

1.

## **INTRODUCTION**

### **BACKGROUND**

- 1.1 This Local Plan covers the whole of Rushmoor. It sets out how the Council believes the Borough should develop and the planning policies which will be used to encourage and guide development in the period between 1996 and 2011. The Plan will form the basis of the Council's decisions on planning applications. It replaces the Local Plan that was adopted in December 1992.
- 1.2 The Council decided that a review of the 1992 Plan was needed for three principal reasons:-
- i. to enable the Council to consider the future of Farnborough Aerodrome in the context of a review of all the planning policies for the Borough;
  - ii. to address new and emerging issues and to take into account recent Government advice on subjects such as town centres; and
  - iii. to extend the period covered to 2011.
- 1.3 The first stage in the review was the publication of a series of ten issues papers in 1994 for public consultation. Almost 500 comments were received, the vast majority focusing on Farnborough Aerodrome. A deposit edition of the Plan was published in June 1996. A series of about 170 Pre-Inquiry Changes to the deposited Plan were published in November 1997 and a series of Further Changes in June and October 1998. A Local Plan Inquiry was held between July and October 1998 to consider some 3,088 objections and 373 other representations. The Inspector reported to the Council in June 1999. A series of 350 Proposed Modifications to the Plan were published in December 1999, attracting 300 representations. The Council resolved to adopt the Plan in August 2000.
- 1.4 In preparing the Plan, the Council has worked closely with the highway authority, Hampshire County Council, and has followed legislation, including the Town and Country Planning Act 1990 and other advice, much of it in Planning Policy Guidance Notes (PPGs) issued by the Department of the Environment, Transport and the Regions.

## **County Structure Plan**

- 1.5 The Government requires the strategic authorities in Hampshire (Hampshire County Council, Portsmouth City Council and Southampton City Council) to prepare a structure plan for the whole county, while district councils have to prepare district wide local plans. The Government expects local plans to be in general conformity with the structure plan for their area.
- 1.6 The Hampshire County Structure Plan (1996-2011) Review was adopted in March 2000. A deposited Structure Plan (Review) was published in March 1996, an Examination in Public was held between October and December 1996. The Report of the Panel was published in May 1997. Proposed Modifications to the Structure Plan were published in May 1999 and Further Proposed Modifications in October 1999.
- 1.7 The Rushmoor Local Plan Review has been prepared by the Borough Council to conform to the Hampshire County Structure Plan (1996-2011) Review over the period to 2011. The local plan was prepared at the deposit stage and considered at the Local Plan Inquiry on the basis of the permitted assumption under Section 46(6) of the Town and Country Planning Act (as amended) that the deposit structure plan had been adopted.

## **Format of the Local Plan**

- 1.8 This Local Plan is presented in two parts:-
- i. the written statement which includes all the Council's proposed policies, together with an explanation of the reasons for them and how they will work. For ease of reference, the policies are highlighted by bold text. While the Plan is presented in sections, its policies should be considered as a whole; and
  - ii. the proposals map and accompanying inset plans. These show precisely where development is proposed and where policies will apply.

## **Plain English**

- 1.9 In preparing the Plan the Council has tried to use clear and plain English, keeping technical phrases and jargon to a minimum. Where this is unavoidable, an explanation of more complicated terms will be found.

## **Main Functions of the Local Plan**

- 1.10 Together with the Structure Plan, the Local Plan will guide development in Rushmoor until the year 2011, encouraging those forms of development that the Council believes will benefit the local community, whilst seeking to prevent those that could harm the local environment or amenity of local residents. Perhaps the Plan's main function will be to provide the basis for the Council's decisions on planning applications. An applicant who proposes development that does not accord with the Plan would need to demonstrate compelling reasons why the proposal should be allowed.
- 1.11 In some cases, the Plan will encourage appropriate development on specifically identified sites or in particular areas. It will also show where the Council intends to prepare more guidance to explain some of the policies and proposals in more detail. The co-ordination of both public and private investment will be assisted by the Plan.
- 1.12 The Plan will also provide a framework for other Council initiatives, including Local Agenda 21, the Economic Development Strategy and town centre strategies.
- 1.13 The Plan does not deal with minerals and waste disposal. A Hampshire, Portsmouth and Southampton Minerals and Waste Local Plan, covering the period to 2001, was adopted in 1998.

## **Keeping the Local Plan Up-to-Date**

- 1.14 The Borough Council supports the Government's view that local plans should be kept up-to-date. While many of the Plan's policies are likely to be as relevant in 2011 as they are now, it is inevitable that changes will be needed in due course. The Council will monitor the success and continued relevance of all the policies and will review them as and when appropriate. Any review would involve public consultation.

## 2. **REVIEW STRATEGY**

### **INTRODUCTION**

- 2.1 The strategy on which the review of the Local Plan is based must reflect the aspirations and concerns of the Council and the local community that it serves. It must also reflect the latest strategic planning guidance.

### **STRATEGIC PLANNING BACKGROUND**

- 2.2 The strategic planning background is provided by the structure plan policies and Government advice, particularly that set out in Planning Policy Guidance notes (PPGs).
- 2.3 The Rushmoor Local Plan Review has been prepared to accord with both the Hampshire County Structure Plan (approved in 1993) and the emerging Hampshire County Structure Plan Review. The Hampshire County Structure Plan (1996-2011) Review was adopted on 27 March 2000. The Local Plan must now conform to that structure plan.
- 2.4 The strategy of the Structure Plan (Review) emphasises development and regeneration in towns and cities, the need to respect nature conservation and landscape and protect the identity and character of settlements. District councils are expected to reconsider the capacity of urban areas to accommodate new development to reflect the new emphasis on urban regeneration and to deliver an increased housing provision, without reducing the quality of life for existing and new residents.
- 2.5 The Hampshire County Structure Plan (1996-2011) Review requires the provision of 2,980 dwellings in Rushmoor between April 1996 and March 2011.
- 2.6 Outside the extensive Ministry of Defence land holdings, Rushmoor is already largely built up and so opportunities for new housing in the Borough will, of necessity, be restricted to infilling and redevelopment.
- 2.7 The South East of England Development Agency (SEEDA) has produced an economic strategy for the South East. This strategy aims to make the South East a truly “world class” region. It seeks to achieve sustainable economic development through a “world class” programme of investment in business, learning, workforce, infrastructure, environment, rural economy, regeneration and communities.

- 2.8 It is against this strategic background and taking into account other Government guidance, particularly PPGs (Planning Policy Guidance), that the Borough Council has evolved its own strategy for the review of the Rushmoor Local Plan.

## **THE ENVIRONMENT**

- 2.9 In the Local Plan, adopted by the Council in December 1992, much emphasis was placed on the importance and value of the local environment and the need to restrain development pressures and to protect and improve local resources. It also recognises the importance of encouraging renewal and redevelopment of the built environment, not only because the Borough has few large development sites but to make the best use of resources.
- 2.10 The Council's commitment to the environment remains paramount and this principle is reflected throughout the review. New Government requirements mean that local plan policies must stand the test of environment appraisal. The Borough Council welcomes this.
- 2.11 The Borough Council has welcomed moves towards sustainable development, indeed, achieving this is one of fundamental objectives of the Local Plan. There is a growing recognition that planning decisions, to meet the needs of the present, should not deny future generations the opportunity to meet their needs or enjoy the highest environmental standards. It is also clear from PPG 1 that sustainability is a material consideration in determining planning applications.
- 2.12 In 1992, following the United Nations' Earth Summit in Rio, the United Kingdom was one of 150 nations that endorsed "Agenda 21". The principal thrust of Agenda 21 was to chart a route towards sustainable development. This principle has been echoed and carried forward in recent Government advice which urges local authorities to use their development plans to try and achieve sustainable development. Rushmoor is also committed to pursuing other initiatives, outside the scope of this Local Plan, reflecting the direct way in which it can work in partnership with the local community.
- 2.13 Sustainability will inevitably involve making efficient use of existing resources. In Rushmoor this will involve the effective use of urban areas and directing new development to sites where it causes the least damage to the environment. The need to use private transport should be minimised and congestion, pollution and fuel consumption reduced. Improved access to the two town centres and a wider choice of means of travel will assist. Waste should be reduced while the Council will encourage recycling and energy conservation. The rate at which

resources are used should reflect the rate at which they can be renewed. The landscape should be protected; this should apply to man-made as well as natural features.

- 2.14 It must be remembered that the concept of sustainability is not about preventing new development; rather it is to ensure that development takes place in accordance with sustainable principles. In preparing this Plan, the Council has sought to apply the concept of sustainability to its policies and proposals. It has also followed Government advice and tested the policies to see if they are environmentally acceptable.
- 2.15 In testing the Local Plan's policies, the Council has followed the advice set out in the Department of the Environment's good practice guide, "Environmental Appraisal of Development Plans". A separate Environmental Appraisal of the policies of the plan is available from the Council. The Council recognises that the environmental appraisal of the Local Plan's policies is not an end in itself. While the initial test has helped give an indication of the environmental acceptability of the policies, the Council is committed to checking the effect of the policies and will monitor this regularly in the future, publishing the results. This monitoring will be a fundamental part of the Council's wider work linked to Agenda 21.
- 2.16 The Local Plan adopted in 1992 also included policies to conserve and improve the natural and built environment. The Council proposes to enhance and strengthen these policies. It proposes action to improve the built environment, to protect open areas and discourage unnecessary traffic.
- 2.17 Protecting the local environment does not mean total resistance to change. Redevelopment and regeneration are important elements in the Council's strategy. They help to make good use of resources and sustain the local economy. With the support of local people, the Council proposes to develop policies and initiatives to make our urban areas more attractive to residents, businesses and visitors.
- 2.18 While Rushmoor lacks "open countryside", there are important open areas adjoining the built up area, some of which could, in the future, be vulnerable to pressures for development. The Council believes it is vital to protect these strategic gaps from further harmful encroachment to prevent Aldershot and Farnborough merging with neighbouring built up areas and also to preserve the landscape setting of our towns.
- 2.19 When it prepared the 1992 Local Plan, the Council took the lead and, in addition to protecting strategic gaps on the northern and eastern edges of the built up area, it extended the gap on the western side to cover the area between Aldershot and Fleet/Church Crookham. The move was

subsequently endorsed by the Secretary of State, and the approach to strategic gaps is maintained in the Structure Plan Review.

- 2.20 The Council will also continue its protection of areas of landscape and ecological importance, including areas of local as well as national and international significance.

### **MILITARY AREAS**

- 2.21 Aldershot is the “Home of the British Army” and a large part of the Borough is owned by the Ministry of Defence. In addition to the military town itself, the Borough includes Farnborough Aerodrome and the extensive military training lands. The military town separates Aldershot from Farnborough while Queens Parade provides an important open area between the Borough’s two principal settlements. Within the military town, there is a wide range of services and activities for the military personnel and their dependants. Some of these facilities are also used by members of the general public, many of whom work within the military town or at the Aerodrome.
- 2.22 Crown land around Aldershot and Farnborough has had an important influence on the pattern of development, essentially by reducing opportunities for private development. One of the principal effects of this constraint has been the retention of the open area separating Aldershot and Farnborough from Fleet. This area is now recognised and protected as a strategic gap.
- 2.23 The original Local Plan included few specific policies or proposals on Crown land, largely because of the Crown’s exemption from the normal planning process. As the Council believes that it is now appropriate to provide a proper planning policy framework for the Crown lands, this Plan includes policies which apply to them; some relate to specific sites while others are district-wide. It is acknowledged that the built part of the military town forms part of the urban area and presents many opportunities for renewal and improvement, while the training lands to the west, are an important landscape feature. In addition to the new policies for Crown land, the Council will continue to liaise with the Ministry of Defence to encourage redevelopment and regeneration to help achieve a better urban environment and to ensure conservation of the natural environment.

### **THE ECONOMY**

- 2.24 Aldershot and Farnborough are established employment centres providing jobs for local people plus many from further afield. About 3,000 more people commuted out of the Borough to work than travelled in at 1996, however, this flow is likely to reverse during the plan period.

- 2.25 Traditionally unemployment in Rushmoor has been low. However, during the late 1980s and the early 1990s unemployment rose in common with other parts of the country. As a result, the economy, and employment in particular, are high on the public's agenda and a concern of the Council. Of all the districts in Hampshire, Rushmoor has the highest proportion of its jobs in defence related employment. In addition to the uniformed military personnel, there are significant numbers of civilian staff employed directly by the Ministry of Defence together with those who work for contractors or other companies linked to the Ministry of Defence. While in the past this dependence has not caused the problems it has in other parts of the country where dependence is equally high, the Council recognises that greater diversity would help to strengthen Rushmoor's employment base and ensure a strong local economy into the next century.
- 2.26 A major part of the review of the Plan is the consideration of Farnborough Aerodrome and the role that it should play in the Borough's economy. The policies for the Aerodrome recognise the unique opportunity that it offers to build on existing local expertise, particularly in aerospace, while broadening the range of employment for local residents.
- 2.27 The Council is committed to working in partnership with the local business community to ensure a buoyant local economy. It believes that the Local Plan has a key enabling role to play in providing a positive framework for the local economy to thrive.

## **TOWN CENTRES & SHOPPING**

- 2.28 The Council believes that the future prosperity and diversity of its two town centres are central to the future of the Borough. Buoyant town centres provide accessible shops and services for the local population, support the local economy and help to provide a range of employment opportunities for local people.
- 2.29 Consequently, the Local Plan (Review) includes policies that protect the shopping role of the centres while encouraging entertainment and other uses that help to create balanced, buoyant and interesting centres that serve the needs of the local community. These policies address the acceptability of out-of-town retail developments. The Council also recognises that town centres are important focal points in the local public transport network and will seek to encourage journeys to these centres by public transport.
- 2.30 The fabric of the centres can be improved to make them more attractive but, while local plan policies can help to achieve this, it will also need positive partnerships with the local business community.



- 2.31 In addition to the two town centres, Rushmoor is fortunate in having a range of district and local centres which provide services to the local community and which are an important part of the local economy. The Council will work to protect and improve these centres, again in partnership with businesses.

## **HOUSING**

- 2.32 Traditionally, housing has been a central theme in development plans but in Rushmoor there have rarely been major opportunities for large scale residential development. Rushmoor's existing population will create its own need for extra homes in the future, simply as a result of natural increase and because households are getting smaller. However, because of the lack of large areas suitable for new housing, redevelopment and the recycling of urban land will continue to be the principal way of increasing the stock of houses in the Borough. It will be a major challenge to achieve this without harming the character of the Borough and the environment of its residents.
- 2.33 Through its housing policies, the Council will try to take advantage of those opportunities for residential development that do present themselves. It will also encourage a range of house types and a proportion of low cost housing.

## **MOVEMENT**

- 2.34 The way in which we are able to move around is a vital ingredient in our quality of life. The demand for road travel continues to grow, outstripping resources. Despite some major improvements to the local road network with the completion of works such as the Blackwater Valley Road and the new junction 4A on the M3, demand for road travel is likely to increase, resulting in more congestion
- 2.35 There is growing public awareness of the harmful effects that road traffic has on the environment, particularly through increased pollution. The environmental impact of new roads is also a concern. While the Council recognises the need to sustain the local economy through ease of movement, it is well aware of possible environmental consequences. As a result, the transportation policies of the Plan restrict or discourage private cars in certain areas, while encouraging the use of public transport, improving facilities for pedestrians and cyclists, improving road safety and minimising the impact of traffic on the local environment.

## **OBJECTIVES**

2.36 The Local Plan (Review) aims to achieve the following objectives:-

### **ENVIRONMENT**

- \* to maintain and enhance environmental quality
- \* to promote and encourage sustainable development
- \* to retain open land between and within settlements
- \* to protect and enhance sites of nature conservation value
- \* to protect and enhance trees and landscape features
- \* to protect and enhance the water environment
- \* to promote and encourage high quality and design of new development and landscaping
- \* to promote and encourage an accessible environment
- \* to secure the maintenance of listed buildings, conservation areas and other features of historic and archaeological importance
- \* to reduce flood risks
- \* to encourage and enable provision of community facilities

### **OPEN SPACE/RECREATION**

- \* to protect open space and playing fields
- \* to promote development of sport and recreation and encourage a wide range of provision for formal and informal activities

### **TOURISM**

- \* to encourage development of tourism attractions and facilities

### **TRANSPORT**

- \* to develop an integrated land-use and transportation strategy
- \* to encourage alternatives to car travel

- \* to reduce the need for travel and make the best use of the existing transportation infrastructure for all forms of travel, especially public transport, cycling and walking

#### HOUSING

- \* to meet local needs through allocation of a range of sites and units, including affordable housing

#### TOWN CENTRES AND SHOPPING

- \* to increase the vitality and viability of town and district centres
- \* to enhance the accessibility and convenience of these centres
- \* to encourage a range of town centre services and facilities
- \* to enable town centres to respond to changing consumer demand

#### FARNBOROUGH AERODROME

- \* to encourage employment development which builds upon the locational advantages of the site.
- \* to encourage the development of a new technology centre/Science Park
- \* to retain capacity for business aviation and Farnborough Airshow.

#### EMPLOYMENT

- \* to promote and encourage a buoyant and diverse local economy
- \* to enable a range of jobs to be provided to match the skills and needs of local residents

### CONCLUSIONS

- 2.37 In considering the overall strategy for Rushmoor for the period up to 2011, it must be recognised that the Council's ability to plan radically is limited by the pattern of existing development and infrastructure; in addition, social and economic forces that affect the area and its residents are often outside the influence of land use planning or local Government. Nevertheless, the Council has clear views about the important and positive role that the Local Plan has in shaping the future of the area.

- 2.38 In summary, the Council believes that its strategy provides support and encouragement for the local economy, within a framework to protect and improve the local environment. This protection will inevitably impose some constraints on development, particularly as far as new housing is concerned, but the Council is confident that there is sufficient capacity for a vibrant local economy without causing unacceptable damage to the environment. To protect our environment for future generations, the Council will support sustainable forms of development.

### 3. **OPEN LAND AND COUNTRYSIDE**

- 3.1 ~~In a densely developed urban area like Rushmoor, areas of open and wooded land are particularly important. Much of the undeveloped part of the Borough is owned by the MoD and used for military training. Together with the Blackwater Valley these areas are, in effect, Rushmoor's countryside and are an invaluable resource for the local population and an essential element in the setting and landscape of the Borough.~~
- 3.2 ~~The local plan policies are designed to protect strategic gap, countryside and open areas for the benefit of present and future generations and are based on a hierarchy of open land. This hierarchy consists of strategic gaps, important open areas and green corridors. There are separate policies to protect nature conservation sites, heathland, trees and other landscape features and important water features.~~

#### **Military Training Areas**

- 3.3 ~~Paragraphs 2.21 to 2.23 in the local plan strategy section emphasise the importance of the military training areas in influencing the pattern of development and providing an area of open land and countryside between Aldershot, Farnborough and Fleet. In addition to their military function, these areas provide the western part of Rushmoor with a valuable landscape setting and an important ecological resource. For Rushmoor residents, the training lands also provide a significant opportunity for countryside walking, subject to the restrictions of the Aldershot and District Military Lands Bye laws.~~

#### **Countryside**

- ENV1** ~~For the purposes of this Plan, countryside is defined as the area outside the built-up area, as defined on the proposals map. Development in the countryside will only be permitted if it:~~
- ~~(i) would conserve or enhance the character of the countryside;~~
  - ~~(ii) requires a countryside location;~~
  - ~~(iii) would not significantly harm areas of nature conservation interest or features of archaeological or historic importance; and~~

~~(iv) would not significantly harm the setting of the built-up area.~~

3.4 ENV1 is intended to protect the countryside of Rushmoor and to protect the setting of the built-up area. Most of the land designated as countryside is also protected by other policies, particularly those areas of ecological value. However, the Council believes that these areas of countryside are of value in their own right and should be protected from development which would be located more appropriately in the urban area.

**ENV2 The Council will permit tourist and recreational development in the countryside if:**

- (i) any new buildings and structures are ancillary to an outdoor recreation or tourism use, small in scale and unobtrusive;**
- (ii) the development would not significantly harm the character of the countryside or interests of acknowledged importance; or**
- (iii) it involves the re-use or adaptation of existing buildings.**

3.5 Tourist and recreational uses may be appropriate in a countryside location. However, any such uses should not require significant new buildings or structures and should preferably involve the re-use of existing buildings. Major indoor recreation facilities should be located in the built-up area.

### **STRATEGIC GAPS**

3.6 ~~The purpose of strategic gaps is to protect areas of open and undeveloped land between settlements from development, where this would weaken the separate identity of individual settlements. Policy G1 of the adopted Hampshire County Structure Plan identifies two strategic gaps affecting Rushmoor – the North East Hampshire Gap (Fleet and Aldershot/Yateley) and the Blackwater Gap (The Blackwater Valley towns Aldershot to Yateley and the County Boundary).~~

3.7 ~~The North East Hampshire Gap is one of four strategic gaps in Hampshire where the purpose is to separate large urban areas and where the gaps need to be large enough to act as a counterweight to the adjoining urban areas. In Rushmoor the gap is dominated by the military training lands between Aldershot, Farnborough and Fleet.~~

- 3.8 ~~The Blackwater strategic gap is designed to retain the separate identity of settlements along the Valley itself; in places it is narrow and vulnerable and the Council will resist any proposals for development which would weaken the integrity of the gap. The Valley is of particular importance for informal recreation and nature conservation. It has been subject to major development pressures and the construction of the Blackwater Valley Road; it also has a long history of mineral working.~~
- 3.9 ~~Because of their long term importance to the settlement pattern, these strategic gaps will have a permanence similar to green belt. The boundaries of both gaps are defined on the Local Plan Proposals Map.~~
- 3.10 ~~In the strategic gaps there will be limited instances where small scale informal and open recreational uses may be acceptable; buildings should be ancillary to such open uses. Redevelopment of existing buildings may also be acceptable, provided that there is no additional encroachment on land in the strategic gap; this will usually restrict any redevelopment to reflect the existing 'footprint' of the building. Operational activities on military sites within the strategic gaps will not be permitted, if they diminish the amount of open and undeveloped land.~~
- 3.11 ~~The Council has undertaken a landscape appraisal of open land in Rushmoor. As a result it is proposing a number of revisions to the boundaries of the strategic gap in the Blackwater valley. The first revision extends the boundary of the gap to the north of the Lynchford Road junction with the Blackwater Valley Road, to include the Salesian College playing fields within the strategic gap. The second alteration is to extend the western boundary of the gap to include land on the edge of the military town to the west of the Blackwater Valley Road. A minor revision is also proposed to the boundary of the strategic gap at Aldershot Lido. It is also proposed that land to the north of Hawley be included in the Blackwater Valley strategic gap.~~

**ENV3 ~~Strategic gaps will be maintained between:~~**

- ~~● **Fleet and Aldershot/Yateley (the North East Hampshire Gap); and**~~
- ~~● **Aldershot/Farnborough and the County Boundary (the Blackwater Gap).**~~

~~**Within the strategic gaps development, which would diminish visually or physically the amount of open and undeveloped land will not be permitted.**~~

## **IMPORTANT OPEN AREAS**

3.12 The Council has identified a number of open areas which are of local significance. These are areas of open land within the built-up area and rural areas on the edge of the built-up area. They are of considerable amenity, and in some cases historic, value contributing much to the quality of urban life. Queen's Parade, Farnborough Hill Convent and St Michael's Abbey are also covered by open space policies (OR1 and OR3). A number of these areas form part of the Military Garrison and training areas; any development for military operational use would need to demonstrate the need for development in important open areas.

### **ENV4 Important open areas will be maintained at:-**

- (i) Farnborough Hill Convent**
- (ii) St Michael's Abbey**
- (iii) Hawley Common**
- (iv) Land at M3 Minley interchange**
- (v) Queen's Parade**
- (vi) MoD Playing Fields/Mons Hill**

**Development which would diminish these areas visually or physically will not be permitted.**

## **GREEN CORRIDORS**

3.13 A number of linear routes in the Borough provide important landscape and amenity corridors. In some cases these green corridors are also of recreation and wildlife value. The principal green corridors are the Blackwater Valley, Basingstoke Canal, Cove Brook, rail corridors and major highway corridors including the M3, A325 and Queen's Avenue. Policy ENV5 is intended to conserve and strengthen the existing landscape and amenity value of the green corridors.



- 3.14 The Council will resist development which would weaken green corridors. It will expect any proposals for development adjoining them to include comprehensive landscaping schemes which both respect and, where appropriate, enhance the landscape and amenity value of the green corridor. The Council will have regard to Circular 1/97 on Planning Obligations.
- 3.15 Green corridors are an important element of the landscape and the Council will encourage additional landscaping within them.

**ENV5 The Council will seek to conserve and enhance green corridors (as shown on the proposals map). The Council will expect any development within or adjoining the green corridors to include proposals to enhance their landscape and amenity value.**

#### **Nature Conservation**

- ~~3.16 Policies E10 and E11 of the County Structure Plan (Review) are the two principal strategic policies designed to protect sites of nature conservation value. There is a wide range of sites in Rushmoor; some are of national and international importance. Part of the military training lands are of particular significance for birds, forming part of the proposed Thames Basin Heaths Special Protection Area.~~
- 3.17 ~~There are four sites of Special Scientific Interest (SSSIs) at:-~~
- ~~1. Basingstoke Canal~~
  - ~~2. Eelmoor Marsh~~
  - ~~3. Bourley and Long Valley~~
  - ~~4. Foxlease and Ancell's Meadow~~
- 3.18 ~~There are many other sites of importance which, once damaged, would be irreplaceable. In many ways these are as deserving of protection as those with statutory designations.~~
- 3.19 ~~The Council supports the approach devised by Hampshire County Council, English Nature and the Hampshire Wildlife Trust to apply standard criteria in the protection of sites of nature conservation importance. The Council has worked with these bodies to draw up and monitor a list of sites which meet these criteria and which the Council will protect from harmful development. These sites fall into two groups; those which are regarded as irreplaceable and should be protected; and those which, whilst of value, could be replaced.~~

- 3.20 ~~Explanations and lists of all the designations identified in policies ENV6, ENV7 and ENV8 are given in Appendix 3. The features of nature conservation value on these sites are generally irreplaceable. Their loss or impairment would represent a significant and permanent reduction in the quality of the environment. Within the limitations of its statutory powers, the local planning authority has a duty to ensure their protection and maintenance, and the Local Plan accordingly seeks to protect them from damaging development.~~
- 3.21 ~~Proposals which are likely to affect an existing or proposed Special Protection Area (SPA) site will be subject to the most rigorous examination, and will not be permitted unless the authority is satisfied that:-~~
- ~~i) there are imperative reasons of over-riding public interest; and~~
  - ~~ii) there is no alternative solution. Where the site hosts a priority species, and there is no alternative site, the only justifications for permitted development will be those relating to human health, public safety, or beneficial consequences of primary importance to the environment (see Annex C of PPG 9 Nature Conservation for more detailed guidance).~~
- 3.22 ~~Proposals for development in, or likely to affect SSSIs will be subject to special scrutiny. Development likely to destroy or otherwise have an adverse effect on them will not be permitted unless the local planning authority is satisfied that the need for the development is sufficiently great to outweigh the value of the site in itself and national policies to safeguard such sites.~~
- 3.23 ~~There are also substantial areas of nature conservation importance that have been locally identified. Development within, or which adversely affects Local Nature Reserves (LNRs) or Sites of Importance to Nature Conservation (SINCs) will not be permitted unless it can be demonstrated that the need for it outweighs the nature conservation value of the site.~~
- 3.24 ~~In addition to those sites protected by policies ENV6-8, Policy ENV10 is concerned with the many other areas of local nature conservation interest within the Borough. Although of interest in themselves, they are features which could if necessary be re-created. The local planning authority will seek to retain and protect them from developments which could adversely affect them. Where they cannot be retained, the authority will require their replacement, for example within a landscape scheme or other appropriate location.~~

- 3.25 ~~All sites of nature conservation value are vulnerable to pressures from various forms of human activity including development, recreational uses, pollution and land management practices. As well as proposals on the sites themselves, pressures can arise from nearby activities or development which can have adverse effects, e.g. by causing disturbance, intrusion or pollution. Damage can also arise from more distant sources, e.g. by air or waterborne pollution. The Council will encourage the use of management agreements in appropriate circumstances. When determining planning applications the Council will impose conditions, or seek planning obligations, where this would prevent damaging impacts to sites of nature conservation value.~~
- 3.26 ~~The full list of sites and definitions of each designation is included at Appendix 3. This list will be subject to monitoring and review and a register maintained and available for public inspection in the Council Offices.~~

~~**ENV6 Development which will adversely affect the integrity of special protection areas, (and potential SPAs), special areas of conservation (and candidate SACs) or listed RAMSAR sites will not be permitted unless the local planning authority is satisfied that there is no alternative solution; and there are imperative reasons for overriding public interest for the development.**~~

~~**Where the site concerned hosts a priority natural habitat and/or a priority species, as defined by the habitat regulations, development will not be permitted unless the authority is satisfied that it is necessary for overriding reasons for human health or public safety or for beneficial consequences of primary importance for the environment.**~~

~~**ENV7 Development which is likely to harm a Site of Special Scientific Interest (SSSI) will not be permitted, unless the local authority is satisfied that the need for the development outweighs the nature conservation value of the site and the national policy to safeguard the national network of such sites. Where the site concerned is a national nature reserve, particular regard will be given to the site's national importance.**~~

**ENV8** ~~Development which is likely to harm, either directly or indirectly, a Site of Importance for Nature Conservation (SINC) will not be permitted, unless the local planning authority is satisfied that the need for the development outweighs the nature conservation value of the site. Where development is permitted which affects nature conservation value, provision shall be made for replacement or substitution of habitats or features, where appropriate.~~

[No. ENV9.]

**ENV10** ~~Development which is likely to cause significant harm to the nature conservation interest of other sites of nature conservation value will not be permitted unless the need for development outweighs the nature conservation interest.~~

3.27 ~~The Council recognises that in addition to designated sites the built environment can provide valuable habitats for many species of flora and fauna and Policy ENV11 seeks to protect and enhance existing natural features. Trees, the area under their canopies (referred to as the understorey) and hedgerows are particularly valuable in this respect.~~

**ENV11** ~~New development will be required to preserve and enhance existing elements of importance to nature conservation and visual amenity, including trees, their understorey and hedgerows.~~

## **HEATHLAND**

3.28 ~~Heathland is the single most important habitat in Rushmoor and is a distinctive landscape feature, particularly on the military training lands to the west of the A325. A survey, commissioned by English Nature, revealed that much heathland in north east Hampshire has been lost, either permanently to new development, or temporarily to scrub and young secondary woodland but could, with suitable management, be restored. Rushmoor is involved with other district councils, the County Council, other conservation bodies and landowners in the North East Hampshire Heathlands Project, which aims to conserve and manage heathland.~~

**ENV12** ~~Development which would adversely affect directly or indirectly the ecological and landscape value of heathland will not be permitted~~

## **TREES AND EXISTING LANDSCAPE FEATURES**

3.29 The Council has long recognised the valuable contribution that trees make to the quality of Rushmoor's environment, particularly in residential areas. In recent years, some residential areas have faced increasing pressures for redevelopment, and established trees are often under threat. With the diminishing supply of housing land, this trend is likely to continue and the Council will protect as many good trees as is practicable, normally by serving tree preservation orders.

**ENV13 The Council will not permit development which would adversely affect existing trees worthy of retention, particularly those subject to Tree Preservation Orders.**

3.30 In considering whether to make a tree preservation order, the Council will assess the value of a tree, or group of trees, to the amenity of the locality. The size, species, stability, health and life expectancy of a tree will also influence whether a tree preservation order is made. In addition to protecting trees covered by tree preservation orders, Policy ENV13 will also be used to protect trees on Crown land (where the Council is not able to serve tree preservation orders) and in instances where the Council has had insufficient time to serve a tree preservation order.

3.31 The Council will normally require a tree of suitable size and species to be planted to replace any trees covered by a tree preservation order, which are felled because they are dead, dying, diseased, dangerous or are otherwise destroyed. Where necessary, the Council will use its legal powers to prosecute offenders.

3.32 When consent is granted to allow works to trees protected by preservation orders, the Council will apply a standard condition permitting the work to be carried out within two years. This will enable the Council to assess the most appropriate treatment and monitor the condition of the trees affected.

3.33 The Council will also use planning conditions to ensure that trees are not affected during construction; planning applications should indicate accurately the position of any trees on the site and the location of any proposed storage areas, site huts, hard surfaces and service trenches, where these are likely to affect the trees.

## 4. WATER ENVIRONMENT

4.1 The Council shares the growing concern about water quality and the water environment. There are several important watercourses in the Borough, including the lakes, ponds and river of the Blackwater Valley, the Basingstoke Canal and Cove Brook. The Council continues to support the Blackwater Valley Recreation and Countryside Management Service and is a member of the Basingstoke Canal Joint Management Committee. It also works closely with the Environment Agency to improve water quality generally through the Blackwater River Catchment Management Plan. The Council will support initiatives which seek to restore or enhance the natural environment and improve water quality.

**ENV14 Development will not be permitted if it is likely to have an adverse, direct or indirect, impact on the water environment, particularly in relation to rivers, ponds, wetlands, public access in river corridors and water related recreation, or the Basingstoke Canal. Proposals for provision of facilities to accommodate outdoor recreation will be supported subject to there being no adverse impact on the water environment.**

4.2 The policies on Environmental Pollution will also be used to control the impact of development on water quality (see ENV48).

### **Blackwater Valley**

4.3 The Blackwater Valley performs an invaluable role as a strategic gap between Rushmoor and the settlements of Frimley, Frimley Green, Mytchett, Ash Vale, Ash and Badshot Lea (see ENV3). For many local residents it is the most accessible open area; it is highly valued for informal recreation and in its own right as open land. Rushmoor is part of a consortium of local authorities which aims to protect the valley as a strategic gap, to promote informal outdoor recreation, public access, environmental improvements and conservation of its natural features and habitats. The valley has clearly been affected by the construction of the Blackwater Valley Road. However, new habitats and recreational opportunities have been created and the Council will continue to promote further improvements as the new landscape of the valley settles down and evolves.

- 4.4 The Council will work with the Blackwater Valley Recreation and Countryside Management Service, English Nature and the Hampshire Wildlife Trust to protect areas of significance for nature conservation and will encourage and support appropriate environmental enhancement and countryside management schemes.
- 4.5 It is important that new developments do not erode the open character of the valley or detract from its potential for recreation. Any development proposals within or adjoining the valley will be expected to retain existing landscape features and enhance the site and the valley with new landscaping.
- 4.6 The valley will be protected by Policies ENV 1, 2, 3, 5, 6, 10 and 14 (Countryside policies). The Council's policies on environmental pollution (see ENV 48-52) will also be relevant.
- 4.7 The Council will encourage and support the provision of recreation facilities in the Blackwater Valley provided that they do not detract from its open character or nature conservation value. The Council is particularly keen to see improved public access to the Valley for all sections of the community, including people with disabilities. The Council supports the provision of a footpath along the entire length of the river and, where appropriate, will use its planning powers to help secure this.

### **Basingstoke Canal**

- 4.8 The Basingstoke Canal was constructed in the 1790s and is an important historical, landscape, recreational and ecological feature. Its use as a navigable canal declined in the first half of this century and it has more recently taken on new recreation and conservation roles. It has become a habitat of such significance that it has now been designated by English Nature as a Site of Special Scientific Interest. It is also of considerable value for recreational navigation and a great deal of effort, mostly voluntary, has been put into restoring the canal for this purpose. The Council is a member of the Basingstoke Canal Joint Management Committee, whose principal function is to reconcile these two potentially competing interests.
- 4.9 From a planning and land-use point of view, the Council's role on the Basingstoke Canal is not in terms of the relationship between the numbers of boat movements and the canal's ecology, but in terms of controlling development alongside, under or over the canal. To enable it to exercise this control effectively the whole length of the canal within Rushmoor has been designated as a conservation area (see para 5.31). Much of the canal also passes through strategic gaps (see ENV3).

- 4.10 Water-based uses are subject to the controls of the appropriate licensing authorities.

**ENV15 The Council will not permit development adjoining, over, or under the Basingstoke Canal, which:**

- (i) would adversely affect the canal's landscape, ecological and historical character; or**
- (ii) would detract from the visual character or enjoyment of the canal through the creation of noise, fumes, smoke or effluents.**

- 4.11 Dredging of the Canal is occasionally required to maintain its use for navigation. Disposal of dredged waste is a planning matter dealt with by the County Council through the Minerals and Waste Local Plan.

#### **Cove Brook**

- 4.12 The Council is collaborating with the Environment Agency, Hampshire County Council, Hampshire Wildlife Trust and local volunteers on a project to improve the water and environmental quality of Cove Brook. The high level of local support for this project underlines the value attached by residents to Cove Brook.



## 5. **BUILT ENVIRONMENT**

- 5.1 Fifty five per cent of land in Rushmoor is built up. Much of this is densely developed, placing complex and competing demands on the environment, for housing, employment, shopping and recreation. At times these needs can be difficult to reconcile but there is a growing recognition of the value of urban living, particularly in terms of sustainability. Towns need to be places where people will continue to want to live and work. To a considerable extent the future built form of Aldershot and Farnborough is already determined, but the Review of the Local Plan has an important role in influencing the location and quality of any new development and the impact this has. This highlights the importance of the renewal and recycling of both land and buildings and the need to use land and energy more efficiently.
- 5.2 Specific proposals for new development are contained principally in the housing, employment and Farnborough Aerodrome sections of the Local Plan. The policies which follow are intended to control in more detail the quality, design and location of new development ranging from modest house extensions to major new commercial buildings. The Council will continue its practice of establishing development monitoring groups for major developments.
- 5.3 The built-up area is shown on the Proposals Map; within this area, proposals for development will be considered against the relevant policies of the Local Plan (Review).

### **GENERAL DEVELOPMENT & DESIGN CRITERIA**

- 5.4 Policies ENV16 and ENV17 establish the main development and design criteria which will be used to determine planning applications, in conjunction with other relevant policies of the Local Plan. The Council will monitor development to ensure any planning conditions are met and, where necessary, may use its statutory powers to enforce these.

- 5.5 Policy ENV16 is concerned with development and design criteria for major sites, and ENV17 is concerned with smaller sites. For the purposes of Policy ENV16 (and ENV 19) “major” sites are generally defined as being 1 hectare or more; it will also apply to residential sites of 10 dwellings or more, and employment, retail, commercial or leisure uses of 500 sq.m. or more. The submission of an environmental statement may be necessary on major sites. The need to submit an environmental statement in respect of major sites under the terms of policy ENV16 is independent of any determination made under the terms of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999.
- 5.6 The Council is keen to encourage development which is energy efficient. This may involve the use of combined heat and power on major developments, adequate insulation and the use of solar panels. Proposals for renewable energy schemes will be determined in accordance with national advice contained in PPG22.
- 5.7 All development should respect the locality in which it is built. This is important in all parts of the Borough, not just conservation areas where more detailed controls are exercised. Development should contribute to the “sense of place” of the locality. Careful attention is needed for the design of flatted development to take account of the character of the area and the impact of the proposed development.
- 5.8 All major trip-generating activities should be concentrated in locations where there is good access by public transport. As a minimum, this will require it to be within walking distance (i.e. 500m.) of a bus stop. Developers may be expected to make provision for bus services and cycle routes if none currently exist. The Council will also wish to encourage employers to consider preparation of commuter plans to encourage their employees to consider travelling to work by other means than the car. The Council will apply the relevant County parking standards.
- 5.9 The Council will ensure that all new buildings which will be open to the public will be fully accessible to all people with disabilities (see ENV21). In addition, the Council will expect appropriate measures to be incorporated to reduce the likelihood, incidence and opportunity for crime.

**ENV16** Development on major sites, which is in accordance with other policies of the local plan, will be permitted provided that:-

- (i)** the development does not result in any demonstrable harm to amenity;
- (ii)** the scale, layout, materials and design are consistent with the character and appearance of the area and the relationship with adjoining development;
- (iii)** adequate consideration has been given to the design of spaces around and between buildings, with use of hard and soft landscaping;
- (iv)** existing landscape features are used to advantage and, where appropriate, new landscaping is included;
- (v)** existing and potential nature conservation value is considered in both design and future management;
- (vi)** an accurate and detailed site survey has been undertaken and submitted to the Council, including the location of all trees, hedges and groups of shrubs affected by the proposed development;
- (vii)** adequate provision is made for parking, highway and servicing arrangements without detriment to the quality of the environment;
- (viii)** the site is accessible to, or provision can be made for, a range of transport modes for public transport, cyclists and pedestrians;
- (ix)** the applicant has had regard to the need to conserve energy, by considering orientation and exposure to prevailing wind and incorporating design and construction features which will reduce energy demand; and
- (x)** The development would not harm water quality and adequate consideration has been given to the need to conserve water resources through measures to reduce demand and increase efficiency.

**ENV17** Development on smaller sites and change of use, which is in accordance with other policies of the local plan, will be permitted provided that:-

- (i) the development does not result in any demonstrable harm to amenity;
- (ii) the scale, layout, materials and design are consistent with the character and appearance of the area and the relationship with adjoining development;
- (iii) adequate consideration has been given to the design of spaces around and between buildings, with use of hard and soft landscaping; and
- (iv) existing landscape features are used to advantage and, where appropriate, new landscaping is included.

#### **~~MIXED USE DEVELOPMENT~~**

~~5.10 The Council is keen to encourage a diversity of uses within the urban part of Rushmoor. In many cases, this will mean different uses adjoining each other, for example, housing and employment. The "Living Over the Shop" initiative is an excellent example of how two uses can be complementary and mutually beneficial. In many cases, this will enable buildings to be used to their full potential. It may also result in shorter journeys to work and reduced travel generally and may create a more flexible and vibrant built environment. Nowhere is this more important than in town centres.~~

~~5.11 There will inevitably be instances where some land uses will be incompatible, particularly where housing and some forms of industrial activity are concerned or where major trip-generating development is proposed. In such cases, the Council will protect the amenities of householders.~~

**ENV18** ~~Where appropriate and subject to the other policies of the plan, the Council will encourage mixed use developments, particularly where this may reduce the need to travel. In all instances, the Council will continue to protect residential amenity and areas of environmental importance.~~

## **NEW LANDSCAPING REQUIREMENTS**

- 5.12 The Council wishes to ensure that landscaping is an integral part of any development. For larger sites comprehensive landscaping schemes will be required
- 5.13 Native species should be used wherever appropriate in recognition of their importance to the local landscape, any previous losses of such species and their value in terms of supporting wildlife. Whilst native species are usually more suited to local soil and climatic conditions, there may be instances where ornamental species will be appropriate, such as in private gardens. The Council is happy to advise on trees and landscaping and has published various guidance notes.
- 5.14 The Council will expect the early submission of landscaping plans for major development proposals. Even at outline application stage, the Council will require details of landscaping, including measures for subsequent management. For sites with mature landscaping, applicants will need to indicate how this landscaping will be affected by proposed development and, if appropriate, how it will be supplemented.

**ENV19 The Council will require comprehensive landscaping, tree planting and management plans to be submitted for major development schemes.**

**ENV19.1 Where appropriate, the Council will require the planting of broad-leaved native species of trees and shrubs.**

**ENV19.2 Public and private landowners will be expected to supplement existing planting when land is developed.**

**ENV19.3 Where appropriate, developers should provide for, or enhance habitats for urban wildlife.**

**ENV19.4 On major developments the Council will require the developer to demonstrate that long term maintenance has been secured.**

**ENV20 The Council will expect developers of small sites to give careful consideration to the type of landscaping provided. Landscaping should:-**

- (i) enhance the amenities of the local area;**
- (ii) consist of species appropriate to the site; and**
- (iv) where appropriate, provide for, or enhance habitats for urban wildlife.**

### **ACCESS FOR PEOPLE WITH DISABILITIES**

- 5.15 The Council is determined to ensure that land and buildings are accessible to all members of the community. It is particularly concerned with the access needs of people with physical disabilities who use wheelchairs, sticks or crutches; people who are partially sighted or blind; people who are hard of hearing or deaf; elderly people; and those with young children in pushchairs. No-one should be prevented by the design of the built environment from participating in and contributing to the life of the community.
- 5.16 Section 76 of Town and Country Planning Act 1990 requires local planning authorities when granting planning permission to draw the attention of the applicant to Sections 4 and 7 of the Chronically Sick and Disabled Persons Act 1970. That Act requires developers of most buildings to provide suitable means of access, parking and toilet facilities to meet the needs of people with disabilities. The types of building to which the Act applies are buildings open to the public (for example shops, restaurants, hotels, places of entertainment, leisure and community buildings), places of employment, education buildings and most types of building other than housing.
- 5.17 Many existing buildings are entered via steps and few older shops and offices were designed with the needs of people with disabilities in mind nor, for that matter, the needs of parents pushing prams. It is even rarer for the needs of people with sight or hearing loss or impairment to have been considered.
- 5.18 The Council will continue to work with the Rushmoor Access Group to raise awareness of the needs of people with disabilities and to encourage improved access to buildings open to the public. The Council and the Rushmoor Access Group have published a number of guidance notes on access issues.

5.19 In many instances, detailed control is extremely important in ensuring a building's accessibility and this will normally be most appropriately tackled by the Council's building control powers. However, for alterations to existing buildings, planning controls may be more appropriate, for example, on replacement shop fronts. For major developments, it is essential to consider the broad access arrangements in considering planning applications, as this often establishes the layout of buildings prior to the more detailed assessment required by Part M of the Building Regulations.

**ENV21 Proposals for development which will be open to the public, or used for employment and education purposes, which are in accordance with other plan policies, will not be permitted unless they include adequate access and facilities for all people with disabilities.**

5.20 Careful design of pedestrianised areas and approaches to buildings is particularly important for people with disabilities. Badly laid out and poorly maintained pavements are hazardous for everyone but are particularly dangerous for people with disabilities. Street furniture can be hazardous for blind people if it is not easy to detect and not consistently positioned. Road crossings with dropped kerbs and tactile surfaces will be safer for blind people, people with pushchairs and people in wheelchairs. The Council is particularly keen to encourage access improvements in town centres.

**ENV22 In determining planning applications, the Council will have regard to any external areas, which should be designed to meet the needs of all people with disabilities. Particular consideration will be paid to:-**

- (i) the layout and dimensions of footpaths;**
- (ii) the choice and positioning of street furniture;**
- (iii) the layout and construction of pedestrian areas;**
- (iv) the layout and construction of crossing facilities, including dropped kerbs suitable for blind people and people in wheelchairs;**
- (v) car parking for the vehicles of orange badge holders; and**
- (vi) signing.**

- 5.21 There are additional policies on the provision of mobility housing, parking requirements and the provision of accessible public transport facilities in the Housing and Transport sections.

### **LISTED BUILDINGS**

- 5.22 There are many interesting and historic buildings in the Borough including St Michael's Abbey and Farnborough Hill Convent, both grade 1 listed buildings. There are also buildings dating from earlier settlements and a range of important military buildings. Parts of Aldershot and South Farnborough retain groups of buildings dating back to the mid 19th and early 20th centuries, when development took place in association with the growth of the military town and the then Royal Aircraft Establishment.
- 5.23 At present there are 100 buildings in the Borough listed as being of special architectural or historic interest. The Council has a statutory duty to protect such buildings and is committed to securing their maintenance, repair and continued use; the Council also wishes to preserve and enhance the setting of listed buildings. To encourage this, the Council has a small budget to support the repair of historic buildings and carries out regular monitoring of the condition of listed buildings.

PPG 15 (Planning and the Historic Environment) advises that local plans should only include conservation policies that are relevant, directly or indirectly, to development control decisions. Policies ENV23 to ENV27 will therefore only apply where planning permission is required. The Council's policies and approach on more detailed issues, such as the treatment of interiors and repairs, are set out in a supplementary guidance note.

- 5.24 In some cases, the Council may be prepared to relax other policies and regulations to enable a listed building to remain in use, or to be put to suitable use. In most cases, the best means of ensuring the future of a listed building will involve the continuation of its originally intended use. The Council's approach to this issue is guided by the advice in paragraphs 3.8 to 3.11 of PPG15.
- 5.25 In some extreme cases, the Council recognises that complete or partial demolition may be unavoidable. In such circumstances, detailed and proper records of the building should be made and any appropriate parts retained, either in situ or for re-use elsewhere in the Borough. The Council's approach to this issue is guided by the advice in paragraphs 3.16 to 3.19 of PPG 15. The Council will notify English Heritage of any proposals to demolish listed buildings.
- 5.26 The Council has published a guidance note on listed buildings.



- ENV23** Where planning permission is required the Council will not permit any works to a listed building, or features and structures within its setting, if it considers that they would adversely affect its architectural or historic interest.
- ENV24** Where planning permission is required the Council will not permit the demolition or partial demolition of a listed building, unless every practical effort has been made to retain it. In particular the Council will consider:-
- (i)** the condition of the building and the cost of repair and maintenance in relation to its importance and value derived from its continued use;
  - (ii)** the adequacy of efforts to retain the building in use; and
  - (iii)** the merits of alternative proposals.
- ENV25** Where demolition of a listed building, or a non-listed building in a conservation area, is to be permitted, in addition to any other relevant conditions, the Council may also require by condition, or seek by agreement, that:-
- (i)** the demolition does not take place unless detailed plans have been approved and contracts let for a replacement building(s) or for the future use of the site;
  - (ii)** the building is retained until redevelopment occurs;
  - (iii)** distinctive features of the building are retained for re-use;
  - (iv)** provision is made for the appearance and details of the building to be recorded.
- ENV26** The Council will only permit development adjoining listed buildings which would preserve their setting. Particular attention will be paid to design and layout of neighbouring land and buildings, protection of trees and traffic management measures.

- ENV27 The Council will consider relaxing normal planning controls where this is essential to retain the character of a listed building and to enable it to be given an extended lease of life, provided that reasonable standards and amenity can be ensured.**

## **BUILDINGS & FEATURES OF LOCAL IMPORTANCE**

5.27 A number of buildings and features in the Borough are of local historic value, although falling short of listed status. The Council will refer to "Hampshire Treasures", published by the County Council, as a guide to buildings and features of historic value. Where possible the Council will endeavour to retain buildings of local importance and, if appropriate, will consider giving consent for alternative uses, or giving grant aid to ensure their maintenance.

- ENV28 The Council will not permit development which would damage a building or feature of local historic importance, or adversely affect its setting.**

## **LANDSCAPE FEATURES OF HISTORIC OR ARCHAEOLOGICAL IMPORTANCE**

5.28 There are several known features of historic or archaeological interest in the Borough. Three sites are designated as scheduled ancient monuments (SAM) requiring the express consent of the Secretary of State for National Heritage before any work which affects them can be carried out:-

- (i) Cockadobby Hill, a Bronze Age bowl barrow (SAM 199);
- (ii) Albert Road, a Bronze Age bowl barrow (SAM 226); and
- (iii) Caesar's Camp, an Iron Age hillfort, including Jubilee Clump, a Mesolithic site (SAM 32).

5.29 Other sites may be identified by English Heritage and the County Archaeologist as being of either national or local importance; the Council intends to do all that it can to protect the known sites and others as they are discovered.

5.30 The Council's policies are derived from PPG16 (Archaeology and Planning). Where development is proposed which may affect sites of archaeological importance, developers should discuss their preliminary plans with the Council at an early stage. Developers will be expected to assess the archaeological implications of their proposals. The desirability of preserving archaeological sites and monuments and their settings will be a material consideration in the determination of planning applications, whether those sites are scheduled or unscheduled. If preservation is not possible, archaeological investigation and recording may be an acceptable alternative. The Council will seek to secure provision for archaeological investigation and recording, either through conditions, or planning agreements.

**ENV29** The Council will not permit development which would adversely affect a scheduled ancient monument (as shown on the proposals map) or features of archaeological or historic importance (identified by English Heritage and the County Archaeologist), or their setting.

**ENV30** If there is evidence that archaeological remains may exist but the extent and importance are unknown, the Council will require developers to carry out a desk-top evaluation and submit this with any planning application. If this study confirms the archaeological potential a programme of field evaluation should precede determination of the planning application. Where it is identified that there are significant archaeological remains, these should normally be preserved in situ.

**ENV31** Where the Council conclude that preservation in situ is not justified, the Council will seek, prior to the grant of planning permission, appropriate provision for the excavation and recording of remains.

## **CONSERVATION AREAS**

5.31 The Planning (Listed Buildings and Conservation Areas) Act 1990 imposes a duty on local planning authorities to designate as conservation areas any areas of special architectural or historic interest, whose character or appearance it is desirable to preserve or enhance. There are seven conservation areas in the Borough; three in Aldershot (Aldershot West, Cargate Avenue and Manor Park), three in Farnborough (Farnborough Hill, South Farnborough and St Michael's Abbey) and the Basingstoke Canal. The Council will continue to review conservation areas and may, from time to time, extend existing areas or designate new ones. The Council will carry out conservation area appraisals. The Council intends to review the boundaries of conservation areas:-

**ENV32 In order to preserve and enhance areas of particular historic or architectural importance, the Council will designate conservation areas based on the following criteria:-**

- (i) the value and importance of topography;**
- (ii) archaeological significance;**
- (iii) architectural and historic quality, character and coherence of the buildings, and the contribution which they make to the special interest of the area;**
- (iv) character and hierarchy of spaces and townscape quality;**
- (v) prevalent and traditional building materials;**
- (vi) contribution of green spaces to the character of the area;**
- (vii) prevailing uses within the area and their influence on the plan form and building types;**
- (viii) relationship of the built environment to open land;  
and**
- (ix) extent of loss, intrusion or damage.**

5.32 The essence of planning in conservation areas is the emphasis on the appearance and character of the area as a whole, rather than that of individual buildings. Therefore, the Council proposes to apply a series of policies designed to protect conservation areas from development which might damage their character. At the same time, the Council recognises that conservation does not mean stagnation and it acknowledges that renewal may be necessary if areas are to continue to function.

5.33 Within conservation areas, outline planning applications will not normally be appropriate. Where it has not been satisfactorily demonstrated that the proposal would enhance or preserve the character and appearance of the conservation area, the Council will serve an Article 3(2)<sup>1</sup> Direction on applications for planning permission, requiring the provision of such additional information as is needed to determine the application.

**ENV33 The Council will not permit the demolition of a building in a conservation area, unless it is satisfied that every practical effort has been made to retain it, or it is inappropriate in character or beyond repair.**

5.34 The Council will endeavour to improve the appearance of conservation areas by ensuring that any development makes a positive contribution to the character of the area. It will also support and encourage schemes to enhance conservation areas, making available financial and technical assistance where appropriate.

5.35 The Council's guidance note on conservation areas gives more information on the character of individual conservation areas.

5.36 Many trees in conservation areas are protected by tree preservation orders. In addition, anyone proposing to cut down, top or lop a tree in a conservation area is required to give six weeks' notice to the Council; this enables the Council to consider making a tree preservation order, if it considers that the tree makes an important contribution to the character and appearance of the conservation area.

5.37 Policy ENV48 is concerned with restricting development which would generate excessive traffic or noise; this applies with particular force in conservation areas.

**ENV34 In conservation areas the Council will only permit development which preserves or enhances the character or appearance of that area.**

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<sup>1</sup> Article 3(2) of the General Development Procedure Order 1995.

**ENV35** The Council will permit development adjoining a conservation area, only when it does not harm the special character or appearance of the area.

**ENV36** In permitting development in conservation areas, the Council will require the use of materials sympathetic and appropriate to the locality.

5.38 In conservation areas, open areas and distinctive features and views can be of particular importance and Policy ENV37 seeks to preserve these elements. Important views will all be protected from insensitive development; this will apply to views within conservation areas, views into them from adjoining areas and to views from conservation areas.

**ENV37** The Council will seek to preserve important views, street scenes, important built features such as chimneys, rooflines, open areas or natural features which are an essential part of the character and appearance of a conservation area. Developments which would remove, or adversely affect, such features will not normally be permitted.

## **ADVERTISEMENTS**

5.39 A proliferation of poorly positioned signs can spoil the street scene. The Council's policy reflects Government advice in Planning Policy Guidance Note 19, "Outdoor Advertisement Control", and Circular 5/92<sup>2</sup>, and seeks to improve the environment throughout the Borough, particularly in town centres and conservation areas. There is scope for significant improvements to the street scene through the use of better design, detailing and positioning of advertisements. Where appropriate, the Council will take discontinuance action to remove advertisement signs which have an adverse effect upon public amenity and safety.

**ENV38** The Council will grant consent for the display of signs or advertisements only where there is likely to be no detrimental effect on amenity or safety. The proposed signs or advertisements should be in keeping with their surroundings and existing shopfronts in terms of scale, colour, materials, intensity of illumination and method of display and support.

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<sup>2</sup> DoE Circular 5/92 "Town and Country Planning (Control of Advertisements) Regulations 1992"

5.40 Within conservation areas, the Council will require the design of advertisement signs to be of a very high standard. In principle, all new shop fascias, signs and letters should be made of traditional materials with a strong preference for hand painted lettering and wooden fascias, which are likely to be more sympathetic to the character of a conservation area. Illuminated advertisements seldom improve the appearance of the area and can have a detrimental effect. In many cases, the indirect illumination of hand-painted advertisements or signs could be an appropriate solution.

**ENV39 The Council will not permit advertisements, signs or notice boards in conservation areas, unless it considers that they are well sited and designed to blend with their surroundings.**

**ENV40 The Council will not permit totally internally illuminated signs in conservation areas. Sensitively designed fascias or signs incorporating individually illuminated letters mounted on a suitable background may be acceptable, if they would not detract from the appearance or character of the conservation area. Particular attention will be paid to the scale, colour, design and intensity of illumination.**

## **FLOOD RISK**

5.41 A considerable amount of development has taken place on the flood plains of rivers, increasing the risk from flooding in these areas. Development also reduces the capacity of the available flood plain and impedes the flow of water, thereby increasing the risk of flooding elsewhere. It is essential to control further development in flood plains. The Environment Agency has identified a number of areas close to the River Blackwater where it predicts that there is a risk of flooding once every 100 years and where Policies ENV41 and ENV42 would apply (see proposals map). The provisions of ENV42, requiring appropriate protection and compensation measures, will apply to any new development permitted on the grounds of overriding social or economical need in areas at risk from flooding, and as an exception to Policy ENV41; such measures to be agreed in consultation with the Environment Agency.

5.42 The Environment Agency has recently published a set of new Indicative Flood Maps which include the River Blackwater and Cove Brook. These maps are being used for Agency consultations on planning matters until more detailed 1991 Water Resources Act Section 105 flood risk maps are available.

5.43 Outside flood plains, development and redevelopment can exacerbate flooding and drainage problems because of increased surface water run-off. It is necessary that hydrological/hydraulic surveys are undertaken and remedial work implemented to control surface water run-off before any development. Contributions to the funding of such work will be required from prospective developers, who will need to enter into a legal agreement with the Environment Agency before any discharge, trade effluent or surface water run-off is passed to a watercourse or to underground aquifers.

5.44 The Environment Agency is able to provide more detailed and technical guidance.

**ENV41** In areas at risk from flooding (shown on the proposals map) development which would be likely to impede the flow of water will not be permitted.

**ENV42** In areas at risk from flooding appropriate flood protection and flood compensation measures will generally be required for redevelopments or any new development permitted as an exception to ENV41.

**ENV43** Proposals which would result in an increased flood risk in areas outside the flood plain, due to additional surface run-off, will be resisted unless adequate compensation schemes are provided.

**ENV44** In areas where recent flood risk information is unavailable, developers may be required to carry out detailed technical investigations.

## **COMMUNITY FACILITIES**

5.45 As well as its role as a provider of community facilities, the Council can have an influential role in considering development proposals which affect the provision of community facilities; in certain circumstances, the Council may be able to encourage provision of new facilities. Provision of new facilities in conjunction with development is addressed by Policy IMP1 in Chapter 13 – implementation.



5.46 Local people require a wide range of community facilities including libraries, meeting rooms, schools, health centres, council offices, citizens advice bureaux, community centres and religious buildings. Other buildings required by the community include shops, offices, toilets and facilities for groups such as children and people with disabilities. The Council will seek to prevent the loss of these facilities and seek improvements where possible.

**ENV45 The Council will permit the development of community facilities within the built-up area subject to the other policies of the local plan.**

~~**ENV46 Development involving the loss of existing community facilities will be permitted only if the Council is satisfied that the facilities are not in demand or replacement facilities or equivalent community benefits are to be provided locally.**~~

## **TELECOMMUNICATIONS**

5.47 Telecommunications are an essential and beneficial element in the life of the local community and in the national economy. The term “telecommunications” refers to all forms of communications by electrical or optical wire and cable, and radio signals (whether terrestrial or from satellite), both public and private.

5.48 Planning Policy Guidance Note 8 “Telecommunications”<sup>3</sup>, issued by the Department of the Environment in 1992, sets out the Government’s policies. It gives guidance on planning for telecommunications development, including radio masts and towers. Development plan policies should take account of :-

- \* the Government’s overall policy approach to the planning for telecommunications development as set out in PPG 8;
- \* the requirements of the Telecommunications Act 1984;
- \* the limitations imposed by the nature of telecommunications network and the technology;

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<sup>3</sup>The Telecommunications Act 1984 opened up the public telecoms market to wider competition by granting licences to operators who have special rights and obligations.

- \* consultation with the telecommunications operators to enable the requirements of the networks and routing and phasing to be taken into account; and
- \* the need to protect the best and most sensitive environments.

5.49 There has been a significant demand for telecommunications equipment in the Borough because of the urban character of the area and the strategic highways that cross the Borough. The Borough is also being “cabled” and there is pressure for additional equipment associated with this technology. The Council will pay particular attention to proposals within conservation areas and in the vicinity of listed buildings.

5.50 The Council is concerned about the impact of large radio and telecommunications masts. Sharing of masts, where practicable, will help to achieve this as will the use of existing buildings to site new antennae. The Council will encourage an operator installing a new mast to investigate the possibility of including additional structural capacity, in order to take account of the future needs of their network together with the needs of other operators. In conjunction with adjoining authorities the Council maintains a register of telecommunications installations.

5.51 The general licence requirements of mobile phone/personal communication operators can impose obligations on the operators to meet user needs which may lead to pressure to install additional facilities. In addition, licences usually require operators to take account of environmental matters and remove redundant equipment.

5.52 The Council will need to be satisfied that, with respect to applications for masts, the possibility of erecting antennae on an existing building or other structure has been explored.

**ENV47 Where planning permission is required proposals for telecommunications equipment will be permitted provided that: -**

- (i) The proposal is so designed and located, taking into account technical, operational and legal requirements, as to minimise visual impact, and does not have a significantly detrimental effect on individual or groups of buildings or trees, or on residential amenity;**

- (ii) the proposal includes appropriate landscaping measures;**
- (iii) there is provision for the removal of the equipment following the cessation of its use; and**
- (iv) the applicant demonstrates that it is not possible to share existing masts or erect antennae on an existing building, mast or other structure.**

5.53 The siting of telecommunication equipment at residential properties should have minimal visual impact. Careful siting to the rear of houses and choice of equipment will be important.

5.54 Farnborough Aerodrome is at the centre of the Borough and therefore most proposals will be the subject of notification to, or consultation with the responsible body for safeguarding aviation operations.

#### **ENVIRONMENTAL POLLUTION & NOISE**

5.55 Control of pollution is primarily the responsibility of the Environment Agency and it is not the role of local plans to duplicate these controls. However the Council will endeavour to use its planning powers, where appropriate, to maintain or improve the environment of the Borough.

5.56 Any proposals which may have an adverse impact on the environmental quality will be permitted only where effective controls are incorporated. In addition to statutory controls, the Council will promote a range of other environmental initiatives through Local Agenda 21 and the “Healthy Rushmoor” project.

5.57 In considering proposals for development, the Council will have regard to the advice contained in Planning Policy Guidance Notes “Planning and Noise” and “Planning and Pollution Control”<sup>4</sup> and any other relevant Government advice. The Council will also have regard to any advice provided by Thames Water, the Health and Safety Executive and the Environment Agency.

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<sup>4</sup> PPG24 “Planning and Noise” 1994  
PPG23 “Planning and Pollution Control” 1994

**ENV48 The Council will not permit development which is likely to be damaging to the environment, or which would adversely affect other land uses, or water quality, through noise, smoke, gases, fumes, odours, effluent, vibration, dust, accumulations and deposits, or which would generate volumes of traffic unsuited to the local area.**

5.58 The Council wishes to ensure that, where land is suitable for development but has been contaminated, planning permission will be granted only where, in line with the advice of Circular 17/89 "Landfill Sites: Development Control" and Planning Policy Guidance Note 14 "Development on Unstable Land", special measures are taken to make it safe for future use. There may, however, be instances where the extent of contamination is such that housing would not be appropriate.

5.59 In considering applications for Hazardous Substances consents, the Council will have regard to the advice contained in Circular 11/92 (Planning Controls for Hazardous Substances). Developers will be required to treat contaminated land, so that it is safe for future uses.

**ENV49 The Council will not permit development of sites, which may be contaminated by previous activities or activities on nearby sites, unless contamination levels have been ascertained and plans agreed to either remove or treat any contaminated materials, prior to development.**

5.60 The Council recognises that there can be short-term disturbance to local residents while development takes place, due largely to noise, vibration, smoke and dust. Developers will be expected to minimise such disturbance through a range of measures, such as the use of development compounds and wheel-washing equipment. As far as is practicable, the Council will use the various powers available to it to try and safeguard the interests of local people.

**ENV50 The Council will require developers to ensure that the amenities of local residents are safeguarded while site development is taking place.**

5.61 Policy ENV51 will be of particular relevance in areas close to significant sources of noise such as major transport routes (e.g. M3 Motorway, Blackwater Valley Road) and Farnborough Aerodrome. Where appropriate, the Council will consider the use of planning conditions to control noise generating development.

**ENV51** In locations close to sources of significant air pollution and/or noise, the Council will not permit development which is sensitive to these environmental impacts (such as housing, hospitals and schools), unless the Council is satisfied that there would be a satisfactory level of both internal and external protection.

5.62 The Council is concerned to minimise the environmental effects of excessive lighting of buildings, car parks, sports pitches and service areas. This is often caused by poorly directed lighting units which do not take fully into account the purpose of the lighting and can result in a bright glow in the sky and disturbance to neighbours.

**ENV52** The Council will seek to minimise light pollution that causes sky glow, glare and light trespass. Where external lighting is required as part of a development proposal, full details of the proposed lighting scheme, demonstrating that the scheme proposed is the minimum required to undertake the task and that it minimises light pollution associated with sky glow, glare and spillage of light into neighbouring areas, should be submitted with the planning application.

## **6. OPEN SPACE AND RECREATION**

### **INTRODUCTION**

- 6.1 The Council wishes to promote sport and recreation in the widest sense to enable local people to participate in sport, whether as players or spectators, and to encourage the provision of a wide range of opportunities for recreation, so that people can choose activities that suit them best. Open space is important both for active recreation and for its amenity value in providing visual separation between development. The Council seeks to protect open space and playing fields.
- 6.2 Sport and recreational facilities are provided by the Council, other public sector bodies, the voluntary sector and the private sector. The Council is undertaking a major review of leisure provision to develop a comprehensive leisure strategy for the Borough. However, the Council's budget is restricted, limiting the potential to provide new facilities or to increase its current level of subsidy for facilities and services.
- 6.3 It is anticipated that sport will be likely to attract more participants, playing more often. The past few years have seen an increase in the public perception of the importance of open space and recreation land. Government advice, in Planning Policy Guidance Note 17, "Sport and Recreation", is particularly relevant. Local plans are identified as a means of ensuring that adequate land and water resources are available for organised sport and informal recreation. The Government's guidance requires the Council to seek alternative provision of equivalent community benefit to compensate for any loss of facilities.

### **OPEN SPACE**

- 6.4 Open space provides for a wide range of outdoor recreation, from casual walking to team sports, and for visual amenity; it is an indispensable element of the urban environment. The quantity of open space is only one element in ensuring an adequate range and supply of facilities. Other more qualitative factors are the ease of access to open space by the population it is intended to serve, the attractiveness of areas and the standard of maintenance. Some areas of open space can serve more than one purpose. For example, an area of sports pitches can also provide for general informal recreation such as walking and for children's informal ball games.

- 6.5 The Hampshire County Structure Plan (Review) recommends the use of National Playing Fields Association minimum standards for outdoor playing space of 2.4 hectares per 1000 population. Of this about 1.6-1.8 hectares should be for outdoor sports and 0.6-0.8 hectares for children's playspace. The previous Hampshire Structure Plan (1993), included a standard of 2.8 hectares of open space per 1,000 population. It included an additional category of urban parks and divides the total requirements into:-

Urban Parks	0.4 hectares
Amenity Open Space	1.2 hectares
Children's Play Spaces	0.2 hectares
Sports Grounds	1.0 hectares
	2.8 hectares

- 6.6 The Council propose to apply the overall standard in the previous Structure Plan because of its wider definition to include parkland and more precise standard for sports grounds. The Council considers that accessibility is a more important feature for children's play space than a population standard.
- 6.7 The Local Plan Review considers three categories of open space; pitch sports, equipped children's play space and the overall supply of all forms of open space for informal recreational use.

### **PITCH SPORTS**

- 6.8 ~~Access to playing pitches is considered on a borough wide basis to reflect the general mobility of participants and the wide area covered by local leagues. Playing pitches in the area are in the ownership or control of councils, schools and colleges, the Ministry of Defence (MoD) or private sports clubs.~~
- 6.9 ~~The degree of public access to pitches varies. Some council pitches are dedicated to specific sports clubs while others are available for general bookings. Whilst the MoD and educational establishments have pitches where use is restricted to the organisation's teams, some of whom compete in local leagues, they also have pitches where greater public access is allowed. Although there can be no guarantee that non council pitches will continue to be available, that is no reason for allowing development on them. All pitches have amenity value as open areas.~~

- 6.10 ~~Most pitches are devoted to football which is the main participation sport; a number of pitches, particularly at schools, are suitable only for junior football. There is a very heavy demand for football pitches on Sundays to serve the two local leagues. Hockey and rugby have fewer large clubs which sometimes have resources to secure their own grounds and clubhouses. Cricket outfields may be used for other sports during the winter. Cricket is organised on a similar basis to hockey and rugby with a small number of large clubs; participation is also on a more occasional basis. Playing pitches have a limited capacity to accommodate matches because heavy use can lead to excessive wear and deterioration in the quality of the surface. There is considerable demand for the three artificial pitches in the Borough at the Army Garrison and Oak Farm school; these have a greater capacity to accommodate fixtures. Hockey at a higher standard is usually played on an artificial surface.~~
- 6.11 ~~The space required for pitches in Rushmoor is a minimum of 89 hectares based upon an assumed maximum Borough population of about 89,000. This does not take account of Rushmoor's unusually young population structure with higher participation rates. The existing supply of pitches is 44.5 hectares under Rushmoor Borough Council control and 9.1 hectares provided by sports clubs and Hart District Council. There is a further supply of about 43.2 hectares of school pitches and 60.4 hectares of MoD pitches, to which public access is very limited or not allowed. While the minimum standard can be achieved it is dependent upon access which cannot be guaranteed. The Council considers that all existing pitches are required until such time as access to pitches in educational and MoD ownership can be secured on a long term basis. Development of existing pitches will only be acceptable if it increases overall provision for leisure and recreation. A large proportion of pitches is controlled by the MoD and the Council will endeavour to negotiate agreements securing public access to these pitches.~~
- 6.12 ~~A snapshot survey of football pitches in 1992 showed that actual use of the Council and MoD pitches, which were then available for public bookings, was at a level where no further increase could be accommodated without a deterioration in condition of the pitches. Many teams were obliged to play at less popular times to obtain a booking.~~



**OR1** ~~The Council will not permit the loss of any playing pitches unless:-~~

- ~~(i) the Council is satisfied that the pitches are no longer required to meet demand in Rushmoor in the long term; or~~
- ~~(ii) additional provision is made elsewhere in Rushmoor to provide an equivalent community benefit.~~

### **~~CHILDREN'S PLAY SPACE~~**

6.13 ~~Children's play space is essentially a local facility which should be within easy walking distance of related housing. A recommended maximum distance of 400 metres is proposed, although this should take into account barriers to movement such as main roads and railway lines. Existing children's play spaces are listed in Appendix 3. Many areas of the Borough are deficient in adequately equipped areas.~~

6.14 ~~By locating children's play spaces with other areas of open space, the needs for other informal recreation are served; it also enables easier maintenance. The Council considers it is particularly important to remedy any deficiencies in provision and to improve the condition of existing play spaces.~~

**OR2** ~~The Council will not permit the loss of children's play areas unless:-~~

- ~~(i) the Council is satisfied that the play space is no longer required to meet demand in the area in the long term; or~~
- ~~(ii) replacement provision is made elsewhere in the area to provide an equivalent community benefit.~~

### **~~OVERALL PROVISION OF OPEN SPACE~~**

6.15 ~~When looking at the overall provision of open space, the minimum standard of 2.8 hectares per 1,000 population is applied as recommended in the previous Hampshire County Structure Plan. For the purpose of considering the overall supply of open space, the military town is excluded because it provides its own open spaces which are not open to the public. The supply in Aldershot and Farnborough is considered separately since, with the exception of formal use of sports pitches, open space in one town does not generally serve the other.~~

	Estimated Population at 2011*	Open Space Requirement	Open Space Provision	Provision as % of Requirement
Aldershot	26,500	74.2ha	57.2ha	77%
Farnborough	51,500	144.2ha	115.6ha	80%

\*excluding the MoD

- 6.16 ~~The overall supply of open space is significantly less than the recommended minimum standard in both Aldershot and Farnborough. However, residents on the edge of the towns benefit from public access to adjoining MoD training areas, subject to the military byelaws.~~
- 6.17 ~~There are localised areas which are well served by open space, particularly near some of the larger parks, for example the Heron Wood area of Aldershot, which is served by Aldershot Park.~~
- 6.18 ~~There are other types of recreational space not included in the identified supply; for example, school grounds/playgrounds which are not used as sports pitches, small areas of amenity open space and areas of open character of general amenity value.~~
- 6.19 ~~Land at Puckridge Gate, the Main Gate and near Maitland Road at Farnborough Aerodrome has been allocated for public open space (see Policy FA7 in the Farnborough Aerodrome section). This additional provision of about 17 hectares will reduce the deficit of open space in Farnborough.~~

**OR3** ~~The Council will not permit the loss of any recreational space defined on the proposals map and other such areas (see para 6.18) unless the following criteria are satisfied:~~

- ~~(i) the Council is satisfied that the facilities are not required to meet demand in Rushmoor in the long term; or~~
- ~~(ii) replacement provision is made elsewhere in Rushmoor to provide an equivalent community benefit; or~~
- ~~(iii) recreation facilities on the site can best be retained and enhanced through the redevelopment of a small part of the site.~~

## **OPEN SPACE FOR NEW HOUSING DEVELOPMENT**

6.20 The Hampshire County Structure Plan (Review)<sup>5</sup> includes the following policy:

“before granting planning permission for new housing development, local planning authorities should be satisfied that sufficient open space, recreational and play facilities will be provided either:(i) on site for an individual housing development; or, (ii) on a cumulative basis ( i.e. in association with other such open spaces to be provided) to serve the development and other adjacent or nearby housing schemes. Areas of acknowledged open space deficiency will be identified in local plans. Within these areas, local planning authorities should negotiate to seek a higher provision of public open space to offset the identified deficiencies.”

6.21 The Council will expect developers of all new housing sites to make provision for the minimum overall standard of 2.8 hectares per 1000 persons as outlined in paragraph 6.5. It will rarely be possible for a proposed new housing development to provide all these forms of open space in exact proportions, and the Council will consider the proportion most appropriate for individual sites.

6.22 The first priority, in terms of the form of open space, should be the provision of an equipped and appropriately located children’s play area and, on larger sites, the second priority will be provision of sports grounds. The Council considers that the minimum usable area for children’s play is 200 sq.m. Flexibility between categories of open space will also be allowed for non-family housing.

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<sup>5</sup> Adopted Hampshire County Structure Plan 1996-2011 (Review) – Policy R2

6.23 All new housing developments of more than 40 dwellings will be expected to provide some open space on site. The Council will accept financial contributions towards the provision of open space as an alternative to on-site provision under the following circumstances:-

- for developments of under 40 dwellings, as an alternative to on-site provision of some or all of the open space requirement;
- for developments of 40 dwellings or more, towards the provision of the sports ground element of the open space standard, and towards all or part of the urban parks/amenity open space standard where there are already sufficient existing open spaces in the immediate vicinity, which are accessible to the residents of the new development;

**OR4 New residential development will be required to make appropriate provision for public open space in accordance with the minimum standard per 1000 people of:**

<b>Urban parks/amenity open space</b>	<b>1.6 hectares</b>
<b>Equipped children's play space</b>	<b>0.2 hectares</b>
<b>Sports grounds</b>	<b><u>1.0 hectares</u> 2.8 hectares</b>

**An average occupancy of 2.5 persons per dwelling or 1 person per bedspace will be assumed. Provision must be made at an early stage of development and arrangements secured for adequate long term maintenance. The Council will allow some flexibility between the categories for non family housing and to allow priority to be given to the provision of equipped children's play space and sports grounds.**

**OR4.1 The Council may accept financial contributions as an alternative to on-site provision of public open space on the following basis:-**

**Sites of 1-10 dwellings - all open space requirements**

**Sites of 11-39 dwellings - children's play space (where there is an existing facility in the vicinity) and sports grounds**

**Sites of 40 or more dwellings - sports grounds**

6.24 Developers' financial contributions towards the provision of open space will be used for a programme of provision of new open space or the improvement of existing areas on the following basis:-

- a fund towards the provision of new sports pitches or the improvement of existing ones within Rushmoor as a whole;
- separate funds towards provision or improvement of equipped children's play space/informal open space for Aldershot and Farnborough.

6.25 The Council will not seek financial contributions until an agreed scheme of works (complying with the Circular 1/97<sup>6</sup> advice) has been published.

## **ALLOTMENTS**

6.26 Allotments provide an invaluable leisure resource and provide important open areas in the urban area. The Council controls eight allotment sites in Farnborough, and two small ones in Aldershot. In addition, there is a privately owned site in Aldershot. There is a waiting list in Aldershot and for the better cared-for sites in Farnborough. There are some vacant plots on other Farnborough sites. The ratio of provision in relation to the population appears to be poorer in Aldershot, although there is no recent recognised standard for provision. The Council will assess the demand for further allotments in Aldershot.

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<sup>6</sup> Department of Environment Circular 1/97 "Planning Obligations".

**OR5 The Council will not permit the development of allotments to another use unless the following criteria are satisfied:-**

- (i) the allotments are not required to meet demand in Rushmoor in the long term; or**
- (ii) alternative provision is made elsewhere in Rushmoor to provide an equivalent community benefit; or**
- (iii) the proposal is for other recreational purposes.**

### **NOISY SPORTS**

6.27 The term “Noisy Sports” includes a range of motor and gun sports and model aircraft flying. The noise generated can often cause disturbance both in urban areas and the countryside. Many activities which take place on fewer than 28 days, or in some cases 14 days, in the year, do not require planning permission; but this does not always apply. Furthermore, access, buildings or car parks are likely to require consent and, where possible, the Council will ensure that the impact of any such proposals is minimised. Where there is a clear demand for noisy sports, the Council will seek to identify sites which will minimise conflict with other uses. The provision of suitable sites can divert unauthorised and damaging use of playing fields, footpaths, open land and woodlands. Model aircraft flying currently takes place at Farnborough Aerodrome. Continuation of this activity will be dependent upon the new operator of the Aerodrome. The Council has identified a potential site for noisy sports at Rushmoor Arena (see Policy T5 in the Tourism section).

**OR6 Proposals for noisy sports, may be permitted in accordance with other policies of the plan provided that:-**

- (i) the amenities of residents in the vicinity would not be adversely affected;**
- (ii) the amenity of other users of recreation or countryside areas would not be harmed;**
- (iii) noise emissions would be within acceptable limits by virtue of location and/or attenuation measures; and**

- (iv) **the site is sufficiently large to accommodate landscaping required to reduce the impact on the surrounding area.**

## **INDOOR SPORT & RECREATION**

6.28 There is provision for a wide range of indoor leisure activities, notably at Farnborough Recreation Centre, Aldershot Pool and at Wavell/Cody and Connaught schools. The Princes Hall in Aldershot is also available for public use. In addition planning permission has been granted for a private sports club on land at Southwood. There are indoor tennis courts at the Aldershot Tennis Centre in Princes Avenue. The Ministry of Defence has a number of indoor sports facilities which are sometimes available for public usage.<sup>7</sup>

**OR7 Proposals to improve the range of indoor recreation, arts, and entertainment facilities will normally be permitted within the built-up area, unless they would be detrimental to the character of the area or the amenities of nearby residents. Proposals for large-scale facilities should be close to other traffic generating activities, to minimise journeys, and be readily accessible by public transport.**

## **GOLF**

6.29 There are two 18 hole golf courses in the Borough, the private Army Golf Club and the Southwood municipal course. The area of the Blackwater Valley now appears to be reasonably well served with courses. There may be potential for a golf driving range to complement existing golf course facilities.

## **WATER SPORTS**

6.30 In the Blackwater Valley there are various lakes where the Council wishes to encourage recreational use compatible with nature conservation and local amenities. These facilities serve a catchment area wider than Rushmoor. Recreational uses of the Basingstoke Canal, which is a site of Special Scientific Interest, are allowed if they are compatible with its ecological and historic interest and the local amenities.

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<sup>7</sup> The Aldershot Garrison Sports Centre, which includes a 50m. swimming pool, was opened in July 2000.

## **INFORMAL COUNTRYSIDE RECREATION**

6.31 Informal countryside recreation is one of the most popular leisure activities. MoD training lands provide a major recreational resource, although, access is restricted primarily to walking under the Aldershot & District Military Lands Bye-laws<sup>8</sup>. Access to this countryside can reduce the need to travel to areas further afield. It is desirable that people can walk or cycle into countryside areas along attractive routes.

6.32 There are about 32 hectares of woodland at Southwood in private ownership where informal recreation will be encouraged. A management plan will be prepared prior to the implementation of any proposals.

**OR8     The Council will permit informal recreation on land at Southwood, including the provision of footpath/cycleway links between the development and Kennel Lane and along the southern edge of the Southwood development.**

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<sup>8</sup> SI 1976 No. 449 The Aldershot and District Military Lands Byelaws 1976.



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## **TOURISM**

### **INTRODUCTION**

- 7.1 Tourism makes an important contribution to the national economy and to the prosperity of many cities, towns and rural areas. Its continuing growth generates a range of economic activity and new job opportunities. Tourism covers a wide range of activities and types of development, including accommodation, catering, transport, tourist attractions and information provision. While some types of development cater expressly for tourists, others also provide facilities for the local community. As the tourism industry is rapidly developing and innovative, the local plan needs to be able to respond to these demands. Operators need to adapt to changes in the market to meet the increasingly high expectations of visitors.
- 7.2 Rushmoor is not a major centre for tourism in the national context, but has a unique military and aeronautical heritage based on the Aldershot Garrison and Farnborough Aerodrome, the home of the international Airshow. Other features of interest include St Michael's Abbey and the Basingstoke Canal. The tourism potential of the Borough has also been considered in the wider context of the Tourism Strategy for the Hampshire Borders which covers Basingstoke and Hart as well as Rushmoor.
- 7.3 The Structure Plan proposes that development which improves or extends the range of tourist facilities, including accommodation for tourists, will normally be permitted in locations conforming to its transport, general and environmental policies. Proposals for developing and improving facilities for public appreciation and enjoyment of Hampshire's historic heritage will also normally be permitted.

### **TOURIST ACCOMMODATION**

- 7.4 There have been two recent hotel developments in the Borough. The Aldershot Officers' Club has been refurbished and extended to provide a 100 bed hotel and hotel accommodation has been provided as part of the development at Willems Park West. There may be further potential for an hotel as part of proposals for Farnborough Aerodrome (see Policy FA6) and for overnight accommodation for events at Rushmoor Arena (Policy T5). Hotels and guest houses can normally be accommodated in residential areas without detriment to the environment provided that their scale, appearance and traffic generation are consistent with the character of the area. It is important to retain the stock of available accommodation particularly at the budget end of the market.

**T1** In the built-up areas, permission will normally be given for hotels, conference facilities and other serviced accommodation, provided they are consistent with other policies of the plan. The loss of existing tourist accommodation will not normally be permitted.

7.5 There are no camping or touring caravan sites in the Borough. The Council wishes to encourage the provision of a small scale facility to serve visitors and those in transit through the area. Rushmoor Arena may provide an opportunity for a camping and caravanning site as part of comprehensive proposals for leisure and recreational facilities.

**T2** Permission will normally be granted for small scale camping and touring caravan sites provided they:

- (i) can be sited unobtrusively and landscaped to minimise their impact on the character and appearance of the locality and amenities of local residents;
- (ii) would not be likely to cause harm, directly or indirectly, to areas of ecological, historic or archaeological importance; and
- (iii) have an adequate means of access and are well related to the primary road network.

## **TOURIST FACILITIES**

7.6 Whilst the Council wishes to encourage further tourism in the area, it recognises the need to safeguard the local environment and the interests of local residents. In built up areas the Council wishes to encourage development of tourism facilities which are compatible with the amenities of the area. Elsewhere, only small scale facilities will be acceptable. These could include visitor centres, and minor roadside facilities such as lay-bys, parking areas and information points, but would not include petrol filling stations, or retail developments.

- T3** In the built-up area, development which improves or extends the range of tourist facilities will be permitted subject to usual planning and highway criteria, provided that:-
- (i) the development is well related to public transport and the primary road network; and
  - (ii) would not be detrimental to the character and appearance of the locality and to the amenities of nearby residents.
- T4** Outside the built-up areas small scale tourist facilities and the re-use or adaption of existing buildings will normally be permitted subject to usual planning and highway criteria, provided that the development would not be detrimental to the character and appearance of the locality and to the amenities of nearby residents.

## **RUSHMOOR ARENA**

- 7.7 Rushmoor Arena is owned by the MoD and used occasionally for military and commercial events. It is uncertain whether the site will be required for operational use in the long term. The Arena needs considerable investment in facilities and services. Car parking is available on adjoining land also owned by the MoD. The Council has published "Development Principles" for the Arena which recognise its potential as a venue for major open air events and sports attracting large crowds. Its remote location limits disturbance to local residents, however, it does adjoin the Thames Basin Heaths proposed Special Protection Area. It may be suitable for equestrian events or noisy activities such as motor/gun sports. An element of ancillary overnight accommodation may be appropriate, but not a conventional hotel. Planning permission is likely to be required for any activity following the disposal of the site.

**T5 Land at Rushmoor Arena is allocated for outdoor recreational uses. The Council may permit the following ancillary and small scale uses as part of a comprehensive proposal for the site:**

- **an element of noisy sports (such as by motor vehicles);**
- **a camping and touring caravan site;**
- **small scale overnight accommodation in association with recreational uses, such as chalets/cabins, but not an hotel.**

## **MUSEUMS**

7.8 There are many small military museums in the area associated with regimental units. The Council will continue to support appropriate proposals for museums related to the heritage of the area in this vicinity.

7.9 The Council also wishes to encourage an aviation museum or experience at Farnborough Aerodrome (see paragraph 11.55 and Policy FA3).

## **FARNBOROUGH AIRSHOW**

7.10 Farnborough Airshow is an established international event which brings publicity, visitors and income to the area. The Society of British Aerospace Companies, which runs the Airshow, operates from a terraced site of about 15 hectares, which is predominantly hardstanding north east of the Farnborough Aerospace Centre. The site is used only once every two years. There is potential to provide a permanent exhibition facility for occasional events to serve the sub region (see Policy FA6).

## 8. TRANSPORTATION AND LAND USE

### INTRODUCTION

- 8.1 Hampshire County Council is the local highway authority responsible for the majority of transportation and highway issues, while the Borough Council is the local planning authority and acts as agent for the County on certain highway matters, such as traffic management and the maintenance and improvement of roads. There are also transport and road safety matters for which the Borough Council takes responsibility, for example the provision of car parks and the licensing of taxis.
- 8.2 People support an improved environment and quality of life, but also want to be able to use cars. If total travel demands are to be met, it will be necessary to place increasing emphasis on the use of other forms of travel.
- 8.3 Increased awareness and understanding of environmental issues have promoted transportation towards the top of the political agenda. This elevated status has been accompanied by technical and policy advice which ranges from the "Package Approach"<sup>9</sup> to Agenda 21 (The Rio Earth Summit) promoting local and international programmes of environmental initiatives. The Borough Council's own Local Agenda 21 will form an integral part of all policies for the Borough Council.
- 8.4 Planning Policy Guidance Note 13: Transport<sup>10</sup> signals a major shift in Government thinking on transport and land-use planning to help slow the growth in the length and number of motorised journeys. The main thrust of the advice is to encourage alternative, more environmentally acceptable, means of travel to reduce reliance on the car.
- 8.5 PPG13 urges local authorities, in preparing local plans, to seek to reduce the need to travel, especially by car. This aim could be achieved by influencing the location of different types of development in relation to transport provision and by fostering forms of development which encourage walking, cycling and the use of public transport.

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<sup>9</sup>The "Package Approach" requires transportation investment to be a comprehensive package of proposals rather than isolated road schemes that do not take account of other means of transport.

<sup>10</sup> PPG 13 produced jointly by the Department of Transport and the Department of the Environment in March 1994.

- 8.6 It is also the Government' objective to reduce those killed and injured on Britain's roads by one third by the year 2000<sup>11</sup>.
- 8.7 In 1998 the Government set out its policy for the future of transport. In the white paper "A New Deal for Transport: Better for Everyone". This aims to extend choice in transport and secure mobility in a way that supports sustainable development. The New Deal for Transport delivers an integrated transport policy. This means integration:
- within and between different types of transport;
  - with the environment;
  - with land use planning; and
  - with policies for education, health and wealth creation.
- 8.8 The previous system of an annual Transport Policies and Programme document (TPP), containing specific schemes, has been superseded by Local Transport Plans containing integrated transport projects, and covering a five year period. Each Local Transport Plan project will be evaluated using a set of five criteria which has been set out by the Department of the Environment, Transport and the Regions (DETR) and is called "A New Approach To Appraisal" (NATA).
- 8.9 The five NATA criteria against which projects will be assessed are:
- environmental impact – protecting the built and natural environment.
  - safety - to improve safety for all road users.
  - economy – supporting sustainable economic activity in appropriate locations and getting good value for money.
  - accessibility - improving access to everyday facilities for those without a car and reducing community severance.
  - integration – ensuring that all decisions are taken in the context of the Government's integrated transport policy.

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<sup>11</sup> The target is based on the 1981-85 average.

- 8.10 The Blackwater Valley Network of local authorities has been set up so that the councils could promote a co-ordinated approach to land use, transportation and environmental issues. A concord agreement for joint action to promote a sustainable transport strategy has been signed by the member authorities,
- 8.11 Following the White Paper, in October 1999 a revised draft Planning Policy Guidance note 13 on Transport was issued for public consultation. It builds on the existing approach, rather than initiates a change of direction. It is aimed at promoting better integration – between planning and transport and between different transport modes – and achieving more consistent implementation of the existing policy approach.

### **THE LOCAL PLAN'S TRANSPORT STRATEGY**

- 8.12 The transport policies of the Local Plan develop those in the County Structure Plan and apply them to Rushmoor. The county strategy seeks to ensure that local transport needs are satisfied in accordance with County Council and national transport policies. The transport policies of the Hampshire County Structure Plan emphasise the need to sustain economic prosperity within a framework which is environmentally acceptable and sustainable. The emphasis of the Local Plan is on measures for environmental improvement and energy conservation. The Local Plan strategy emphasises the need to encourage alternatives to car travel and promote public transport, including bus priority and management measures, for example bus only turning. Access to public transport should be made more comfortable and convenient.
- 8.13 The key objectives of the transport strategy of the Local Plan are to:-
- \* promote and improve public transport, cycling and walking facilities so that they provide a safe and attractive alternative to travel by private car;
  - \* locate new developments so that the need to travel is reduced;
  - \* make the most efficient use of the existing road network; and
  - \* provide policies to guide new development so as not to conflict with the other transport objectives of the plan.

- 8.14 The policies in the Plan are designed to relate environmental and energy conservation issues to transport planning and to ensure that the limited financial resources are directed towards meeting reasonable travel demands and improving road safety. Transport policies cannot be considered in isolation, so any development proposal must be in accord with other relevant policies of this plan.

#### **POLICY FRAMEWORK**

- 8.15 ~~The County Council's current transportation policies are set out in :-~~
- ~~\* the Local Transport Plans containing integrated transport projects, and covering a five year period;~~
  - ~~\* Lorries in Hampshire, which has proposals for the control of heavy commercial vehicles and the provision of associated facilities. It was revised in 1992;~~
  - ~~\* the Road Safety Plan which contains the County Council's policies for road safety, road safety education and development, and the Hampshire County Council Road Safety Review;~~
  - ~~\* the annual Passenger Transport Report, which reviews public transport provision and defines policies for it.~~
- 8.16 ~~In addition there are the policies in the Hampshire County Structure Plan (1996-2011) Review. This includes the policy for an Integrated Transportation Strategy for North East Hampshire now established as the North East Hampshire Transport Strategy (NEHTS) with a joint policy framework for Hampshire County Council, Hart District Council and Rushmoor Borough Council.~~



8.17 ~~There are also local policies:-~~

- ~~\* the Rushmoor Road Safety Plan was first published in 1992 and progress is reviewed annually. It follows from the Government's objective of reducing road casualties by one third by the year 2000;~~
- ~~\* cycleways and cyclepaths in Farnborough town centre were amongst the first in Hampshire. Other routes have been introduced elsewhere and opportunities to build a network are identified in the Rushmoor Cycle Plan;~~
- ~~\* in February 1991, Hampshire, Berkshire and Surrey County Councils jointly commissioned the Blackwater Valley Rail Study. It looked at the potential to maximise the use of the rail network in the Blackwater Valley to relieve road congestion, improve access and develop new travel opportunities; and~~
- ~~\* A323/A324 Aldershot Traffic Study was undertaken because of the anticipated consequences of the Blackwater Valley Route. In January 1994 a package of schemes for eastern Aldershot was agreed.~~

**TR1** ~~Proposals to assist the development of an integrated transport network, a choice of transport modes and the operation of efficient public transport modes will normally be permitted provided that they accord with other relevant proposals of this plan.~~

## **~~PEDESTRIANS & CYCLISTS~~**

8.18 ~~The Borough and County Councils are committed to more environmentally sustainable transport provision for everyone who lives, works, shops in or visits the area. The County Council has set a goal of seeking a better balance of transport services, placing less emphasis on cars and providing extra help for public transport and the needs of the most vulnerable road users – pedestrians, cyclists and people with restricted mobility.~~

### **~~Headstart Transport Awareness Campaign~~**

8.19 ~~The County Council's Headstart campaign aims to raise everyone's awareness of the impact that an increasing reliance on motorised transport can have on our quality of life. It stresses that everyone has a part to play and that we can all change our attitudes to car use and change our travel behaviour.~~

8.20 ~~Rushmoor has resolved to support the Headstart campaign positively.~~

**TR2** ~~The Council will meet the needs of pedestrians and cyclists by providing pedestrian and cycle routes where opportunities arise. Land will be safeguarded for the provision of pedestrian and cycle networks.~~

### **Pedestrians**

8.21 ~~There are pedestrianised areas in both town centres. Elsewhere there are networks of footways and a number of public footpaths defined as public rights of way. However, the majority of pedestrian and cycle routes run alongside roads. Many routes between residential areas and centres of employment, schools and shops are unappealing because of pollution, the perceived threat of vehicles and concern about safety. These routes may not be convenient as they are designed to meet the needs of cars and lorries.~~

8.22 ~~Facilities for pedestrians are already being improved; for example, at road crossings, pedestrian refuges and dropped kerbs at crossing points. Traffic management schemes also help to make a more agreeable pedestrian environment. (see paragraphs 8.65 to 8.69)~~

8.23 ~~There is still scope for improvements for pedestrians to ensure access for all. Special consideration is needed for people with disabilities and paragraphs 8.92 to 8.94 address these aspects.~~

### **Cyclists**

8.24 ~~There is a growing recognition of the needs of cyclists. Cycling is a specific area for funds from the “special needs” sector of the County Council’s Highway Capital Programme. The County Council takes into account the needs of cyclists together with safety and conflicts with other road users, when considering highway improvements or traffic management. The Government also wishes to promote cycling, which has clear potential to substitute for short car trips, particularly those under 5km, and to form part of a longer journey by public transport. The Transport White Paper reaffirmed the important contribution cycling can make in an integrated transport system, and endorsed the targets and aspirations in the National Cycling Strategy (NCS) – including the central target of doubling (on 1996 figures) the number of cycle trips by 2002, and doubling them again by 2012. Local authorities are required to produce a local cycling strategy as part of their local transport plan. They should actively seek to establish partnerships for action with other public bodies, commercial organisations and voluntary sector groups.~~

8.25 ~~The Council will seek to extend cycle routes to link into the network in and around Farnborough and Aldershot town centres.~~

8.26 ~~The cycle routes proposed in Policy TR3 provide important extensions of the existing network.~~

**TR3** ~~It is proposed to extend the existing cycle system, giving priority to the following routes :-~~

~~(i) Farnborough Road (A325) Aldershot, from the Borough boundary in a northerly direction to Wellington Ave (A323);~~

~~(ii) Farnborough Road (A325) Ham & Blackbird gyratory system, Farnborough;~~

~~(iii) roads and paths leading to the Connaught Secondary School and Community Campus, Aldershot;~~

~~(iv) High St, Aldershot (A323) – Church Hill to St George's Road East;~~

~~(v) Aldershot Railway Station new bridge;~~

~~(vi) Cove Brook, - Cove Road (B3014) to Hawley Lane;~~

~~(vii) Clockhouse Roundabout, Farnborough Road (A325)/Victoria Road (B3014); and~~

~~(viii) Westmead and Northmead, Farnborough land will be safeguarded for the provision of the cycle network.~~

8.27 The railway bridge in Prospect Road is a major problem for pedestrians and cyclists. The Council will continue to press for a combined pedestrian and cycle route under the railway.

8.28 Where new development is permitted, the Council will seek links with the existing cycleway networks. In the case of larger developments, links could be achieved by the provision of cycle routes, or greenways shared with pedestrians to provide a comprehensive system in a pleasant landscape setting. Proposals which fail to enhance the network will be resisted. The Council will expect due regard to be given to pedestrian safety when making provision of facilities for cyclists.

## **Rushmoor Cycle Plan**

8.29 The Borough Council has prepared a cycle plan adopted in October 1996. The cycle plan defines the network to help increase cycle use and the safety of cyclists. The proposed network consists of three elements – strategic routes, local routes and leisure routes.

### **Strategic Cycle Routes**

8.30 Strategic routes are based on the main traffic generators and centres on cycle travel in Rushmoor and adjoining areas. These include:

#### *Secondary Schools/Colleges*

Schools and colleges are particularly important because of the opportunity for older children and young adults to cycle to school or college, and because of the need for them to cycle safely.

#### *Town Centres*

These are the focus of many activities.

#### *District Centres*

These include Southwood (Farnborough) and North Town (Aldershot).

#### *Public Transport Interchanges*

Notably the rail stations.

#### *Main Employment Areas*

Blackwater Way, North Lane, Invincible Road and Hawley Lane, DERA, Farnborough Aerospace Centre and Southwood.

8.31 The strategic network will reflect the following points:-

- routes need to be as direct as possible;
- routes need to be as safe as possible;
- level routes are easier to cycle along;

- routes need to be attractive and landscaped when possible;
- routes should allow cyclists to move freely without having to dismount or lose momentum;
- opportunities presented by development to secure the necessary land or finance; and
- the town centres could be “hubs” in the network as the centres of most activity.

### **Local Cycle Routes**

8.32 About 50% of all journeys are under two miles suggesting that more could be made by cycle. Local routes serve generators such as junior schools and local shops. Local routes should feed into the strategic network.

### **Leisure Routes**

8.33 The promotion of routes primarily for leisure encourages cycling.

### **Facilities for Cyclists**

8.34 Secure parking for cycles should be provided at journey ends and at appropriate stopping points.

### **PUBLIC TRANSPORT**

8.35 ~~Public transport has a key role to play in reducing the number of car journeys. The Local Plan can help safeguard opportunities for new public transport facilities.~~

8.36 ~~The County Council produces an annual Passenger Transport Report setting out its main policies and proposals for public transport. The report offers direction to those involved in planning and providing public transport. The Borough Council is committed to improving public transport facilities and to encouraging increased use of public transport through the highways agency arrangements and other initiatives. These facilities would include improved passenger facilities and information about services, to help provide a convenient and integrated transport network with well connected bus and rail services.~~

## **Buses**

- 8.37 ~~The majority of bus services in Rushmoor are operated on a commercial basis. However, the county and district councils have powers to contract bus companies to provide services ("County Buses") which are considered to be socially necessary. Operators are selected through competitive tendering. Bus services in Rushmoor have remained largely at 1985 levels, with some services operated as "County Buses".~~
- 8.38 ~~The principal services are run by Stagecoach and Tillingbourne. Many services use the town centres as termini (Aldershot Bus Station and Kingsmead) and most parts of the Borough are within 500 metres of a service.~~
- 8.39 ~~When large developments are planned, provision should be made for bus services, including bus stops and waiting/turning areas. Developers may be required to contribute to the cost of bus services where they cannot be provided on a commercial basis, particularly in the early stages of a new development.~~

## **Community Transport**

- 8.40 ~~In Rushmoor, the Dial A Ride service provides a door to door service for people who find it physically difficult or impossible to use ordinary transport. It uses a specially adapted vehicle, and fares are similar to those for bus services. This is an example of "Community Transport" funded by local councils. The County Council continues to investigate how community transport can be maintained at modest cost.~~
- 8.41 ~~The County Council will encourage self-help schemes and voluntary transport as an economic way of achieving a reasonable level of service where conventional services do not offer good value.~~

## **Rail Transport**

- 8.42 ~~There are four railway routes through Rushmoor serving the three stations in the Borough:-~~
- ~~i) London — Bournemouth — Farnborough Main Station;~~
  - ~~ii) London — Alton — Aldershot Station;~~
  - ~~iii) Ascot — Guildford — Aldershot Station; and~~
  - ~~iv) Reading — Guildford — Farnborough North~~

- 8.43 ~~Stations just outside the Borough also provide important links. Farnborough North Camp is one of a limited number of stops on the Gatwick service on the Reading Guildford line. Ash, Ash Vale, Blackwater, Frimley and Fleet are also convenient.~~
- 8.44 ~~In February 1991, Hampshire, Berkshire and Surrey county councils jointly commissioned the Blackwater Valley Rail Study. The study looked at the potential to increase the use of the rail network to relieve road congestion, improve access and develop new travel opportunities. The study examined changes to service patterns, new stations (including one at North Town, Aldershot), improved interchanges and facilities at Farnborough to link the main London Bournemouth line with the two north-south lines.~~
- 8.45 ~~The lack of integration in the network between the lines in Farnborough has long been an issue in the area but the Blackwater Valley Integrated Transport Study has concluded that the provision of a new interchange station would not be appropriate since it would detract from the better located Farnborough Main Station. As a result a programme of other measures to improve interchange has been included in the five year programme for the North East Hampshire Transport Strategy.~~
- 8.46 ~~Stations are important points of focus for pedestrian and cycle routes. Encouragement will be given to improve these facilities to give better pedestrian and cycle access to reduce the need to use cars to get to the stations.~~
- 8.47 ~~Improvements to access can also be made by the provision of a ramp at Farnborough main station which would particularly help wheelchair users.~~
- 8.48 ~~The stations and adjoining bus stops and taxi ranks are important transport “interchanges”. They should have a pleasant environment with information for the traveller or visitor.~~
- 8.49 ~~Where there is potential, facilities for rail freight will be encouraged.~~
- 8.50 ~~The Local authorities in North East Hampshire and the wider Blackwater Valley area are committed to a range of measures, working in partnership with the local transport operators, which will provide an alternative to using the car.~~

**TR4      ~~Proposals which:~~**

~~(i) — promote improvements to public transport including improvements to the local highway network to promote public transport; and~~

~~(ii) — reduce the adverse effects of road traffic,~~

~~will normally be permitted provided that they accord with other relevant proposals of this plan.~~

8.51 ~~The success of Policy TR4 will depend on promotion and funding by the County Council and by ensuring that new development provides facilities that assist public transport.~~

**TR5      ~~Development proposals which accord with the other policies of the plan will normally be permitted provided they are accessible to and do not prejudice the efficient operation of public transport services.~~**

**ROAD HIERARCHY**

8.52 ~~To help determine priorities for new investment, the County Council has defined a road hierarchy. The hierarchy comprises strategic routes plus those of local importance.~~

8.53 ~~The strategic road network is the Primary Route Network and “other important roads”. In Rushmoor, the M3 and the Blackwater Valley Road (A331) are part of the Primary Route Network and the following are “important roads” (Figure 1):-~~

~~A325 — Farnborough Road~~

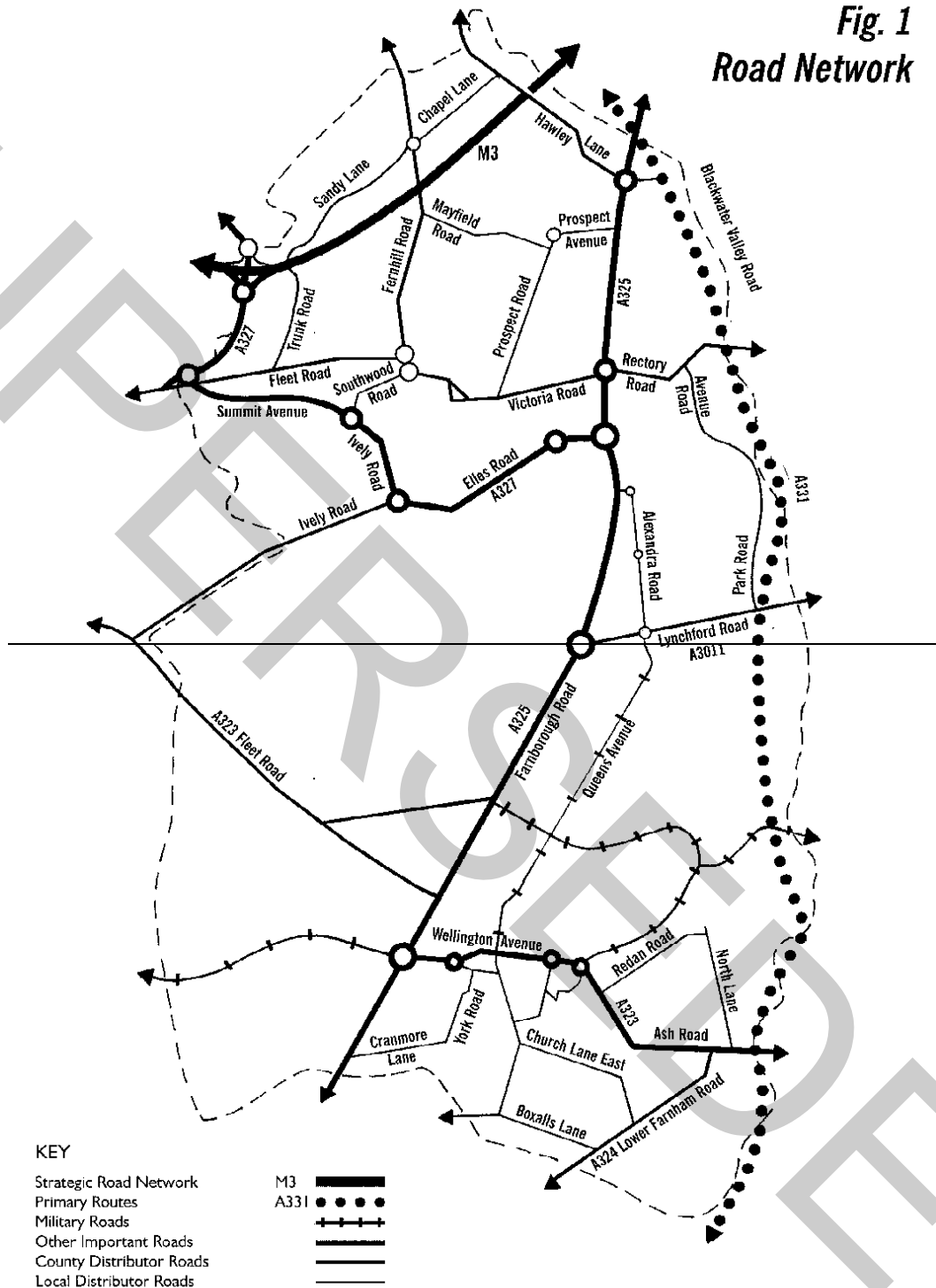
~~A323 — Wellington Ave/High Street/Ash Road~~

~~A327 — Summit Ave/Ively Rd/Elles Road/Meudon Ave, The Minley Link~~

~~The M3 is the responsibility of the Highways Agency; and other primary routes being the responsibility of Hampshire County Council.~~



**Fig. 1  
 Road Network**



- 8.54 ~~The County Distributor Road Network complements the strategic road network (Figure 1):-~~

~~A323/Fleet Road/Clubhouse Road  
A324/Lower Farnham Road  
A3011/Lynchford Road  
C62/Fernhill Road  
B3272/Hawley Lane.  
Ively Road (south-west of Elles Road)  
C390/Rectory Road  
B3014/Victoria Road/Cove Road/Bridge Road/Fleet Road~~

- 8.55 ~~There are also local distributor roads:-~~

~~Aldershot~~

~~—— Boxalls Lane  
—— Church Lane East/Church Road  
Cranmore Lane/York Road/Queens Road/Lime Street /Oberursel  
Way/Alexandra Road  
  
—— Grosvenor Road/Eggars Hill/Weybourne Road  
—— Hospital Hill  
—— Station Road  
—— Redan Road  
—— North Lane  
—— Windsor Way/The Grove/Halimote Road~~

~~Farnborough~~

~~—— Alexandra Road/Boundary Road  
—— Avenue Road/Sycamore Road/Park Road  
—— Prospect Road/Prospect Avenue/Mayfield Road  
—— Southwood Road  
—— Trunk Road/Minley Road /Sandy Lane/Chapel Lane~~

- 8.56 ~~In addition, the following roads are important for the contribution they make to local accessibility for both military and non-military traffic movements in and around the Military Town, but they can be closed, or their use restricted, as and when required by the military authorities:-~~

~~Clubhouse Road/Alisons Road/Bourley Road  
Government Road  
Ordnance Road /Thornhill Road  
Queens Avenue~~

8.57 ~~For the local road network to operate efficiently and effectively, certain improvements are required. In Hampshire, greater priority is being given to schemes to maintain and improve the Strategic Road Network, with remaining funds being directed to schemes to improve safety and reduce environmental impacts of traffic. Capacity improvements will be undertaken only to relieve serious congestion to the benefit of the economy of the area. Wherever off-site highway works are required as a result of new development, the developer will be required to contribute towards the cost. To maintain the effectiveness of the strategic road network, Policy TR6 identifies the complementary aspects which aim to reduce the reliance on cars and improve the existing network.~~

~~**TR6 Proposals which maintain the effectiveness of the strategic road network will normally be permitted where they:**~~

- ~~(i) encourage local traffic to use alternative modes through the development of integrated transport strategies; and~~
- ~~(ii) improve capacity on roads administered by the County Council where they meet safety, economic and environmental objectives of the area and route strategies, and accord with other relevant proposals of this plan.~~

## **LORRY ROUTES**

8.58 The Highway Authority has identified advisory routes:-

- Strategic lorry routes: M3 and A331; and
- Local lorry routes: A323, A325, A327 and A3011.

8.59 Strategic Lorry Routes are for long distance movements, whereas Local Routes are for local traffic to areas off the Strategic Network. Whilst the County Council's policy is to encourage major developments, which generate heavy goods vehicles, close to the Strategic Network, the local routes are necessary to serve existing or smaller premises. Signing is used to direct vehicles to the most suitable roads.

- 8.60 It is recognised that heavy commercial vehicles have to use other roads to get to commercial, industrial and other premises. However, the County Council will use traffic regulation orders to try to reduce the number of lorries in residential and other areas where environmental and safety considerations are paramount. Consideration may also be given to engineering measures, such as reducing the road width, to prevent the movement of large vehicles through residential or shopping areas.
- 8.61 Lorry parks will be encouraged on appropriate sites. A park is needed in the northern part of the Borough and further studies will be undertaken to find a site as resources allow.

### **MAJOR ROAD PROPOSALS**

- 8.62 There are no further major road proposals in the Local Plan area although there may be development related works.
- 8.63 Policy T19 of the Structure Plan requires land to be safeguarded for the Fleet Eastern Bypass. This would include upgrading of Kennel Lane. However, as part of the new development for the Defence Evaluation Research Agency at Farnborough and Pyestock, new roads are to be constructed in Hart including part of the Kennel Lane improvements. Policy FA9 applies to the remaining section of Kennel Lane. Works are likely to be in Hart.

### **Farnborough Aerodrome**

- 8.64 Development proposals on Farnborough Aerodrome may bring new highway requirements for the area. Detailed proposals will need to be established as plans for the Aerodrome are formulated. (See also Section 11 of the Plan).

### **TRAFFIC MANAGEMENT**

- 8.65 ~~The Local Plan provides a context for traffic management schemes.~~

**TR7** ~~Traffic management measures to improve local road safety and the environment will be supported. Where serious safety or environmental problems cannot be relieved by traffic management measures new roads or road improvements will normally be permitted.~~

~~8.66 The Borough Council, as agent for the highway authority, will prepare and implement traffic management measures to relieve environmental and safety problems. Measures which will be subject to public consultation, could include weight and width restrictions and improved facilities for pedestrians and cyclists.~~

~~8.67 In sensitive areas, "traffic calming" may be used to overcome the effects of traffic. These measures may be particularly suitable for roads which have environmental constraints or safety problems and where traditional improvements would be inappropriate. In most cases, implementation will be dependent on separate consultation procedures. Schemes and the making of necessary traffic regulation orders will be subject to the availability of County Council funding.~~

### **Aldershot and Farnborough Town Centres**

8.68 A key aim is a good quality environment with people given priority over traffic.

The objectives are:-

- improve the safety and environmental quality for pedestrians;
- reduce the impact of traffic while maintaining accessibility, prosperity and vitality;
- reduce emissions caused by motor vehicles; and
- help to reduce the dominance of the car and the space required to serve it, in favour of more space for pedestrians, cyclists and public transport.

### **North Camp Local Centre**

8.69 The North East Hants Transport Strategy recognises that local centres are important as they can reduce travel for all by providing local facilities which can be reached on foot or by cycle. The aim of the North East Hants Transport Strategy is to improve the quality of the environment, improve access for people with mobility problems, pushchairs, pedestrians, cyclists and public transport, and to improve safety and security.

## **TRANSPORT & DEVELOPMENT**

8.70 ~~A key aspect of the transport strategy is the control of new development to ensure that travel needs are minimised. This approach will aid energy conservation and reduce the environmental impact of traffic. The effective integration of land use and transport planning will be achieved through consideration of existing and proposed land uses. The objective is to reduce the need to travel by improving the range of activities available locally and to make better use of existing services, especially public transport. Policy TR8 is especially important when large developments are proposed.~~

**TR8** ~~Development proposals which accord with other policies of this plan will normally be permitted provided that:~~

- ~~(i) within the existing or proposed built up areas, they are or could be served effectively by public transport, cycling and walking;~~
- ~~(ii) if likely to attract a large number of trips they are located where choice in transport mode can be provided, including a significant proportion by public transport; and~~
- ~~(iii) they make adequate provision for highway safety, access and internal layout and parking.~~

8.71 ~~Changes or additions to the highway network must be carried out to a satisfactory standard. Most of the County's highway and parking standards are set out in "Movement and Access in Residential Areas" (as revised), but developers will also have regard to other local and national guidance given in Appendix 4. A summary of the parking standards is included in Appendix 5. The parking standards at Appendix 5 comprise supplementary planning guidance that will be applied as such in light of the national advice contained in PPG13. Developers are advised to refer to these standards to ensure that their proposals satisfy all the necessary requirements.~~

8.72 ~~The availability of car parking has a major influence on the choice of means of transport.~~

- ~~8.73 Car parking takes up a large amount of space in developments and reduces densities. Reducing the level of parking in new developments (and in the expansion and change of use in existing development) is essential in promoting sustainable travel choices, avoiding the wasted costs to businesses of tackling congestion which might otherwise detract from the convenience of car use and other road based transport. It is therefore necessary to achieve lower levels of parking in association with development than has generally been achieved to date. At the same time, levels of good quality cycle parking in developments need to be increased to promote more cycle use.~~
- ~~8.74 The proliferation of access points and the interruption of free flow of traffic should be avoided, particularly on the Strategic Network and County Distributor Roads. Any increase in the number of accesses onto these roads will be resisted. Wherever possible, access points should be combined. The Council, in consultation with the Highways Authority, will have regard to these aspects when considering proposals under Policy TR8 (iii).~~
- ~~8.75 Developers will be expected to provide sufficient off-street parking facilities. In exceptional cases the councils may accept that a limited number of parking spaces can be provided in public car parks or by means of commuted payments. Where off site car parking cannot be provided, developers will be expected to make a commuted payment prior to the grant of planning permission. Commuted payments will be used to help provide public parking in the area where the development is proposed or towards the funding of suitable public transport improvements. The Council will have regard to any revised Government guidance in PPG13.~~
- ~~8.76 The responsibilities for parking policies are split between the county and district councils. The management of on-street parking is the responsibility of Hampshire County Council because it is the highway authority. District councils are responsible for off-street parking, although they have to consult the highway authority on strategic policy issues like pricing and time restrictions. To assist district councils when they consider planning applications for new development, the County has adopted parking standards which establish the minimum level of parking normally required by various forms of development. Rushmoor has endorsed the current standards; they are set out in Appendix 5. Generally, these standards are designed to meet demand.~~

- 8.77 ~~It is recognised that parking policies affect the decisions people make about how they travel. Consequently, the move towards more sustainable transport policies will be particularly dependent on a different approach to car parking. Parking policies must be a central part of any integrated transport strategy, based on a package of complementary measures to encourage more sustainable travel patterns. Parking policies should become one of the main links between land use and transport planning.~~
- 8.78 ~~The County Council is working towards an integrated transport strategy for north east Hampshire and the Borough Council has committed itself to support the County in this work. Revised parking standards are being developed from a countywide accessibility model. This relates parking policy to other land use and transport issues and provides a consistent approach which takes into account the requirements of adjacent urban centres and the level of public transport accessibility.~~
- 8.79 ~~In the meantime, the Borough Council will continue to apply the existing policies, but will do so flexibly. In addition the Borough Council will require the submission of commuter plans for large developments. Commuter plans will enable the overall travel implications of a development to be considered, together with the opportunities it provides to reduce the number of vehicle movements in the area. By providing for alternative forms of travel and improving public transport facilities, not only would the impact on the area be reduced but the developer may, as a result, be required to provide fewer parking spaces on-site.~~
- 8.80 ~~In the two town centres and at North Camp, the Council is keen to encourage development that contributes to the vitality and viability of those centres in a sustainable way. As a result, until new parking standards have been prepared as part of the integrated strategy, it will consider relaxing existing standards in the case of developments that can be served by alternative forms of transport, including existing and potential public transport. In suitable cases within the town centres, the Council will consider the benefits of accepting developer contributions towards alternative forms of transport in place of, or together with, provision of parking.~~



**TR9** ~~Development requiring new or improved access will not normally be permitted if it would:-~~

- ~~(i) interfere with the effectiveness or significantly reduce the safety, function and standard of service of the strategic road network; and~~
- ~~(ii) adversely effect the safety and character of the non-strategic road network.~~

~~8.81 Policy TR9 seeks to prevent overloading the Strategic Road Network, which is to provide for through traffic rather than local traffic.~~

~~8.82 It is recognised that the road network has an “environmental capacity” as well as a physical capacity. The environmental impact of traffic associated with a proposed development will be considered, as well as the physical capability of the road to accommodate increased traffic.~~

8.83 Where road improvements are needed to enable a development to go ahead, they should be sympathetic to the character of the area. The fact that an improvement could accommodate increased traffic does not necessarily mean that it will be acceptable. In conservation areas, road improvements may be harmful to the character of the area and, if so, will be resisted.

8.84 Safe and adequate access for all road users is a principal requirement for all developments. Where necessary, new development and redevelopment schemes should fund off-site highway works in the locality. In particular, the councils will negotiate with developers regarding contributions which are fairly and reasonably related in scale and kind to the proposed development, to secure the early provision of highway and other transport improvement schemes. Agreements will need to ensure that highway infrastructure keeps pace with traffic pressures from new developments.

**TR10** **Where improvements to the local transport infrastructure are made necessary by new development or redevelopment, developers will normally be required to enter into a legal agreement for contributions to fund the work. Contributions may be sought towards the improvement of local public transport facilities or services, highways, cycleways, footways, public car parking or other provisions forming part of an integrated local transport strategy.**

- 8.85 If off-site highway works or improvements to public transport are necessary to enable a proposed development to go ahead, developers will be expected to negotiate with the highway authority for their provision. Where appropriate, agreements may include provision for the dedication of land to enable highways work to proceed or for the provision of environmental measures associated with the highway works.

#### **OTHER ROAD SCHEMES**

- 8.86 A number of small scale improvements will be scheduled for construction as and when funds permit. Schemes could include visibility improvements, road widening and realignments and the provision of footways and laybys. The schemes should be in keeping with the character of the surrounding area. The environmental impact of all schemes will be considered together with the needs of pedestrians and cyclists.
- 8.87 Policy FA10 in the Farnborough Aerodrome section of the plan may require the dualling of Ively Road/Elles Road prior to any major development on the Aerodrome.
- 8.88 Widening lines for the Farnborough Road have been preserved for many years, but the previous Structure Plan<sup>12</sup> abandoned this safeguarding. The Farnborough Road should see relief from the heavy traffic levels recently experienced, but as one of the most important roads in the local network and a significant distributor, it is considered that development should not prejudice alterations to the road, especially if local levels of traffic do grow in accordance with national trends. There is scope for additional measures, such as improved pedestrian ways, cycleways or public transport priority lanes. Further improvements to the route could improve the efficiency of the road, thereby restricting congestion and pollution. To examine the future requirements for the Farnborough Road, a route study was commissioned. The Local Transport Plan identifies the A325 corridor for a combination of measures for bus priority and demand management with improvements to cycle provision and pedestrian facilities.
- 8.89 A number of improvement schemes which will benefit local movement have been identified and will be scheduled for construction as and when funds permit.

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<sup>12</sup> Hampshire County Structure Plan 1993 (Policy T9).

**TR11 Land will be safeguarded for the following schemes which are expected to be implemented or commenced during the plan period:-**

- (i) Victoria Road/Kingsmead junction improvement, Farnborough;**
- (ii) Station Road/The Grove/Birchett Road junction improvement, Aldershot;**
- (iii) Grosvenor Road/Halimote Road junction improvements, Aldershot; and**
- (iv) A323, Wellington Avenue**

8.90 The Victoria Road/Kingsmead junction should be improved by a roundabout or controlled by signals. Any re-development in the area could increase traffic at this junction and a developer should contribute to the cost of the scheme. On the A323, Wellington Ave (between Oberursel roundabout and Princes Way) a short section of improvement remains to be carried out and land has been reserved for it.

#### **REAR SERVICING FOR COMMERCIAL PREMISES**

8.91 Encouragement will be given to the provision of rear access and servicing facilities. Where it is not possible to provide rear access in the form of a service road, consideration will be given to allowing access via public car parks. Provision would be made in consultation with adjacent occupiers. Aldershot and North Camp are areas where improved rear servicing is a priority to produce environmental improvements to the area.

**TR12 Unless otherwise agreed by the local planning authority the design and site layout of new commercial premises should include rear access and servicing facilities. Where appropriate, opportunities will be taken to provide such facilities for existing commercial development.**

#### **~~FACILITIES FOR PEOPLE WITH DISABILITIES~~**

~~8.92 Special parking for people with disabilities allows full use of the facilities provided within the Borough. Provision will be based on the adopted standards. It requires spaces to be reserved for disabled users, with a minimum of two spaces, together with the adopted parking standards.~~

**TR13** ~~New development will be required, to provide or otherwise contribute to the funding of adequate parking facilities for people with disabilities in such a position that it enables safe and convenient access to the development.~~

8.93 ~~Careful design of areas for pedestrians is particularly important for people with disabilities. Badly laid out and poorly maintained pavements are hazardous for everyone but are particularly dangerous for disabled people. Street furniture can be hazardous for blind people if it is not consistently positioned. Road crossings with dropped kerbs and tactile surfaces will be safer for blind people, people with pushchairs and people in wheelchairs.~~

8.94 ~~Whilst design of public transport vehicles is not a planning matter, the design and location of bus and railway stations clearly is and will require detailed attention to ensure adequate access provision is incorporated into any new and refurbished facilities.~~

**TR14** ~~The provision of public transport facilities requiring planning permission will be required to provide suitable access and facilities for disabled people and any reconstruction or refurbishment of existing facilities should, where practicable, incorporate improved access for people with disabilities.~~

9.

## **HOUSING**

### **INTRODUCTION**

- 9.1 There are about 33,000 homes in the Borough. New housing development averaged about 280 houses in the 1980s and 317 per annum between April 1991 and March 1999.
- 9.2 Rushmoor is a highly developed area. Most of the undeveloped land is owned and used by the Ministry of Defence or is affected by environmental constraints such as strategic gaps. There are no “greenfield” sites available, so any new housing is likely to be as a result of redevelopment in the built-up area or the release of MoD land.
- 9.3 Not all the housing needs of the Borough’s population can be satisfied wholly within its boundaries. Additional housing is required to meet the needs generated by the existing population of the area. The desire of the young and old to live more independently, together with increased marital breakdown, means the average household is smaller. In 1971, 100 people in Rushmoor would typically have lived in 33 houses. By 1991 they required on average 39 houses and by 2011 they will probably need about 42 houses.
- 9.4 It is estimated that about 6,700 new homes will be needed in Rushmoor between 1991 and 2011 to meet the needs of the existing population alone, not allowing for people moving in. This level of development cannot be accommodated without unacceptable environmental consequences.
- 9.5 As far as possible the Council wishes to meet local housing needs in the area where this can be achieved without significant harm to the environment and quality of life. The development of a range of sites and house types is important, including affordable housing.

### **STRATEGIC REQUIREMENTS**

- 9.6 ~~The level of housing development proposed in the Local Plan is based on the strategic framework set by the structure plan for Hampshire. The previous Hampshire County Structure Plan (December 1993) proposed that land should be made available for 3,000 new homes in Rushmoor between April 1991 and March 2001. Rushmoor Borough Council estimates that 2,535 dwellings were completed between April 1991 and March 1999 leaving a residual requirement for 465 between April 1999 and March 2001.~~

- 9.7 ~~The adopted Hampshire County Structure Plan (1996-2011) Review proposes 2,980 new dwellings in Rushmoor between April 1996 and March 2011. The Structure Plan Review recognises that part of the residue of the requirement of the approved Structure Plan 1993 may not be completed before 2001 and will 'roll-over' into the next period. Rushmoor considers that housing supply should relate to the overall period 1996-2011 to allow greater flexibility in the timing of development of sites. The Council therefore proposes to make provision for 2,980 dwellings. Paragraphs 9.11 to 9.30 identify how this will be achieved.~~
- 9.8 ~~The Council proposes to make provision for 2,980 dwellings through Policy H1.~~
- 9.9 ~~The strategy of the Structure Plan (Review) emphasises development and regeneration in towns and cities, the need to respect nature conservation and landscape and protect the identity and character of settlements. District councils are expected to reconsider the capacity of urban areas to accommodate new development to reflect the new emphasis on urban regeneration and to deliver an increased housing provision without reducing the quality of life for existing and new residents or the overall mix of development. The Government proposes that an increasing proportion of additional housing should be in urban areas.~~
- 9.10 ~~About 96% of the total new housing provision between April 1999 and March 2011 will be on previously developed land (The only exception being the West Field, a school playing field at Farnborough).~~

~~**H1 The Council will make provision for 2,980 dwellings between April 1996 and March 2011 to contribute towards the requirement of the adopted Hampshire County Structure Plan (1996-2011) Review.**~~

## **Housing Land Supply**

- 9.11 There are several components of the total housing supply which must be considered individually. For the purpose of analysis, sites are divided into large (10 dwellings or more) and small. Large sites will be commitments, which already have planning permission, or unidentifiable (or "windfall") sites, which will come forward in accordance with plan policies, but which cannot be identified now.

## **Completions and Committed Large Sites**

9.12 In April 1999 there were 7 large sites with planning permission for housing, or a resolution to grant planning permission. They could accommodate 155 dwellings (these are listed in Appendix 6). Between April 1991 and March 1996, 1,316 houses were completed. Between April 1996 and March 1999, 1,219 houses were completed.

## **Unidentifiable Large Sites**

9.13 Sites which cannot be identified in advance are known as 'windfall' sites. Sites of more than ten dwellings will continue to come forward in accordance with planning policies, particularly through redevelopment schemes. The past rate of planning permissions on windfall sites has averaged about 130 per year since the 1980s; the lowest yield in any one year was 30 dwellings (1995/6). Three factors will affect the future rate:-

- i) a large proportion of the past rate has been due to local authority and health authority disposals of surplus land. There are likely to be fewer of these sites in future as landholdings have been reduced to essential operational needs. The average annual rate for the last eight years, excluding these ownerships is 56. The future rate of MoD disposals is uncertain. They may decline since most peripheral areas suitable for disposal have already been identified;
- ii) the preparation of this Plan has identified sites as allocations which might otherwise have come forward as windfall development, so there is less scope for windfall sites in the future; and
- iii) the rate may decline as opportunities diminish.

The following rates are assumed:-

Period	Units pa	Total Yield
1999-2001	40	80
2001-2006	50	250
2006-2011	40	200
Total		530

## **Small Sites**

9.14 Small sites (for under ten dwellings) will continue to come forward in accordance with the Council's planning policies. These sites include development of large gardens, redevelopment of existing housing and commercial sites and the conversion and subdivision of properties.

- 9.15 The rate of completions averaged 45 per annum in the 1980s and 45 since April 1991. The Council expects a gradual decline from the past rate as opportunities for infill development become more limited. The contribution from redevelopment and conversions is expected to continue. There is little opportunity to influence the rate through varying planning policies, without harming interests of acknowledged importance such as conservation areas, low density housing areas and household amenity space. The Council is conscious that for the longer term, it should take a cautious view of the yield from this form of development.

The following rates are assumed:-

Period	Units pa	Total Yield
1999-2001	40	80
2001-2006	35	175
2006-2011	30	150
Total		405

#### **FURTHER ALLOCATIONS REQUIRED FOR THE LOCAL PLAN (REVIEW)**

- 9.16 In addition to existing completions, commitments and continued windfall and small site development the Local Plan Review needs to allocate sites for about 150 dwellings to meet the requirements of the approved Structure Plan (1993) for the period to 2001. Allocations for 671 homes would be needed to meet the proposed requirements of the Hampshire County Structure Plan (1996-2011) Review for the extended period.
- 9.17 The sites in policy H2 are specifically allocated for housing. Sites H2(ii), and (vi) were allocations of the adopted Rushmoor Local Plan which need to be reaffirmed because planning permission has not yet been granted.

#### **H2 New housing developments are allocated on the following sites shown on the proposals map:-**

- |              |  |                |
|--------------|--|----------------|
| <b>(i)</b>   | <b>South of Ordnance Road, Aldershot</b>                             | <b>170-180</b> |
| <b>(ii)</b>  | <b>Mid Southern Water authority land<br/>Boxalls Lane, Aldershot</b> | <b>80</b>      |
| <b>(iii)</b> | <b>Southern Electricity Board Depot,<br/>Aldershot</b>               | <b>60</b>      |
| <b>(iv)</b>  | <b>Part of Royal Medical Corps Blood<br/>Supply Depot, Aldershot</b> | <b>40</b>      |



<b>(v) RMC Depot, Sycamore Road, Farnborough</b>	<b>25</b>
<b>(vi) TA Centre, Redan Road, Aldershot</b>	<b>20</b>
<b>(vii) Mount Pleasant Road/East End Centre, Aldershot</b>	<b>15</b>
<b>(viii) Farnborough Hill</b>	<b><u>10</u></b>
<b>Total</b>	<b>420-430</b>

9.18 MoD land to the south of Ordnance Road, Aldershot has been disused for a number of years. If housing development takes place, the MoD would need to make arrangements for public highway access and the provision of services. At present these come from MoD roads and service networks. Such arrangements would need to be planned comprehensively with other MoD releases in the area. The developer may be able to use the adjoining playing fields to meet the open space requirement of the development. The Council may allow development of part of these playing fields if adequate arrangements can be made to secure replacement pitches for community use elsewhere. The Council will prepare a development guidance note for all of the land south of Ordnance Road (see also para 9.21). A significant proportion of affordable housing (25-30%) will be required subject to the terms of Policy H6.

9.19 The Mid Southern Water Authority<sup>13</sup> is likely to release about 3.2 hectares on its site at Boxalls Lane, Aldershot.<sup>14</sup> It could include low to medium density housing together with an element of affordable housing (see Policy H6). It adjoins the Blackwater Valley Strategic Gap (see Policy ENV3). The southern part of the site should also provide a landscape buffer to the Blackwater Valley. The development should accommodate the Blackwater Valley footpath and provide public open space in accordance with Policy OR4. Details will be agreed between the developer, the Council and the Blackwater Valley Recreation and Countryside Management Service. In considering proposals for this site, the Council will pay particular attention to the protection of trees. The developers, in conjunction with the Environment Agency will need to establish the extent of any flooding constraints.

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<sup>13</sup> Now South East Water.

<sup>14</sup> This site has been the subject of an outline planning permission granted in March 2000.

- 9.20 The “Southern Electricity Board” <sup>15</sup>Depot in Blackwater Way, Aldershot is allocated for housing development, subject to detailed soil and noise surveys. Access will be from Willow Way.
- 9.21 Part of the Royal Medical Corps Blood Depot site will become available for housing development. Medium to high density residential development may be appropriate here, close to the town centre. Proposals should include arrangements for parking for the adjoining Matthews Terrace. The MoD will need to make comprehensive arrangements for access and services to the site which is presently served by MoD infrastructure at present. If the adjoining Telecom land should become surplus to requirements during the plan period, the Council would favour its residential development. The Council will prepare a development guidance note for all of the land south of Ordnance Road (see also para 9.18). Provision should be made for an element of affordable housing.
- 9.22 The RMC Depot in Sycamore Road, Farnborough lies in a residential area. The building is presently disused. Residential redevelopment would be preferable to a resumption of depot use and could take place in conjunction with development of land to the south. Provision should be made for an element of affordable housing.
- 9.23 The Territorial Army Centre in Redan Road, Aldershot has been released for housing development. Conventional housing or flats, with access to Redan Road, would be appropriate. The layout must reflect the relationship with adjoining uses. <sup>16</sup>
- 9.24 The site of the former laundry in Mount Pleasant Road, Aldershot, and adjoining the East End Centre is suitable for a comprehensive residential development.
- 9.25 A small area (0.5 ha) at the northern end of the Farnborough Hill estate is allocated for development, it could accommodate about 10 homes. The design of any development in this location must respect the character and setting of Farnborough Hill.

## **HOUSING & OPEN SPACE ALLOCATIONS**

- 9.26 The part of Farnborough north of the M3 suffers a short-fall of public open space.

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<sup>15</sup> Now “Scottish and Southern Energy Group” Depot.

<sup>16</sup> Outline planning permission was granted in January 2000.

9.27 Green Hedges is a site of 1 hectare on the northern edge of Farnborough within the strategic gap. About 0.35 hectares has an established use for outdoor storage; there is a history of complaints from local residents. Low density housing on about 0.55 hectares with open space on the remainder, adjoining the Cove Brook, would bring the end of existing activities while limiting the effect on the strategic gap. There would be a need for flood compensation works and maintenance access to the Cove Brook. The housing part of the site could accommodate about 15 dwellings.

**H3 Land is allocated for a mix of housing and open space uses at:-**

**Green Hedges, Hawley Lane - residential development on 0.55 hectares with informal open space uses on 0.45 hectares.**

### **Farnborough Aerodrome**

9.28 Farnborough Aerodrome provides one of the few opportunities to provide further large scale housing development in the Borough. The site could be affected by any noise and safety constraints resulting from continued flying. The introduction of an element of residential development would help balance new employment and housing provision in the area and reduce the traffic impact of the overall development. Policy FA4 allocates land at Queens Gate for a mixed housing/employment development. The capacity of the site is estimated at 90 dwellings.

### **New Housing Proposals**

9.29 The total new housing proposals are:-

	Est Dwellings
Policy H2 (i)-(viii) allocations	425
Policy H3 mixed housing/open space allocations	15
Farnborough Aerodrome – Policy FA4	<u>90</u>
TOTAL	530

Total housing provision for the period April 1996 to March 2011 is therefore:-

Completions	1219
Commitments (see para 9.12)	155
Small site development (see para 9.14)	405
Windfall development (see para 9.13)	530
New housing proposals (see para 9.18 to 9.28)	<u>530</u>
TOTAL	2,839

9.30 Housing allocations amounting to 530 dwellings are proposed. There will be a small shortfall on the strategic requirement of 141 dwellings. This amounts to about 5% and is not considered to result in the local plan being not in conformity with the structure plan. In any event the Council has identified housing opportunities since April 1999 which will remedy this shortfall. (Planning permission for 49 houses at Sebastopol Road, Aldershot, the release of Manor Annexe, Aldershot (estimate 80 dwellings); potential within the redevelopment area of Policy ATC1 Wellington Avenue, and redevelopment of the Pyestock estate in Cove).

## Summary

### 1. Housing Supply

Period	1991-1996	1996-2001	2001-20011	1996-2011
Completions 91-96	1316	Large 1079	-	1079
		Small 140		140
Commitments		155		155
Small site development		80	325	405
Windfall development		80	450	530
Allocations			530	530
Total	2850 + 530		775	2839

## **DEVELOPMENT IN BUILT UP AREAS**

9.31 ~~During the plan period, further sites may come forward within the built up areas, which have not yet been identified. Development on these sites would have to respect the character and amenities of the area.~~

9.32 ~~A variety of types (including flats plus accommodation provided by conversions, sub-division and change of use), sizes and tenures will be needed, tailored to meet different household requirements. Dwellings suitable for single people, newly-formed households and young couples will be encouraged, particularly on sites suitable for higher densities. Higher density schemes could help to reduce the need to develop greenfield land, encourage lower car ownership, reduce travel demands and result in more vibrant communities.~~

~~**H4 Planning permission will normally be permitted for housing development for a range of densities, types, sizes and tenures, within the built-up areas through redevelopment of vacant, under-used or derelict sites or land and buildings. Proposals must be designed to reflect the existing character of the area, safeguard amenities of adjoining dwellings and be compatible with other policies of the plan. The Council will encourage higher density proposals on sites, in or close to, town centres or accessible by public transport.**~~

9.33 ~~There is a significant amount of under-used space, especially above shops and offices which could provide new homes. This type of accommodation could meet the needs of smaller households.~~

~~**H5 Planning permission may be granted for development which brings back into use for housing purposes, under-used space in buildings or which makes more efficient use of the existing housing stock.**~~

## **AFFORDABLE HOUSING**

9.34 ~~House prices in Rushmoor are above the Hampshire average, which is itself towards the top end of the national house price range (11th of 53 UK counties for semi-detached houses). The relatively high price of housing and the scarcity of rented accommodation have resulted in a significant number of local households, in the lower income groups, being unable to buy or rent homes locally. House prices tend to be higher in Farnborough than Aldershot.~~

9.35 ~~A housing needs survey, organised by the Council in January 1994, revealed about 500 concealed households, with two or more people. There were also 1,000 single people concealed in households; these people could not afford to be in the housing market and had to live with another household, most were aged 18-24 years. The focus of demand was for smaller properties, with 80% of concealed households seeking one or two bedrooms. About 70% of the concealed households could not~~

~~afford access to the cheapest housing in Rushmoor, suggesting a considerable latent demand for “social” forms of housing. This demand is likely to increase as the supply of new “market” housing in the area reduces in the next century. Housing need is reviewed in the Council's housing strategy which is normally produced annually. The Council will conduct further surveys of housing need during the plan period, subject to availability of financial resources. Information from these sources may require changes in the district target for affordable housing.~~

- 9.36 ~~Few of those in need, identified by the survey, are registered on the Council's Housing Waiting list. Government guidance recognises that local plans should address the need for affordable housing. The Local Plan has a vital role to help ensure that as much land as possible, that is both suitable and available for residential development, is used to provide affordable housing.~~
- 9.37 ~~Circular 6/98 advises that local authorities should set a target for the provision of affordable housing for plan areas. The Council has sought to set a realistic target given that the level of need identified by the needs survey exceeds the proposed total supply.<sup>17</sup> The Council's current housing strategy statement sets a target for 120 affordable dwellings per annum until 2002. This would also be a realistic target until the year 2011 giving a total of 1,800 affordable dwellings. This target excludes low cost market housing.~~
- 9.38 ~~Registered social landlords are an effective way to control the future occupation of affordable housing. Planning conditions and agreements will be necessary to control future occupancy where firm arrangements have not been made for the involvement of a registered social landlord. The need for mortgagee in possession clauses will be considered on a site by site basis. In order to secure the financial viability of affordable housing schemes, land is likely to have to be transferred at discounted values.~~
- 9.39 ~~On new housing sites of one hectare or more, the Council will expect proposals to provide a proportion of the units for affordable housing. This proportion will be dependent on site and market conditions, but it is expected to be a minimum of 15% of the total, increasing to about 25-30% on those sites where the existing use value and infrastructure costs are likely to be low. Such sites could include greenfield sites, playing pitches and MoD land holdings. The policy will apply to the housing allocations of this plan and to any additional unidentifiable sites which come forward. Where landowners own more than one site, they may wish to relocate or collocate all of the affordable housing onto a site. The Council may, in exceptional circumstances, accept financial or other~~

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<sup>17</sup> RBC Housing Strategy 1999.

~~contributions towards the provision of affordable housing as an alternative to on-site provision.~~

9.40 ~~Affordable housing must be accessible to those whose incomes are insufficient for them to afford adequate housing locally on the open market. This could be achieved through rental below market levels or shared equity schemes operating on a permanent basis. The Council will encourage rented housing because the housing needs survey indicated that shared equity arrangements are likely to appeal to only a few of those in housing need who could be close to being able to afford housing in the open market.~~

9.41 ~~The Council will not normally favour low cost market housing since most need is for housing to rent for those who cannot access the market. Any proposal for low cost market housing will be considered with regard to:~~

~~(i) any control on initial purchasers, in particular preference to the housing waiting list and local applicants;~~

~~(ii) evidence of the market position of the scheme;~~

~~(iii) whether the numbers of units is significantly in excess of the number which might be provided through other tenures;~~

~~(iv) any means of subsequent control of occupation; and,~~

~~(v) if it is the sole type of affordable housing proposed on the site.'~~

9.42 ~~The future supply of affordable housing in Rushmoor is likely to come from four sources:~~

~~— sites already in the ownership of registered social landlords and their future acquisitions on the open market. This element, which amounts to about 98 dwellings at present, is likely to decline as the housing market moves out of recession and registered social landlords experience increasing financial constraints on their development programmes;~~

~~— the future acquisition of existing properties on the open market;~~

~~— land made available for affordable housing by the Borough or County councils at discounted values. Any future supply is likely to be negligible since the authorities now have reduced land portfolios confined to meeting their operational needs; and~~

~~— operation of the Council's affordable housing Policy H6.~~

9.43 ~~In total, the policy and other housing association activities could achieve about 1,800 affordable homes in the plan period 1996-2011.~~

9.44 ~~The Council will not sacrifice its normal planning standards of residential amenity and design. Car parking standards for affordable housing will be considered with regard to any information on projected car ownership levels and accessibility to public transport.~~

**H6** ~~The Council will negotiate with developers to ensure proposals on the sites listed below provide a proportion of units as affordable housing. Subject to site and market conditions the proportion should be:-~~

<del>MSWA Site, Boxalls Lane, Ald.</del>	<del>15%</del>
<del>SEB Depot, Aldershot</del>	<del>15%</del>
<del>Part of Royal Medical Corps Blood Supply Depot, Aldershot</del>	<del>15%</del>
<del>Farnborough Aerodrome</del>	<del>25-30%</del>
<del>South of Ordnance Road, Ald.</del>	<del>25-30%</del>

~~The Council will seek an appropriate proportion of affordable housing on any additional sites of one hectare or more, or 25 or more dwellings, which come forward during the plan period. Account will be taken of proximity to local services, access to public transport and any prejudice to the realisation or other planning objectives.~~

**H6.1** ~~Affordable housing should be accessible to people whose incomes do not enable them to afford adequate housing locally, on the open market. Future occupation of properties will normally be controlled by registered social landlords. The Council will encourage a degree of dispersal in the location of affordable housing units within the development.~~

#### **LOW DENSITY HOUSING AREAS**

9.45 ~~Policy H7 will apply to all proposals for residential development in the low density housing areas, including those for infill, redevelopment of single plots, subdivision of existing plots and conversions. Policy H7.1 will apply to proposals for more than one building plot.~~

9.46 ~~Many residential areas have experienced development pressures, particularly for high density residential schemes, infill and conversions. The Council wishes to preserve the character of four of the lower density housing areas together with their important stock of larger dwellings to~~



~~help retain a wide range of housing. In considering development proposals, the Council will have regard to proposed densities and normal layout considerations, including the relationship with nearby buildings, provision of amenity space and parking. The Council will also expect plot ratios to remain consistent with typical developments in the locality. The areas identified are shown on the proposals map and generally consist of detached houses with large private gardens which are well treed and a haven for wildlife. It is these characteristics which the Council wishes to preserve. The Council will continue to review the need for low density housing policy areas together with amendments to the boundaries of the existing areas.~~

~~**H7 In low density housing areas (as shown on the proposals map) residential development will be permitted only if it meets the following criteria:-**~~

- ~~(i) it is sympathetic in scale, design and materials;~~
- ~~(ii) density is of a similar level to that typically existing in the area;~~
- ~~(iii) plot ratios and the space between dwellings are consistent with existing development patterns in the locality, including similar proportions of amenity space;~~
- ~~(iv) there are no parking areas in rear gardens; and~~
- ~~(v) important trees and other natural features are retained.~~

~~**H7.1 In low density housing areas (as shown on the proposals map), residential development will be permitted only if it conforms to the following density standards (based on dwellings per hectare):-**~~

- ~~(i) Farnborough Park 11 Dwellings Per Hectare~~
- ~~(ii) Empress Estate 13 Dwellings Per Hectare~~
- ~~(iii) Cranmore Lane 13 Dwellings Per Hectare~~
- ~~(iv) Ayling Hill 16 Dwellings Per Hectare~~

## **HOUSES IN MULTIPLE OCCUPATION AND THE CONVERSION OF PROPERTIES**

9.47 The term “houses in multiple occupation” describes a range of small residential accommodation:-

- Hotels, hostels, boarding or guest houses providing accommodation for people with no other permanent place of residence where no significant element of care is provided;
- Residential institutions where an element of care is provided to people in need of care;
- Houses used by more than six single residents living together as a single household other than as a family; and
- Houses where more than one household lives whilst sharing some facilities

Houses in multiple occupation do not include dwelling houses, flats and studio bedsits which are self-contained for every day use with the exception of entrance arrangements.

9.48 The Council recognises that houses in multiple occupation make an important contribution in the housing market, meeting the needs of small households and lower income groups. In recent years, there has been a substantial increase in the number of houses in multiple occupation and Rushmoor has one of the highest proportions in Hampshire; this trend is expected to continue. The Council believes that these forms of accommodation should enjoy reasonable standards of residential amenity.

9.49 The Council will seek to retain dwellings which are still suitable for continued use as single family accommodation and, in particular, smaller dwellings with three bedrooms or less, to ensure that the stock of properties suitable for first-time buyers is maintained. Some properties, by reason of their size, limited garden area and relationship with adjoining properties, will not be suitable for multiple occupation. Houses in multiple occupation can cause parking problems and increased noise and disturbance affecting neighbouring residents. The Council will resist the use of gardens for parking where it would lead to a change in the character of the area.

**H8 Proposals for the conversion of properties into houses in multiple occupation, flats, bedsits, hotels, boarding/guest houses, hostels and residential institutions, will be determined taking into account the following factors:-**

- (i) **type and size of property;**
- (ii) **nature of adjoining uses and character of the area;**
- (iii) **potential effects on the amenities of neighbours;**
- (iv) **potential effects on the amenities of occupants;**
- (v) **parking provision; and**
- (vi) **the need to retain the stock of smaller dwellings, with under four bedrooms, for continued single family accommodation, particularly first time buyers.**

### **ACCOMMODATION SPECIFICALLY DESIGNED FOR OLDER PEOPLE**

9.50 Elderly people will form an increasing proportion of the population, giving rise to a need for more small and sheltered/warden assisted accommodation. The Council is concerned that accommodation built specifically for people approaching, or over, retirement age, with reduced parking provision, could subsequently be occupied by other age-groups, causing parking problems. Therefore, it wishes to ensure that new developments for the elderly have adequate parking on-site. Car parking standards are set out in Appendix 5. Developments should also include amenity space in accordance with Policy H14. The Council's guidance note, "Specialised Accommodation for the Elderly", provides further advice. Accommodation designed for the elderly should normally include a communal lounge and facilities, guest room, warden accommodation or emergency facilities and, where appropriate, lifts.

**H9 When permitting specialised accommodation for elderly people, the Council will require agreements restricting principal occupancy to elderly people or, alternatively, provision of full parking standards.**

### **MOBILITY HOUSING**

9.51 The Council's housing needs survey showed that about 4,000 households included someone with a limiting impairment; over 3,000 included a person with a walking disability. Mobility housing is ordinary housing designed so it can be adapted to meet the needs of most people with disabilities. Overall space standards are the same as ordinary housing but mobility housing may include:-

- (i) a level or ramped approach and flush threshold at the main entrance;
- (ii) corridors and doorsets to principal rooms, wide enough for wheelchair use; and
- (iii) bathroom, WC and at least one bedroom at entrance level.

9.52 Houses on two storeys may be suitable if they have a downstairs WC and a straight flight staircase. The best locations for mobility homes are close to shops and public transport and in an area of level ground.

9.53 The Council will encourage the provision of housing which can be adapted easily for people with disabilities including lifetime homes. The provision of 10% of new dwellings to mobility standards would reflect the existing proportion of households in the Borough in need of that type of accommodation. Dwellings designed to mobility standards should extend across all tenures on the site.

**H10 On major housing sites, of two hectares or more, the Council will encourage an appropriate proportion of new homes to be designed to mobility standards.**

9.54 Special needs housing is defined as accommodation for those in special need of help or supervision and covers a wide range of groups, including those with learning disabilities, mental health problems, physical disabilities and young single homeless people. The Rushmoor & Hart Supported Housing Strategy sets out the action the authority will take to address special needs housing. The Strategy identifies a shortfall of homes for people with special needs and prioritises housing requirements for special needs in the area. It is considered that housing for people with special needs is best provided as homes that are integrated into the rest of the community, where additional services can be delivered to meet the specific needs of the individual.

**H10.1 The Council will encourage the provision of housing designed for those with special needs, by permitting schemes consistent with the requirements of other policies of the plan.**

## **MOBILE HOMES**

9.55 Residential mobile homes can provide an acceptable, low cost form of accommodation; they are particularly suitable for one or two person households, while larger models can be suitable for small families.

Planning controls and the site licence system, backed up by the Department of Environment's Model Standards (1989), provide effective controls of the impact of the site on the surrounding area and the conditions on the site itself. Sites suitable for mobile homes are most likely to be in rural areas, close to the edge of built up areas. They may also have a potential role in urban areas, when they can be on sites not suitable for conventional development or which are available for a limited period. Because special problems are likely to arise in achieving conformity with environmental policies, permission for mobile homes will not always be given on land allocated for housing development.

**H11 Sites for residential caravans and mobile homes will be considered in accordance with all other policies of the plan.**

## **GYPSIES**

~~9.56 Department of the Environment circular 1/94 (Gypsy Sites and Planning) provides guidance to local planning authorities on the planning aspects of gypsy sites. The statutory duty of local authorities to provide sites under the powers of the Caravan Sites Act 1968, was repealed by the Criminal Justice and Public Order Act 1994. As a result, the Government anticipates an increase in the number of planning applications for private gypsy sites.~~

~~9.57 Historically, the provision of sites in Rushmoor has been considered in the context of north east Hampshire as a whole, where the Department of the Environment recognises that overall provision is adequate. The new Ash Bridge site, close to the Blackwater Valley Road, has added to this provision. Surveys carried out by the County Council have not revealed further demand. Therefore there are no specific allocations within Rushmoor. The Council will consider any planning applications for gypsy sites against the criteria in Policy H12.~~

~~**H12 Permanent and temporary sites for gypsies will only be permitted where:-**~~

- ~~(i) the site would not have an unacceptable impact on a strategic gap, an important open area or on a site of nature conservation, historical or archaeological importance;~~
- ~~(ii) the site would not have an unacceptable impact on countryside;~~

- ~~(iii) the site will not be unduly intrusive and is, or will be, clearly defined by physical features and adequately landscaped;~~
- ~~(iv) the site is capable of accommodating the number of caravans proposed together with any proposed equipment or business activities; and~~
- ~~(v) the site is capable of being provided with essential services and is within reasonable distance of community facilities.~~

~~Where sites are permitted, the Council may impose conditions restricting the proportion of the site which may be covered by equipment, the hours during which such equipment may be tested or repaired; such conditions may also limit those parts of a site which may be used for business operations, and/or limiting the number of days for which gypsy caravans may be permitted to stay on a transit site.~~

#### **TRAVELLING SHOWPEOPLE**

9.58 ~~There are three sites for travelling showpeople in Farnborough. The Council considers that these sites represent adequate provision within the Borough.~~

#### **LOSS OF HOUSING**

9.59 In view of the limited opportunities for new housing in Rushmoor, the Council encourages the efficient use of existing housing, particularly empty properties and will resist the overall loss of suitable residential units. Existing residential accommodation should normally be retained unless environmental conditions are such that it would be inappropriate to do so. Small units of accommodation, such as dwellings above shops and other commercial premises, are a particularly important source of rented accommodation and help to retain life in town centres. (See Policy TC3 in the Town Centres section).

9.60 Comprehensive redevelopment involving the loss of any existing residential units will only be approved where there would be no net loss of residential units.

9.61 Under some circumstances involving a mixed use for class A1 or A2 and use as a single flat over a retail or financial and professional service use, the loss of the flat to the ground floor use may be permitted development under the terms of the Town and Country Planning (General Permitted Development) Order 1995.

**H13 The loss of residential accommodation and land will be resisted unless any of the following special circumstances apply:**

- (i) self-containment does not exist and it can be demonstrated that it cannot be provided at reasonable cost;**
- (ii) the continuation of residential use is undesirable because of environmental conditions;**
- (iii) a change of use is the only way of ensuring that a building of architectural or historic importance can be retained or renovated;**
- (iv) the proposed use is ancillary to the residential character of the area and would provide an essential community facility which cannot be provided elsewhere; or**
- (v) the site is to be incorporated in a comprehensive scheme of redevelopment where there is no net loss of residential units.**

## **AMENITY SPACE**

9.62 Proposals for high density development may be unacceptable if they have inadequate parking on-site or parking is at the expense of amenity space. Whilst occupiers of small dwellings may not require large gardens, the high price of property in the borough means that many young families are likely to occupy small dwellings. All residents need some usable amenity space. The Council may consider the use of planning conditions to ensure that amenity space is retained. It intends to prepare a guidance note on amenity space requirements for small dwellings to complement Policy H14. Exceptions to the policy, including the omission of off-street parking, may be considered where the Council wishes to encourage residential use in town centres (see Policy TC3).

- H14** The Council will expect proposals for new or additional dwellings to include the provision of conveniently located and usable amenity space commensurate with the type of development proposed and the character of the area. In the case of sheltered housing, greater emphasis will be placed on the visual value of open space than its suitability for active use. Exceptions to this policy may be considered in town centres, where the Council wishes to encourage residential use.

### **HOME EXTENSIONS**

- 9.63 The layout of many residential areas in Rushmoor results in buildings which are close to each other, but which have amenity space and visual separation. Overlarge extensions can radically change the appearance of the development, spoiling the street scene and amenities of residents.
- 9.64 Even small extensions can affect the amount of daylight available to neighbouring properties and the privacy of their occupants. Extensions will fit best into the neighbourhood if they respect the original design and materials. Proposals to create large extensions may leave insufficient usable amenity space if properties already have small gardens.
- 9.65 Extensions should not result in the loss of existing parking areas or result in parking provision below the applicable standard for the property, because this could cause additional parking in the street. Where an extension will lead to an increase in the number of bedrooms, the number of parking spaces provided should increase in line with current car parking standards (see Appendix 5). Parking spaces should not have to be provided or re-provided at the expense of reasonable landscape and amenity areas.
- 9.66 Extensions may not be possible if trees have to be removed, particularly where replacement trees cannot be provided elsewhere in the garden. The quality of the trees and the effect on the visual amenities of the area will be taken into account.

- H15** In assessing planning applications for home extensions the Council will give particular consideration to:-

- (i) the bulk of any building close to boundaries;**
- (ii) daylight available to neighbouring properties;**



- (iii) avoidance of primary windows overlooking neighbouring properties;**
- (iv) the design and character of the property, use of materials sympathetic to the existing building, and also sympathetic to the character, scale and proportion of properties in the locality;**
- (v) the retention of a usable amenity space;**
- (vi) the retention of adequate parking within the curtilage of the property; and**
- (vii) any adverse effect on trees.**

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## **TOWN CENTRES AND SHOPPING**

### **INTRODUCTION**

- 10.1 The UK retail industry is regarded as being one of the most dynamic sectors of the economy and this has been clearly reflected by the extent and pace of change in shopping patterns in the last decade. The most significant influences have come from the growth of out-of-town superstores, which have provided car-borne shoppers with easy access and parking and a greater choice of goods, often under one roof.
- 10.2 Town centres have traditionally acted as the focus of commercial and community activity with a mixture of facilities and services. Shopping continues to be the predominant use in town centres; this section concentrates on policies for shopping but also includes policies designed to encourage and accommodate other uses such as leisure, business and housing. Additional policies on these land uses are included in the relevant sections of the plan.

### **NATIONAL & STRATEGIC CONTEXT**

- 10.3 The clear objective of Planning Policy Guidance Note 6 “Town Centres and Retail Developments”, 1996 (PPG6) is to sustain and enhance the vitality and viability of town centres. Viability refers to the commercial health of a town centre, whilst vitality refers to liveliness and human activity. PPG6 places emphasis on a plan-led approach to promoting development in town centres and on the sequential approach to selecting sites for retail and other town centre uses. It promotes mixed use development and the retention of key town centre uses. The guidance also recognises the value of town centre management, a coherent town centre parking strategy and good urban design. PPG6 explains how to assess retail proposals and identifies three key tests: impact on vitality and viability; accessibility by a choice of means of transport; and impact on overall travel and car use.
- 10.4 In addition to this recognition of the value of town centres, the Government is also advocating policies which would contribute to reduced use of the private car. PPG 13 on Transport encourages alternative means of transport and planning policies aimed to direct development to locations well served by a range of transport modes; this applies in particular to town centre uses.
- 10.5 One of the most important elements within this revised guidance is what is referred to as the “sequential” approach to identifying sites for new retail development. This involves looking first for a town centre site; if

none is available or suitable, edge-of-centre sites should be considered; out of town sites should only be considered if there are no suitable edge-of-centre sites. This approach should be applied equally to “convenience” shopping and “comparison” shopping. “Convenience” shopping refers to food and everyday necessities, for which convenience of purchase is particularly important. “Comparison” shopping covers goods bought less often, such as clothes, furniture, electrical goods etc, where the consumer is likely to spend time visiting a range of shops before making a choice.

- 10.6 The dynamic nature of the retailing industry is producing new forms of shopping, such as factory shopping and warehouse clubs. Government guidance is that proposals for factory shopping or warehouse clubs should be treated in the same way as any other retail proposal, particularly in terms of their impact on existing town centres. Continuing pressures are likely over the course of the next decade when shopping will also be influenced by new technologies; amongst other things, these are expected to bring tele-shopping, increased home and tele-working and less reliance on town centres for direct access to services such as banks.
- 10.7 The strategic authorities have recently adopted a revised structure plan for Hampshire. As part of this work, the County Council commissioned a study of retailing in Hampshire. This looked at the overall pattern in the county, assessed the main centres and considered likely future retailing requirements. Both Aldershot and Farnborough were regarded as centres which have had significant increases in floor space and now need a period in which to adjust and consolidate; neither is likely to see demand for additional floor space for some time to come (see para 10.12). Both centres have also been affected by structural changes and subsequent shifts in prime retail activity.
- 10.8 The new policies in the Hampshire County Structure Plan (Review) reflect a commitment to town centres, and maintaining and enhancing their vitality and viability. Policy S1 of the Structure Plan (Review) includes Aldershot and Farnborough in a list of town centres where planning permission will be granted for development which supports the centre’s primary shopping function; diversifies town centre land uses; improves the centre’s amenity and environment; and improves access, safety and security. Policies S2, S3 and S4 of the Structure Plan (Review) provide further guidance on district and local centres, the sequential test and out-of-town shopping.

## **TOWN CENTRES & SHOPPING IN RUSHMOOR**

- 10.9 The future of town centres and shopping will be influenced by many factors, of which the planning system is one. The Council is proposing a series of land use planning policies which will provide a framework for town centres and shopping development over the plan period. These will complement other town centre management and promotional activities underway and planned for Aldershot, Farnborough and North Camp.
- 10.10 In doing so, the Council is seeking to maintain and enhance the vitality and viability of Aldershot, Farnborough and North Camp centres, to enable shoppers to have access to a choice of well-managed shopping facilities and to promote the benefits of the existing centres in terms of their location and accessibility.
- 10.11 As part of the background to the Review of the Local Plan, the Council commissioned a shoppers' study, to find out the views of local shoppers, about the strengths and weaknesses of Rushmoor's town centre shopping facilities. The principal strength to emerge was convenience and ease of access and the major weakness was the lack of choice and variety. There appeared to be particular demand for provision of department stores, additional catering and leisure facilities and street entertainment. Each centre has a highly defined catchment area and most shoppers appear to be likely to continue using their current main centres.<sup>18</sup>
- 10.12 The Council commissioned Colliers Erdman Lewis to undertake a shopping study of the Borough in 1998. The Rushmoor Shopping Study provides an overview of the retail situation in Aldershot, Farnborough and North Camp. The study estimates the potential for providing additional retail floorspace for convenience (food) and comparison (non-food) goods. In summary, for Aldershot the study identifies no justification for adding to the amount of comparison or convenience floorspace prior to 2006. The study identifies some scope for additional retail floorspace in Farnborough, principally in the 2006-11 period. In North Camp there is no justification for additional convenience goods floorspace and only limited scope for comparison goods floorspace.
- 10.13 The policies in this section of the local plan are designed to:-
- i encourage any additional development or redevelopment to be located in the established centres of Aldershot, Farnborough and North Camp; and

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<sup>18</sup> Mall Research Services "Aldershot/Farnborough Shopping Survey" 1994.

- ii recognise that each centre performs an important function for shopping, employment, financial and personal services, leisure and housing and to allow the centres to meet these various needs, in a flexible and responsive manner.

- 10.14 Shopping patterns within Rushmoor need to be considered within the wider context of the nearby Blackwater Valley towns and the larger centres of Guildford and Reading. The choices available to mobile shoppers are considerable, particularly following the growth of out-of-town shopping in the last decade. Any consideration of future development and its potential impact needs to consider this wider catchment; it is also important to recognise that this choice is generally only available to shoppers with access to a car. The Council is working closely with neighbouring authorities to ensure closer integration of land-use and transport policies within the Blackwater Valley.
- 10.15 Both Aldershot and Farnborough town centres have had recent significant increases in floor space; completion of the Wellington Centre extension, The Arcade and Princes Mead in the middle of the recession have increased the difficulties both towns were experiencing.
- 10.16 The Council carries out regular monitoring of town centre activity, including the range of uses, the level of occupancy and the numbers of people using each centre. Appendix 7 indicates the pattern of retailing activity in all three centres and also the increased number of units and vacancies.
- 10.17 The Council has been working closely with business and retail communities for Aldershot, Farnborough and North Camp centres to draw up strategies and action plans. The strategies are outlined in the relevant sections for each centre.

### **Aldershot**

- 10.18 There is approximately 24,000 sq.m. (net) retail floor space<sup>19</sup> within the town centre, of which 77% is for comparison goods. Recent development has increased retail floor space and shifted the centre of gravity, leaving secondary areas such as Upper Union Street and Victoria Road vulnerable and reliant on low rental activities. In the prime retail areas, rentals have declined since the end of the 1980s, but are broadly comparable with Farnborough (see Appendix 7). Aldershot has seen a significant growth in vacant primary shop units since 1991. This reflects in part the additional floorspace provided by the Wellington Centre Phase II and The Arcade, as well as the impact of the recession

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<sup>19</sup> Source Hampshire County Structure Plan (Review) Background Study – Retail Analysis – 1994.

and competition from other centres. At least in the medium-term (i.e. to 2006), there appears to be no additional capacity for retail floor space. Instead, the emphasis should be on consolidation, enhancement, encouraging a greater diversity of uses and improving its accessibility. More recently Aldershot has benefited from the refurbishment of the Wellington Centre Phase II, to create an off-price shopping centre, Aldershot Galleries. The Galleries opened in October 1999, with approximately 20 stores selling discounted designer brands in fashion, footwear, sportswear and household goods.

- 10.19 The Council is committed to the regeneration of Aldershot and is working with the local business community, residents and public and private sector partners on a range of initiatives, designed to address the town's decline and shape its long-term role in the Blackwater Valley.

### **Aldershot Regeneration Strategy**

- 10.20 As a first stage, the Council, together with English Partnerships and the County Council, commissioned a regeneration study and strategy. This included an economic analysis of Aldershot and the wider Blackwater Valley area, together with an analysis of the town's physical structure.
- 10.21 The Council has consulted widely on proposals emerging from this work and is developing practical partnerships with the local community, the business sector, the Aldershot Town Centre Management Group, the MOD, SEEDA<sup>20</sup>, Aldershot Civic Society and the County Council. Significant progress has been made on issues as diverse as environmental improvements, business link, parking initiatives and working with local groups to develop highway improvements. The Aldershot Partnership, a regeneration company, was established in February 1998. It has a board of directors drawn from the public, private and voluntary sectors. The Partnership is responsible for overseeing the regeneration of the town and is developing a strategy to carry forward the regeneration process. A Town Centre Manager was appointed in 1998 to work with the Aldershot Partnership and the local business community on a range of initiatives.

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<sup>20</sup> SEEDA is the South East England Development Agency which in April 1999 assumed economic development activities previously carried out by English Partnerships.

10.22 The Council and its partners are developing a town centre strategy. It is likely to reflect the following themes:-

- Consolidation of retail activity
- Increase leisure sector/evening economy
- Maintain/enhance commercial role
- Improve access for all users, including setting up a Shopmobility scheme
- Improve pedestrian, bus and cycle links, including with railway and bus stations
- Redevelopment of the Wellington Avenue site
- Encourage mixed use
- Support residential use
- Town centre management
- Enhance open space and 'public realm'
- Environmental improvements
- Shop-front improvements
- Promote high quality design
- Promote Victorian heritage
- Traffic management
- Promote catalytic development on key sites
- Mixed commercial uses on area south and west of High Street and Station Road (eastern lung)
- Gateways
- Integration of military and civilian life.

## **Farnborough**

10.23 Farnborough town centre has 23,000 sq.m. (net) retail floor space, of which approximately 69% is for comparison goods. Vacancies have fluctuated in the last few years; whilst Princes Mead appears to be gradually establishing itself, this may be at the expense of Queensmead, the northern part of which is becoming a more secondary location. Rental levels appear to be more stable than Aldershot but have also declined over the last five years (see Appendix 7.2). There is some scope for additional retail floorspace in Farnborough, principally in the 2006-11 period, the Council's first preference to meet any additional retail demand in the plan period, would be on the edge of the shopping area within the town centre. In the absence of suitable sites within the town centre the Council's second preference would be on land on the edge of the town centre on Solartron Road. There may be scope for additional office, residential or leisure development, should any sites in or adjoining the town centre become available for redevelopment. The town centre is generally accessible by all forms of transport and has plentiful car parking; it also benefits during the week from a significant office population. In November 1998 a masterplan for the redevelopment of Farnborough town centre was produced by Key Property Investments an investment company with property interests in Farnborough town centre. This masterplan identifies some scope for additional retail floorspace to be provided through redevelopment within the existing town centre.

10.24 The key elements of the town centre strategy for Farnborough are:-

- i) Consolidation of retail activity.
- ii) Increase the role of leisure sector and evening economy.
- iii) Enhance commercial role.
- iv) Revitalise Queensmead.
- v) Establish a Shopmobility scheme.
- vi) Improve pedestrian, bus and cycle links, including to railway stations.



- vii) Any additional retail demand to be catered for within, or adjoining the town centre, i.e. through redevelopment of the Fleet Road/Firgrove Parade/Northern End of Queensmead area.
- viii) Enhance open space between police station/library/recreation centre/community centre.
- ix) Support residential use.
- x) Support activities of Farnborough Business Panel.

### **North Camp**

10.25 North Camp's primary function is as a district centre for the residents of South Farnborough. As such it provides a range of small shops and services, some of which cater for fairly specialist markets. There is some evidence of a decline from a high level of vacancies, and local businesses appear more optimistic than in the recent past. The centre would benefit from a programme of environmental improvements. Future development at Farnborough Aerodrome may have a significant influence over North Camp's future prosperity.

10.26 The key elements of the strategy for North Camp district centre are:-

- i) Enhance its function as a district centre, catering mainly for local residents.
- ii) Encourage evening economy, especially through restaurants.
- iii) Maintain/enhance specialist and niche markets.
- iv) Environmental improvements programme.
- v) Capitalise on passing trade (e.g. from Blackwater Valley Road to Farnborough Aerodrome).
- vi) Support residential use.
- vii) Improve pedestrian links to Napier Gardens.
- viii) Improve facilities for cyclists.
- ix) Encourage short-stay car parking, especially in Camp Road.
- x) Support activities of North Camp Matters (a local group).

**POLICIES FOR ALDERSHOT & FARNBOROUGH TOWN CENTRES &  
NORTH CAMP DISTRICT CENTRE**

10.27 The Council wishes to see shopping and other town centre uses consolidated in the three existing centres, which are well located to satisfy the needs of local residents. The Council is particularly keen to encourage uses which would add colour and life to the centres, by attracting more people into them and by generating activity outside normal working or shopping hours. Proposals for leisure activities, restaurants and housing will be particularly beneficial. The boundaries of Aldershot and Farnborough town centres and North Camp district centre are defined on the Proposals Map insets.

**TC1 Development which maintains and enhances the diversity, vitality and viability of Aldershot and Farnborough town centres and North Camp district centre will be permitted, subject to other policies of the plan. Within these areas the Council will seek to retain key uses which enhance the vitality or viability of the centres. Planning permission for the change of use or redevelopment of such sites will not be granted unless the proposal is considered to preserve the vitality or viability of the centres. The Council will seek to protect, and where possible strengthen, the retail function of these centres whilst facilitating or maintaining an appropriate level of diversification. A mix of uses will also be encouraged within the centres provided that proposals are considered to enhance the vitality of the centre and would not detract from the viability or retail attractiveness of the centre. Development which undermines, individually or cumulatively the vitality and viability of the shopping centres will not be permitted.**

10.28 The Council recognises the importance of having a range of activities which can contribute to town centres. The town centre policies are therefore designed to allow for a range of activities, with shopping concentrated at the core. Policy TC2 is concerned with the shopping core; TC3 enables and supports residential use in the town centres; TC4 aims to encourage a range of activities outside the shopping core but still within the town centre; suitable uses include leisure, housing and business which would benefit from a central location and contribute to the vitality and viability of the town centre.

10.29 The shopping core for each centre is defined as follows:-

Farnborough

Princes Mead (incl. Asda, The Mead)  
Kingsmead  
Queensmead (33-93, 30-96 incl.)

Aldershot

Wellington Street (1-37, 2A-30 incl.)  
The Arcade  
Wellington Centre Phases I and II  
Union Street (1-49, 2-62 incl.)

North Camp

Camp Road (1-79, 2-48 incl.)  
Lynchford Road (51-109)

10.30 The Town and Country Planning (Use Classes) Order 1987 defines three types of use which will generally be found in shopping centres; in general terms Class A1 includes most types of shop as well as post offices, travel agents, hair dressers and dry cleaners; A2 includes financial and professional services, such as building societies and estate agents; while A3 covers outlets serving food and drink. For the purpose of the shopping policies in the Local Plan, Class A1 is regarded as a “shopping use” and Classes A2 and A3 plus other uses as “non-shopping uses”.

10.31 While activities within the three classes are acceptable in shopping centres, they may not be appropriate in all situations. The classes are separated for functional or amenity reasons. A2 uses may have different servicing requirements, shop fronts and displays from A1 shops. A3 uses may generate smell or late night noise or disturbance, which may be unacceptable near residential properties. Policies S3, S5 and ENV17 will be particularly relevant when assessing the visual impact of proposals on the appearance of premises.

10.32 The Council recognises that a shopping area ought to provide a range of services. The character and vitality of a centre depends upon a number of factors, including a range of shops and other facilities. PPG 6 however points out that:

“Changes of use, whether in town, district or local centres, can however sometimes create new concentrations of single uses,

such as restaurants and take-away food outlets, where the cumulative effects can cause local problems. Such proposals should be assessed not only on their positive contribution to diversification, but also on the cumulative effects on such matters as loss of retail outlets, traffic, parking and local residential amenity.”

10.33 It would clearly be undesirable if A2 and A3 uses predominated at the expense of shops offering everyday goods and luxury items. Such a position could weaken the retail function of a centre and lessen its attractiveness when compared to others. The Council will therefore operate policies which will incorporate the flexibility sought by PPG 6, whilst also seeking to retain the principal shopping function of town centres. In assessing the extent to which proposals may affect a centre’s vitality and viability, the Council will also consider factors such as pedestrian flows and the prominence in the street scene of the building which is the subject of the proposal.

**TC2 Within the shopping core of each centre, a change of use of ground floor units from class A1 shopping will be permitted subject to the proposal satisfying the following criteria:**

- (i) The proposal would not harm the centre's vitality or viability;**
- (ii) In each frontage (as defined in paragraph 10.29), the number of non-A1 units would not exceed 30% in Farnborough and Aldershot, or 40% in North Camp;**
- (iii) The proposal would not involve the loss of an A1 retail unit frontage on a visually prominent site.**
- (iv) There would be no material adverse impact upon the appearance of the premises, and upon the character and amenities of the shopping core; and**
- (v) There would be no material adverse impact upon the amenities of nearby residential uses.**

10.34 All of the three centres in the Borough contain opportunities for residential use, particularly above shops and other commercial premises. The Council is keen to encourage greater use of this accommodation as a means of generating and retaining life in town centres, particularly outside normal shopping and office hours.

**TC3      The Council will support proposals for residential uses above the ground floor within the shopping cores, subject to other policies of the plan.**

10.35      The Council wishes to see the town centres maintain their role as the focus of commercial and community activity. Policy TC4 provides a flexible policy which will allow a mix of new development and uses outside the shopping core but which would contribute to each centre's vitality. The 1994 Rushmoor Shoppers' Study highlighted the value placed by shoppers on the accessibility of each centre; the Council will be particularly supportive of proposals which would benefit from a central location and which would in turn add to the over all viability of the town centres. Policy TC5 would allow office development within town centres.

10.36      The Transport Strategy and the policies in the transport section of the Local Plan are designed to strengthen access to all three centres by all modes of transport, particularly for non-car users.

**TC4      In that part of Aldershot and Farnborough town centres and North Camp District Centre, outside the shopping core (as defined on the proposals map), the Council will normally support proposals for a range of uses, particularly where these meet the community's needs for services and facilities to be provided in central and accessible locations. Such uses will include offices, residential, banks and financial services, leisure, community facilities, open space and public transport interchanges, subject to other policies of the plan.**

**TC5      The Council will permit developments for Class B1(a) business use in the town centres of Aldershot and Farnborough and in North Camp district centre, where these are in accordance with policies of the plan.**

## **WELLINGTON AVENUE**

**ATC1      Land between Wellington Avenue, Princes Way, Alexandra Road and Oberursel Way is allocated for a comprehensive development, incorporating a range of town centre uses, such as leisure facilities, arts and community uses, parking, open space, office and residential use. Supplementary planning guidance has been prepared to guide development of the site.**

- 10.37 The Wellington Avenue site occupies approximately 5 hectares and is regarded as a key development opportunity to stimulate the regeneration of Aldershot. The site is currently occupied by a range of public uses, including health facilities, Princes Hall, Aldershot Police Station, the Magistrates' Courts, Warburg Car Park and Princes Gardens. The site is dominated by buildings and vacant land which create a depressing gateway to the town centre.
- 10.38 The site provides a unique opportunity, given its prominent position at the gateway to the town, to make a positive statement for Aldershot, and give an added boost to the regeneration process. The site has the potential to bring new activity to the town centre and to link the centre with the recent developments to the west. Recognising the size of the site and the fact that it includes a number of buildings and activities, and different ownerships, development will have to take place in phases but must be on a properly planned, comprehensive basis.
- 10.39 The Council will only grant planning permission for proposals which are consistent with the supplementary planning guidance and which will contribute to the regeneration of the town. In doing so proposals should reflect the prominence of the site and the need to integrate it with the rest of the town centre, its relationship with the Aldershot West Conservation Area and the importance of open areas for public use.

#### **ATC2 Area East of Aldershot Town Centre**

**The Council will support redevelopment proposals in the area east of Aldershot Town Centre, which contribute to the regeneration of the town. Planning permission will be granted for a mix of uses, including, commercial, industrial and residential, subject to the requirements of other policies of the plan.**

- 10.40 The area to the east of the town centre (bounded by Station Road, High Street and Windsor Way) provides a range of opportunities for redevelopment to support the town centre. The area is outside the town centre but is one where redevelopment, possibly on a comprehensive basis for a range of mixed uses, would be particularly suitable. Subject to their potential impact on local environment and amenity, commercial, industrial and residential uses may all be appropriate uses contributing to the town's regeneration.

#### **LOCAL CENTRES**

- 10.41 In recent years, there has been considerable pressure upon established local centres and shopping parades and in some, A1 shops are now a

minority. Local centres are small groups of shops usually with a newsagent, general grocery store and occasionally, a sub-post office, a pharmacy, a hairdresser and other small shops of a local nature. The Council recognises the important contribution to local shopping, service and community needs made by the centres listed below:-

Farnborough

Fernhill Road/Sandy Lane  
Chapel Lane  
Churchill Crescent  
Medway Drive  
Whetstone Road  
St John's Road/Broomhill Road  
Giffard Drive  
Southwood  
Cove Road/Bridge Road  
Woburn Avenue

Aldershot

North Lane  
Ash Road  
Church Road  
Andover Way  
Queens Road

10.42 Local shops are of particular value to less mobile sections of the community and their continued use will restrict the need for additional journeys to other centres. Local post offices and pharmacies are of value to the local community, in particular for elderly people, people with disabilities and other less mobile groups, including non-car owners.

**S1 Within local shopping centres, the Council will support proposals which would enhance the vitality and viability of the centre. The Council will not grant planning permission for development which would weaken the retail function or range of retail and service facilities. In particular, the Council will not normally grant planning permission if it would result in more than 40% of the units being in non-A1 use.**

**~~PROPOSALS FOR NEW RETAIL DEVELOPMENT OUTSIDE THE TOWN & DISTRICT CENTRES~~**

~~10.43 The Council wishes to direct retail activity into the existing centres of~~

~~Aldershot, Farnborough and North Camp. The County Council's retail analysis refers to both Aldershot and Farnborough as towns which have seen recent expansion of retail floor space and which now need to be able to consolidate. To enable them to do so, the Council will wish to ensure that their future vitality and viability is not threatened by retail development outside of town centres.~~

~~10.44 The Council will use the "sequential test" advocated by the Department of the Environment, Transport and the Regions in considering the suitability of any location proposed for retail development. This will require any potential developer to consider in the first instance the availability of a site within the town centre. If there are no suitable sites available, then a location on the edge of the centre may be appropriate; this will need to be within reasonable walking distance of the centre and provide parking facilities that serve the centre as well as the store, thus enabling one trip to serve several purposes. It will only be appropriate to consider sites further from the centre if there are no sites available within or on the edge of the centre.~~

~~10.45 Any proposals will need to demonstrate that they would not jeopardise the viability or vitality of existing centres. Retail impact studies will be required to be submitted, demonstrating the extent of retail impact based on the indicators identified by PPG 6. With respect to Aldershot and Farnborough the Council defines major retail proposals as any retail development of over 2,500 sq.m. gross floorspace. For proposals having a potential impact on North Camp the Council may also require assessments for development of less than 2,500 sq.m. gross floorspace.~~

~~10.46 The Council will be particularly keen to ensure that any retail proposal is accessible to all sections of the community, including non-car owners. It will therefore be essential that proposals are accessible by public transport and will not increase the need to travel by car.~~

~~**S2 Proposals for retail development outside Aldershot and Farnborough town centres, and North Camp district centre, will not be permitted unless the developer has demonstrated that:-**~~



- ~~(i) the individual or cumulative impact of the development would not be detrimental to the vitality and viability of existing centres including the evening economy: the Council will require retail impact studies for all major proposals;~~
- ~~(ii) suitable alternative sites within the town and district centres, or failing that, on the edge of the centres, have been exhausted;~~
- ~~(iii) the location maintains or improves choice for people to walk, cycle or use public transport;~~
- ~~(iv) there would be no significant adverse environmental impact;~~
- ~~(v) there would be no significant adverse highway implications and the effect on overall travel patterns and car use would not be detrimental;~~
- ~~(vi) there would be no significant adverse impact on adjoining development; and~~
- ~~(vii) the development would not put at risk the strategy for existing town and district centres.~~

~~Retail development outside Aldershot and Farnborough town centres, and North Camp district centre, should not materially prejudice the provision of other land uses, particularly the supply of land for employment, housing and community uses such as open space.~~

## **SHOP FRONTS**

- 10.47 The Council wishes to maintain and, where possible, improve the design of shop fronts. As part of an overall strategy to improve the shopping environment in Aldershot town centre, it will be working in partnership with traders to improve existing shop fronts. It will also expect any proposal for a new or replacement shop front to include adequate access for people with disabilities. The Council also wishes to encourage traders and other town centre businesses to maintain window displays which add visual interest.

**S3 Applications for alterations to shop fronts will be approved only where:-**

- (i) the proposed alterations have regard to the character, materials, style, scale and proportions of the whole building or group of buildings;**
- (ii) important features of the building are not removed or concealed; and**
- (iii) provision is made for access by people with disabilities.**

**PETROL FILLING STATIONS**

10.48 Another recent trend has been the development of ancillary shopping facilities linked to petrol filling stations. In part this is in response to the provision of petrol filling stations at food superstores. In most cases these facilities are useful, convenient and accessible. There may however be limited instances where the Council would need to be satisfied that the provision of such facilities would not jeopardise the viability of more accessible local stores, would not have an adverse affect on local amenity and would not generate additional car journeys.

**S4 In considering proposals for retail sales which are ancillary to petrol filling stations, the Council will have regard to the likely impact on the viability of local centres, local amenity, and highway safety.**

**RESTAURANTS, CAFES & TAKE-AWAY HOT FOOD SHOPS**

10.49 There has been a rapid growth in the number of take-away hot food shops both locally and nationally. Operators of this type of shop usually seek premises previously used for other retail purposes. Proposals for restaurants, cafes and take-away hot food shops will be judged on the extent to which they add to the physical attractiveness of shopping areas and their impact upon the amenities of adjacent and nearby properties. The Council may pay particular attention to the cumulative impact of proposals. Proposals for outdoor dining can add to the vitality and attractiveness of town centres. The Council will support schemes for outdoor dining, subject to the impact on residential and visual amenity and public safety.

10.50 Planning control can limit the impact of Class A3 uses by, for example, restricting hours of operation; other matters such as noise, smells, litter and illegal parking are normally dealt with under other legislation. Whilst

the Council will wish to encourage restaurants and cafes which may increase the vitality of the town centres, in certain circumstances it may be appropriate to restrict any A3 use to a specified function within Class A3, in order to prevent serious adverse effects on the environment or amenity, for example from take-away hot food shops; this will apply in particular when the use is not subject to other controls.

**S5 Proposals for restaurants, cafes and take-away hot food shops (class A3) will be determined using the following criteria:-**

- (i) potential effects on the amenity of neighbours, visual amenity and character of the local environment;**
- (ii) if in a shopping area, the extent to which they provide vitality to that area; and**
- (iii) car parking provision, public safety and the general highway implications.**

**The Council will support proposals for outdoor dining in town centres, where such proposals are consistent with the above criteria.**

## **AMUSEMENT CENTRES**

- 10.51 Local amenity can be affected greatly by the noise and general disturbance often associated with amusement centres. In considering applications for amusement centres, the Council will have regard to the noise likely to be generated and the impact on neighbouring uses. Where appropriate, the Council will consider the use of conditions to limit opening hours and noise (for example, by insulation and prohibition of external speakers). The potential disturbance generated by amusement centres on residential neighbourhoods will also be taken into account.
- 10.52 Annex D of PPG 6 provides specific guidance on the location of amusement centres, stating that they are “most appropriately sited in secondary shopping areas, or in areas of mixed commercial development.” It also advises that they are unlikely to be acceptable in primary shopping areas, close to housing, near schools, churches, hospitals and hotels. They are also likely to be unacceptable in conservation areas. In addition to planning controls, amusement centres require licences from local authorities.

**S6 Amusement centres will not normally be permitted within the shopping cores, adjoining schools, housing or in conservation areas. Proposals for amusement centres will be determined using the following criteria:-**

- (i) potential effects on the amenity of neighbours and character of the local environment;**
- (ii) the extent to which they provide vitality to the shopping area; and**
- (iv) car parking provision and the general highway implications.**

## 11. **FARNBOROUGH AERODROME**

11.1 The Ministry of Defence has decided to dispose of Farnborough Aerodrome. The future of the site is one of the main issues facing the plan. This section is set out as follows:-

Background	11.1
Existing Land Use	11.5
National Planning Policy for Aviation	11.17
Structure Plan Policy for Aviation	11.28
The Future of the Aerodrome	11.30
Flying Issues	11.32
Development Opportunities	11.48
Environmental Constraints	11.59
Policies and Reasoned Justification	11.67
Flying Policies	11.71
Other Land Uses	11.105
Surface Transport	11.126

11.2 Farnborough Aerodrome covers about 310 hectares, 8% of the Borough. To the south of it is the Farnborough Aerospace Centre (20 hectares), the home of British Aerospace Defence. To the north west, a new headquarters for the Defence Evaluation and Research Agency (DERA) has been developed on a site of about 140 hectares which includes the Eelmoor Marsh Site of Special Scientific Interest.

11.3 The Aerodrome is often regarded as the cradle of British aviation. In 1908 it was the scene of the first officially recorded flight in Britain of a power driven man-carrying aircraft by Samuel Cody. It developed as the home of the Royal Aerospace Establishment (now the Defence Evaluation and Research Agency) and one of the world's most famous airshows. The Airshow has taken place since 1948, attracting crowds of over 250,000.

11.4 In April 1991, the MoD declared that the Aerodrome would be surplus to its requirements and would be disposed of following the transfer of Procurement Executive flying to Boscombe Down and the relocation of the Defence Evaluation and Research Agency to its new headquarters. The transfer of flying was completed in 1994. The MoD disposed of the freehold on the Main Factory site in 1999. The area used for flying and the Airshow is to be leased to TAG (Farnborough Airport) Limited. The MoD have yet to dispose of the area in the vicinity of Queens Gate.

## **EXISTING LAND USE**

11.5 The airfield has three paved runways, all 46 metres wide:

Runway	07/25 2430m.	main runway
	11/29 1350m.	
	18/36 1190m.	(disused)

About 80% of fixed wing movements are in a westerly direction on the main runway, taking advantage of prevailing south westerly winds. There are precision approach lighting systems and barrier/arresters on the main runway together with military radar and navigational aids. The main areas of aircraft apron and hangars are at Diamond Way, Valiant/Victor Way west of the control tower, and at the adjoining Farnborough Business Aviation Centre.

11.6 The north eastern part of the Aerodrome is occupied by the main "Factory" site which covers about 52 hectares. The majority of this area has been sold to Slough Estates. There are more than a hundred buildings of various ages, styles and condition. These buildings provide about 170,000 sq.m. of floorspace used as offices, stores, laboratories, workshops or to house specialist facilities.

11.7 Queens Gate at the south eastern corner of the Aerodrome is the site of the former YMCA and Student Engineering Training Centre (SETC) and a group of buildings formerly used by the Centre for Human Studies (CHS) and School of Aerospace Medicine (SAM).

11.8 The Airshow exhibition site is essentially hardstanding in an elevated position, north of the CHS/SAM. There is more limited development along the Farnborough Road between South Gate and Maitland Road.

11.9 To the south of the main runway is a lightly wooded area within which there is a compound, owned and occupied by the Air Accidents Investigations Branch (AAIB).

## **Employment**

11.10 Historically the Aerodrome including the RAE has been a major focus of employment in Rushmoor. In the 1960s more than 10,000 people worked there. The latest available estimate suggests that in May 1996 there were 5,800 jobs on the Aerodrome, 13% of the Borough's total.

Employment at May 1996

DERA staff	2,800
Other organisations	2,000
Farnborough Aerospace Centre	1,000
	5,800

- 11.11 Employment at the DERA is expected to fall slightly, once the move to the new HQ is completed.<sup>21</sup> There is likely to be an increase in employment at the Farnborough Aerospace Centre once all the buildings are occupied.

**Flying**

- 11.12 The flying which takes place at Farnborough falls into four categories:

- Military flying;
- General (Business) Aviation;
- The Airshow; and
- The DERA clubs.

**Military Flying**

- 11.13 Military flying involves both experimental and transport operations. Some military flying is by fast and noisy jets, the majority within office hours. The Council has no control over military flying at Farnborough. The amount of military flying has fallen dramatically since the 1960s when there were 38,000 aircraft movements per annum, during the operation of the Empire Test Pilots' School, to about 7,000 movements<sup>22</sup> before the relocation of Procurement Executive flying, and about a thousand movements now the Procurement Executive flying has stopped. The DERA and other organisations such as the AAIB, continue to use the Aerodrome for occasional flights, but it is understood these flights are not essential to their continued operations.

**General (Business) Aviation**

- 11.14 Farnborough Business Aviation (formerly Carroll Aircraft Corporation) has operated a general aviation facility from Farnborough Aerospace Centre since 1989. The lease for the general aviation area precludes scheduled passenger or freight services, pilot training and any other purpose other than the carriage of passengers by air including their luggage, goods, chattels or trade samples and the conveyance of equipment. The activities are essentially business aviation involving

<sup>21</sup> This estimate does not include the Pyestock site in Hart.

<sup>22</sup> An aircraft movement is a take-off or landing.

executive jets, and other aeroplanes and helicopters operated as corporate aircraft or air taxis. Use of the Aerodrome is controlled through a lease, issued by the MoD, which allows up to 25,000 movements per annum subject to a series of restrictions which are shown in Appendix 8. The Council has no control over any amendments to the existing lease; it is a consultee. The number of movements has increased gradually since 1989 and by 1997 had reached about 12,000.

### **The Airshow**

- 11.15 Farnborough Airshow involves about 1,500-2,000 air movements over a two week period every two years. There is no planning control over Airshow activities because of their occasional nature. Once the Aerodrome passes out of the control of the MoD some Airshow activities may be subject to Civil Aviation Authority (CAA) licensing requirements.

### **The DERA Aero Club**

- 11.16 The DERA Aero club has operated at the Aerodrome for many years. Membership is strictly limited to DERA and MoD personnel, members of the Armed Forces and crown servants living locally. Activities are mainly at weekends and take place at the western end of the Aerodrome. There were about 2,500 movements in 1995.

## **NATIONAL PLANNING POLICY FOR AVIATION**

- 11.17 Relevant national planning policy for aviation is set out in:-
- 1985 Airports Policy White Paper (Cmnd 9542);
  - Planning Policy Guidance 13:Transport (March 1994);
  - Regional Planning Guidance for the South East (March 1994); and
  - Recent Government Statements.

### **1985 Airports Policy White Paper**

- 11.18 The 1985 Airports Policy White Paper recommended the establishment of an enclave for civil aviation at Farnborough. This enclave was intended to provide additional capacity for business aviation in the South East, to help meet the requirements identified at that time. In 1994, the Department of Transport indicated to Rushmoor Borough Council that the thrust of the White Paper remained relevant and that any option which removed the runway or constrained it to such an extent that it was unable to make a valuable contribution to business aviation needs would be at odds with Government policy. There has been some loss of capacity for business aviation due to closure of aerodromes in the south east since the 1985 White Paper.



### **Planning Policy Guidance 13: Transport**

- 11.19 PPG 13 Transport, was published in March 1994. The following extracts are particularly relevant:-

“5.35 Small airports can serve local business needs, especially in outlying areas, as well as recreational flying. In formulating their plan policies and proposals, authorities should take account of the contribution of General Aviation(GA) to local and regional economies and the benefits of having suitable facilities within a reasonable distance of each sizeable centre of population. As demand for air traffic grows, GA may find access to larger airports increasingly restricted. GA operators will therefore have to look to smaller airfields to provide facilities.”

“5.36..... Existing sites, including redundant military airfields and airfields with established uses, will often present the best opportunities for providing acceptable facilities, in so far as neighbouring development has reflected the existing use. Aviation use may also be a more acceptable use of a former military site than other development possibilities .....

This advice is largely reiterated in the draft revised PPG13 published in October 1999.

### **Regional Planning Guidance for the South East**

- 11.20 RPG 9, providing Regional Planning Guidance for the South East, was also published in March 1994. Paragraphs 6.35 to 6.40 address airports. Paragraph 6.40 is particularly relevant:-

“6.40 The South East also contains a number of smaller airports. Many of them cater for business aviation, which is likely to find access to Heathrow and Gatwick increasingly curtailed. Light aircraft operations also take place at a number of airfields in the region. These include commercial, social, medical and pilot training operations, as well as a range of leisure activities such as gliding and parachuting. The Government recognises the benefits that can flow from business and light aviation, both for the local and the national economy, and wishes to encourage the provision of adequate facilities for general aviation. In formulating development plans, and in reaching decisions bearing on activities at smaller airfields, planning authorities should consider the value to the community of having efficient businesses and light aviation facilities in the South East. The importance of such facilities will be enhanced as the single European market

continues to develop. The development of small airports can also generate additional traffic movements and noise. Local planning authorities will need to weigh these concerns against the potential benefits.”

### **Recent Government Statements**

11.21 The Secretary of State for Transport issued a statement on General Aviation in the south east in December 1994. The statement makes specific reference to the importance of Farnborough for business aviation and for the need for this to be reflected in any local plan:

“The Government recognises that general aviation, and in particular business aviation, can bring economic and wider benefits to national competitiveness as well as to local and regional economies. The existence of aviation facilities can be a factor in business location, especially for international companies. The Government wishes these benefits to be fully recognised in the planning system, alongside the environmental impacts.

As demand for commercial air transport grows, general aviation is likely to find access to larger airports increasingly restricted. The Government considers that strategic and local planning guidance will need to recognise the role that smaller airfields and landing strips play, and the difficulty of reopening or providing substitute facilities for airfields that have closed. The Government believes that, where there are proposals to redevelop an existing airfield, a flying option should be retained where demand clearly exists, or is expected in the longer term. But the Government is not willing to subsidise use of general aviation facilities.

There are particular pressures on business aviation in the South-East, especially in the sector to the west and south of London. Business aviation can expect to find it increasingly difficult to operate from Heathrow and Gatwick. Farnborough has the runway length to accommodate larger business aircraft, but its future as an airfield has been uncertain for some time, because it is surplus to MoD requirements. Disposal options are being studied and the Government wishes these to take full account of the benefits of continued aviation activity. In the longer term there is likely to be considerable demand for business aviation of the right type and in the right location in the London area. The Government therefore believes it important to retain capacity for business aviation at Farnborough. The Government expects this view to be fully reflected in the local planning system.”

- 11.22 The Department of Transport has indicated how it would expect the Borough Council to reflect the Government statement:-

“the Department cannot give a definitive view of what a viable business aviation operation would comprise, since different combinations of traffic mix and related activities are possible. However, assuming that the mix of traffic in future will resemble that currently using the civil enclave, it is our view that any movement limit below 20,000 would pose a serious risk to the long term viability of the aerodrome, and would put in doubt its attractiveness to potential investors. Even given the steady growth in business aviation demand in the South East, we would not expect a ceiling of 20,000 movements to be approached for a number of years. Nonetheless, the assurance that expansion up to 20,000 movements pa can take place is, in our view, likely to be critical to potential investors. Movements within this ceiling by predominantly quieter civil aircraft are unlikely to be substantially different in noise terms to disturbance from current civil and recent military movements.

..... If the constraints that Rushmoor proposed for the aerodrome seemed to us not to leave scope for a viable operation, we might need to give evidence to the forthcoming Inquiry into the Local Plan that the proposals were inconsistent with Government policy.”

- 11.23 The Secretary of State for Defence made a statement in February 1995 on the implications of the administrative receivership of the operators of the business aviation enclave for the future of Farnborough:-

“..... the Government believes that it is important to retain capacity for business aviation at Farnborough. I have nevertheless, decided that in the light of the recent receivership of Urban Development Corporation<sup>23</sup> the MoD should give Urban Development Corporation, which holds a lease under which business aviation operates from Farnborough, five years notice of the MoD’s intention to end the flying agreement, which is part of that lease. This decision does not affect the Government’s belief that Farnborough is important for the future of business aviation in the South East of England. Nor does it affect the commitment to make Farnborough available to the SBAC for the biennial airshow at least until the year 2000, and I hope beyond.”

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<sup>23</sup> The Urban Development Corporation was part of the Carroll Aircraft Corporation Group. In August 1995, Farnborough Business Aviation, a subsidiary of British Aerospace, acquired the site and aviation business from the receivers.

11.24 The Government stated in September 1996, that a future operator of the Aerodrome must guarantee the future of the airshow. A requirement was included in the disposal details.

11.25 The departments of Transport and Trade and Industry published a joint paper on business aviation in October 1995. The paper provides background to recent Government statements on the need to accommodate business aviation within the planning framework.

The paper:

- i) recognises there is strong evidence of a link between business aviation demand and economic growth;
- ii) estimates an increase in business aviation of about 2% per annum; and
- iii) suggests that demand in the area is greater to the south west of London. It notes that access to Heathrow and Gatwick for business aviation will be increasingly constrained.

11.26 Farnborough is identified as one of a small number of aerodromes (such as Heathrow, Gatwick, Stansted and Luton) with a runway of at least 2,000m, that is required for most long range transatlantic or intercontinental flights. Short and medium range flights by jets can be made from intermediate length runways (around 1,600m.) such as Northolt, Southend and Biggin Hill. The paper concludes:-

“threats to existing capacity may lead to insufficient capacity of a suitable type and in a suitable location for business aviation use in the South East. That will impact upon the competitiveness of business aviation users, and have a potential adverse effect upon local economies and national competitiveness. This suggests the need to take a wider view of the benefits associated with capacity (and location of capacity) to serve future business aviation demand, and to take these into account, alongside the environmental impacts, into decisions on the future of individual airfields within the planning framework – provided that commercially viable solutions can be developed.”

11.27 The Runway Capacity to Serve the South East (RUCATSE) study, published in 1993 concluded that Farnborough Aerodrome was not suitable to accommodate heavy aircraft movements in large numbers, without interfering with traffic at Heathrow, precluding the possibility of a major international airport at Farnborough.

## **STRUCTURE PLAN POLICY FOR AVIATION**

Hampshire County Structure Plan (Review) 1996-2011

11.28 Policy EC5 of the adopted Hampshire County Structure Plan (1996-2011) Review relates to airfields:-

“EC5: Proposals to expand and enhance the facilities:-

ii) at Farnborough Airfield to accommodate the development of a business aviation facility;

will be supported, except where there are overriding environmental, safety or transport objections and provided that such development is consistent with other policies in this Plan”.

11.29 The accompanying text of the Plan states:-

“It is Government policy that Farnborough airfield be retained for use for business aviation. The airfield also hosts the biennial SBAC show, an integral part of the promotion and marketing of the British aerospace industry. The County Council will work with the relevant agencies on the future of Farnborough airfield and seek ways to ensure the continuation of the SBAC show.”<sup>24</sup>

The policy of the Structure Plan on airfields was recommended by consultants who conducted a study of aviation in Hampshire, reporting to the County Council in January 1996. The consultants noted that existing restrictions on the use of the aerodrome provide an impediment to unrestricted growth as a business aviation facility. As a number of corporate aircraft have more than twenty seats or weigh more than 35 tonnes, the consultants commented that it may be appropriate to relax the restrictions to one which limits larger aircraft to those which are Chapter 3 compliant.

## **THE FUTURE OF THE AERODROME**

11.30 The Government has made it plain that business aviation at Farnborough should continue and that it hopes the Airshow will continue beyond the year 2000.

11.31 The issues raised with regard to the future of the Aerodrome can be divided into those which are flying related and those related to the development opportunities and environmental constraints. The need for

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<sup>24</sup> As in the Deposit Plan Para 243.

financial viability is central to many of the issues. Any proposal which is not viable is unlikely to come to fruition, unless it is part of a larger comprehensive package which is viable. The infrastructure costs of redeveloping the Aerodrome will be considerable.

## **FLYING ISSUES**

- 11.32 The main flying issues are safety, noise, type of flying, runway requirements, number of movements, aircraft weight, hours of operation and the Airshow.

### **Safety**

- 11.33 Once the Aerodrome is no longer managed/operated by the Ministry of Defence, it will be subject to the licensing requirements of the CAA. The CAA requires comprehensive and rigorous criteria on design and operational standards to be complied with before a licence can be issued. The focus of all these provisions is the safety of the aircraft and the persons and property carried therein. There is no duty imposed on the CAA to consider risk to third parties in the exercise of its statutory functions; but by ensuring the safety of aircraft and persons therein, the CAA consider the exercise of its responsibilities indirectly addresses the safety of persons and property on the ground.
- 11.34 The DETR has broad responsibility for ensuring that the use of civil aircraft is regulated and managed safely. The DETR has specific responsibility for Public Safety Zones (PSZs) on the approaches to main runways at busy airports. Within PSZs there should be no significant increase in the number of people living, working or congregating in the area. The DETR has indicated its intention to establish a PSZ at Farnborough if civil aviation is permitted, after the cessation of military control. If a Public Safety Zone is designated at Farnborough, Rushmoor will produce supplementary planning guidance which will be subject to public consultation to indicate the area affected and the nature of restrictions applying.
- 11.35 The DETR has developed a methodology for modelling risk in proximity to aerodromes. A study of Farnborough was published in November 1999.
- 11.36 The flight path for the main runway is over a built-up area, eastwards over a populated part of Farnborough and then westwards over an area to the south of Church Crookham. The Borough Council is concerned to ensure the safety of those on the ground but has no powers or responsibilities in relation to aviation safety, which is a matter for the Civil Aviation Authority (CAA). The Council will consult with the CAA and

neighbouring planning authorities to ensure the maximum safety of those under the flightpaths.

### **Noise**

- 11.37 The Council has commissioned independent acoustic consultants to advise on the implications of aircraft noise and on appropriate flying controls. The Council is concerned that transition to privately operated flying should not result in residents experiencing increased noise disturbance.

### **Type of Flying**

- 11.38 National planning policies, including the recent Government statement, encourage continued business aviation and Airshow use at Farnborough. There is no specific national policy requirement to accommodate other types of flying at Farnborough. Allowing other activities could limit availability for business aviation.

### **Runway**

- 11.39 The Government statement recognises the capacity of the Aerodrome to accommodate medium and longer range business jets. The then Department of Transport suggested that operators of these aircraft could be constrained by a runway of under 1,800m. for landing and 2,000m. for take offs. The main runway is about 2,400m.long. In order to provide a greater degree of clearance of obstacles, the threshold (where aircraft aim to touch down) is displaced by about 300m. from the ends of the runway providing a landing distance available of about 2,100m. At present, the full 2,400m. is available for take-off.

### **Number of Movements**

- 11.40 The existing licence between Farnborough Business Aviation and the Ministry of Defence limits business aviation movements to 25,000 per annum. In 1997 there were about 12,000 air movements per annum. The limit of 25,000 movements appears unlikely to be reached for a number of years based upon past growth rates. There is no restriction, at present, on movements by the MoD and DERA Clubs or relating to the Airshow.

### **Aircraft Weight**

- 11.41 The present limit of 35,000Kg certificated maximum take-off weight (MTOW) applying to the Civil Enclave permits larger transatlantic business aircraft, such as the 19 seat Gulfstream 4 (MTOW 33,000Kg),

but precludes some of the new generation of business jets such as the Gulfstream 5 and Global Express.

### **Hours of Operation**

- 11.42 At present the hours of operation for business flying are 0700-2200 hours Monday to Friday and 0800-2000 on Saturday, Sunday and bank holidays. No flying is allowed on Christmas or Boxing Day. There are no controls over hours of operation by the MoD, DERA Aero Club or for the Airshow, though they normally operate within the same hours as business aviation.

### **The Airshow**

- 11.43 The Farnborough International Airshow is the trade exhibition of the Society of British Aerospace Companies. It is held every alternate year and is said to be the largest regular temporary exhibition of any kind in the world.
- 11.44 The UK aerospace industry is of major significance to the national economy, providing some 150,000 jobs and exporting 70% of the goods it produces. In the last decade it has contributed £20Bn to the UK balance of trade. While it is difficult to quantify the benefits to the UK aerospace industry of having the Airshow, exhibiting companies consider it provides excellent access to high level overseas delegations to the continuing advantage of the industry.
- 11.45 The SBAC has spent about £20m developing the site's infrastructure. It needs access to the full length of the main runway and to substantial areas for display and parking. There is no comparable alternative site in the UK which offers facilities for a major trade exhibition and flying display in reasonable proximity to London which could compete successfully with rival international exhibitions.
- 11.46 UK and international companies taking part at the Airshow spend nearly £50m per show providing and servicing stands and chalet facilities and on evening receptions in London, much of which benefits the economy of the south east as a whole. The Southern Tourist Board considers that the Airshow has a significant positive effect on the local economy, with revenue from accommodation, food, drink and transport. In 1998 the Airshow attracted about 300,000 visitors, 130,000 of them on the two public days.
- 11.47 The Government statement of February 1995 (see para11.23) refers to "the commitment to make Farnborough available to the SBAC for the biennial airshow at least until the year 2000, and I hope beyond".



## **DEVELOPMENT OPPORTUNITIES**

11.48 The extensive area available for development at the Aerodrome, and not otherwise required for a safe and efficient business aviation operation, provides an opportunity for a range of uses. In view of the extent of potential land releases, there are advantages in proposals for a wide range of activities.

11.49 The following uses are discussed: housing, affordable housing, employment, exhibition centre, new technology centre/science park, aviation heritage centre, museum, hotel, commercial leisure, retail, open space and community uses.

### **Housing**

11.50 A balanced approach with an element of housing would help meet some of the housing need in the area and redress the imbalance between the few housing opportunities available and the employment opportunities. There is a particular shortage of affordable housing, to meet the need identified by the Council's recent Housing Need Survey. The potential for housing will be limited by any noise from flying.

### **Employment**

11.51 The Aerodrome provides 14% of jobs in the Borough. Any employment should meet the needs of local people and take advantage of the unique potential of Farnborough for aerospace related employment.

### **Exhibition Centre**

11.52 The Airshow takes place every two years with large areas of marquees on a hardstanding which is little used otherwise. There has been considerable investment in infrastructure, such as drainage, to accommodate the large number of people who visit the show. The Council considers that there is a need to promote some permanent exhibition facilities which could link to hotel and conference facilities to enable more efficient use to be made of the site. There may be potential for recreational use of exhibition buildings. More regular flying displays are unlikely to be appropriate.

### **New Technology Centre/Science Park**

11.53 The Farnborough area is the major aerospace centre in the UK and houses the largest concentration of technical expertise in this field in Europe. The site provides an opportunity to create a new technology centre/science park, with technology related to aerospace and

associated research on subjects such as high performance materials and advanced control systems, taking advantage of the worldwide reputation of Farnborough and the established skills of local workers. The Council commissioned an initial study of the potential for a science park which identified the advantages of such an idea and the unique opportunity to create a new technology centre/science park of international importance at Farnborough. A further study has identified the essential conditions for a successful proposal. The concept has the support of the Department of Trade and Industry.

11.54 A New Technology Centre could involve a series of technological activities supporting a science park, centred on improved links between the DERA and industry. Activities could include:-

- a technology incubator to house new start and developing technology-based businesses.
- a range of services to small firms provided through the Business Link initiative;
- a European Union Relay Centre to provide information links through other centres;
- an industrial liaison service working to promote links between industry, the DERA and other sources of technology and expertise;
- new aerospace training facilities (not flying training); and
- initiatives arising from the Government's Defence and Aerospace Foresight Panel.

### **Aviation Heritage Centre**

11.55 The Aerodrome has a unique aviation heritage with many historic aviation buildings. The DERA has an extensive collection of aviation artefacts which are being cared for by the Science Museum. There may be potential for an aviation or visitor centre such as a conventional museum or themed leisure experience based in existing structures of historic interest. Farnborough Air Sciences Trust (FAST) has made a proposal based around the wind tunnels.

### **Retail**

11.56 Large scale retail development such as a superstore, retail warehousing or factory or comparison shopping would be inconsistent with the Council's overriding aim of enhancing Farnborough town centre; nor

would it be consistent with PPGs 6 and 13. It would harm the vitality and viability of Farnborough town centre. The Aerodrome is not close enough to the town centre to complement the shopping facilities there.

### **Open Space**

- 11.57 There is a need for more open space, including parkland and sports facilities, to serve the residents of Farnborough. These facilities would be located best close to the existing urban area.

### **Community Uses**

- 11.58 The DRA Assembly Hall provided a valuable community facility, well used by several local groups and organisations. Council policies seek to resist the loss of community facilities; therefore, ideally the facilities should be retained for community use. Any proposal for the building or site will be considered in the context of the need for replacement facilities elsewhere. Parts of the Aerodrome are immediately opposite the campus of Farnborough College of Technology, providing the opportunity for expansion, but the College has no plans to develop beyond its existing site at present.

## **ENVIRONMENTAL CONSTRAINTS**

- 11.59 Development must not result in significant harm to the environmental value of the Aerodrome, in particular the strategic gap, its landscape, ecology, green corridors and historic environment.

### **Strategic Gap**

- 11.60 The Hampshire County Structure Plan (1996-2011) Review proposes to continue the protection of a strategic gap between Fleet and Aldershot/Yateley (the North East Hampshire Gap). The role of the gap is to prevent development which visually or physically diminishes the amount of open and undeveloped land. This plan proposes to limit development in the strategic gap to the re-use of existing buildings or their redevelopment on a footprint basis (para 3.10). Strategic gaps also protect the landscape setting of towns. The first Rushmoor Local Plan defined the strategic gap and included the Airfield but not the main 'Factory' site, Farnborough Aerospace Centre or the SBAC site. Proposals for the development of the new headquarters for the DERA were permitted as an exception to the policy because of the substantial economic benefits to the Borough and because the scheme was based on the redevelopment of existing buildings.

## **Landscape**

- 11.61 The landscape appraisal of Rushmoor (see para 3.11) highlights the extensive open landscape of the Aerodrome with its low, flat horizon and important mature woodland on its edge describing it as “an exciting landscape enhanced by its historical connections with aviation”. The vista across the Aerodrome, from the western part of Elles Road and from parts of Farnborough Road, is particularly important, as are the views from other, less well used public viewpoints. The terraced SBAC site is prominent in the landscape and has commanding views. The woodland east of Diamond Way and around Puckridge Gate is particularly important. There are many fine trees within the developed parts of the Aerodrome, particularly around the Main Gate.

## **Ecology**

- 11.62 The Eelmoor Marsh Site of Special Scientific Interest (SSSI) is within the DERA complex. The Basingstoke Canal SSSI lies to the south. Parts of the Aerodrome are identified as Sites of Importance for Nature Conservation (see para 3.23) in recognition of their local ecological interest. These areas should be retained and arrangements made for their future management.
- 11.63 The Local Plan identifies green corridors, which are ecologically and visually important routes, along Basingstoke Canal, Cove Brook, Elles Road and Farnborough Road.

## **Heritage**

- 11.64 The Aerodrome contains many buildings and structures of historic interest to the development of aviation. Six buildings are listed and should be retained in any development. The Council will also seek to retain other buildings of local historic interest.

## **Common Rights**

- 11.65 Parts of the Aerodrome were originally subject to Commonable Rights. The Council understands that these rights were bought out prior to its purchase by the Government. None of the Aerodrome has been registered as common land and no rights of common, over any part of it, have been registered under the Commons Registration Act 1965.

## **Environmental Appraisal**

- 11.66 Policies and proposals for the Aerodrome have been subject to an environmental appraisal as part of the preparation of the local plan). The Town and Country Planning (Assessment of Environmental Effects) Regulations 1988 and 1994 require that for certain categories of planning applications, developers should submit and councils consider an Environmental Statement. The Regulations may apply to a major development of the Aerodrome. In the event of a Borough Council request for the submission of an Environment Statement being disputed by the applicants, the need for a statement would be referred to the Secretary of State for the Environment.

## **POLICIES & REASONED JUSTIFICATION**

- 11.67 The policies for the Aerodrome are divided into four categories:-
- General policies applying to the whole Aerodrome (FA1);
  - Policies relating to proposals for flying (FA2);
  - Policies and proposals for other land uses (FA3-7); and
  - Surface transportation proposals, in association with the land use proposals (FA8-14).

## **General Policies**

- 11.68 Farnborough Aerodrome represents a major development opportunity of significance to the Borough and region. It is essential that proposals are put forward on a comprehensive basis to allow the proper planning of the site and the consideration of all environmental, sustainability, integrated land use and transport planning, traffic and other infrastructure implications. The Aerodrome, including some of the associated infrastructure, is likely to be developed over a long period, up to and possibly beyond 2011. Phasing will be an important element of any proposals.
- 11.69 Rushmoor is an important employment centre. The proposals for the Aerodrome provide the potential for a gradual increase in employment of about 4,000 jobs. Some of these would compensate for the loss of jobs at the site over recent years. The Council is conscious of the need to balance new housing and job opportunities and for any development to respect Regional Planning Guidance 9 on the location of the new development in south east England. It will be necessary to phase development of the site in relation to infrastructure provision and strategic

considerations. As a general guideline, development of the site should proceed at a rate of up to 25,000 square metres of employment floorspace per annum; any material increase to this guideline will need to be justified in the light of local and sub-regional housing and employment strategies. FA1 applies to the area covered by policies FA2 – FA7.

**FA1 Planning permission for major development proposals (i.e. in excess of one hectare) at Farnborough Aerodrome will be permitted only if the Borough Council is satisfied that:-**

- (i) They provide for the development of the Aerodrome to take place in accordance with a comprehensive plan;**
- (ii) there will be no demonstrable harm to the strategic gap, to nature conservation interests or to the heritage of the site. The submission of an environmental statement covering the whole site may be necessary;**
- (iii) they are acceptable in transport terms and shown to be so in a transport assessment;**
- (iv) they are adequately phased to ensure integration with infrastructure provision in the best interests of the proper planning of the area; and**
- (v) they will not result in development proceeding at a rate in excess of 25,000 square metres of employment floorspace per annum;**
- (vi) unless otherwise agreed with the local planning authority, there are firm arrangements for the future management of land allocated for public open space, and Sites of Importance for Nature Conservation; and**
- (vii) they do not prejudice the safe and efficient operation of Farnborough Airshow or business aviation.**

11.70 The Aerodrome contains many buildings and structures of significance to Britain's aviation heritage (see para 11.64). It is important that buildings of particular interest are reused and retained and that proper arrangements are made for recording the history of the site.

- FA1.1 Planning permission for major development proposals will be granted for development in accordance with other policies of this plan, only when adequate arrangements have been made for the recording and, where appropriate, preservation of any buildings, structures and equipment of significance to the development of aviation.**

## **FLYING POLICIES**

- 11.71 Government policy, in the statement of December 1994, and amplified by the Department of Transport, expects the Council, through its local plan, to retain the capacity for business aviation at Farnborough. Government statements of planning policy are material considerations which must be taken into account in the determination of planning applications. The deposit Hampshire County Structure Plan recognises the role of Farnborough Aerodrome in accommodating business aviation. Local plans must be consistent with national and structure planning policy.
- 11.72 The Council recognises that the Aerodrome provides an 'added value' to the economy of the area, but the economic advantages of an aerodrome must be considered against the environmental implications. The Aerodrome is also essential for the Airshow which is of major importance to the national economy.
- 11.73 On the Proposals Map the Council has defined a "business aerodrome operational area" to include the facilities such as runways, taxi-ways, hangarage, aircraft aprons, fire station and fuel "farm" which are likely to be necessary for the continued operation of the aerodrome.

- FA2 To retain the capacity for business aviation and the Farnborough Airshow, a business aerodrome operational area will be safeguarded for continued aerodrome use. The Council will not permit development unrelated to aviation within the business aerodrome operational area.**

- 11.74 The Government statement and DoT/DTI business aviation paper recognise that Farnborough's main runway is long enough to accommodate larger business aircraft. Many medium and longer range corporate jets would be constrained in their operations by a runway of under 2,000m. and are unable to operate from the alternative airports to the west of London such as RAF Northolt, Blackbushe and Fairoaks. For environmental and safety reasons, it may be desirable to retain the full length of the main runway (2,400m), although the Civil Aviation Authority may not license the full length for use for take-off and landings

in both directions. The Council will expect to work with the prospective operator and the CAA to achieve the safest runway configuration for take-offs and landings at Farnborough Aerodrome. It may be necessary to off-set the threshold where aircraft land from the end of the runway to comply with criteria for an obstacle free approach path. The full length of the runway may, however, also be needed to accommodate aircraft visiting Farnborough Airshow.

- 11.75 The House of Commons Defence Committee Report of December 1994 called for greater use of operational military airfields for general aviation and favoured development schemes which preserved runways intact (The Defence Estate Volume 1 para 25):

“we would like to see greater encouragement given to mixed use of airfields; and in view of the alarming reduction in the number of hard runways suitable for military purposes would also favour development schemes for redundant airfields which preserve the runway intact.”

**FA2.1 So as to provide for medium and longer range business aviation activity and capacity to accommodate the needs of the Farnborough Airshow, the Council will not permit development proposals leading to any reduction in the effective length of the existing main runway.**

- ~~11.76 Ministry of Defence flying at Farnborough takes place outside statutory planning controls. Flying at the Airshow is outside the scope of planning controls because it takes place on fewer than fourteen days in any one year. Flying from the Civil Enclave takes place in accordance with planning permissions for the site and an associated licence. Should the Aerodrome pass into another ownership, the need for planning permission for flying from the Aerodrome will have to be considered.~~

- ~~11.77 In addition to planning controls, activities at the Aerodrome will be subject to other regulations and controls, in particular relating to:-~~

~~— Civil Aviation Authority licensing; and~~

~~— The Environmental Protection Act 1990 (a comprehensive system of integrated pollution controls).~~

- ~~11.78 The Local Plan must provide a clear policy framework against which any proposals, involving flying, can be assessed. The Council recognises that the policy should provide for the accommodation of business aviation, as required by Government policy and the structure~~



~~plan, subject to a series of criteria to ensure that there are no adverse environmental, safety or surface transport implications for the locality.~~

- ~~11.79 Business aviation, for the purposes of the policy, includes corporate aircraft, corporate air charter, air taxis, planned maintenance and refitting, medical flights and air work (such as law enforcement and aerial photography).~~
- ~~11.80 The DTp (now DETR) is of the view that any movement limit below 20,000 would pose a serious risk to the long term viability of the aerodrome and would put in doubt its attractiveness to potential investors. This level represents a 20% reduction from the 25,000 air movements allowed under the current licence.~~
- ~~11.81 In its statement, the Government makes it clear that Farnborough should provide for longer range business flights. The Council recognises that the existing weight limit of 35,000 Kg certificated MTOW would not accommodate the new generation of business jets such as the Gulfstream V (38,600 Kg) and the Global Express (41,200 Kg). If it is to fulfil the role envisaged by the Government, Farnborough would need to accommodate these aircraft and any subsequent variants. A weight limit of 50,000 Kg certificated MTOW would be needed to accommodate these aircraft. This limit would exclude common jetlines.~~
- ~~11.82 Civil aircraft are generally becoming much quieter as Chapter 2 subsonic jet aircraft are phased out in favour of quieter Chapter 3 aircraft<sup>25</sup>. The Council will limit the number of noisier Chapter 2 aircraft to no more than the number operating in 1995; a total of 700 movements for the purpose of the policy.~~
- ~~11.83 Some aircraft, especially the older models, are particularly noisy. For example, early BAe HS 125s such as the 3B series with Viper engines have an average EPNdB<sup>26</sup> on departure at MTOW of 96-98.9 compared to the more modern and quieter BAe 125-800 series of a similar weight, of below 90 EPNdB. This is an eightfold reduction in noise levels. The Council will oppose the introduction of any aircraft that are noisier than the noisiest civil aircraft regularly operating from the Aerodrome in 1995. For the purpose of the policy this will be interpreted as the BAe~~

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<sup>25</sup> Chapter 2 and Chapter 3 aircraft are defined by the International Civil Aviation Organisation (ICAO) Environmental Protection - Annex 16. Chapter 2 aircraft are generally those for which a certificate of airworthiness was accepted before October 1977.

<sup>26</sup> EPNdB. Effective Perceived Noise Level. This is a measure of the sound level of an aircraft flyover weighted to take into account subjective impressions of noisiness. It cannot be measured with a noise level meter.

~~HS 125 3B assessed by reference to the CAA NOTAM noise classification of average EPNdB on departure at MTOW and is assumed to be 96-98.9 EPNdB. The Council will encourage the use of quieter Chapter 3 aircraft.~~

11.84 ~~Ministry of Defence flying at Farnborough has taken place almost entirely during the daylight. Civil Enclave flying is subject to an existing restriction of 7.00am to 10.00pm weekdays, most movements occur in the early morning and early evening. The Council is opposed to any relaxation of the operating hours, because this would be likely to increase noise disturbance to residents when ambient noise levels are low. It is proposed to retain the existing limit on the number of movements at weekends.~~

**FA2.2(A) ~~The Council will permit proposals for flying or engine testing in connection with business aviation requiring planning permission, subject to the following restrictions:-~~**

~~(i) the number of aircraft movements shall not result in levels of noise exceeding those that would be generated by 20,000 movements per annum of a mix of aircraft similar to the mix of civil aircraft movements to and from Farnborough Aerodrome in 1997;~~

~~No more than 28,000 aircraft movements of which no more than 2,500 movements shall be at weekends or bank holidays.~~

~~(ii) no aircraft exceeding 50,000 Kg maximum take-off weight, or helicopters exceeding 10,000 Kg;~~

~~(iii) no more than 700 movements by chapter 2 aircraft per annum;~~

~~(iv) no flying by aircraft with an average EPNdb greater than 98.9 at maximum takeoff weight.; and~~

~~(v) civil aircraft movements shall take place only between 07.00 hours and 22.00 hours on weekdays and between 08.00 hours and 20.00 hours on Saturdays, Sundays and Bank Holidays, except in an emergency. There shall be no civil aircraft movements at any other times and at no times on Christmas Day or Boxing Day. The Council will require agreements with the Aerodrome operator limiting the type of aircraft permitted to take off and/or land between 21.00 hours and 22.00 hours on weekdays.~~

11.85 Types of flying other than business aviation and very low volume freight may have adverse implications. Scheduled passenger, bulk freight or all-inclusive tour charter services may lead to far greater surface traffic and compete with business aviation. For the purposes of Policy FA2.2(b) 'bulk' is defined as a total of 100kg (including packaging) in any one aircraft movement. Any increase in training or recreational flying could involve, potentially disturbing circuit training. A wider range of flying would also raise public concerns about an eventual transition to a full airport.

11.86 The Council proposes to preclude the types of flying referred to in paragraph 11.85. These precluded activities do not include the limited amount of continuing MoD operational flying, airshow activity, present levels of recreational flying by the DERA Aero Club or essential familiarisation, training and flying checks by home based business aviation aircrew. However, The Council will seek their compliance with civil operating hours.

**FA2.2(B) The Council will not permit bulk freight services, scheduled passenger services, "inclusive tour" charter flying, any significant increase in training or recreational flying or a transition to an airport with a full range of flying amenities.**

11.87 Any proposals for flying will be assessed against their environmental, safety, surface traffic and other implications.

11.88 The noise environment resulting from flying at Farnborough has reduced over the last few years as MoD flying, particularly by the fast, noisy military jets, has declined. Civil movements presently total only about 7,000 per annum compared to the 25,000 allowed under the existing licence.

11.89 The Council has employed consultants to assess the noise and disturbance from:

- i) the existing activity at 1995;
- ii) the activity likely to result from the existing licence allowing 25,000 civil movements of aircraft up to 35,000 Kg (MTOW); and
- iii) the Council's proposed policy restriction to 20,000 movements with a weight limit of 50,000 Kg(MTOW).

11.90 The Council will expect any proposal for flying to demonstrate that there will be no deterioration in the noise environment from that resulting from 20,000 movements per annum of a mix of civil aircraft as were operating from Farnborough Aerodrome in 1997.

11.91 Aircraft routeing and procedures can influence noise disturbance. Operators will be expected to establish a system to allow the Council to monitor actual aircraft tracks and noise on approach and departure on the main runway, to supplement records of movements and aircraft type. This monitoring will entail provision of locations for equipment, the necessary apparatus, maintenance and operating costs.

11.92 Proposals for flying will also be assessed against the surface transport implications and whether there will be any adverse effect on ambient air quality from air and surface traffic. Developers will be required to identify existing and projected effects on ambient air quality.

**FA2.2(C) Proposals for flying or the ground testing of engines, requiring planning permission, will be permitted only if they:-**

- (i) cause no demonstrable harm to the natural environment and amenities of the surrounding area;**
- (ii) can be served adequately by local transport infrastructure; and**
- (iii) do not adversely affect ambient air quality.**

11.93 The Civil Aviation Authority regulates aviation activity in the UK to ensure the maximum safety of aircraft and the persons and property carried therein. There is no duty imposed on the CAA to consider risk to third parties in the exercise of its statutory functions; but by ensuring the safety of aircraft and persons, the CAA's exercise of its responsibilities

indirectly addresses the safety of persons and property on the ground. The Council will consult the Civil Aviation Authority and the Health and Safety Executive on any proposals for flying and require any operator to submit an independent risk assessment as part of an Environmental Assessment.

11.94 The Government has modelled risk contours for Farnborough based upon the level of movements in 1997 and scenarios for future levels of movements. The contours are measured from assumed thresholds (the points where aircraft aim to land) that are different from those shown on the planning application submitted to the Council in October 1999.

The existing model of risk contours for Farnborough does not take into account the influence of local factors such as topography and any particular characteristics of the operations proposed. The Council will require a risk assessment that evaluates local factors to inform decisions on the application of the policy.

Rushmoor has formulated a policy on aviation safety that closely reflects Government policy. The Government regards the maximum tolerable level of annual individual risk of fatality as 1 in 10,000 (or  $1:10^{-4}$ ). At the 1997 level of movements the  $1:10^{-4}$  risk contour does not extend beyond the operational boundary of the aerodrome. Because of the proximity of residential and other development to the aerodrome the Council considers that any flying proposals which would extend this contour beyond the Aerodrome or to encompass areas where people live, work or congregate should not be permitted.

11.95 The Government regards a significantly lower level of risk of 1 in 100,000 (or  $1:10^{-5}$ ) as an appropriate threshold for the prohibition of new development which would result in more people living, working or congregating in the vicinity of an existing aerodrome. This is addressed by the Government's Public Safety Zone policy. This policy does not in terms deal with the establishment (or expansion) of civil aerodromes but the general principles on which the policy is based can be applied to a proposal to establish (or expand) an aerodrome. At the 1997 level of movements the  $1:10^{-5}$  risk contour extended beyond the operational aerodrome and includes properties to the north east of the A325. The Council does not consider that there should be no extensions to this risk contour, because this would preclude the establishment of a viable business aviation operation at Farnborough and would result in the loss of the economic and employment benefits of such an operation. It would also make it unlikely that the biennial Airshow could continue.

11.96 The Council considers it is appropriate to balance the effects on the safety of the surrounding area (by existing properties being subject to a risk level of  $1:10^{-5}$ ) against the public interest in securing the continuation

of flying at Farnborough and in achieving a successful business aviation facility. This includes the economic and employment benefits of such proposals. The number of persons exposed to a risk level of  $1:10^{-5}$  is directly related to the annual number of air transport movements. Before permitting any proposal which could potentially extend the  $10^{-5}$  risk contour beyond the existing level the Council will need to be satisfied that the adverse effects on the safety of the surrounding area are outweighed by reasons of overriding public interest. This will require an examination of the specific economic and employment benefits associated with particular levels of air transport movements, as well as an evaluation of the numbers of people adversely affected by the risk.

**FA2.2(D) Proposals for flying which would result in the 1 in 10,000 pa risk contour at either end of runway 07/25 extending to areas where people live, work or congregate or beyond the area at the eastern end of the runway where Policy FA1 applies will not be permitted.**

**Proposals for flying which would result in the 1 in 100,000 risk contour extending beyond the operational aerodrome will only be permitted where the adverse effects on the safety of the surrounding area are outweighed by reasons of overriding public interest, including any economic and employment benefits of the proposals. A thorough assessment of benefits would need to accompany any planning application for use of the airfield for business aviation.**

11.97 Concern has been expressed that any proposal for flying should not be the “thin end of the wedge” and that operators should be prevented from pressing for relaxation in any restrictions applied in order to enhance the economic viability of the Aerodrome. The Council would seek to apply conditions to any planning permission and seek an accompanying legal agreement controlling:-

- type of aircraft movements;
- number of movements per annum and at weekends/bank holidays;
- times of operation;
- types of aircraft;
- monitoring and control; and
- aircraft routeing and procedures.

11.98 The Council will establish consultative arrangements involving adjoining local authorities, local residents, amenity groups and aviation operators and users to monitor and advise on flying activities at the Aerodrome.

11.99 Aerodrome facilities such as hangars, aircraft aprons, fire station, control tower and fuel farm are widely dispersed around the Aerodrome. The area around Diamond Way, which includes the largest existing hangars and considerable hardstanding, is remote from noise-sensitive uses and would be the most appropriate location for new aviation buildings or facilities. New aviation buildings should not encroach on existing paved areas or reduce hangarage.

**FA2.3 Land in the vicinity of and to the north of Diamond Way is a suitable location for the development of new aviation buildings and facilities.**

11.100 Relevant airports and airport operators, defined as those with a turnover exceeding a specified level, benefit from permitted development rights under Part 18 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995. These mean that operators may not need planning permission to erect new buildings and facilities. It is important that buildings and structures are carefully sited to protect the Strategic Gap. The Council may impose conditions on any planning permission to provide control on new development by withdrawing Class A rights which relate to:-

“the carrying out on operational land by a relevant airport operator or its agent of development (including the erection or alteration of an operational building) in connection with the provision of services and facilities at a relevant airport”.

**FA2.4 Within the area subject to Policy FA2, but excluding those areas subject to policies FA2.3 and FA2.5, proposals for development permitted as being in accordance with other policies of the plan may be subject to conditions withdrawing permitted development rights relating to Class A of Part 18 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995.**

11.101 The area where policy FA2 applies, termed the Business Aerodrome Operational Area, includes some existing Aerodrome facilities which may be required in association with a business aerodrome, which are inside the urban area of Farnborough and not in the strategic gap. Some of these facilities, may need to be relocated. Other facilities, such as hangars and hardstanding, may not be required by an aerodrome operator. If the Council is satisfied that these areas are not needed in

the long term for business aviation or the Airshow, alternative uses may be acceptable.

11.102 The existing General Aviation Area adjoins the Farnborough Aerospace Centre and could be redeveloped for business use as an extension to the Business Park if business aviation facilities are provided elsewhere on the Aerodrome. In the light of agreements already entered into with respect to the current use of land and buildings at Farnborough Airport Business Park, Rushmoor may seek to enter into agreements restricting the range of future uses to be permitted within Policy area FA2.5(i).

11.103 The fire station, "A" Shed and control tower lie on the edge of the main factory site. The fire station and control tower would be more appropriately located close to the centre of the Aerodrome. The control tower may need to be repositioned since it lies in the approach surface to the main runway, which should be free of obstacles. The area would be appropriate for development in association with the main factory site if not required in association with business aviation. Limitations on the height of buildings may apply.

11.104 There may be limited opportunities for use of land in the Business Aerodrome Operational Area where Policy FA2 applies for occasional car parking in association with adjoining uses. Permanent outside storage/parking uses would not be appropriate.

**FA2.5 The Council will permit the following uses where it is satisfied that areas subject to Policy FA2 (the business aerodrome operation area) are not required in the long term for the operation of a business aviation aerodrome, or are not essential to the operation of Farnborough Airshow:-**

**(i) Civil Enclave                      Business Use (Class B1), as an extension to Farnborough Aerospace Business Park)**

**(ii) Fire Station/A Shed/Apron/Control Tower**

**Development in association with the main factory site. (See Policy FA3)**

**There may be limited opportunities for car parking ancillary to adjoining uses.**



## **OTHER LAND USES**

### **The Main Factory Site**

- 11.105 The main factory site extends to about 47.5 hectares. There is a further 7.7 hectares on the southern edge which is within the Business Aerodrome Operational Area. The majority of the buildings became vacant in July 1996 following the relocation of the DERA to its new headquarters. Most of the site is densely developed with a mass of predominantly specialist buildings with interlinked services and car parking. The site was identified as an employment area in the Rushmoor Local Plan (1992).
- 1.106 The Council has three objectives regarding the use of the main factory site:-
- i) to secure general employment to meet the needs of the area through a mix of employment uses such as business, general industrial and warehousing development, (see para 11.51) including small incubator industrial units (see Policy E6.1);
  - ii) to take advantage of the unique opportunity at Farnborough for research and development based upon aerospace and associated research; and
  - iii) to achieve a diversity of activities to provide for the needs of the area, ensure phased implementation and reduce the peak hour traffic generation and inward commuting.
- 11.107 The Council proposes that the majority of the main factory site be allocated for general employment development. Twenty hectares of the site should be specifically reserved for research and development uses within Classes B1(b) and B1(c) of the Town and Country Planning (Use Classes) Order 1987.

### **Research and Development Uses**

- 11.108 Farnborough has a centre of aerospace research and development based around the Defence Evaluation and Research Agency. Consultants acting for the Council, and a consortium of other interested organisations, proposed the establishment of a new technology centre/science park of up to 20 hectares on the main factory site (see 11.53 above). The Council will encourage proposals which aim to improve links and technology transfer between DERA and industry. No specific part of the main factory site is identified, as developers may wish to concentrate the uses in one area, spread them throughout the overall

development, use existing buildings or redevelop. The Council will ensure the maintenance of sufficient land in research and development and industrial process use [Classes B1(b) and B1(c)] through legal agreements to accompany planning permissions which will include specific criteria for occupation. The criteria will restrict uses to activities such as research and development, r&d prototype and manufacture of technologically advanced products, applications engineering, technical consultancy, and high level technical training.

### **Other Uses**

- 11.109 The Council wishes to encourage a diversity of activities to provide for the needs of the area, secure phased implementation and reduce the peak hour traffic generation that can be caused by large employment development.
- 11.110 Farnborough College of Technology occupies a restricted site on the opposite side of the A325 Farnborough Road. The Council wishes to encourage any educational development.
- 11.111 Parts of the main factory site may be suitable for aviation centre/visitor centre uses (see para 11.55).
- 11.112 Large scale retail development at the Aerodrome is unlikely to be acceptable due to the impact it would have on the vitality and viability of Farnborough town centre. Any proposals for large scale retail development will be considered against PPG 6, PPG 13 and Policy S2. There may be potential for small scale ancillary leisure and retail development to serve employees and visitors to the Aerodrome site.
- 11.113 The Council will monitor the development of the main factory site. If development does not proceed at an appropriate rate the Council will review Policy FA3.

**FA3 The main factory site is allocated for employment development. At least 20 hectares (70,000 sq.m. of floorspace) of the site should be reserved for Class B1(b and c) uses. The Council will permit parts of the site to be developed for other appropriate uses to achieve a greater diversity of activities. The following uses would be acceptable:-**

**Educational, aviation heritage and visitors' centres, commercial leisure and retail facilities ancillary to redevelopment of the Farnborough Aerodrome site.**

11.114 The CAA is responsible for licensing the Aerodrome, including the operating lengths of the runway and its requirements include the maintenance of an obstacle free flight path. The eastern approach to the main runway is over a built up area of Farnborough which is on higher ground, and includes a number of schools and Farnborough College of Technology. It will be necessary to establish safeguarding areas and restrictions on future development in order to satisfy licensing criteria including height restrictions on buildings and structures on the eastern part of the main factory site and RAF officers mess site before development is permitted to proceed. Height restrictions will depend upon the nature of any proposals for flying and the length of main runway for which a licence is granted.

**FA3.1 Planning permissions on land in the south east of the main factory site and part of the RAF Officers' Mess, which are under the approach flight path to the main runway, will be given only when the proposals conform to any height and land use restrictions applied by the CAA. Proposals will also have to be in accordance with other policies in the plan.**

#### **The Queens Gate Site**

11.115 The Queens Gate (CHS/SAM/SETC/YMCA - see para. 11.7) site of about 9.7 hectares lies in a prominent location adjacent to the A325. The majority of the site is vacant. The Council favours employment and residential use of the site.

11.116 The Council's proposals for the redevelopment of the Aerodrome have the potential to provide about 4,000 new jobs at prevailing employment densities. Some residential development would help counter the tidality of traffic flows during rush hours, contribute to the housing needs of the area and enable a balance between housing and employment. Much of the site will be affected by aircraft noise limiting its suitability for housing. Any housing development would have to comply with PPG 24 "Planning and Noise".

11.117 The area around the former YMCA at Queen's Gate may be most suitable for housing. The Council estimates that the development of the YMCA site could provide about 90 dwellings. The maximum number of houses is likely to be about 200 if other areas of the Queens Gate site are developed for housing. Development must comply with the Council's affordable housing and open space policies.

**FA4** The Queen's Gate site is allocated for a mix of employment and residential development. Residential use will be permitted if residents will not be unacceptably affected by aviation or airshow related activities. An access route should be maintained through the site between Farnborough Aerodrome/SBAC site and Government House Road.

11.118 There are several groups of buildings in the strategic gap outside the Business Operational Aerodrome area (see Policy FA2). The Council may allow limited re-development of these sites within the areas occupied by the footprint of existing buildings. Appropriate landscaping will be particularly important.

11.119 The Air Accidents Investigation Branch (AAIB), a division of the DETR, occupies a site of about 1.4 hectares (3.6 acres) near Basingstoke Canal. The AAIB requires access through The Aerodrome for heavy loads and a secure and secluded setting.

**FA5** In the strategic gap and defined countryside, the Council will permit employment use on a footprint basis only in the general area occupied by existing buildings on the following sites:-

- (i) RAF Officers' Mess, Farnborough Road; (This site may also be suitable for hotel use, see Policy FA3.1)
- (ii) "T" Area, Berkshire Copse Road;
- (iii) AAIB Compound;
- (iv) Range Road; and
- (v) 'X'/Ball Hill Site.

- 11.120 Farnborough Airshow provides significant benefits to the national and local economy. The Society of British Aerospace Companies (SBAC) which operates the Airshow, has an undertaking from the Ministry of Defence that it can continue to operate until the year 2000. Whilst the site has been in the ownership of the MoD, the Airshow has not had to bear all its indirect costs. There has been considerable investment in infrastructure on the Airshow site, but it is used only once every two years. The Council proposes to encourage the use of the site for other events and the development of a small, regional exhibition facility to achieve a more efficient use of the site. This may include an element of permanent exhibition halls, conference facilities and possibly hotel accommodation. The extension of uses onto the adjoining Queens Gate site may also be acceptable. Under the General Development Order some temporary uses such as exhibitions can take place without planning permission.
- 11.121 The definition of major development in policy FA1 and other policies of the plan (i.e. development in excess of 1 hectare) at Farnborough Aerodrome, does not include the present use of part of the site for the airshow.
- FA6** It is proposed that the SBAC site (as shown on the proposals map) will be safeguarded for a regional exhibition site capable of accommodating the exhibition hall and business chalet elements of the Farnborough air show and other occasional events. Planning permission will be granted for the development of permanent exhibition halls and conference facilities upon this land and planning permission for an hotel may also be granted where this is compatible with exhibition use.
- 11.122 An area close to Puckridge Gate is a Site of Importance for Nature Conservation and is close to two Sites of Special Scientific Interest. It has potential for informal recreation, compatible with its ecological interest. The Council wishes to encourage a country park perhaps with a wildlife nature study/interpretation centre, possibly using an existing building and aerodrome viewpoint facilities.
- 11.123 Land in the vicinity of the Main Gate is well wooded, providing an attractive entrance to the Aerodrome site and informal recreation for residents of Pinehurst Cottages and Elles Close.
- 11.124 Land alongside Farnborough Road, between Maitland Road and the RAF Officers' Mess, has long distance views over the Aerodrome and is believed to be the general location of Cody's take-off for his first flight. It

provides potential for an area of informal open space serving local residents in South Farnborough and as a viewpoint for aviation enthusiasts. Proposals should consider the need for South Farnborough residents to cross the A325.

11.125 Use of the areas should not conflict with or compromise Airshow activities including access and parking. Public access to these areas of open space may have to be restricted occasionally where they are required in connection with the Airshow.

**FA7 Land is allocated for public open space:**

- (i) adjacent to Puckridge Gate, for informal recreation and including an interpretation centre;**
- (ii) adjacent to the main gate for parkland landscaping; and**
- (iii) in the vicinity of Maitland Road and the RAF Officers' Mess for informal open space.**

**When determining applications for the grant of planning permission for major development the Council will require, where appropriate, the submission of details concerning the layout and long term maintenance of the open spaces.**

**SURFACE TRANSPORT**

11.126 Policy FA1 requires developers to submit a Traffic Impact Assessment (TIA) in association with their proposals. The TIA should identify-

- the implications of the development for the wider highway network and, in particular, for the provision of a choice of means of transport with the overall aim of reducing the need to travel, consistent with PPG13;
- details about the improvements required, including the provision and management of car parking to support the objectives of PPGs 6 and 13; and
- the phasing improvements.

11.127 Developers will be expected to provide transport improvements which are essential to allow the development to proceed. No development will be allowed until full agreement has been reached about the funding, implementation and land requirements.

11.128 The following paragraphs and policies provide an indicative framework of the transport improvements that will be required in association with development at the Aerodrome. The precise requirement will be confirmed when levels of development and activity and its phasing are known.

### **Highways**

11.129 The Council expects that development of the Aerodrome will be served by a distributor road running around the north and eastern part of the Aerodrome from the junction of Arrow Road/Elles Road to the vicinity of Queens roundabout. Access will also be via the existing main gate to Meudon Avenue roundabout. The provision of a distributor road through the site is likely to reduce significantly the impact of traffic on the local road network. Its primary function will be to serve the development site.

11.130 The precise alignment and phasing of the distributor road will be determined at the time of submission of a planning application and will be designed to accommodate the operational requirements of the Aerodrome operators and the Farnborough Airshow. There will be a requirement for associated highway works to provide suitable access from the district distributor road to the operational Aerodrome, adjacent areas used during the Farnborough Airshow, the area safeguarded for the regional exhibition centre and the site of the RAF officers mess. But it is envisaged that the road be provided at as early a stage as possible.

11.131 If the distributor road is to be offered for adoption by the highway authority it should be constructed to adoptable standards on land to be dedicated to the highway authority.

**FA8** Development on Farnborough Aerodrome will be served by a distributor road running from a new roundabout at the junction of Arrow Road/Elles Road to the vicinity of the Queens Roundabout. The alignment of and areas of land needed to accommodate the district distributor road will be designed to accommodate the operational requirements of the operators of the Aerodrome and the Farnborough Airshow. It will be necessary to close sections of the distributor road at appropriate times to accommodate the operational requirements of the Farnborough Airshow and to implement any necessary controls on traffic in relation to aircraft movements.

11.132 To serve the proposed development it will be necessary for the Kennel Lane link road to be completed between Southwood Lane and the Cody Gate of the DERA on Ively Road. Hampshire County Council has defined an area of investigations for improvements to Kennel Lane. The route of the Kennel Lane link road lies entirely within the area of Hart District Council; it is therefore not shown on the inset map.

**FA9** Upgrading of Kennel Lane will be required in association with major development of Farnborough Aerodrome and other development in the area. Developers will be expected to make an appropriate financial contribution to the cost of any necessary improvements and enter into an appropriate legal agreement. The nature and timescale of the improvements will be a matter for agreement with the highway authority.

11.133 Ively Road and Elles Road are part of the strategic road network, run along the northern edge of the Aerodrome and may need improvement as a result of major development at Farnborough Aerodrome. Any additional land required is likely to be from within Farnborough Aerodrome.

**FA10** Major development proposals for Farnborough Aerodrome may require formal arrangements for phased improvements to dual carriageway standard on Elles Road from the Ively Road/Elles Road junction to Arrow Road/Meadow Gate junction and the dedication of the necessary land or the provision of bus priority on roads leading to the site. Details of these improvements will be subject to the agreement of the Highway Authority and developers and landowners will be required to enter into an appropriate legal agreement.



- 11.134 The Local Plan identifies in broad terms the highway improvements necessary to accommodate the development. Any development proposal should be assessed within this overall framework and accompanied by a Traffic Impact Assessment/ Transport Assessment (see FA1). This should identify in more detail the improvements required, particularly the necessary junction improvements, and the phasing of the works. The Council would also expect a developer to identify proposals to improve public transport and cycle facilities in the area in accordance with County Structure Plan and Local Plan proposals to encourage the use of these modes of transport. Subject to respective timescales, these facilities should be in line with the proposed North East Hampshire Transportation Strategy and the cycle strategies for Rushmoor and Hart.
- 11.135 Development of the Aerodrome will also necessitate a number of other improvements to the highway infrastructure in the area which must be provided by the development.

**FA11 Proposals for major development of Farnborough Aerodrome will be required to make appropriate provision for necessary junction improvements or off-site highway works including traffic management schemes. The developer will be required to assess the works which are necessary. The developer will be required to enter into a legal agreement and to make appropriate financial contributions towards these works.**

- (i) **the assessment of the works required should include an assessment of the need for improvements at the junctions of Ively road/A323 and Aldershot Road/A323. (the Ively Road/A323 junction is outside the plan area and is therefore not shown on the proposals map.)**

### **Public Transport**

- 11.136 Developers should be expected to identify proposals to improve public transport in the area in accordance with the County Structure Plan and Local Plan proposals to encourage the use of alternatives to the private car. Developers will be expected to encourage or fund, for an agreed period and up to a specified level, the provision of a bus service between Farnborough Station and Fleet along Elles Road/Ively Road with stops at the entrances to the DERA and Arrow Road junction; a service should also be provided between the site and Cove/West Heath/Mytchett and Aldershot. Local operators should be consulted regarding optimum routeing. The main aim must be to link major local

origins and destinations including the main residential /commercial/shopping areas and other travel modes including the local rail network. The Council would expect potential developers to identify more precisely how this would be achieved.

**FA12 Major development proposals at Farnborough Aerodrome (other than those associated with the provision of facilities for business aviation operations) will be required to make provision for an appropriate package of public transport improvements including bus priority measures. These improvements will be subject to the agreement of the Council and developers will be required to enter into an appropriate legal agreement.**

### **Cycleways and Footpaths**

11.137 The improvement of pedestrian and cycleway facilities will be required in accordance with the structure and local plans and cycle plans for Rushmoor and Hart. Three strategic routes relate to the development of the Aerodrome:-

- i) along Ively Road/Elles Road between Sulzer roundabout and the A323, including links into the Basingstoke Canal towpath, alongside Arrow Road and towards Southwood via the northern edge of the Golf Course;
- ii) provision of a footpath/cycleway beside the district distributor along the corridor of the A325 from the vicinity of Pinehurst Passage southwards as far as the Basingstoke Canal; and
- iii) from the main factory site into Farnborough town centre.

11.138 There will be a need to consider crossing points of the adjoining roads.

**FA13 Major development proposals for Farnborough Aerodrome (other than those associated with the provision of facilities for business aviation operations) will be required to make provision for footpaths and cycleways with appropriate landscaping in accordance with adopted cycle plans. Provision will be made within the boundary of the development areas outside the operational aerodrome for the extension of the following strategic footpath/cycleway routes:**

- (i) along Ively Road from Sulzer Roundabout to the A323 including links to the Basingstoke Canal, Arrow Road and Southwood;**
- (ii) Beside the district distributor road and along the A325 corridor from Pinehurst Passage southwards to the Basingstoke Canal; and**
- (iii) From the main factory site to a) Farnborough Town Centre and b) the A325 via Pinehurst Passage.**

**Developers will be expected to provide on-site cycle parking.**

**FA14 Proposals for major development of Farnborough Aerodrome will be required to include proposals for a commuter plan which considers the overall travel implications of the development and the opportunities to reduce the number of vehicle movements in the area. Parking provision will be reviewed as part of the commuter plan. The Council will seek to enter into appropriate legal agreements with developers regarding the implementation of the commuter plan.**

12.

## **EMPLOYMENT**

### **INTRODUCTION**

12.1 A healthy economy is fundamental to maintaining and enhancing the quality of life in the Borough. Planning policies do not create jobs or make business more prosperous. They provide a framework within which to stimulate economic growth and investment. The Council's objectives are to promote and encourage a buoyant and diverse local economy and to enable a range of jobs to be provided to match the skills and needs of local residents. Farnborough Aerodrome provides a unique opportunity to build on the economic strength of the area in aerospace and related research and development; at the same time it is important to secure a diverse base to the economy.

### **PRESENT EMPLOYMENT PATTERN**

#### **Total Employment**

12.2 At 1996 Rushmoor had about 45,000 employed residents in the Borough and about 42,000 jobs, a net outflow of 3,000 commuters. There are large in and out flows. The eastern parts of Hart District had an outflow of about 10,000 commuters. Other parts of the Blackwater Valley also have net outflows, there being about 30,000 fewer jobs than employed residents in the Blackwater Valley. The plan's proposals will lead to a better overall balance.

12.3 The major centres of employment are Farnborough Aerodrome, Aldershot and Farnborough town centres and the four main employment areas; North Lane/Blackwater Way and Invincible Road Industrial Estates, Southwood Business Park and Frimley Business Park/Hawley Lane.

#### **Major Employers**

12.4 Rushmoor has the highest level of dependency on defence related employment in Hampshire, estimated at about 47% of jobs. The Ministry of Defence is the largest employer in the area; others include the Defence Evaluation and Research Agency, IBM, British Aerospace Defence, Telecom and Zurich. Employment at the Defence Evaluation and Research Agency has fallen recently following rationalisation. Whilst future employment at the Ministry of Defence is uncertain due to the effects of Defence Reviews, the Council is not aware of any significant proposals for a reduction.

- 12.5 Rushmoor has a relatively small proportion of manufacturing employment but higher proportions in transport/communications and finance/business sectors.

### **Unemployment**

- 12.6 In November 1999, 680 residents were unemployed; a rate of 1.3% compared with 2.1% across Hampshire and 3.9% nationally.

#### **PERCENTAGES UNEMPLOYED AT SEPTEMBER 1999 (Calculated on workforce base rates)**

	Male	Female	Total
Great Britain	5.5	2.1	3.9
Hampshire	2.9	1.1	2.1
Rushmoor	1.7	0.8	1.3

- 12.7 Unemployment in Aldershot and Farnborough is similar. However, there are concentrations of high unemployment in Alexandra and Grange wards. Unemployment in Rushmoor has fallen from a peak of about 7.6% (3,500) in January 1993.

### **Premises Available for Employment Use**

- 12.8 The Council estimates from Valuation Office records that in 1995 the stock of commercial premises in the area, excluding MoD/DERA buildings was:-

Offices	100,000 sq.m.
Warehouse/storage	160,000 sq.m.
Industry/Workshops	<u>190,000 sq.m.</u>
Total	450,000 sq.m.

In October 1999 there were about 16,520 sq.m. of vacant or occupied but available floorspace in the main employment areas. In addition there were sites for a further 67,150 sq.m. of accommodation with planning permission. The total available stock of floorspace and sites is about 83,670 sq.m.

- 12.9 The rate of development of new buildings over the period 1981-1991 has been an average of about 17,280 sq.m. per annum. At past rates of development the supply of land might last about four years; after this the range and choice of premises would become exhausted. The Council is therefore proposing further employment development to

extend the range of available opportunities. (see paras 12.14-12.16).  
These sites are intended to:-

- i) accommodate the reasonable requirements of local business;
- ii) provide a range of sites suitable for businesses which might be expected to locate in the area; and
- iii) take advantage of particular opportunities.

12.10 The majority of the available land and premises is concentrated on two sites:

#### **Southwood Business Park, Farnborough**

12.11 Nokia are developing a second phase of their site to provide about 20,000 sq.m. of business floorspace. There are two undeveloped sites of 3.2 hectares with planning permission for 11,470 sq.m. of employment floorspace.

#### **North Lane Sewage Treatment Works, Aldershot**

12.12 About 4.9 hectares is available with planning permission for nearly 11,220 sq.m. of general industrial development on the edge of the North Lane industrial estate.

### **FURTHER EMPLOYMENT DEVELOPMENT**

12.13 Three Ministry of Defence sites offer potential to accommodate more employment.

- site of the former Royal Pavilion, Aldershot
- site of the former Guillemont Barracks, Farnborough
- Farnborough Aerodrome (see Section 11)

12.14 Site of Former Royal Pavilion, Aldershot. The home of the former Queen Alexandra Royal Nursing Corps is to be released by the MoD. The site is in a strategic gap and development will be limited to the conversion or change of use of the existing building or redevelopment on the basis of the existing 'footprint' of the building. The site may be suitable for a variety of uses including offices, research and development, institutional, recreational, educational, student accommodation or hotel. Conventional housing or sheltered accommodation would not be appropriate. The Council published

Development Principles for the site in March 1995. Outline planning permission for the redevelopment of the site for B1 offices was granted in 1999.

**E1 The Queen Alexandra Royal Nursing Corps building at the former Royal Pavilion, Aldershot is allocated for office, research and development, institutional, recreational, or educational use. Any development of this site, which is in a strategic gap, should be no bigger than the existing building footprint. No building should be higher than adjoining landscaping. The Council has prepared development principles for the site.**

12.15 Guillemont Barracks, Farnborough. The site of the former Guillemont Barracks is surplus to the requirements of the MoD. It covers about 15 hectares, the majority of which is in the administrative area of Hart District Council. About 2 hectares, alongside Sandy Lane, is in Rushmoor. There are excellent communications via the adjoining junction 4A of the M3 motorway. The area is used extensively for informal recreation by local people. Hart District Council published a draft development brief for the site in December 1994, and have allocated the part of the site within Hart for employment development in the deposited Replacement Hart District Local Plan. Any development needs to be planned on a comprehensive basis involving both councils. Planning permission has been granted and construction started on phase 1 of a B1 office development, on land within Hart District. Outline planning permission has been granted for phase 2 of the B1 office development, which includes the land within Rushmoor Borough.

12.16 A traffic impact assessment in relation to a recent planning application identified a capacity limitation at junction 4a of the M3 motorway which would have constrained business park development of the part of the site within Rushmoor unless improvements to the junction were carried out. The appropriate improvements are currently being undertaken. If any part of the approved development of the site were not to proceed, the Council considers that residential use would also be appropriate, if an adequate noise environment can be achieved, as would commercial leisure development ancillary to the business park use. Any uses ancillary to the principal uses of the site would need to be in accordance with other relevant policies of the plan.

**E2 Land at the former Guillemont Barracks, Farnborough is allocated for business park development subject to the following criteria:**

- (i) the overall site density should be no more than 3,000 sq.m. per hectare (gross) to achieve a high quality campus development;**
- (ii) submission of a satisfactory commuter plan and provision for bus service links to Farnborough town centre and railway station;**
- (iii) the height of buildings and structures should not exceed the height of surrounding trees; and**
- (iv) the provision of a substantial landscape framework with 20-40m. wide planting belts incorporating opportunities for informal recreation.**

**No vehicles, other than public transport vehicles or bicycles, will be allowed access to or from the site from Sandy Lane, Pinewood Park or Minley Road spur, except in an emergency.**

## **~~DEVELOPMENT IN EMPLOYMENT AREAS~~**

~~12.17 The major employment areas outside the town centres and the Aerodrome are:~~

~~Farnborough:~~

~~Frimley Business Park~~

~~Hawley Lane Industrial Estate, including Bentalls' Depot~~

~~Invincible/Arrow Road/Solartron Industrial Estate~~

~~Southwood Business Park~~

~~Farnborough Aerospace Centre~~

~~Aldershot:~~

~~Blackwater Way Industrial Estate~~

~~Boots Depot/Springlakes Industrial Estate~~

~~North Lane/Eastern Road/Brook Trading Estate~~

~~Redan Hill Estate~~

~~Wyndham Street/Manor Park Industrial Estate~~



**E3                    ~~The Council will normally permit business, industrial and storage developments or redevelopment within the defined employment areas.~~**

- 12.18      Land at Lynchford Lane is identified as an employment area. The site was formerly allocated for bad neighbour uses and currently contains a small amount of such uses, together with B1, B2 and B8 uses. The site is surrounded by land in the Blackwater Valley Strategic Gap and the southern part of the site is prominent from the junction of the Blackwater Valley Road. The site would benefit from comprehensive redevelopment, incorporating environmental improvements, designed to minimise the visual impact of development. The existing site access road is unsatisfactory and highway improvements will be required as part of development proposals. The site is close to a railway station offering potential for uses which would benefit from alternative modes of transport to the private car. The Council will encourage comprehensive redevelopment of the site if this demonstrates a significant environmental improvement and a high degree of usage of rail transport. The site is not considered suitable for retail or commercial leisure uses.

**~~EMPLOYMENT DEVELOPMENT IN THE REMAINING BUILT UP AREAS OF ALDERSHOT & FARNBOROUGH~~**

- 12.19      ~~Policies E1-3 (and TC5 in the Town Centre section) of the plan seek to direct employment development to appropriate places. The town centres are the best locations for major office developments because employees can benefit from ancillary services and the public transport network. The employment areas are more appropriate for industry and warehousing. It is not appropriate for large scale business uses, within Class B1 of the Town and Country Planning (Use Classes) Order, or industrial uses, within Class B2-B8, to be introduced into residential areas where traffic and environmental effects would detract from the quality of life of residents. However, Class B1 developments may be appropriate. They could also help achieve mixed use (see 5.10-11 and ENV18), provide a diversity of employment opportunities for local people and to reduce demand to travel. The Council is keen to encourage home based and teleworking. Where any such proposal requires planning permission it will be considered under the terms of Policy E4.~~

**E4** ~~Business development within Class B1 of the Town and Country Planning Use Classes order may be permitted within the built up areas of Aldershot and Farnborough provided that:-~~

- ~~i) it can be accommodated satisfactorily in terms of scale, density, character and design in relation to surrounding development and the site itself; and~~
- ~~ii) it would not place an undue burden on the local road network or generate traffic of a type or volume inappropriate for local roads and nearby properties.~~

**E5** ~~Outside the defined employment areas, new development for industry and warehousing within classes B2-B8 of the Town and Country Planning Uses Classes Order will be permitted unless the proposal would produce unacceptable increases in traffic or noise, or result in other adverse effects. Where permission is granted the Council will, where appropriate, impose conditions or seek to enter into agreements to safeguard local amenity.~~

## **INCUBATOR/SMALL UNITS**

12.20 A number of sites provide starter units for fledgling businesses; units as small as 50 sq.m. are available at Belle Vue Enterprise Centre and North Lane, Aldershot. Some of these also provide centralised facilities, secretarial and other services. These units are vital in encouraging small businesses to develop. Currently there are sites available on the main employment areas and also in residential areas; in some instances these cause disturbance to adjoining residents. The majority of the small units available are in Aldershot. Provision of small units in Farnborough would be desirable. Small units could be provided as part of the redevelopment of Farnborough Aerodrome for general employment use and in conjunction with the proposed Farnborough New Technology Centre (see FA3). The Council would welcome further developments of this kind particularly on the main employment areas or, in some cases, in residential areas, provided they would not cause undue environmental problems. The Council will resist the loss of small units unless they have caused consistent problems for adjoining residents.

**E6 Subject to the criteria in Policy E4, the Council will permit development proposals which support the creation and expansion of small businesses, including the provision of incubator units and industrial uses.**

**E6.1 Land for small “incubator” business and industrial units should be provided in association with employment development at Farnborough Aerodrome.**

**E7 The Council will resist the loss of small “incubator” units unless occupiers have given rise to consistent problems of disturbance for adjoining residents.**

12.21 There are many activities that are important to the local economy but which can have a detrimental environmental effect on neighbouring uses. As such, they are inappropriate in residential areas, town centres or industrial estates. These uses are sometimes known as “bad neighbour” uses or “backyard industries” and often include:-

- vehicle breaking, repair, spraying and storage; and
- processing and storing minerals, waste and building materials.

“Bad Neighbour” uses often have a high proportion of outdoor activities. The Council wishes to accommodate these activities on appropriate sites and allow for the relocation of bad neighbour uses, which may include some general industry, from sites in residential areas.

12.22 Policy E8 seeks to concentrate bad neighbour industries in acceptable locations by identifying a site at Hollybush Lane. The policy seeks to safeguard environmentally sensitive areas from intrusion by bad neighbour uses; it will also enable the Council to regularise the existence of bad neighbour uses in otherwise environmentally sensitive areas, by containing them within carefully defined boundaries.

12.23 Applicants will need to define the specific uses for which planning permission is sought and be prepared to enter into an agreement, limiting the use of the site to bad neighbour uses. Proposals for bad neighbour uses must include measures for screening and landscaping to minimise their impact.

**E8** **Bad neighbour uses will normally be encouraged in the bad neighbour use area (shown on the proposals map), provided that it can be demonstrated that the proposed uses are not suited to sites available or allocated for general employment uses. The bad neighbour use area is at:-**

**Hollybush Lane, Aldershot (2.5ha).**

**E8.1** **The Council will normally permit development in accordance with Policy E8 provided that:-**

- (i)** **it would not cause significant harm to the enjoyment of nearby uses, dwellings, recreation areas or the river environment;**
- (ii)** **buildings are not prominently sited;**
- (iii)** **any buildings are appropriate in scale, design, colour and texture to the character of the Blackwater Valley;**
- (iv)** **attention has been paid to the maximum height of any development, including storage areas, and materials to protect the setting of the Blackwater Valley and views from the surrounding area;**
- (v)** **it would not be detrimental to public health by the emission of excessive noise or fumes or other pollutants;**
- (vi)** **existing drainage systems are not over-loaded or exceeded; particular regard should be paid to drainage and ground levels in relation to the requirements of the water authority;**
- (vii)** **there is a satisfactory means of access, and traffic movements would not conflict with, or increase, danger to highway users including pedestrians; and**

- (viii) new developments within Classes B1 (business) and Class B8 (warehousing) will not normally be permitted in the bad neighbour use areas. Class B2 (General Industrial Uses) will be permitted provided that it can be demonstrated that the proposed uses are not suited to sites available or allocated for general employment uses.**

12.24 The intention of Policy E9 is to maintain bad neighbour uses in suitable locations and to prevent inappropriate development in other commercial or industrial areas, in residential areas or on open land. Where unauthorised uses exist, particularly in residential areas, attempts will be made to encourage relocation to the defined areas.

**E9 New bad neighbour use developments, or the extension or intensification of existing bad neighbour uses, outside the defined bad neighbour use areas (shown on the proposals map) will not be permitted.**

### **Overall Employment Potential**

12.25 The principal proposal to provide new employment opportunities is at Farnborough Aerodrome (section 11). The relocation of DERA means that the main factory site can be redeveloped providing the potential on the Aerodrome for an overall increase of about 4,000 jobs, taking the total back to the levels in the 1960s. However, almost half of the area will be reserved for a new technology centre and science park uses which will have lower employment densities. It must be recognised that the redevelopment will take place in phases and may not be completed during the plan period. New employment at the aerodrome will help to compensate for the continuing loss of employment in traditional employment areas, including the town centres, and rationalisation at DERA. The overall employment potential within Rushmoor, resulting from proposals for the Aerodrome, Royal Pavilion site and the former Guillemont Barracks is estimated in Appendix 9. The new proposals will provide a choice of available sites sufficient for the plan period at past development rates.

12.26 The Council will continue to monitor the provision of new employment and its relation to local needs in order to ensure the stability of the local labour and housing markets. Although the Council wishes to encourage Rushmoor's continued role as an employment centre serving a wide area, favourable consideration will be given to alternative residential use of employment sites where it would achieve a better balance between employment and housing provision, with reductions in travel and improvements in residential amenity. Several smaller employment

sites, particularly in Aldershot, are remote from the major road network and close to housing such as at Mount Pleasant Road; some of these may be more suitable for redevelopment for housing.

- E10**      **The Council will support comprehensive proposals for the conversion of inappropriately located commercial sites in residential areas to residential, recreational or community use. Proposals for conversion or change to retail use will be considered against Policy S2.**

SUPERSEDED

13.

## IMPLEMENTATION

### ~~DEVELOPERS' CONTRIBUTIONS~~

13.1 ~~Most development in Rushmoor will be carried out by the private sector. In most cases the Borough Council and other relevant bodies have limited funds to pay for the infrastructure needed for these developments. Therefore, in accordance with case law and Department of the Environment Circular Circular 1/97 Planning Obligations, the Borough Council will require the developer to enter into a planning obligation, to ensure the provision of whatever facilities and/or works are required to allow the development to proceed.~~

13.2 ~~Policies OR4 4.1 and H6 6.1 of the Plan specifically relate to requirements for open space and affordable housing in relation to residential development. The community has needs for other forms of facilities such as sports facilities, community centres, public art, environmental improvements, wildlife habitats, economic development initiatives and for alternative transport facilities to the private car. Additional demand for these facilities may be generated by residential or commercial development. The Council will also seek the inclusion of public art in major developments, as set out in Rushmoor's Public Art Strategy. Any planning obligations should relate fairly and reasonably in scale and kind to the proposed development. A threshold of 1 hectare has been chosen to reflect the size of site where there are likely to be wider implications on infrastructure and services. Provision of highway infrastructure is addressed by Policy TR10.~~

~~**IMP1 On sites of over one hectare the Council will seek to secure the appropriate level of contribution towards necessary infrastructure and community facilities that are required as a direct result of the development itself, taking into account existing and planned provision of these facilities. A financial contribution may be accepted in lieu of the actual provision of facilities.**~~

13.3 ~~Requirements arising from Policy IMP 1 are not specified in detail, as they are bound to vary from case to case. It may be necessary for developers to enter into planning obligations prior to the grant of planning permission, to ensure the provision of infrastructure necessitated by their proposals. Prospective developers should consult with the local planning and highways authorities at an early stage to determine obligations. These can then be reflected in the purchase price of land or property, prior to entering into commitments. The~~

~~Council will provide developers with a firm programme for the use of any contributions.~~

- ~~13.4 The Courts have held that local authorities cannot seek benefits which are not necessary to enable the development to take place, but in deciding an application they can give weight to the offer of benefits even if such benefits are not directly required by the development in question. While the Council does not invite such offers of benefits, it will give appropriate weight to any offered in association with development in determining planning applications.~~

## **RESOURCES**

- 13.5 Some of the policies in the Plan seek change in the form of new development. The majority of policies are for development control and guidance and do not have a direct resource implication.
- 13.6 The key resources required to implement the development related policies are land and finance. Sites required for developments identified in this Plan are all likely to come forward through planning applications; land assembly is unlikely to be a problem. Many sites are in single ownership and advance notification has been given by their owners regarding their possible release for development. All the proposals in this Plan are thought to be capable of implementation by the end of the Plan period in March 2011.
- 13.7 Government strategy continues to influence the balance of resources between public and private sectors, aiming at reducing public expenditure and shifting resources to the private sector. Implementation of the Plan will therefore be largely dependent upon the private sector.
- 13.8 The Council will continue to play its part in the development of the Borough, by guiding and controlling change and by investing in essential services, economic initiatives and undertaking environmental improvements schemes. Increasingly the Council will look towards building partnerships with local groups and private developers, such as Private Finance Initiatives, to implement some of the Plan's policies.
- 13.9 The main areas of expenditure by the Council will be environmental improvements (some in partnership with the County Council) and improvements to infrastructure and services. The County Council, as highway authority, will be committing itself to expenditure on transport initiatives. The Council will endeavour to persuade other public sector authorities, as well as private organisations, to allocate appropriate resources to enable Rushmoor to achieve the objectives of the Plan.



## **REVIEW**

13.10 In accordance with Planning Policy Guidance Note 12, "Development Plans and Regional Planning Guidance", the Plan looks to the long term (up to 2011). Although many of the policies will be as relevant in 2011 as they are now, it is inevitable that changes will be required in due course. Indeed, Government advice stresses that local plans must be up to date and relevant to be afforded serious consideration in the development control process.

13.11 The Plan may need to be reviewed if there are significant changes in circumstances such as:-

- i) in the national economic situation, as it influences development pressures in the area;
- ii) in Government policy and regional guidance, as it affects planning, development and conservation areas;
- iii) any significant change in the Hampshire County Structure Plan (1996-2011 (Review) as a result of any successful legal challenge following adoption or significant progress in a further review of the Structure Plan for the period beyond 2011;
- iv) if there should be major changes in the Ministry of Defence activity in the area resulting in major employment changes or large areas becoming available for development; and
- v) the cessation of business aviation at Farnborough Aerodrome with little prospect or justification for a resumption.

## **MONITORING**

13.12 The Council is required to keep matters which may affect the development and planning of the area under review.

13.13 The Council will establish procedures for monitoring the Plan to ensure that it remains effective and relevant so that it can respond to changing needs and circumstances. It will include the preparation of an annual planning policy monitoring report to the Council's Planning Committee. Annual Policy Monitoring Reports have been produced since 1992. To establish a meaningful monitoring process, it is necessary first to define measures or indicators against which the effectiveness of policies can be judged. Monitoring will be undertaken under three headings designed to distinguish between competing pressures for economic growth and long term environmental protection:-

- (i) economic growth and development objectives;
- (ii) amenity and quality of life objectives; and
- (iv) conservation of environmental resources.

(i) Economic Growth and Development Objectives

13.14 These objectives will include the monitoring of:

- Trends in housing completions and permissions for large sites, small sites and opportunity/windfall sites;
- Completions and permissions for new employment development and assessments of the stock of vacant premises by type of use;
- Permissions for, and completions of new retail development, vacancy rates, analysis of the type of units and indicators of the health of town centres identified in PPG 6; and
- Progress on major items of transport infrastructure.

(ii) Amenity and Quality of Life Objectives.

13.15 Monitoring will include decisions and trends in relation to issues such as open space, provision for people with disabilities, environmental improvements and Older Urban Areas Regeneration.

(iii) Conservation of Environmental Resources

13.16 The Council will monitor decisions affecting matters such as ecology, archaeology and urban fabric, including undertaking 'Environmental Auditing' of some proposals. The Council will have particular regard to monitoring the continued relevance of the Environmental Appraisal of the Plan and the Plan's relationship to Local Agenda 21.

13.17 In considering how successful the Plan is in achieving its objectives, planned inputs such as housing and employment guidelines will be compared with actual inputs assessed on the basis of decisions made.