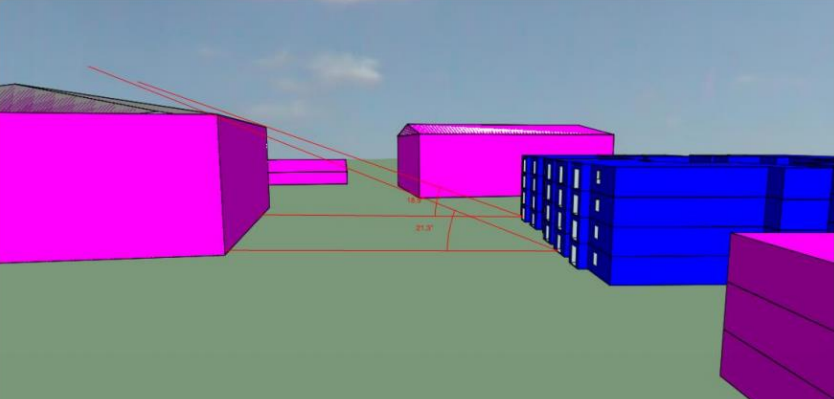
Stage 2 impact on Phase 9 Queensgate west facade		Obstruction angle 21 degrees at worst point, daylight and sunlight impact will be negligible. No further assessment required.
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Figure 3: Stage 2's impact upon the Queensgate Flats West façade.

In terms of sunlight the BRE's Guidance does not require this to be assessed from north facing windows because a north facing window will only generally receive it on a handful of occasions (early morning and late evening in summer). The '25 degree' rule of thumb also applies to sunlight assessments. As demonstrated above this is not contravened by the development. Notwithstanding this, a more detailed assessment was carried out in relation to the level of resulting daylighting within the buildings.

If a habitable room post development receives less than 0.8 times its former sunlight hours then sunliting to that habitable room may be adversely affected. If the habitable room can receive more than one quarter of APSH (Annual Probable Sunlight Hours)(25%), including at least 5% WPSH (Winter probable Sunlight Hours) in the winter months then the room should still receive sufficient sunlight according to the guidance. If it is below that level, then the reduction will be noticeable.

Only the ground floors of Bowman House and Rochford House have been considered as a worst case scenario. As a result of the development Block A Window 2 bedroom (ground floor) would result in an APSH of 21.78% a reduction from 25.98%. The difference would be less than 0.8% (reduction factor). Whilst the reduction would therefore not be 'adverse' it would result in the room being noticeably duller. It should also be noted that the BRE's Guidance makes it clear that the loss of sunlight to bedrooms is less important than living rooms as these areas are predominately used for night-time activities. All other habitable rooms meet the requirements set out within the BRE Guidance.

A resident raised the concern that the proposal would result in the loss of low sun angles/ glare. The development would result in the loss of some low angle light to some properties. However, this low light/ glare is not identified in BRE guidance as necessary in order to achieve an acceptable level of daylight and sunlight.

Application of BRE guidance therefore concludes that the development would not result in a harmful loss of daylight and sunlight to Bowman House, Rochford House, Lewis House, Mayberry House, or Woolett House .

Overbearing impacts -

Residents of the Queensgate flats state that the sound stages appear oppressive and overbearing.

Stage 1 is approximately 35m from Bowman House, and 39m from Lewis House. Stage 2 is located 54m to the west of Bowman House and 49m from Rochford House. Whilst such separation would not be uncommon in relationships between residential buildings, the unbroken and largely blank facades of the sound stages are not particularly prepossessing and dominate the outlook from properties facing them. This is particularly the case for those with dual aspect windows in Richford House which have windows which face both Sound Stages

Outlook -

The position of Stage 1 and 2, has impaired the quality of the outlook from the properties within the Queensgate development - particularly for the occupants of Bowman House whose windows face both sound stages. However, the resulting outlook is not considered to be harmful to the extent that it would result in adverse harm to the quality of the living conditions

within. Such harm results from the massing and featureless facades of the sound stages.

Noise -

It is noted that the residents have experienced noise disturbance during the construction of the sound stages themselves. This is being addressed by the Council's Environmental Health team and such impacts are not material to consideration of this application – which must address the potential for disturbance from the use of the development itself.

The acoustic testing report for the proposed Sound Stages are primarily concerned with preventing external noise from impacting on the internal acoustic environment of the sound stage, however this works both ways. Whilst there is no information provided regarding what level of noise will be generated by activities taking place internally. A high level of sound reduction (>50dB) across the building envelope is required to ensure aircraft noise does not impact on recording within. This should prevent all but extreme levels of noise being adequately reduced. A condition restricting the levels of noise at a set distance away from the nearest residential façade is recommended.

It is further proposed that filming activities on the site would generally occur between the hours of 08:00 and 20:00. The proposal seeks to have the flexibility to film outside these hours depending upon filming schedules. Aside from the stages themselves, sources of noise activity could come from vehicles, movement of props and stages, the workshops, amplified music, and from movement of people around the site.

The workshop would host light industrial activities such as the making of sets, costumes and props. This is likely to involve the use of tools and associated equipment. This structure is not sound insulated, but is located some 80m from the closest residential occupiers (the corner of Bowman House).

The offices are to be used in association with the sound stages. These are some 340m from the closest residential occupier, Rochford House and Woollett House. It is considered that this aspect of the site is unlikely to result in noise disturbance.

A draft Operational Management Plan has been submitted. This includes measures such as;

- Workshop – typical working hours of 8am – 4pm, ensuring that the doors are closed during loud machinery is in operation.
- Catering vehicles – located away from residential properties and no use of diesel generators
- Lighting – no high level lighting (unless agreed in writing)
- Advanced notification procedure (to residents) for working beyond 'standard operating hours'
- Vehicle movements to be limited to 10mph to reduce noise.
- Parking within Car Park 3 away from the residential occupiers.

In addition to these measures, a condition has been recommended (Condition 8) to limit noise and other disturbances to noise sensitive receptors. This Operational Management plan is in draft form and the condition would require the submission approval and adherence to a final version. The condition has also been worded to require the review of the Operational Management Plan so that it responds to changes – such as in filming crew and working requirements.

- Highways implications

The development proposals will result in an increase in traffic to and from the site. The Transport Statement sets out that around 250 staff daily will be involved with the film making process but expects that the day to day traffic will be less than 200 vehicles. This would result in 400 two way vehicle trips to and from the site. It is also understood that the standard operational hours as a whole would be 06:00 to 20:00 Monday to Friday, with some weekend working as required. There would also be 4 security staff on site at all times.

A revised Transport Statement along with a Draft Transport Management Plan was received. The Transport Statement, in short, sets out that as the traffic flows would be outside of the peak hours (06:00 – 20:00) then there would not be a harmful impact upon the local highway network. Whilst no explanation has been provided to why most traffic movements are expected before 06:00 and after 20:00, it sets out that this would be controlled via a Transport Management Plan. HCC highways have expressed a preference that vehicle movements are restricted to outside of peak times, this is not a restriction that could be easily monitored or enforced.

The Draft Transport Management Plan sets out a number of mechanisms for the monitoring and management of parking and access to avoid harmful impacts upon the wider highway network. Such mechanisms vary with whether the filming is being undertaken without any events on at FIL, or if both the filming and FIL events are on at the same time.

Operation of film making outside of FIL events. Mechanisms include;

- Management of vehicles to use Gate F and car park 3 only
- Studio 50 to encourage visitors to avoid travelling during the AM and PM peak
- Studio 50 to encourage filming crews and support staff to consider active travel modes or public transport
- FIL to monitor and record filmmaking traffic movements at Gate F during the AM and PM peak
- FIL to work with Stage 50 to ensure movements operate outside of peak movements as much as possible meeting on a monthly basis to review the situation
- Setting up of an Operations Management Group where FIL event managers will meet with Stage Fifty management staff in a weekly structures review meeting and will also check in Stage Fifty twice a day to report immediate issues
- FIL to provide feedback to RBC and HCC on a regular basis (to be agreed)
- Control measures investigated if monitoring of the site access identifies any issues with visitors accessing and egressing the site during AM and PM peak hours.

Interaction with activities associated with Farnborough International: Farnborough International is a conference and event venue with events spanning across the year. The film making use is not proposed to cease when FIL events and activities (with the exception of the Farnborough Airshow) are taking place. The submitted Transport Management Plan undertakes that FIL will;

- Avoid event start/ closing times during morning and evening peak hours
- Engage with the local business community and other stakeholders by holding regular meetings where further information on the use of the sound stages and forthcoming events at Hall 1 and other on-site venues is shared
- If filming activities occur at the same time as events on site, FIL will continue to dynamically manage traffic movements and volumes in response to activities on the site. FIL will also implement the package of measures for the filmmaking activities in

conjunction with FIL's existing event management plan, as set out in the Traffic Management Action Plan.

- Site accesses monitored by traffic Marshalls

Interaction with the Farnborough Airshow:

- The filming use is to cease during the Farnborough Airshow and this is the subject of proposed Condition 11. Consequently there would not be cumulative traffic impacts as a result of the filming use and the operation of the Farnborough Airshow.

The Draft Transport Management Plan provides a generally comprehensive array of mechanisms to monitor highway activity in order to avoid issues on the wider highway network. However, it is noted that it lacks detail of the explicit mechanisms to be used to enforce such behaviours of individual staff - other than the implication that would be achieved through managerial chains. It is noted that the precise nature would vary depending upon the particularities of the crew at hand, which at this stage is unknown. A Transport Management Plan that is reviewed periodically would enable adaptations to the plan should certain mechanisms not work as intended or better controls put into place – following feedback from such monitoring. This is the subject of recommended Condition 9.

Residents have raised concerns that the proposal would affect the Wavell School, particularly the Lynchford Road / Holiday Inn roundabout area. The Transport Assessment sets out that most traffic movements would be outside of the peak avoiding school drop off and pick up times. Subject to adherence to such traffic movements there should be no conflict in this regard.

- Parking provision

The Transport Statement sets out that around 250 staff will be involved with the film making process.

The Council's Car and Cycle SPD sets out standards for a number of uses. The proposed filming use is sui-generis and is not covered by the car and cycle SPD, and as such an assessment is required to whether the proposed parking provision is sufficient. As set out earlier within this report, vehicles will enter the site through Gate F and drive within the site to car park 3. Gate D will not be used by those in connection with film making. This is the subject of Condition 10. The plans show a parking area for 200 vehicles within the application site, and there is space within the site for additional vehicles should a greater number of spaces be required.

Taking these factors into considerations, it is not considered that the proposal would result in parking stress in the surrounding streets or highway network.

- Ecological impacts

The sound stages are located close to the SINC (Site of importance for nature conservation) consisting of grassland within the airport and exhibition site, but does not directly affect it.

- Economic benefits

There have been a number of documents submitted supporting the economic benefits of the development. This includes an Economic Benefit Statement by Planit Consulting, An Economic

Benefit Statement by Farnborough International and Stage 50, a statement from the British Film Commission, and a note from Rushmoor Borough Council's Economy and Growth Service Manager.

The pandemic has had a significant impact upon the economy at national and local level, affecting businesses and increasing the level of unemployment. In Rushmoor there has been a large rise in the number of people claiming out-of-work benefits, in March 2021 5.1% (3,110) of the working age population were claiming out-of-work benefits, up from 1.7% (1,030) in March 2020. The number of 18-24 year olds claiming out-of-work benefits has increased to 8.1% in March 2021, representing 585 claimants in the area. This is a higher percentage than Hampshire (7.4%) and the South East (7.8%).

This includes Farnborough International Limited. Farnborough International Limited is a key local employer and significant economic asset for the borough, providing considerable direct and indirect economic benefits to Rushmoor. However, Covid-19 has had a significant impact on the Farnborough International Limited business, having had to cancel the biennial Airshow in 2020 and have been unable to host exhibitions and conferences since March 2020. This and the other exhibitions and conferences run at Farnborough International bring visitors and provide employment and business opportunities in the supply chain across the borough.

In light of such economic context, FIL sought to diversify its operations for a temporary period until August 2024. There is a significant demand for new studio space immediately within the M3/M25 corridor and FIL has received significant interest from production companies seeking space to undertake filmmaking.

Film making is a booming sector and offers significant economic spill over effects. The British Film Commission (BFM) cite film and TV studios as examples of how creative businesses and local investment increase employment and share spill-over benefits across the area and the supply chain'. Their contribution to GVA has outstripped that of automotive, aerospace, life sciences and oil and gas industries and infrastructure, has never been higher.

The film studios will provide up to 200 jobs for local residents, particularly young people which have been particularly impacted by the COVID-19 pandemic, and work to provide this is underway. Hartwood studio's, the first filming company to be using the stages, have already engaged. with the local authority with a view to supporting the skills and employment work in the area. They are seeking to employ local people and are currently working with the council in this regard. They have;

- connected with the Construction Skills Fund project (a project that works with unemployed people and trains them to achieve their CSCS card and Health and Safety level they are looking to employ trainees from this programme for the employment of set builders.
- connected with the Fashion and Textiles students at FCoT for the employment of costume design trainees.
- advertised and networked in our borough for a laboratory assistant (Covid testing).

They have also engaged in local curriculum engagement including; a successful Screen Skills open doors event (10th May) where we had 54 unemployed residents attend; have started discussions with FCoT to offer career talks and tours later in the year, and are seeking to support Cove Schools World of Work week in July.

There are also effects for the local economy as a result of the development from staff using

local restaurants, hotels and shops. Currently, it is understood that production staff are staying in local hotels Monday – Friday, and are hiring other venues (such as shops) and locations for filming scenes.

To ensure that such work is continued with other filming companies, a skills and employment plan is required by recommended Condition 12 to ensure continuity in engagement throughout the temporary period.

- The planning balance

Policy SS1- Presumption in Favour of Sustainable Development sets out that Planning Applications that accord with the policies within the development plan must be approved without delay, unless material considerations indicate otherwise. Where there are no policies specifically related to the type of development forming this application, the Council should grant permission unless material considerations indicate otherwise, taking into account whether any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits.

The NPPF defines sustainable development as having three main prongs – economic, social and environmental. These are the matters to be weighed in the determination of this application.

Environmental Impacts – The development has the potential to result in adverse harm to the amenities of the adjoining residential occupiers through visual impact, noise and light pollution. The amelioration and mitigation of such potential harm would be managed through live management plans secured by way of conditions. There is some loss of daylight, sunlight and outlook but not to the extent that it would result in serious or permanent harm to the residential occupiers of the adjacent development. The development would also result in additional vehicle movements that could give rise to a harmful impact upon the local highway network. The mitigation and management of traffic flows as a result of the development and in conjunction with activities at Farnborough International Limited can be controlled by conditions and a live transport management plan. The proposal would result in some harm in terms of the visual character of the surroundings the appearance of the. However, the proposed retention is temporary and can be reviewed should permission be sought beyond the currently proposed three year period.

Economic Impacts – the development would result in significant economic benefits that must be weighted in relation to the harm resulting from the development. The development would help the viability of Farnborough International in its recovery from the pandemic restrictions in terms of rents. The development would also bring local benefits through the use of local services and local employment opportunities – particularly important given the economic impact of the pandemic upon local businesses and jobs. However, it is also noted that this development is temporary their importance for this period is significant.

Social benefits – The development will have some social benefits. This includes training opportunities for local people and engagement with Farnborough College students seeking opportunities within the Film Industry. It would also have the benefit of contributing to the wider entertainment sector and long term input to skills and experience.

It is considered that the identified potential impact on residential amenity and character resulting from the development, when balanced against the economic benefits of the development, is not such that permission for the temporary period subject to the recommended conditions, should be withheld.

Conditions

Full Recommendation

It is recommended that permission be **GRANTED** subject to the following conditions and informatives:

Temporary permission

- 1) The Sounds Stages (1 and 2), and Workshop buildings hereby permitted shall be removed and the land restored to its former condition on or before the 31st August 2024. The use of the Catering Chalets and ancillary offices for the development hereby approved shall cease on or before the 31st August 2024.

Reason - Given the impact of the character and appearance of the structure, reconsideration in the light of prevailing circumstances at the end of the specified period would be appropriate in the interest of amenity.

Approved plans

- 2) The permission hereby granted shall be carried out in accordance with the following approved drawings Drawing numbers:

158903/TOR1 – Location Plan

S50/ 001 – Stage 1 floor plan

S50/002 – Stage 2 floor plan

S50/ 004 – Stage 1 Elevations

S50/ 005 – Stage 2 Elevations

S50/010 – Offices layout

S50/011 – Offices layout

S50/ 003 – Workshop floor plan

S50/006 – workshop elevations

S50/ 013 – site plan

S50/ 008 – site plan (showing gates)

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

No sound reproduction equipment

- 3) No sound reproduction equipment, conveying messages, music, or other sound which is audible outside the application site shall be installed on the site.

Reason - To protect the amenity of neighbouring property

Sound attenuation (stages)

- 4) Noise (LAeq) from within the proposed sound stages should be controlled to ensure noise levels at 1m from the façade of the nearest noise sensitive receptor are 10dB below the background noise level (LA90) without the sound stage noise present, in each octave band.

Reason - To protect the amenity of the adjacent occupiers.

Sound attenuation (plant)

- 5) All plant and machinery shall be enclosed with soundproofing materials and mounted in a way which will minimise transmission of structure-borne sound.

Reason - To protect the amenity of neighbouring occupiers.

Noise levels

- 6) The rating noise level of any external plant and machinery on the application site, as assessed under BS4142: 2014 'Methods for rating and assessing industrial and commercial sound', shall be lower than the background sound level as measured or calculated at 3.5 m from the nearest ground floor sensitive facade and 1m from upper floor noise sensitive facades, during the relevant periods of operation.

Reason: In the interest of residential amenity

Loading and Unloading

- 7) Loading and unloading from / of vehicles shall only be carried out on the side of the buildings remote from sensitive premises.

Reason - To ensure the provision and availability of adequate off-street parking.

Operational management plan

- 8) No part of the development hereby approved shall be occupied and used for the purposes of filming until an operational management plan detailing;

- management responsibilities,
- management of noise resulting from the workshop
- Management of noise resulting from site operatives
- Management of noise around the catering facilities
- Management of external lighting
- complaints procedure
- neighbour communication plan
- Procedure for continual reflection and reworking of operational management plan

has been submitted to and approved in writing by The Local Planning Authority. The management plan shall be reviewed by the LPA with 1 month of the first occupation for the purposes of filming and thereafter at an interval so agreed. The development shall be carried out strictly in accordance with the details so approved.

Reason - In the interest of residential amenity.

Highways management plan

- 9) No part of the development hereby approved shall be occupied and used for the purposes

of filming until an operational management plan detailing;

- management responsibilities,
- management of traffic movements to avoid the peak
- Management of traffic movements during other Farnborough International Events including means to secure compliance from staff/ vehicle users
- neighbour communication plan
- Travel plan to encourage sustainable modes of transport
- Procedure for continual reflection and reworking of operational management plan

has been submitted to and approved in writing by The Local Planning Authority. The management plan shall be reviewed by the LPA within 1 months of the first occupation and use for the purposes of filming and thereafter at an interval so agreed. The development shall be carried out strictly in accordance with the details so approved.

Reason - In the interest of the free flow of the wider highway network

Access to development through Gate F only

10) The development hereby approved shall only be accessed via gate F as set out on approved plan S50/ 008.

Reason - To protect the amenity of the adjacent occupiers.

Farnborough Air Show

11) The filming use shall cease during the timespan of the bi-annual Farnborough Air Show.

Reason: In the interest of the highway network.

Skills and management plan

12) Prior to the occupation of the site by a new filming company, a skills and management plan shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To maximise opportunities for associated skills and employment in the local area.

Thames Water

13) No development shall be occupied until confirmation has been provided that either:- 1. Capacity exists off site to serve the development or 2. A development and infrastructure phasing plan has been agreed with the Local Authority in consultation with Thames Water. Where a development and infrastructure phasing plan is agreed, no occupation shall take place other than in accordance with the agreed development and infrastructure phasing plan. Or 3. All wastewater network upgrades required to accommodate the additional flows from the development have been completed.

Reason - Network reinforcement works may be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid flooding and/or potential pollution incidents. The developer can request information to support the discharge of this condition by visiting the Thames Water website at thameswater.co.uk/preplanning. Should the Local Planning Authority consider the above recommendation inappropriate or are unable to include it in the decision notice, it is

important that the Local Planning Authority liaises with Thames Water Development Planning Department (telephone 0203 577 9998) prior to the planning application approval.

Informatives

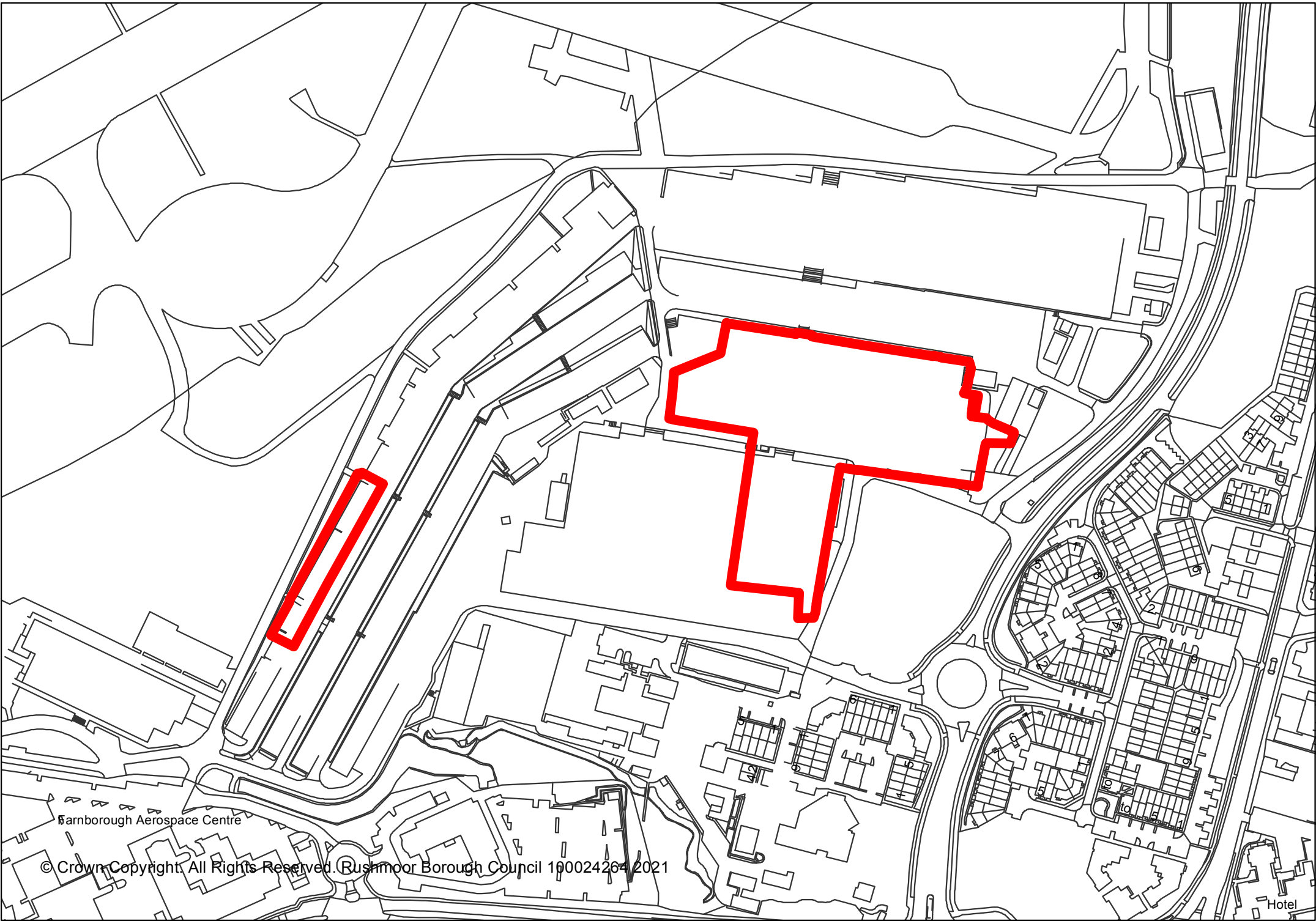
- 1 INFORMATIVE – The Local Planning Authority’s commitment to working with the applicants in a positive and proactive way is demonstrated by its offer of pre-application discussion to all, and assistance in the validation and determination of applications through the provision of clear guidance regarding 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 taking the above into the round, it is considered that the harm to residential amenity and character resulting from the development would be outweighed by the economic benefits of the development. Resulting, it is recommended that the temporary planning permission subject to conditions is granted. 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 - Your attention is specifically drawn to the conditions marked *. These condition(s) require either the submission and approval of details, information, drawings etc.by the Local Planning Authority BEFORE WORKS START ON SITE, BEFORE SPECIFIC ELEMENTS OF THE PROPOSAL ARE CARRIED OUT or, require works to be carried out BEFORE COMMENCEMENT OF USE OR FIRST OCCUPATION OF ANY BUILDING.

Development started, carried out or occupied without first meeting the requirements of these conditions is effectively development carried out WITHOUT PLANNING PERMISSION.

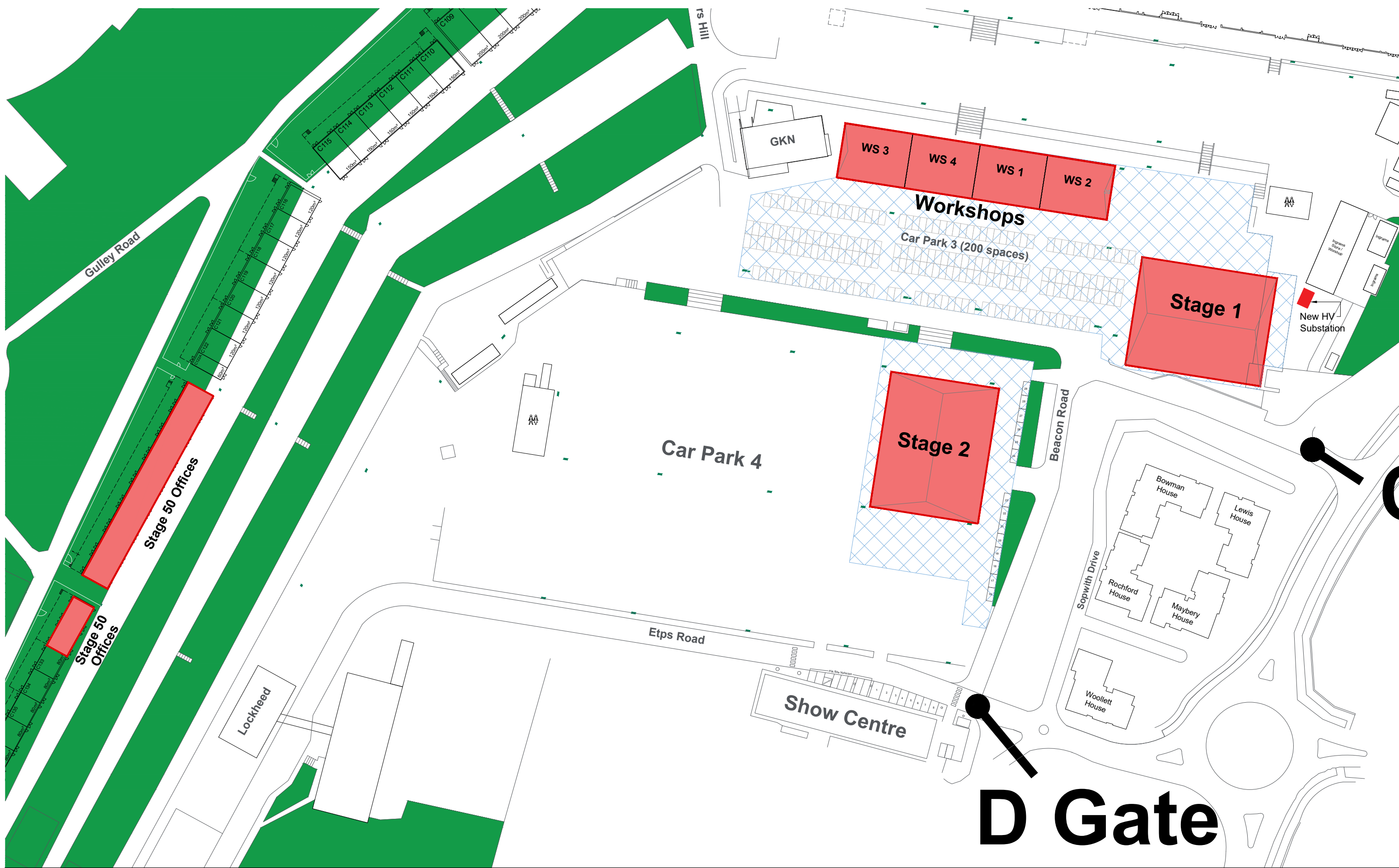
The Council will consider the expediency of taking enforcement action against any such development and may refer to any such breach of planning control when responding to local searches. Submissions seeking to discharge conditions or requests for confirmation that conditions have been complied with must be accompanied by the appropriate fee.



Farnborough Aerospace Centre

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Hotel



Title: Proposed Site Plan		
REF: S50/ 013		REV: 02
Drawn by: FIL	Date: 10/03/2021	Scale: 1:1250 @ A3

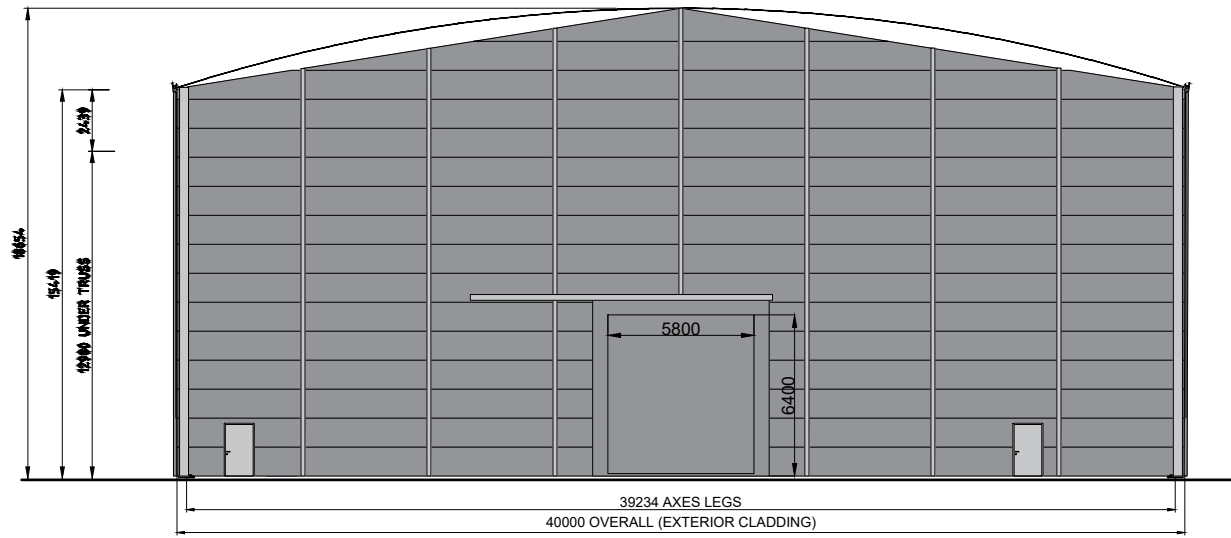


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 Show Centre, ETPS Road,
 Farnborough, Hampshire. GU14 6FD.

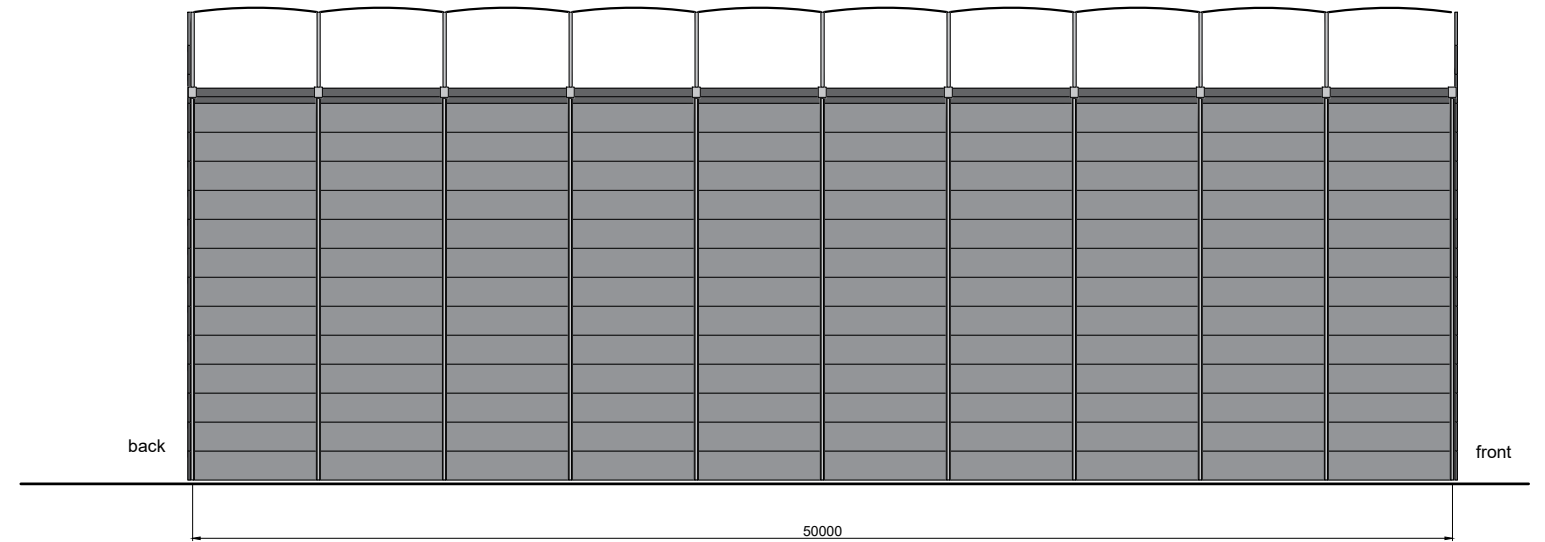
Tel: +44 (0)1252 532800 www.farnborough.com

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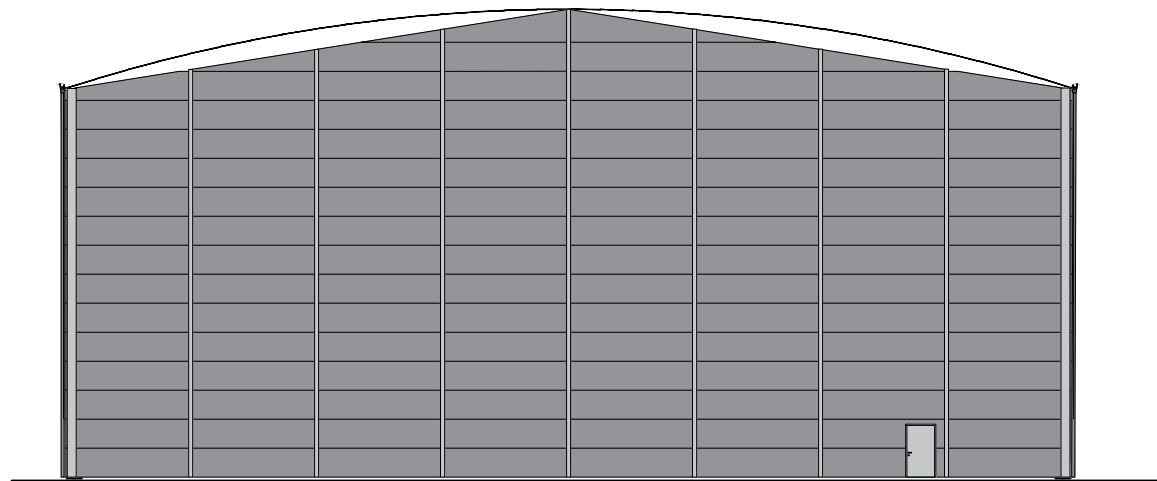
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REF: S50/ 008		Rev: 03
Drawn by: FIL	Date: 10/03/2021	Scale: 1:5000 @ A3



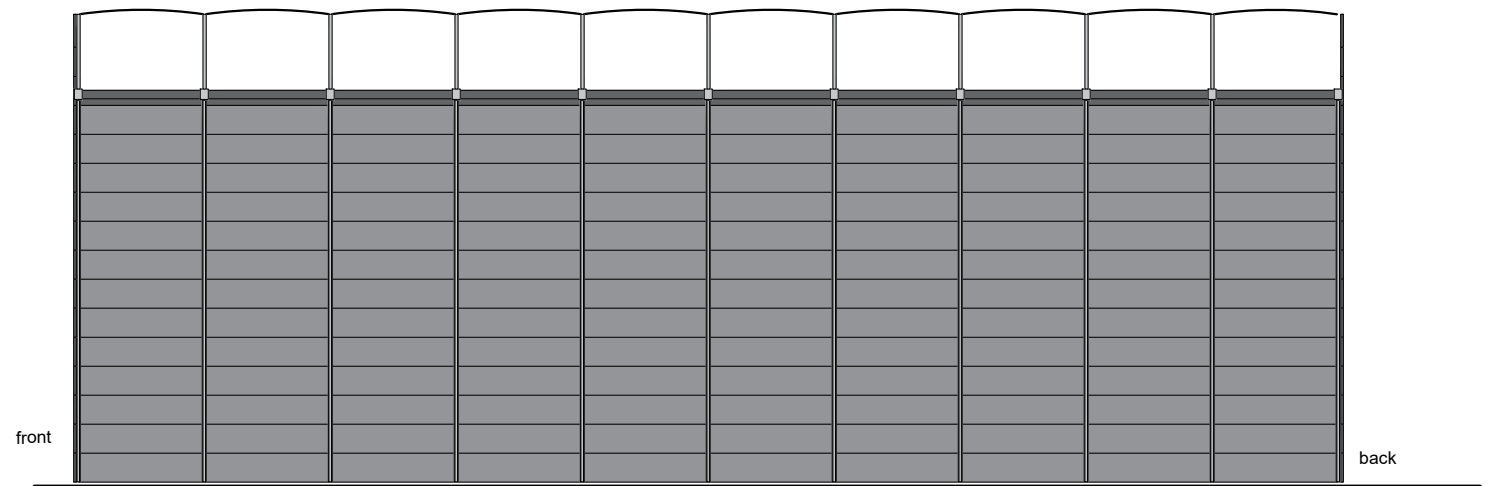
STAGE 1
Front Elevation



STAGE 1
Left Elevation

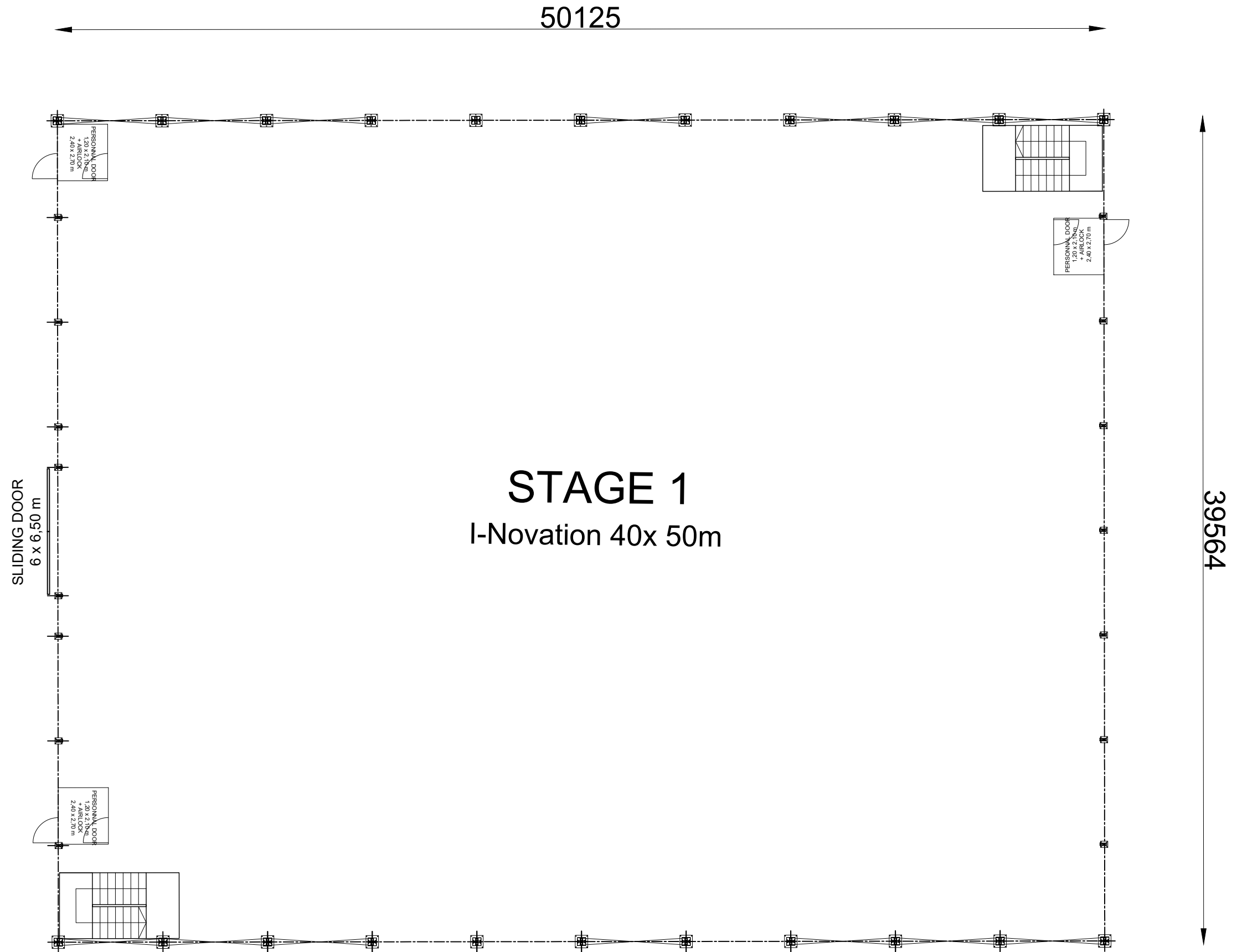


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Back Elevation

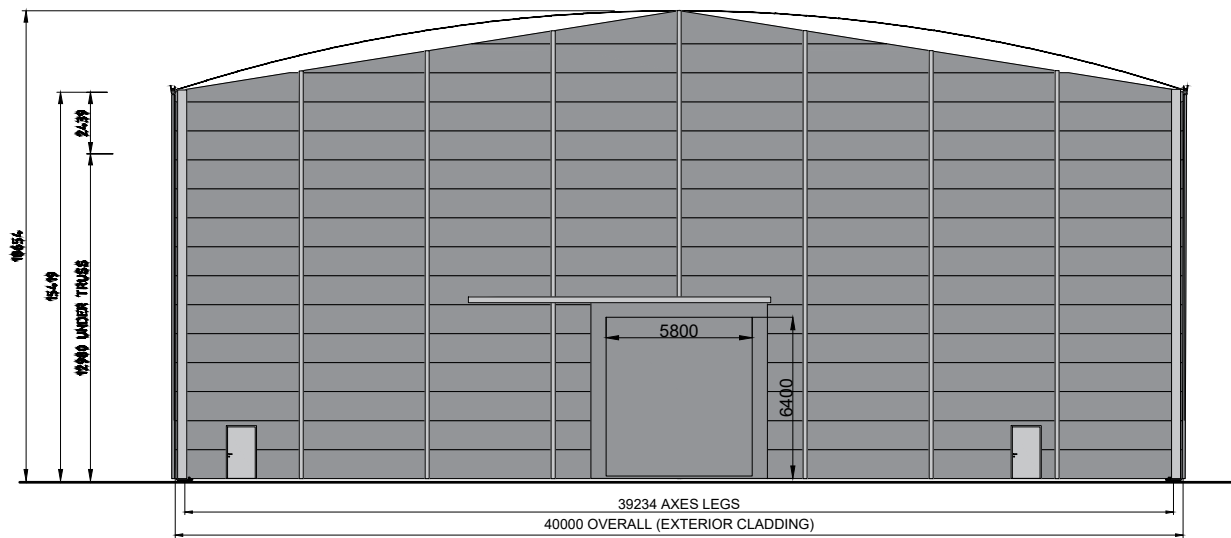


STAGE 1
Right Elevation

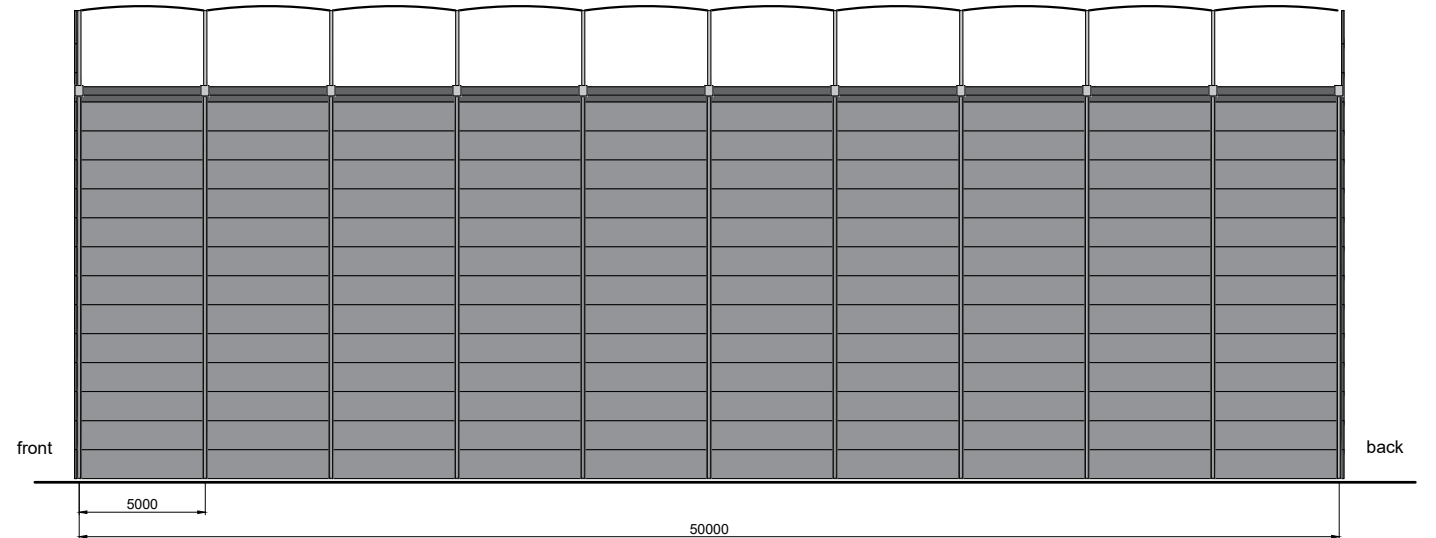
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REF: S50/ 004		REV: 01
Drawn by: FIL	Date: 09/03/2021	Scale: 1:300 @ A3



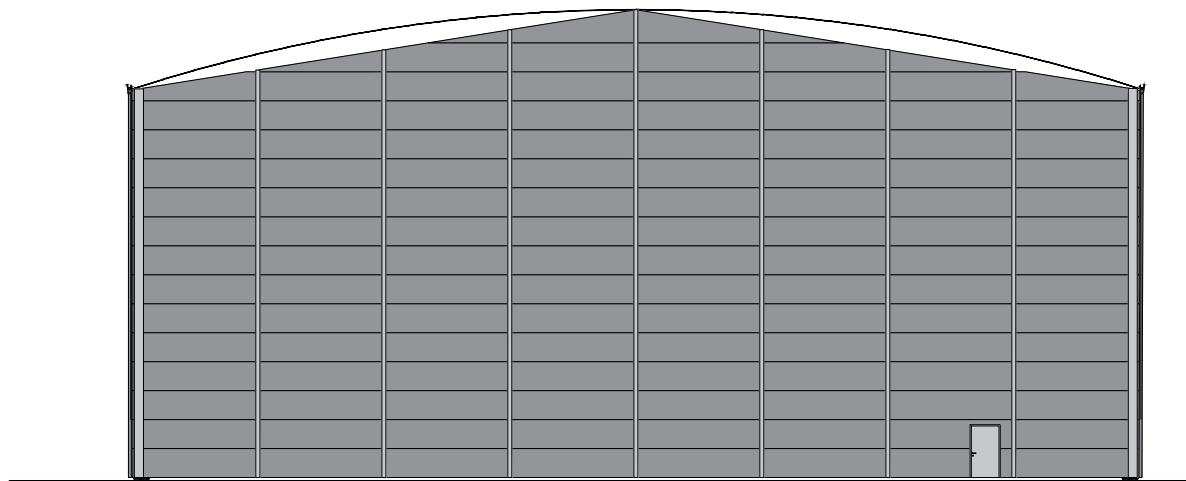
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REF: S50/ 001		Rev: 02
Drawn by: FIL	Date: 03/03/2021	Scale: 1:200 @ A3



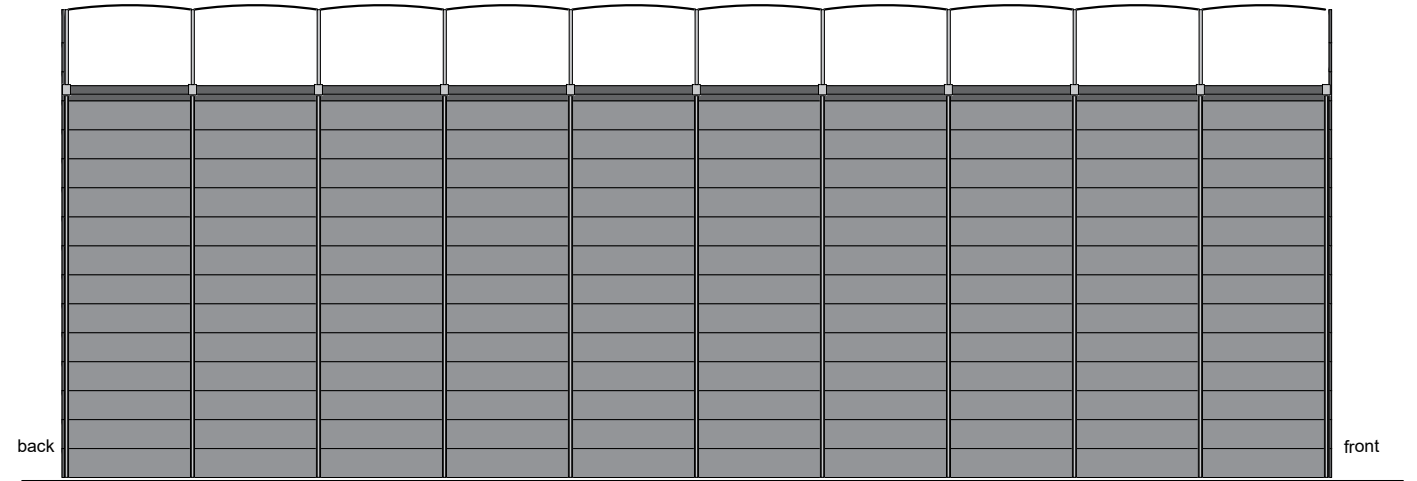
STAGE 2
Front Elevation



STAGE 2
Right Elevation



STAGE 2
Back Elevation



STAGE 2
Left Elevation

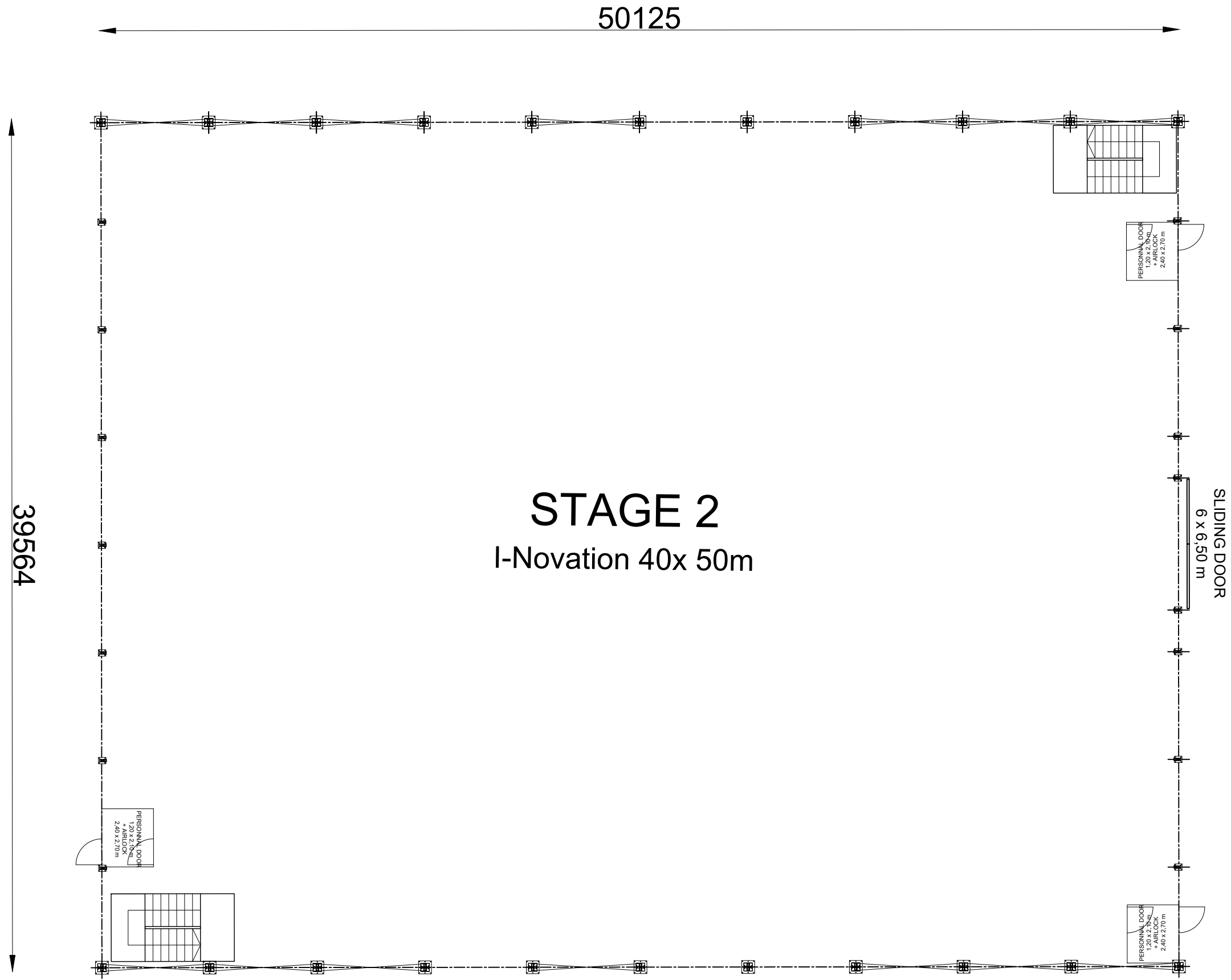


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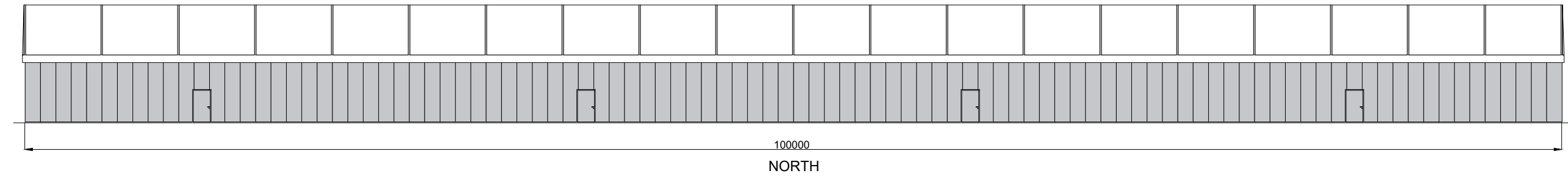
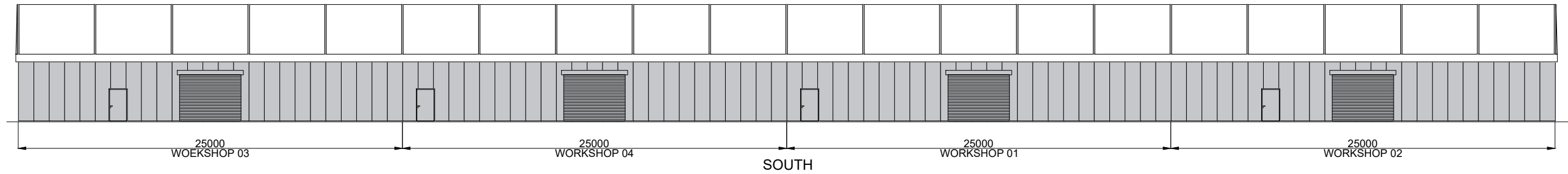
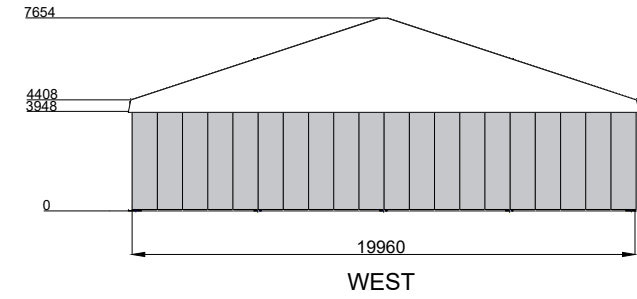
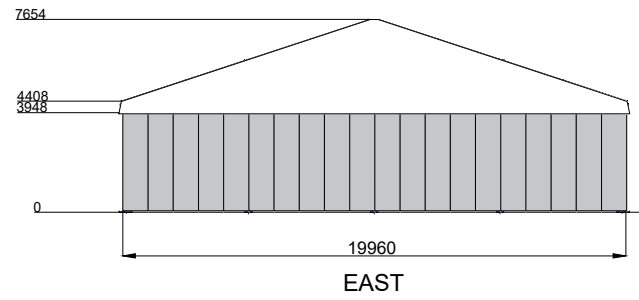
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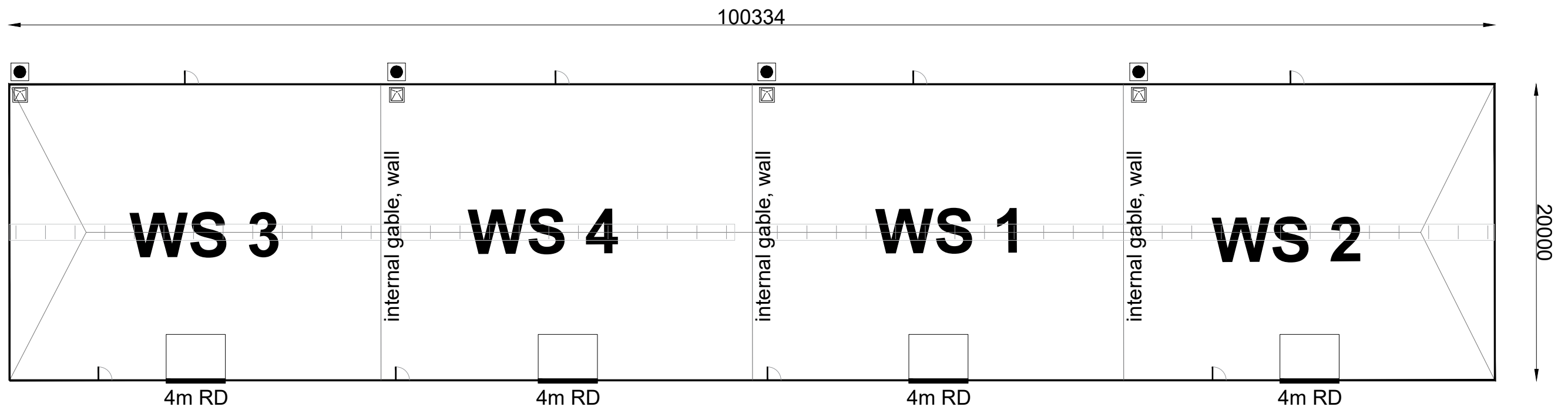
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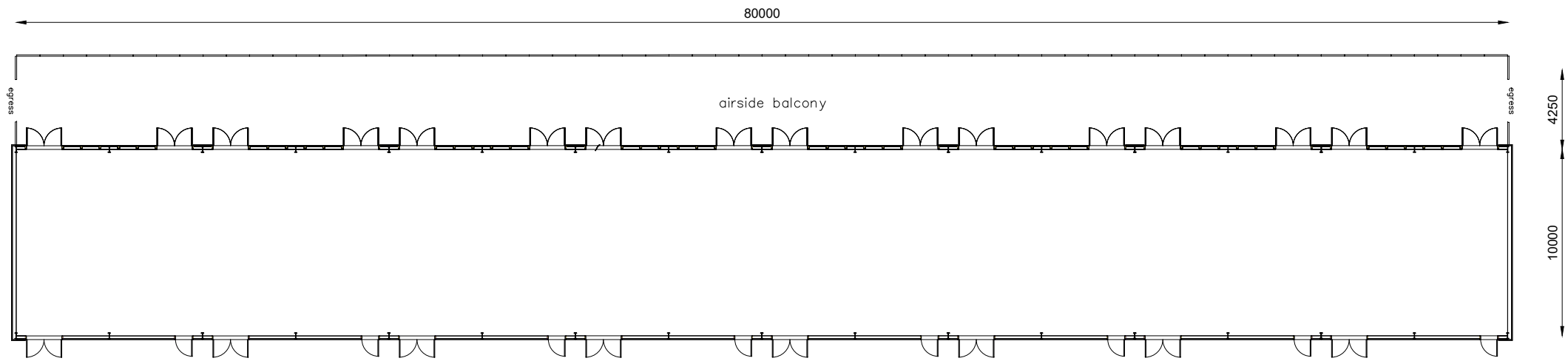


Title: Stage 2 - Proposed Plan		
REF: S50/ 002		Rev: 02
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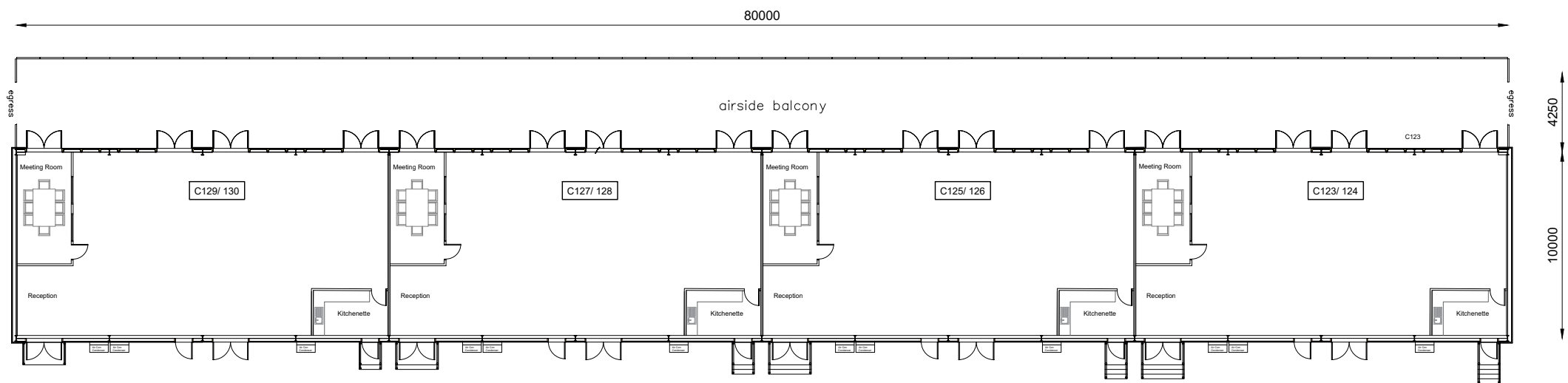




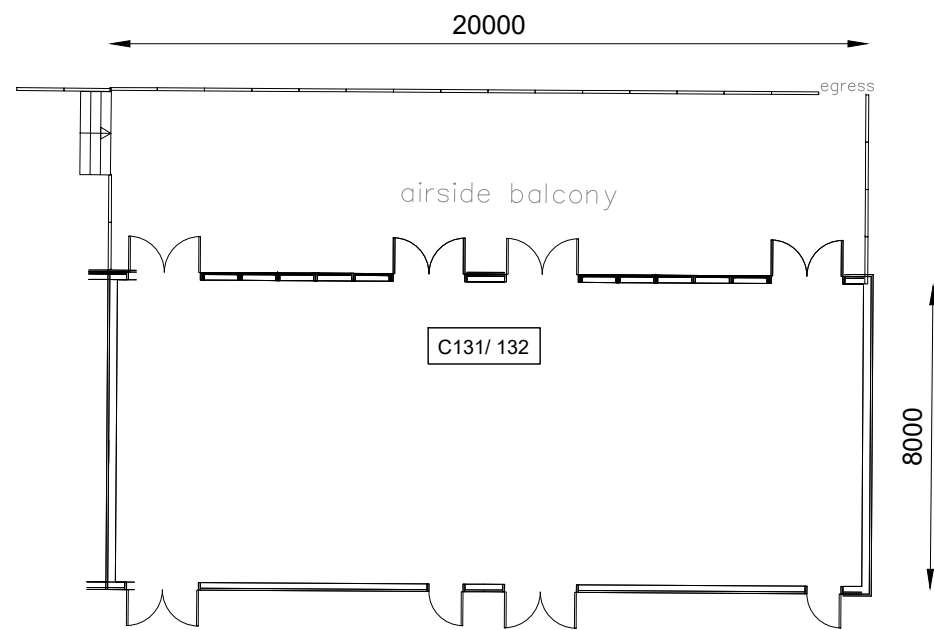
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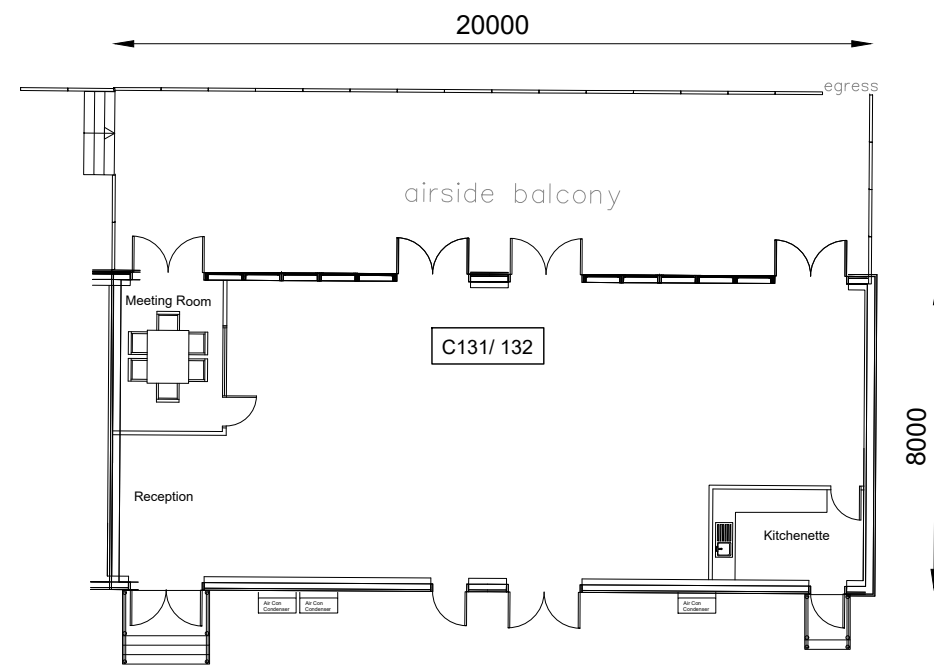
Existing Plan



Proposed Plan



Existing Plan



Proposed Plan

Title: Offices C131 - 132 Existing & Proposed Plans		
REF: S50/ 011		REV: 01
Drawn by: FIL	Date: 09/03/2021	Scale: 1:200 @ A3