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APPLICATION NO.	12/00958/OUT
DATE REGISTERED	15 January 2013
EXPIRY OF CONSULTATIONS	29 March 2013
PROPOSAL	<p>OUTLINE: Planning application for the development of up to 3,850 no. dwellings including access, demolition of buildings, a local neighbourhood centre (including retail, office and community uses), small scale employment, two primary schools, a waste facility, day care provision, associated amenity space, pavilion, green infrastructure, Sustainable Drainage Systems, together with landscape structure planting and the provision of Suitable Alternative Natural Greenspace (SANG) (Matters for Approval Access Only) to include FULL approval of details for Maida Zone - Phase 1 comprising 228 dwellings, demolition of buildings, internal roads, garages, driveways, pathways, boundary treatment, pedestrian/cycleways, substation, associated parking spaces, Sustainable Drainage Systems, associated amenity space, hard and soft landscape works and full details of engineering operations associated with infrastructure requirements and service provision for this phase.</p>
LOCATION	<p>Land at the Ministry of Defence's former Aldershot Garrison known as: Wellesley, Aldershot Urban Extension, centred on Queen's Avenue and Alisons Road, Aldershot, Hampshire.</p>
WARD	Wellington
APPLICANT	Grainger (Aldershot) Ltd and Secretary of State for Defence
AGENT	Mr Jonathan Steele, Savills.
RECOMMENDATION	GRANT on completion of S.106 legal agreement

APPLICATION NO.	12/00959/CON
DATE REGISTERED	15 January 2013
EXPIRY OF CONSULTATIONS	29 March 2013
PROPOSAL	<p>CONSERVATION AREA CONSENT FOR DEMOLITION of buildings within the Duchess of Kent Barracks as part of Maida</p>

Zone - Phase 1, located within the Aldershot Military Town Conservation Area.;

LOCATION	Land at the Ministry of Defence's former Aldershot Garrison known as: Wellesley, Aldershot Urban Extension, centred on Queen's Avenue and Alisons Road, Aldershot, Hampshire.
WARD	Wellington
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AGENT	Mr Jonathan Steele, Savills.
RECOMMENDATION	GRANT

1 INTRODUCTION

1.1 The application relates to proposals for the redevelopment of former Ministry of Defence land to the north of Aldershot to provide new housing, a local neighbourhood centre, two primary schools, a waste facility, employment and community buildings, sports facilities, play spaces, formal open space and suitable alternative natural green spaces (SANGs).

2 THE APPLICATION SITE

2.1 The application site lies entirely within the boundary of Rushmoor Borough and comprises in total approximately 255 hectares of land. 109.2 hectares form the proposed SANG land and the development area consists of 145.8 hectares of brownfield land together with areas of open space and woodland. The wider site is broadly defined by the line of the Basingstoke Canal to the north, the Aldershot railway line to the south-east, areas of military housing and Aldershot town centre to the south, and the A325 and open land beyond to the west.

2.2 The principal topographical feature of the site is the prominent ridge running east west which corresponds generally to its southern boundary. The listed Cambridge Military Hospital building and the Aldershot Centre for Health (lying just outside the site boundary) are landmarks on this ridge. The land slopes gently from the ridge to the north reaching its lowest level adjacent to the canal.

2.3 The road network within the site is derived from the historic grid pattern laid out in earlier phases of military development. Focal points of entry to the site are the canal bridge on Queens Avenue, the Junction of Thornhill Road, Government Road and Ordnance Road, the summit of Hospital Hill where it meets Queens Avenue, and the A325 where it meets Bourley Road and also where it bridges the canal.

2.4 To assist in the identification of areas and the phasing of development the application includes a Development Zone Plan (HPA 2) which divides the application site (excluding the SANGs land) into the following 20 named and colour coded areas (A-T)

- A. Maida. [Green] comprising the 'Phase 1' land together with the Smith Dorrien Institute and the Maida Gym bounded by Hope Grant's Road, Fire Station Road, Hospital Road and Queens Avenue.
- B. Coruna. [Brown] comprising land bounded by Hope Grant's Road, Queens Avenue, Pennefather's Road and the A325 Farnborough Road.

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- C. CMH (Cambridge Military Hospital). [Yellow] comprising land bounded by Hospital Road, Louise Margaret Road, the southern boundary of the site shared with military housing in Falaise Close, Alamein Road and Imjin Close, and Gun Hill (including the roadway of Gun Hill extending to the High Street).
 - D. McGrigor. [Pink] comprising land bounded by Hope Grant's Road, Hospital Road and Fire Station Road.
 - E. Gunhill. [Purple] comprising land bounded by Hospital Road, Gun Hill, the southern boundary of the site shared with Talavera Infants' School, and Middle Hill (including the roadway of Middle Hill and the pedestrian access to the High Street).
 - F. Knollys. [Flesh Pink] comprising land bounded by Knolleys Road, Hospital Hill and the southern site boundary with military housing in Badajos Road.
 - G. Pennefathers. [Bright Pink] comprising land bounded by Pennefather's Road, Hospital Hill, military housing on Knollys Road and the A325 Farnborough Road.
 - H. Stanhope Lines West [Salmon Pink] comprising land bounded by Steele's Road, Queens Avenue, Hope Grant's Road and the A325 Farnborough Road.
 - I. School End [Beige] comprising land bounded by Alisons Road, Queens Avenue, Steele's Road and the A325 Farnborough Road.
 - J. Browning [Pale Blue] comprising land bounded by the Basingstoke Canal, Queens Avenue, Alisons Road and the A325 Farnborough Road.
 - K. Stanhope Lines East [Tan] comprising Land bounded by Steele's Road, Hospital Road, Hope Grant's Road and Queens Avenue.
 - L. Neighbourhood Centre [Lime Green] comprising land bounded by Alisons Road, Maida Road, Steele's Road and Queens Avenue.
 - M. Buller [Dark Blue] comprising land bounded by Alisons Road, Mandora Road, Steele's Road and Maida Road.
 - N. God's Acre [Red] comprising land bounded by Alisons Road, Gallwey Road, Steele's Road and Mandora Road.
 - O. Mandora [Mid Blue] comprising land bounded by Gallwey Road, the Peaked Hill woods, Louise Margaret Road and Hospital Road.
 - P. Peaked Hill [Orange] comprising land bounded by the Peaked Hill woods, the site boundary with military housing in Field Stores Approach and South Atlantic Drive and Louise Margaret Road (including the roadway of Louise Margaret Road extending to the junction with Ordnance Road).
 - Q. Clayton [Dark Purple] comprising land bounded by Thornhill Road, Gallwey Road (Including the Gallwey Road carriageway to the boundary with Mandora) and the Ski Slope woods.
 - R. Abro [Indigo] comprising land bounded by Ordnance road (including the roadway to the roundabout with North Lane, Government Road Industrial Park and Sheeling Close.
 - S. REME [Grey] comprising land bounded by North Lane, the Aldershot railway line, military housing in San Carlos Approach/Pike Close and Ordnance Road.
 - T. Parsons [Violet] comprising land bounded by Ordnance Road (including the roadway between High Street and Reme), San Carlos Approach/Pike Close, the Recreation Ground and the BT building.
- 2.5 The site includes a substantial part of the Aldershot Military Town Conservation Area. The majority of Zone A (Maida) is excluded from the Conservation Area. The site contains six buildings and eight monuments which appear on the statutory list. Two of the monuments have listed building consent for relocation outside the site. The site contains a further thirteen buildings or groups of buildings and seven monuments or

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assets which are locally listed. The Basingstoke Canal Conservation area lies to the north of the site and includes parts of the proposed SANGs.

- 2.6 A significant and recognisable focal point near the centre of the site is formed by the crossroads between Queens Avenue and Alisons Road. Land to the north-west, south-west and south-east of this junction lies within the site whilst that to the north-east remains within the military estate and contains the landmark listed Roman Catholic Cathedral church of St. Michael and St. George (1892) and St. Andrews Church of Scotland (1927). Immediately to the south-east of the junction are the group of historic buildings including the listed former headquarters building of General Officers Commanding Aldershot (HQ 4th div) (1894) which is planned as the focus of the proposed new local centre.
- 2.7 The land intended to provide SANGs consists of tracts to the north and south of the canal, a substantial area to the west of the A325 and two separate sections on the higher ground at the eastern end of the ridge, and between the ski centre and Alisons Road.

3 RELEVANT HISTORY AND PRE-APPLICATION

- 3.1 Historically the site formed part of the MoD estate and the majority of original development was carried out before the introduction of the Town and Country Planning Act 1947. Subsequent development was carried out either under Crown immunity or as permitted development.
- 3.2 In 2001, development proposals were announced by the Ministry of Defence as part of the Strategic Defence Review for the large scale redevelopment of the Aldershot Military Town. Known as Project Allenby/Connaught, it identified 150 hectares (370 acres) of land to the north of Aldershot Town Centre as surplus to military requirements available for redevelopment.
- 3.3 In 2002, a Supplementary Planning Guidance for the Aldershot Military Town was adopted by Rushmoor Borough Council. The document provided guidance for development proposals affecting the entire Military Town.
- 3.4 In December 2003, a week-long 'Enquiry by Design' (EbD) consultation workshop run by English Partnerships and the Prince's Foundation took place. The event explored several issues involving urban design, energy efficiency, transport links and sustainability which helped form a draft masterplan.
- 3.5 In March 2005, an Interim Planning Guidance (IPG) document specific to the Aldershot Urban Extension was adopted. The structure, principles and objectives of the IPG were designed to reflect key themes which emerged from the 2003 EbD event.
- 3.6 In March 2009 as part of preparation of the Rushmoor Local Development Framework, an Aldershot Urban Extension Supplementary Planning Document (SPD) was adopted. This replaced the IPG and updated the context and policy approach.

4 THE APPLICATIONS

4.1 The Outline Proposal

- 4.1.1 The outline application sets out a proposed master plan for a mixed-use development of the site together with associated infrastructure including means of access. Layout, scale, appearance and landscaping are reserved for subsequent approval.
- 4.1.2 The proposal seeks to provide up to 3,850 residential units and 22,270 sqm of retail, commercial and non-residential floorspace together with two primary schools, a waste facility, roads, open space, play areas, sports facilities and associated SANGS.
- 4.1.3 The residential element would consist of up to 1,192 flats and 2,658 houses developed in up to 20 phases or Development Zones. 35% of the total number of dwellings would be provided as affordable housing in conjunction with a Registered Provider.
- 4.1.4 Much of the retail, commercial and non-residential floorspace would be provided in the form of a Neighbourhood Centre based around the refurbished HQ 4th div. complex. The intention is that this will include a small food store, pub/restaurant, offices, day care provision and community facilities. The application also proposes the development of the ABRO site (Zone R) for employment uses including a Waste Facility, refuse depot and start-up units. The listed Smith Dorrien building would be refurbished to provide a community centre on the ground floor with offices above. The redeveloped Cambridge Military Hospital is envisaged as including a central café and community and/or office facilities in part of the administrative block with the remainder being converted to residential use.
- 4.1.5 The first of the two primary schools 'Western' will occupy a site comprising a substantial part of Zone I (School End) on the opposite side of Queens Avenue from the local centre and close to the focal Alisons Road/Queens Avenue crossroads. The second 'Eastern' school will be sited on the southern part of Zone N (God's Acre) to the east of Mandora Road.
- 4.1.6 The Waste facility will consist of a new Hampshire County Council household waste complex serving both the development site and also replacing the Ivy Road facility serving the wider area. This will be within Zone R which is also intended to accommodate small business employment units and a depot for refuse collection vehicles.
- 4.1.7 The principal area of formal public open space will consist of the linear Stanhope Lines/Parade Park following the original parade ground layout of the earliest military development. Smaller formal open spaces will be laid out within the development zones. Informal woodland areas will be managed in various parts of the site in Zones C, E, F, G, J and T.
- 4.1.8 Two large equipped formal play areas will be provided, one in Parade Park adjacent to the Local Centre and one on God's Acre to the north of the eastern primary school.
- 4.1.9 Smaller informal play areas will also be provided within each development Zone.

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- 4.1.10 Sports facilities and additional open and recreational space will be provided on land to the west of Farnborough Road. This will include at least five full size sports pitches, a new pavilion with changing rooms, ancillary space and parking.
- 4.1.11 Together with the wooded areas of Peaked Hill and Ski Slope Woods, areas along the Basingstoke canal and to the west of the sports facilities will provide SANGs. An area to the south of Gold Farm bounded by the canal and the Aldershot railway line will provide allotments.
- 4.1.12 The hybrid application was submitted with the following supporting documents:
- a) Planning Statement
 - b) Environmental Statement
 - c) Design and Access Statement
 - d) Affordable Housing Statement
 - e) Transport Assessment (including Travel Plans and Public Transport Strategy)
 - f) Flood Risk Assessment
 - g) Retail Impact Assessment
 - h) Design Code
 - i) Heritage Strategy including Conservation Management Strategy
 - j) Summary of Community Involvement
 - k) Tree Survey, Arboricultural Constraints Assessment Report and Maida Zone Phase 1 Arboricultural Method Statement
 - l) Energy/Sustainability Statement (Maida Zone Phase 1 and site wide)
 - m) Proposal Plan and Strategy for the Delivery of SANGS
 - n) Green Infrastructure Strategy
 - o) Site Waste Management Plan
 - p) Site Access Plan
 - q) Remediation Design Statement
 - r) Code of Construction Practice
 - s) Shadow Habitats Regulations Assessment
 - t) Demolition Strategy
 - u) Detailed submissions for Maida phase 1 (Plans and elevations; Infrastructure Strategy; Landscaping details)
- 4.1.13 The overall concept of the development as proposed by the hybrid application, is that Maida phase 1 will receive detailed approval and will commence shortly after the grant of planning permission. Subsequent development will take place in the zones identified at 2.4 above, following the submission and approval of detailed reserved matters applications in relation to whole zones or phases within them. The phases of development will be carried out either by appointed contractors or by house builders who will buy sites with the benefit of planning permission. They will be constructed using the design principles established by the outline planning permission following the submission and approval of reserved matters and the discharge or relevant conditions.

4.2 Phase 1 (Maida Development Zone A)

- 4.2.1 The detailed submission relating to what is described as 'Maida Zone Phase 1' affects the majority of that zone with the exception of the listed Smith Dorrien Institute and Maida Gymnasium buildings and their surrounding curtilage and car parking area. These details set out plans for the provision of 228 residential units (52 flats and 176 houses) and access on the part of the site bounded by Hope Grant's Road, Fire Station Road, Hospital Road and Queens Avenue. Currently, the site contains part of the Duchess of Kent Barracks (which would be demolished), access roads (which would be reconfigured), car parking and open space. The Maida Gym and Smith Dorrien buildings are located in the south-west corner of the Zone. 80 units (34 flats and 46 houses) would be provided as affordable housing.

4.3 Conservation Area Consent

- 4.3.1 The application is to demolish accommodation and entrance blocks which form part of the Duchess of Kent Barracks. These lie within the Aldershot Military Town Conservation Area. They were constructed between 1962 and 1964. The barrack buildings lie mainly within the Stanhope Lines East Development Zone and partly within Maida. They are system-built in concrete panels. The main accommodation blocks consist of four, three storey, flat-roofed buildings arranged around a rectangular courtyard. A two-storey entrance block, which lies across and separates the western and eastern parts of Hope Grant's Road, links a pair of attached two storey buildings within the Maida Zone. Beyond this to the south lies a block comprising linked three and single storey elements and four small ancillary buildings consisting of garages and stores. The only part of the Maida Zone within the Conservation area is the Hope Grant's Road carriageway and the entrance block.
- 4.3.2 A metal plaque commemorating the opening of the barracks in 1969 by HRH The Duchess of Kent is located adjacent to the main entrance, within the Conservation Area. The plaque will be removed prior to demolition, stored and subsequently relocated within public open space C in the centre of Maida Development Zone A. Its protection and the design and implementation of its new setting are the subject of recommended conditions to be attached to both the Conservation Area consent for demolition and the planning permission for Maida phase 1.
- 4.3.2 The application has been submitted with a Supporting Document containing a photographic survey and assessment of the visual and historic interest of the buildings which are proposed for demolition.

5 ENVIRONMENTAL STATEMENT (ES)

- 5.1 The application is 'EIA Development' falling within paragraph 10(b) of Schedule 2 of the Town and Country Planning (Environmental Impact Assessment)(England and Wales) Regulations 1999. A scoping opinion was issued on 29th March 2012 confirming matters which should be addressed by the ES.
- 5.2 A full ES was submitted to support the application. The technical content of the statement was subjected to assessment on behalf of the Council by the consultancy AECOM. The conclusion in the light of the assessment is that, subject to the delivery

of mitigation and other measures through conditions/ a S.106 agreement, the development would not give rise to significant or harmful environmental consequences. The following paragraphs summarise the conclusions in respect of the topic areas covered by the statement. The recommendations have been incorporated in proposed conditions and aspects of the S.106 heads of agreement.

5.3 Landscape and Visual

- 5.3.1 A landscape and visual impact assessment forms part of the Environmental Statement. This identified a number of key receptors which could be highly sensitive to the development including notable landscape features outside the Core Development Area such as the Grade II* Registered Park and Garden of the Military Cemetery, the Basingstoke Canal, the Cathedral Church of St. Michael and St. George and extensive areas of heathland and woodland, including the areas earmarked as SANGS. Within the Core Development Area, the wide tree-lined Queen's Avenue and the open spaces of the Aldershot Military Town were considered to be key receptors as well as the Aldershot Military Town Conservation Area which covers much of the Wellesley site, the Military Town Wooded Ridge, the Military Cemetery, The Basingstoke Canal Conservation Area and the listed Cambridge Military Hospital.
- 5.3.2 The assessment concludes that, although the scheme will alter the appearance of the Core Development Area, introducing taller buildings and reducing the extent of open space, many of the characteristics of the Aldershot Military Town will be retained. Existing features such as derelict and unattractive barrack blocks, which detract from the character of the site, will be removed resulting in some beneficial effects. Over all there would be a minor beneficial effect on the Military Town Conservation Area. It is considered that there will be minor adverse effects on the Military Town Wooded Ridge and Basingstoke Canal character areas. Mitigation planting is proposed for the planned allotments site to reduce the adverse effect on the landscape character of the Basingstoke Canal, this would be secured under the relevant clause in the S.106 agreement. The effects on all other character areas are considered to be negligible.
- 5.3.3 Wider views of the development are generally restricted by existing vegetation and landform although some views exist, for example from the Military Cemetery Grade II* Registered Park and Garden, resulting in moderate adverse effects on its landscape character and visual receptors for visitors to the cemetery, and from the Basingstoke Canal, resulting in moderate adverse visual effects on users. Residents in Ainger Close and the married quarters housing would experience significant adverse visual effects in the opening year reducing to moderate adverse after 15 years.
- 5.3.4 The greatest adverse impacts would be during peak construction periods. The landscape assessment recommends that boundary buffer planting is implemented as early as possible in the construction programme for each Development Zone. Detailed proposals for landscaping within each development zone will be required as part of reserved matters applications at which time appropriate buffer planting can be secured. However, in the longer-term, the assessment concludes that development of the Wellesley site would be beneficial once mitigation such as additional tree planting and landscaping has been implemented and has matured.

5.3.5 The extent of visibility of the Maida phase 1 development from the wider Study Area is limited by topography, vegetation, and existing buildings. However, where the scheme is visible, minor adverse effects are predicted, in particular, from the Military Town character area. The Maida phase 1 scheme is predicted to result in changes in views from local receptors towards the site with most significant impact on views being those experienced by the Users of Aldershot Centre for Health which in future would look over developed areas rather than disused open land.

5.4 Historic Environment

5.4.1 A historic environment assessment forms part of the Environmental Statement. The site has experienced extensive building and re-development over many years and as a result of this, is generally considered to have little potential for buried archaeological remains. However, there are some areas of undeveloped land which could have some potential for buried archaeology. Therefore the Environmental Statement indicates that a watching brief will be undertaken in these areas during construction. Such works should be conditioned. For the Maida phase 1 development, an archaeological watching brief was undertaken during the digging of geotechnical pits. This concluded that there is little potential for buried archaeological remains in that Zone.

5.4.2 The Duchess of Kent barracks will be demolished prior to commencement of the Maida phase 1 development. The removal of the unsightly modern concrete buildings can be considered to improve the setting of the built heritage receptors. This, together with the construction works is predicted to have temporary, short-term adverse effects on the setting of the Listed Buildings of the Smith Dorrien and Maida Gymnasium and the Aldershot Military Town Conservation Area. Due to the sensitive design of the new buildings within the Maida phase 1, the longer-term effects are generally predicted to be negligible or marginally beneficial.

5.4.3 Parts of the Wellesley site fall within the Aldershot Military Town, and Basingstoke Canal Conservation Areas and include a number of built heritage features, historic buildings, statues and monuments (some of which are nationally and/or locally listed). The planning application documentation outlines the plans for retention, relocation and demolition of historic features. This reflects the heritage strategy which accompanies the planning application. Measures are proposed to address the adverse impacts on built heritage including a Design Code which seeks to respect the characteristics of built heritage assets which will inform subsequent redevelopment. Where buildings are to be demolished or removed, these would be subject to preservation by record to the levels set out within the Heritage Strategy. The assessment considers the overall effect on the setting of the historic features to be retained to be beneficial in the long term.

5.5 Ecology and Nature Conservation

5.5.1 An ecological impact assessment was presented in the Environmental Statement. This was supported by a series of desk-based surveys, an Extended Phase 1 habitat survey and species-specific field surveys of the Wellesley site (including Maida phase 1) and the proposed Suitable Alternative Natural Green Space (SANGS).

5.5.2 The assessment predicts that construction works have the potential to affect ecologically designated sites, habitats (e.g. grassland, trees and woodland, and

hedgerows) and fauna (including badgers, bats, birds, invertebrates, hedgehogs and reptiles, including slow worm, grass snake and common lizard), as a result of habitat loss. In-built mitigation including the provision of SANGS, open spaces, habitat creation and enhancement, and long-term management planting reduces the ecological impact of the scheme and in some cases would have beneficial effects for a range of plant and animal species. However, even with mitigation in place, minor adverse impacts will be experienced by foraging and roosting bats, reptiles and nesting birds during construction. No additional mitigation has been proposed to address these effects as the overall effect of the scheme on the wider ecology of the area is considered to be positive. A combination of planning conditions and provisions within the S.106 agreement, in particular in relation to SANGS Ecological Management Plans, are considered to address satisfactorily the findings of the Environmental Statement and secure implementation of appropriate ecological mitigation

- 5.5.3 In the long term, the assessment considers that habitat creation and off-site enhancement will result in a positive contribution to biodiversity which will be of far better quality than that which will be lost to the development. The planning application commits to in-built mitigation in the form of SANGS together with a number of additional off-site measures to prevent significant adverse effects from the long-term existence and use of the site on nearby designated sites, including the Thames Basin Heaths SPA.
- 5.5.4 The assessment for Maida phase 1 mirrors the approach of the outline assessment for the whole site. No moderate or major significant effects are predicted. The Maida phase 1 development will result in a positive contribution to biodiversity. Implementation of the first phase triggers the ecological benefits of the proposed development as a whole as a large proportion of the total SANGS will be delivered at this stage.

5.6 Soil Conditions and Groundwater

- 5.6.1 The soil and groundwater assessment in the Environmental Statement found pockets of contamination across the site, which relate to its current and former use. These could result in localised impacts on shallow soil and groundwater. A Global Remediation Strategy has been developed to identify the remediation measures required in order to remove/reduce the levels of contaminants to acceptable standards for the proposed future users of the site. The Environmental Statement commits to further detailed site investigation prior to construction. A site wide Intrusive Investigation Method Statement has been provided. A Site Specific Remediation Strategy will be required for each phase of development. This will be secured by condition applying both to reserved matters applications and to the implementation of Maida phase 1. The assessment concludes that once mitigation measures and remediation are implemented, there will be an improvement in the current soil and groundwater conditions and effects will be of negligible significance.
- 5.6.2 An intrusive site investigation has been carried out for Maida phase 1 and established that there is a small risk to surface water, but a greater risk to human health, which is the key driver for remediation works on this site. The information obtained during this investigation has informed the production of a Site Specific Remediation Strategy

which is predicted to provide an overall improvement to soil and groundwater conditions to acceptable levels.

5.7 Water Environment and Surface Water Management

- 5.7.1 The Environmental Statement assessed surface water, flood risk, drainage and water quality. This included a Flood Risk Assessment and Drainage Strategy. The two key surface water receptors are the Basingstoke Canal and Blackwater River. Short term risks to surface water during the construction works will be mitigated through the implementation of a site-wide Code of Construction Practice (CoCP) and site-specific Construction Environmental Management Plans (CEMPs). Preparation of such plans is a requirement of recommended conditions. The “Principles of Construction Practice” document commits the developer to the principles which underpin the site-wide CoCP and subsequent CEMPs which will be specific to each phase. With this mitigation in place, it is concluded that there will be no significant adverse effects during construction works.
- 5.7.2 The planning application states that the existing surface water drainage system will be used and upgraded, where necessary. The assessment predicts that the current situation with respect to surface water quality will improve due to the change in nature of the development from military uses to a housing development and an improved surface water drainage system.
- 5.7.3 The whole Wellesley site is located within Flood Zone 1. This is considered to be suitable for development as there is a less than 0.1% annual chance of flooding. The developer has committed to the implementation of Sustainable Drainage Systems (SuDS) to deal with the proposed surface water run-off as a consequence of the development. This commitment will be secured by recommended conditions in accordance with advice from the Environment Agency. The implementation of SuDS is predicted to assist in the reduction of possible flooding as a consequence of future climate change.
- 5.7.4 A Utilities Strategy has been prepared which deals with the disposal of future foul sewage. Foul water from the site will be received by the Camp Farm Sewage Treatment Works then treated water will be discharged into the Blackwater River. Rigorous monitoring and process control is in place to maintain the water quality within prescribed limits. Water quality is predicted to improve with the use of SuDS across the site to help reduce the contaminants entering the system. No significant adverse effects are predicted for the Blackwater River.
- 5.7.5 The assessment of the Maida phase 1 reflects that of the outline assessment for the whole site and identifies overall improvements to the current situation with respect to surface water quality and reduction of possible flooding through the implementation of SuDS.

5.8 Transport and Access

- 5.8.1 The Environmental Statement analysis of the transport consequences of the proposals are informed by the full Transport Assessment submitted in support of the application. The scope of the TA was agreed through consultation with Hampshire County Council, Surrey County Council and the Highways Authority.

- 5.8.2 The existing highway network has moderate traffic flow and the site is well served by pedestrian links and transport infrastructure and services. At some locations, the traffic flow acts as a barrier which prevents and/or discourages pedestrian and cyclist movement. The development will provide pedestrian and cycleways throughout the Wellesley site which will connect key locations within the site itself, to the SANGS and open spaces and to Aldershot town centre.
- 5.8.3 There will be temporary and short-term moderate adverse effects during the peak construction period (2022) mainly as a result of the increase in heavy goods vehicles (HGV). Construction traffic will be managed through a Construction Traffic Management Plan (CTMP) which will be the subject of a condition.
- 5.8.4 The assessment predicts that development of the Wellesley site will have some beneficial effects on the transport network in the long term through reduction in severance, driver stress and accidents and safety issues, particularly on the A323 High Street (east of Hospital Hill). However, most road links assessed will experience minor to moderate adverse effects.
- 5.8.5 Construction and operation traffic, associated with the Maida phase 1 development is considered to be of negligible significance and, as such, has not been subject to detailed assessment. Traffic generated during the construction of Maida phase 1, will be managed through the implementation of a CTMP required by a recommended condition.

5.9 Noise and Vibration

- 5.9.1 Noise and vibration assessment within the ES is supported by noise monitoring at locations agreed with the Head of Environmental Health and Housing. There are predicted to be temporary minor to moderate adverse effects on existing and future noise sensitive receptors during the peak construction period. Noise and vibration impacts will be managed through implementation of the CoCP and site-specific CEMPs. The Principles of Construction Practice (PoCP) sets out good construction principles to ensure that site traffic is managed and that construction plant and machinery generate low noise emissions. A full noise construction assessment will be undertaken for Maida phase 1 once a contractor has been appointed.
- 5.9.2 The developer has committed to in-built mitigation to minimise the impacts of road traffic noise including designing new dwellings with appropriate acoustic attenuation and alternative ventilation where necessary (which will be secured by condition), and taking account of traffic noise sources when designing the layouts of proposed dwellings and schools. With these design measures in place, dwellings will meet the 'good' standards for resting and sleeping and will also meet the World Health Organisation (WHO) recommended noise levels for outdoor areas during the daytime. There would be a negligible effect in the majority of areas with minor adverse effects on noise sensitive receptors adjacent to Government Road and Ordnance Road. Assuming best practice is employed, it is predicted there are not likely to be any major significant impacts with regard to noise and vibration experienced by sensitive receptors as a result of the proposed development.

- 5.9.3 A small number of dwellings have been identified for Maida Zone phase 1 which will require additional mitigation measures, as internal daytime and night time noise levels will not be met with a window left open for ventilation. Mitigation measures, such as the use of standard thermal double glazing and passive trickle ventilation will be required by condition in order to achieve acceptable internal noise levels.
- 5.9.4 Indicative noise limits have been proposed for fixed plant and commercial noise generating activities. Plant will be designed in accordance with these limits, the requirements of BS 4142 and with regard to the baseline background noise levels.

5.10 Air quality

- 5.10.1 An air quality assessment in the Environmental Statement is supported by air quality monitoring at locations agreed with the Head of Environmental Health and Housing. The assessment predicts that during construction and operation, pollutants around the site are likely to be below key limits for all of the key receptors under current conditions. The predicted level changes to nitrogen dioxide and fine particulates are not expected to exceed acceptable limits. The Maida phase 1 is not predicted to result in any significant adverse effects on air quality.
- 5.10.2 The Environmental Statement explains that detailed modelling for the interim post-construction year of the Maida phase 1 development (2014) was not undertaken as the site will generate less than 1,000 vehicles Annual Average Daily Traffic (AADT). If future development phases were to be scoped out in a similar manner, potentially significant cumulative impacts may be missed. It is therefore recommended that at the Reserved Matters stage for each development phase submitted, air quality modelling is undertaken for interim years to take account of the cumulative build up of traffic as development phases come forward.
- 5.10.3 Air quality assessment of possible Combined Heat and Power (CHP) energy centres was based upon emissions estimated from the applicants' consultants' experience. The assessment is considered appropriate for indicative purposes. Details of proposed CHP within development zones would form part of reserved matters applications as would assessment of the detailed impact of such installations (emissions data for the units, stack heights to avoid significant building downwash effects etc.). These submissions would be required by condition.
- 5.10.4 Air quality impacts during construction will be managed through implementation of the CoCP and site-specific CEMPs. The PoCP sets out best practice mitigation measures, such as dust suppression measures (e.g. damping down), which will be adopted. Assuming best practice measures are employed as set out in the PoCP and relevant guidance, it is predicted that only minor effects will be experienced at existing sensitive receptors during the construction phase.

5.11 Community Effects

- 5.11.1 The Environmental Statement predicts the likely community effects on existing residents to be minimal as the development will be phased, with up to 300 dwellings anticipated as being built each year. There will be a significant number of directly related temporary construction jobs, and a number of temporary indirect jobs which

will have a beneficial effect on local businesses and residents and which will assist economic growth within the borough.

- 5.11.2 The development will result in an increase in population (around 9,240 people) which will have substantial impacts on local services and facilities in the surrounding area. The development will also provide a range of social infrastructure, such as community facilities and education provision, including two new primary schools, and this will ensure that the emerging population has appropriate access to services and facilities. In addition, these new facilities will provide employment opportunities within the local area and potentially at borough level. Off-site contributions or enhancement of existing services will be made to accommodate secondary school places.
- 5.11.3 There will be a long-term, beneficial impact on the local neighbourhood, and the development will not result in an adverse effect on local facilities and services. The developers are committed to the provision of opportunities for training and employment of construction workers from the local area as set out in Section 9.17 of this report.
- 5.11.4 The Maida phase 1 development will not result in any adverse impact on local facilities or services. Land for a primary school will be provided shortly after Maida phase 1 and delivery is intended to be by or on behalf of Hampshire County Council. The Environmental Statement suggests that additional mitigation, for primary school places, may be required by way of off-site contributions or temporary facilities on site. The strategy will be agreed with HCC and set out in the S.106 agreement. There is sufficient capacity initially at the Connaught Secondary School, for those children predicted to be of secondary age. Informal open space will be provided. The initial works will coincide with the first delivery of the SANGS and the payment of Strategic Access Management and Monitoring (SAMM) contributions to mitigate the impact on the SPA.

6 POLICY FRAMEWORK

6.1 National Planning Policy Framework (NPPF)

- 6.1.1 Since adoption of the Core Strategy, the Government has published the National Planning Policy Framework (NPPF March 2012). This sets out a presumption in favour of “sustainable development”. The context for sustainable development is set by twelve core planning principles. The policies in the remainder of the document constitute the Government’s view on what constitutes sustainable development.
- 6.1.2 Annex 1 of the NPPF notes that applications for planning permission should be determined in accordance with the local plan unless material considerations indicate otherwise. NPPF states that policies in the local plan (Core Strategy) should not be considered out-of-date simply because their adoption pre-dated it. Annex 1 also notes that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF.
- 6.1.3 The draft NPPF was published during the Rushmoor Core Strategy Examination. The Inspector ran a consultation on the compatibility of the CS with the draft NPPF prior to the publication of his Report into his examination of the document, taking into account any comments received on this issue. In addition, the Council has undertaken an

assessment of the policies in the CS in terms of their compliance with the published NPPF. The Council considers that the Core Strategy policies relevant to the consideration of this application are in conformity with the NPPF and should therefore be given full weight. In relation to saved Local Plan policies, the Council has also carried out an assessment of consistency with the NPPF and considers that those saved Local Plan policies relevant to the consideration of this application, are in conformity with the NPPF and should therefore be given considerable weight.

6.1.4 The proposed AUE development is consistent with the objectives of the NPPF. It is consistent generally with the Development Plan. It will deliver growth in a brownfield and sustainable location in a way which will also help to revitalise (Aldershot) town centre whilst having due regard to the existing built and natural environment.

6.2 Development Plan

6.2.1 The Development Plan against which the application at the Aldershot Urban Extension (AUE) falls to be considered comprises the following:

- Saved South East Plan policy NRM6
- Saved Rushmoor Local Plan Review 1996 – 2011 policies
- Rushmoor Plan Core Strategy 2011
- The Hampshire Minerals and Waste ‘Core Strategy’ July 2007
- ‘Saved’ policies from the Hampshire, Portsmouth and Southampton Minerals and Waste Local Plan 1998.

6.2.2 Policies on Minerals and Waste are not relevant to this application. There are a number of other key local planning policy documents material to this application, particularly the Aldershot Extension SPD, other SPD’s and the Council’s Thames Basin Heaths Avoidance and Mitigation Strategy.

6.2.3 South East Plan, 2009

6.2.4 The Government has revoked the South East Plan with the exception of policy NRM6 relating to the Thames Basin Heaths SPA.

6.2.5 Saved Rushmoor Local Plan Review 1996 – 2011 (adopted 2000)

6.2.6 A number of Local Plan policies have either been revoked following the Planning and Compulsory Purchase Act 2004, or replaced by Core Strategy policies. The remaining policies are part of the Development Plan. There are no specific policies in the Local Plan Review that refer to residential development at the Aldershot Urban Extension. Saved Local Plan Policies ENV5 (green corridors), ENV13 (trees), ENV17 (general development criteria), H14 (amenity space), TR8 (highways considerations) and OR4/OR4.1 (public open space) are however relevant.

6.2.7 Rushmoor Plan Core Strategy, 2011

6.2.8 The Core Strategy (CS) was adopted in October 2010 and sets out the strategic framework for development in the Borough up to 2027.

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- 6.2.9 Core Strategy Policies SS1 (The Spatial Strategy), SP1 (Aldershot Urban Extension), SP2 (Aldershot Military Town), CP1 (Sustainable Development Principles), CP2 (Design and Heritage), CP3 (Renewable Energy and Sustainable Construction), CP4 (Surface Water Flooding), CP5 (Meeting Housing Needs and Housing Mix), CP6 (Affordable Housing), CP9 (Skills and Training), CP10 (Infrastructure Provision), CP11 (Green Infrastructure Network), CP12 (Open Space, Sport and Recreation), CP13 (Thames Basin Heaths Special Protection Area), CP15 (Biodiversity), CP16 (Reducing and Managing Travel Demand) and CP17 (Investing in Transport) are considered relevant.
- 6.2.10 Core Strategy - Spatial Strategy
- 6.2.11 The Rushmoor Plan vision identifies the delivery of an urban extension to Aldershot on surplus public sector land. Core Strategy Objective B is 'To deliver a sustainable urban extension of about 4,250 new homes at Aldershot by 2027'.
- 6.2.12 Core Strategy Policy SS1 - The Spatial Strategy identifies housing delivery in this period to include about 4,250 new homes within the AUE. Policy SP1 'Aldershot Urban Extension' allocates surplus military land north of Aldershot Town Centre for a 'sustainable, well designed residential led, mixed use development' and again identifies phased delivery between 2014 and 2027 (criterion a).
- 6.2.13 Policy SS1 directs new development to the urban areas whilst Policy CP1 gives priority to use of previously developed land which makes efficient use of resources including land and buildings. These principles are also consistent with the NPPF which promotes development in sustainable locations on brownfield land.
- 6.2.14 The CS envisages up to 4,250 new homes, the AUE SPD principle SN3 identifies delivery of approximately 4,500. The proposed planning application is for up to 3,850.
- 6.2.15 Paragraph 6.15 of the CS acknowledges that the final number of new homes will depend on a number of factors including MoD operational requirements, detailed design and layout, impact on the TBHSPA and the final mix of uses.
- 6.2.16 Paragraphs 5.10 to 5.13 of the applicant's Planning Statement set out the justification for the proposed number of dwellings on the site in line with paragraph 6.15 of the Core Strategy. This states that the provision of a greater proportion of family sized homes, together with more detailed technical work on issues such as education, recreation, open space and heritage buildings, has influenced design solutions and housing capacity on the site.
- 6.2.17 This application is therefore considered to be consistent with the overall spatial strategy for future development in the Borough set out in the Core Strategy. The need for some flexibility in overall housing numbers is accepted in the Core Strategy, as is the need to provide a greater proportion of family homes. Therefore, there is no policy objection to the delivery of up to 3,850 new homes in relation to Core Strategy policies SS1 and SP1.

7 DETERMINING ISSUES

- 7.1 The key considerations for the current application are:
1. Regeneration and compliance with the overall policy framework;
 2. Design and Visual Impact;
 3. Impact on Surrounding property
 4. Housing need and affordability;
 5. Community facilities
 6. Sports Facilities and Public Open Space;
 7. Impact on Biodiversity, Trees, Wildlife and protected Habitat;
 8. Heritage, Listed Buildings, Monuments and Conservation Areas;
 9. Provision of a Local Neighbourhood Centre;
 10. Preservation, conversion and re-use of the Cambridge Military Hospital;
 11. Highways and Transport;
 12. Education and Schools;
 13. Drainage and the water environment;
 14. Sustainability;
 15. Detailed Proposals for Maida phase 1.

8 NOTIFICATION

- 8.1 Letters and emails were sent to 216 organisations and individuals including local authorities, transport operators, MPs and MEPs, schools and colleges and local interest groups. In addition, individual letters were sent to 1,145 residents in the vicinity of the AUE site. The applications were advertised in the local press and on the Council's website and comments invited. The consultation period ran from 18th January to 29th March 2013, an extended period of ten weeks.
- 8.2 74 responses were received in total. These came from 36 separate organisations, 5 internal RBC consultees, 5 elected Councillors or MPs and 28 individual members of the public. On the hybrid application, there were 24 representations in support or raising no objections (18 organisations, 6 individuals), 3 representations of 'no comment', 28 representations raising questions or concerns (10 organisations, 18 individuals) and 30 representations objecting to the application (11 organisations, 19 individuals). On the conservation area consent application, 7 representations were received. 1 representation expressed concern about the proposed demolition and 6 raised no objections.
- 8.3 The local press advertisement followed the prescribed format for an application accompanied by an environmental statement. During the consultation period it was acknowledged that it could be argued that certain aspects of this extensive and highly complex scheme could be interpreted as technically departing from some policies of the development plan. In these circumstances there is an additional statutory requirement for a press advertisement advertising a 'departure' application for a minimum of 21 days. A further press advertisement was therefore placed on 10th May 2013 with an expiry date of 31st May. No responses were received during this period.
- 8.4 Statutory Consultees and Neighbouring Authorities
- 8.4.1 **Bracknell Forest Council**
No objections.

- 8.4.2 **Department of Communities & Local Government (DCLG)**
Receipt of letter acknowledged but no further comments received.
- 8.4.3 **Environment Agency**
No objection subject to imposition of conditions.
- 8.4.4 **English Heritage**
Whilst no formal response to notification of the current application has been received from English Heritage, their officers were involved at various stages of the pre-application process, attending site visits and advising on the appropriate approach to the Heritage Strategy. They will be consulted in respect of any submissions for approval of reserved matters and are expected to contribute to the assessment of treatment of listed buildings and heritage assets.
- 8.4.4 **Guildford Borough Council**
Objects on grounds of insufficient information provided on highways; impact of development on Ash & Tongham; no provision for traveller pitches.
- 8.4.5 **Hampshire County Council**
Supports the application overall, subject to detailed comments on highways, education, libraries, canal, HWRC, extra care housing, energy and sustainability, strategic environmental delivery.
- 8.4.6 **Hart District Council**
Objects on grounds of lack of detail on increasing secondary school capacity and impact on neighbouring areas; no provision for off-site highways mitigation in Hart; no specific planned commercial (B1) employment on site. No objections raised to provision for housing, SPA mitigation, conservation area application, heritage and design.
- 8.4.7 **Highways Agency**
No objections.
- 8.4.8 **Homes & Communities Agency**
Overall, HCA is supportive of the approach proposed. They have confirmed that design details and quality standards are matters which they will continue to discuss with the developer outside the scope of the current application.
- 8.4.9 **Natural England**
Objects on grounds of insufficient information provided on long-term management of SANGS. SSSI - no objection subject to conditions/S.106 provisions.
- 8.4.10 **Sport England**
Objects on grounds of loss of playing fields and lack of provision for indoor sports facilities to serve new residents. Responded to with details of provision and local facilities. No further objection received.
- 8.4.11 **Surrey County Council**
Objects on grounds of insufficient detail provided to assess impact on Surrey transport network; lack of provision for extra primary and secondary school places in Surrey;

lack of canal loop, no improvements to canal towpath & facilities, inclusion of canal buffer zone. Request for S106 contribution towards education provision.

8.4.12 **Thames Water**

Concerned that existing waste water infrastructure is unable to accommodate the needs of this application. If approved, should be subject to condition requiring submission and approval of drainage strategy for whole site including Maida phase 1, prior to commencement. Advisory comments on surface water drainage and installation of petrol/oil interceptors.

8.4.13 **Surrey Heath Borough Council**

No objections.

8.4.14 **Waverley Borough Council**

Concerns about impact on transport infrastructure and secondary education.

8.4.15 In summary, no objections were received from Bracknell Forest Council, the DCLG, Environment Agency (subject to conditions), Hampshire County Council (subject to detailed comments), Highways Agency, Homes & Communities Agency, and Surrey Heath Borough Council. Objections on the grounds of impact on traffic and other services were received from Guildford Borough Council, Hart District Council, Waverley Borough Council and Surrey County Council. Sport England raised objections which have been addressed elsewhere in this report. Natural England raised objections on the grounds of lack of information on SANGS the basis of which RBC as the Competent Authority considers has been satisfactorily addressed. Thames Water raised concerns about drainage which are considered to have been addressed in the Environment Agency's response and recommended conditions.

8.5 Other Bodies

8.5.1 **Aldershot Civic Society**

Supports the application - welcomes the development and will support developers and Council to achieve this 'great improvement to Aldershot'.

8.5.2 **Ash Parish Council**

Objects on grounds of flood risk and highways concerns

8.5.3 **Basingstoke Canal Society**

Objects on grounds of design & access, inclusion of buffer zone, absence of canal loop, no financial contribution by developer, no mention of use for navigation, no proposals to increase water levels in canal.

8.5.4 **Church Crookham Parish Council**

Concerned that highways contributions should mitigate congestion and provision be made for health and emergency services. Concerns about provision of public open space in light of recent MOD access restrictions. Disappointed at lack of secondary education provision.

8.5.5 Farnborough Society

Supports application - 'thoroughness of proposals augurs well for the development of this site' - but objects on grounds of traffic congestion in Lynchford Rd and no off-slip from A331.

8.5.6 Fleet Town Council

Concerns relating to potential impact of traffic congestion; provision of housing but no related employment; inadequate roads and highway infrastructure surrounding development; impact on colleges, secondary schools and health services; social infrastructure needs serious consideration.

8.5.7 Friends of Aldershot Museum

Support and welcome the Conservation Plan and Heritage Strategy in general but some concerns about historical inaccuracies and detailed proposals.

8.5.8 Friends of the Earth - Blackwater Valley

Concerns relating to lack of provision for renewable energy, lack of off-slip onto A331, shared use of cycle paths, flood risk, 20mph speed limit, no increase in recycling targets, no provision for kitchen waste collection.

8.5.9 Friends of the Earth – Guildford, Woking & Waverley

Objects on grounds of lack of provision for renewable energy.

8.5.10 Hampshire Buildings Preservation Trust

Supports the hybrid application and is impressed with the extent and depth of the Conservation Plan and Heritage Strategy.

8.5.11 Hampshire Constabulary – Crime Prevention Design Advisor

Concerns about Phase 1 - footpath between plots 16 & 42, anti-social behaviour in public open spaces, vehicle crime, lighting.

8.5.12 Hampshire Fire & Rescue Service

Makes recommendations on access for fire-fighting, provision of sufficient water supplies and installation of sprinklers.

8.5.13 Hampshire Ornithological Society

Concerned to ensure that Annex 1 bird population is monitored to indicate if strategy is working and developer contributions sought for improving habitat management, including introduction of cattle on SPA

8.5.14 HIOW Wildlife Trust

Objects on grounds of SANG phasing (provision not early enough in development) and lack of detail on delivery. Seeking full assessment of proposals under Habitat Regulations.

8.5.15 MOD/DIO Safeguarding

No safeguarding objections.

8.5.16 NHS England

Sufficient space exists at the Aldershot Centre for Health to provide for the needs of the expanded population. It is not the intention of NHS England to commission new

GP services for the AUE but to work with existing practices to make provision. Access to dental services will be kept under review by NHS England as the AUE is constructed.

8.5.17 Network Rail

No observations to make.

8.5.18 RSPB

Objects on grounds of insufficient information about delivery mechanism; off-site works and habitat improvements should be implemented sooner; Claycart Stream crossing not removed; unresolved issues with Angling Club at Camp Hill Lake; recommends that full appropriate assessment under Habitats Regulations be carried out.

8.5.19 Rushmoor Cycle Forum

Concerns relating to priority for cyclists at proposed A325/Pennefathers Rd junction; reduce speed limit of A325 from Queen's Roundabout; provide cycle lane at A325/Alison's Rd junction; replace Shared Use Paths with hybrid cycle tracks; improve routes to secondary schools; current road design encourages high vehicle speeds - reduce speed to 20mph in residential areas.

8.5.20 Rushmoor Pedestrian Forum (Farnborough Society)

Concerns relating to speed limits in residential areas (should reduce to 20mph and 10mph); separate cycle paths needed for major routes e.g Queen's Avenue; positioning of some proposed pedestrian crossings; connections to Connaught School; public transport links, environmental and retail comments.

8.5.21 Scottish & Southern Energy

No objections, infrastructure has been installed to supply the planned development.

8.5.22 TAG

No objections.

8.5.23 In summary, Aldershot Civic Society, Farnborough Society, Friends of Aldershot Museum and Hampshire Buildings Preservation Trust support the application while Hampshire Fire & Rescue Service, Ministry of Defence Safeguarding, NHS England, Network Rail, Scottish & Southern Energy and TAG have raised no objections.

8.5.24 Objections, in the main, centre around traffic congestion, impact on public services (including schools) and lack of information about SANGS management. Other objections related to inadequate provision for cyclists, pedestrians, renewable energy and canal improvements are matters which are dealt with in the appraisal sections of this report.

8.6 Internal Consultees**8.6.1 Arboricultural Officer**

No objection subject to conditions relating to minimising tree losses, use of harvested rainwater for irrigation and satisfactory scheme of arboricultural supervision.

8.6.2 Conservation Officer

No objection.

8.6.3 Housing

No objections subject to agreement on standards, affordability, design criteria, delivery partner, variations, extra care and specialist housing, detailed comments on Maida phase 1.

8.6.4 Planning Policy

No policy objections to hybrid application subject to controls through conditions and S.106 provisions of: Neighbourhood Centre to secure mix of retail/non-retail; biodiversity to protect bats, breeding birds, reptiles, badgers; SANG management; affordable housing and acceptable infrastructure; playing pitches. No policy objections to Maida phase 1 subject to clarification of proportion of private market homes to be built to Lifetime Homes standard; biodiversity conditions; and measures to secure SANGs and their management.

8.6.5 Transportation Strategy Officer

No highway objections subject to satisfactory resolution of concerns related to Transport Assessment (including delivery phasing, St Alban's roundabout, North Lane, Lynchford Rd) and Maida phase 1 (including car parking and cycle stores).

8.6.6 In summary, no outstanding objections remain from internal consultees, all having been addressed by recommended conditions or S.106 provisions.

8.7 Neighbours and Interested Parties

8.7.1 Responses were received from 7 Aldershot residents, 8 Farnborough residents, 2 residents of Ash, 7 residents of Ash Vale and 2 from outside the local area. 2 respondents did not give their address but appear to be resident in the area. 5 responses were received from elected Councillors and MPs.

8.7.2 Individuals in Support

Cranmore Lane and Newport Rd Aldershot

Two letters in support but concerns about traffic congestion, air quality and public transport provision.

Randolph Drive, Farnborough

Support and request for improvements to football stadium.

Mrs VB (no address)

Support but concerns about extra traffic and impact on Aldershot and routes to Guildford.

Cr Rod Cooper, Rushmoor BC

Support but concerns about impact on Lynchford Rd and request to re-consider provision of off-slip from BVR.

Cr Barbara Hurst, Rushmoor BC

Support with comments on volume of documentation and play areas in design statement. Concerns about lack of off-slip from A331, impact on North Lane and Lynchford Rd, no secondary school provision at Wavell.

In summary, six individuals expressed support for the application, although the majority were also concerned about traffic congestion.

8.7.3 Individuals with Concerns, Questions or Objections**Comet Close, Gloster Close, Vale Rd, Ashurst Rd, Shackleton Close, Old Farm Place, Ash Vale**

Seven letters of objection on grounds of traffic impact on Ash Vale (particularly Lakeside Rd) and calling for additional on-slip and/or off-slip roads to/from A331. Letters include call for widening of canal and rail bridges, objections on grounds of impact on existing health and education provision and objection to siting of recycling centre on grounds that Government Rd has enough HGVs.

Rowhill Avenue, Aldershot

Two letters of objection on grounds of traffic congestion (noise, environment, no exit from A331, poor access, affect on Ash Rd/High St, travel plan fails to mitigate).

Tangier Court, Aldershot and Ewins Close, Ash

Two letters of objection on grounds of lack of provision for cyclists (priorities at junctions, avoid shared use paths, need more consultation with cycle groups, reduce speed limits on smaller roads, increase cycle lanes to 2m, object to A325 junction improvements and speed limit).

South Lane, Ash

Objects on grounds of number of dwellings, lack of middle and secondary school provision, traffic impact on Ash, impact on sewerage systems, utilities and medical provision.

Yellow Cars, Friend Avenue, Aldershot

Objects to any works taking place on site before proposed link from BVR is built plus numerous comments re-submitted from earlier consultations.

Cranmore Lane, Aldershot

Concerns relating to traffic modelling and effect on Shepherd's Flock roundabout.

Taxi driver in Aldershot (no address)

Questions about allocation of new homes, impact on town centre, police and health facilities.

Reading Road, Farnborough

Objects on grounds of inadequate provision for cycling, walking and public transport (priority for cyclists at junctions, reduced speed limits, avoid shared use paths, no direct bus route to Connaught, no off-slip).

Gravel Rd, Farnborough

Objects on grounds of inadequate parking and traffic congestion, loss of 'green lung' and Army heritage.

Alexandra Rd, Farnborough

Objects on grounds of sheer volume of building and pressure on public services including health and traffic, need to keep green spaces, concerns about demolition of Duchess of Kent Barracks.

Pinewood Park, Farnborough

Question about provision for places of worship.

Chatsworth Road, Farnborough

Objects on grounds that unreasonable to expect secondary school provision to be Connaught not Wavell.

Morris Road, Farnborough

Objects on grounds of no provision for special schools.

Avenue Rd, Farnborough

Concerns that potable water supplies to existing residents will be adversely affected.

UK Power Networks, Crawley, West Sussex

Questions about alternative energy provision.

Herstmonceux, East Sussex

Objects on grounds that land should remain state-owned, submits alternative proposals for supported community housing and housing for elderly, referendum should be held.

Michael Gove MP

Shares concerns of Ash Parish Council relating to flood risk and highways.

Cr Mike Roberts, Rushmoor Borough Council

Concerns that application does not reflect current UK and European thinking on economic, environmental and social development principles.

Cr Denise Le Gal, Surrey County Council

Concerns about additional pressure on secondary school places and traffic congestion in Farnham North Division.

In summary, the largest number of objections related to traffic congestion, particularly around Ash Vale. Other concerns included inadequate provision for cyclists and pressure on secondary schools and other public services.

9. ASSESSMENT

9.1 Principle of Development and Overall Framework

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- 9.1.1 The relevant policy framework recognises that housing development within the Aldershot Urban Extension will provide needed new homes including affordable housing in Rushmoor and the South East and that the development will make efficient use of the disused military land released by Project Allenby/Connaught.
- 9.1.2 The land within the development site provides a unique opportunity to create a sustainable urban extension, which can help secure the long term future of Aldershot. This opportunity for new development must complement the existing town of Aldershot and utilise and relate to existing assets on the site. It should be seen as an extension to the town rather than a self-contained new community
- 9.1.3 Consideration of the submissions, background and consequences of this proposal in the light of advice from the Council's EA consultants, responses from consultees and members of the public, has led to the conclusion that planning permission should be granted, subject to a number of conditions and the securing of important and significant mitigation and public facilities through a Section 106 agreement, to be entered into by Rushmoor Borough Council, HCC and the Developer and landowners. The applicants have indicated, from an early stage in negotiations, that it is not their intention to pursue viability arguments or testing in respect of the S.106 provisions.
- 9.1.4 The underlying fundamental principle with S.106 agreements remains that any benefits they secure must be related to planning in general, the proposed development in particular, and should address specific consequences of the development itself. An agreement cannot legally seek financial contributions for projects which have little or nothing to do with the development, nor can financial contributions far in excess of the reasonable costs of providing the facilities in question be justified. The agreement must seek a proportionate response to the effects of the proposed development. All suggestions and requests from third parties regarding S.106 matters, including respondents to notification and statutory and non-statutory consultees, have been assessed against this statutory background and this is reflected in their presence or otherwise in the recommended heads of agreement.
- 9.1.5 One area of technical departure from the policy framework which gave rise to the advertisement referred to in Paragraph 8.3 is the numerical provision of different types of open space as set out in paragraphs 5.76 – 5.87 of the submitted Planning Statement. In particular the 1ha of equipped play space is below the policy figure of 1.93ha, however the overall provision of approximately 31ha of all types of open space exceeds the plan requirement of 25.87ha. It is considered that the overall and combined package of open space, sports facilities and SANGs is such that the spirit of the policy and SPD requirement is properly and satisfactorily addressed by the proposal. The statutory notification did not attract any third party comment on this issue nor did it give rise to any representation regarding other alleged or actual points of departure from the plan.

9.2 Design

- 9.2.1 The RBC Core Strategy in Policies SP1 and CP2 require the AUE to embody high quality urban design and reflect the content of adopted local design guidance. This accords with the objectives of the NPPF. Local design guidance includes the Housing Density and Design SPD and the Sustainable Design and Construction SPD (2006).

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The AUE SPD set out principles for urban design which informed the preparation of parameter plans and the illustrative master plan for the current proposal.

- 9.2.2 Central to the design process in the current application is the objective of preserving and enhancing the on-site heritage assets and historic character of the application site. The submitted Heritage Strategy (Discussed in section 9.8 of this report) identifies and assesses heritage assets and their context, acknowledges the need for listed building and conservation area consent in some instances and sets the framework for the overall design approach derived from the historic context.
- 9.2.3 The existing character of the development area reflects its recent and historic military function. Although much of the existing built development (with the exception of buildings of heritage value) will be demolished as part of the redevelopment the character established by retained buildings, topography and the road layout will remain. It is considered the design approach should secure an overarching identifiable character for the local area linked to its past, and its relationship with the town of Aldershot. Existing heritage assets, landscape, topography road layout and landmarks are therefore key elements of importance to the design of the site.
- 9.2.4 The submitted Design and Access Statement identifies a number of ‘character areas’ which inform and foster variation in approach to character and appearance. These are:
- The Cambridge Military Hospital and surrounding buildings
 - The Neighbourhood Centre(Incorporating HQ 4th Div.)
 - Queens Avenue- the tree lined spine road passing through the centre of the site
 - Alisons Road – the other principal road
 - Stanhope Lines – the principal green space reflecting the historic parade grounds
 - The Ridge – following the high points of the site
 - Canalside – the interface between the waterway and the development site
 - Farnborough Road – a main through route
 - General Neighbourhood – less visually prominent areas within the site
 - Southern Edge- peripheral areas to the south east which link to the town centre along the railway line.

Some of the Development Zones described at 2.4 above fall across more than one character area.

- 9.2.5 The Development Zones of the AUE may in their final form be the work of different designers and builders. The outline application therefore proposes to exercise control over the design and external appearance of each phase of development through a hierarchy of Design Codes covering the whole site. This is aimed at delivering consistent quality and coherent visual character. The design code will comprise three documents:
- 1)General Design Principles - This describes the character areas, identifies key heritage and landscape features and gives a general indication of the proposed requirements for the design of the buildings and public realm in each.
 - 2)Definitions and Technical Specifications – This goes into detail of how the Design Code requirements will be applied. It sets out parameters for street design, options for the selection of tree species, hard and soft landscaping materials, street lighting and furniture and boundary treatments.

3) Design Code requirements – This document identifies the specific requirements for each development Zone.

- 9.2.6 Documents 1 and 2 will form part of the approved plans, as will document 3 for Maida phase 1. A condition will require the submission and approval of a Design Code 3 document for any development zone prior to any application for approval of reserved matters for development within that zone.
- 9.2.7 The Design Code 3 for any development zone will contain an analysis of site features, heritage assets and existing buildings to be retained, it will establish the proposed uses, unit numbers and housing mix for the zone and establish the relationship between new and retained buildings. The code will create a hierarchy showing how the most detailed design requirements (such as setbacks from the road, degree of enclosure of frontages, plot divisions, maximum heights, garden layouts, materials, street lighting and landscaping) will be applied to the more visually important frontages, with less control being exercised over areas of lower visibility. It will establish maximum building heights appropriate to the different areas of the zone and a street hierarchy with appropriate design speeds, widths visibility splays, lighting, street furniture and signage etc. The proposals for public open spaces and LLAPs will be detailed within it, as will those in respect of the setting and context of retained heritage assets and relevant elements of a heritage trail to link them with others in the overall scheme.
- 9.2.8 The detailed design of the Maida phase 1 development area is before the Council for determination as part of this hybrid application and is examined in section 9.18 of this report. That submission follows, and provides an illustration of how, the proposed design code approach will work for all the other parts of the development.
- 9.2.9 The design code approach is considered to be an appropriate, and policy compliant solution to the establishment of a visually and architecturally coherent character within the Wellesley development which will be implemented over an extended period of 20 or more years. This approach, derived from the physical and architectural heritage of the site, will also link the development to the character of Aldershot.

9.3 Impact on Surrounding Property

- 9.3.1 For a development proposal of this extent in an urban area, there is considered to be relatively little likelihood of significant or harmful impact on neighbouring residential properties. The western, northern and eastern boundaries of the site are defined by a combination of retained open space, the Basingstoke canal and retained operational military land. To the south-west and south-east of the site lie areas of retained military housing which will, as identified in the Environmental Statement, be affected by construction works in the short term. On completion of the nearby development zones, these areas will have a new context within the residential development which will replace disused military buildings and some derelict brownfield land.
- 9.3.2 The Maida Development Zone A in respect of which detailed permission is being sought, is surrounded on all sides by future development zones with the exception of the Centre for Health and the Smith Dorrien/Maida Gym car park neither of which are considered to be materially affected by the proposal.

9.3.3 It is notable that no responses to notification have identified potential impact on neighbouring property from the development itself. Issues arising from impact on infrastructure, flood risk and the transport network are dealt with in the corresponding sections of this report.

9.4 Housing/Affordable Housing

9.4.1 Housing Mix

The NPPF requires the delivery of a wide choice of high quality homes and supports the creation of sustainable, inclusive and mixed communities. The NPPF identifies the need to:

- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes);
- identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand;... “

9.4.2 Core Strategy Policy CP5 seeks “.. a balanced mix of housing to create mixed and sustainable communities”. This involves provision for a range of households to meet local needs. The Strategic Housing Market Assessment (SHMA) identifies Rushmoor’s future housing needs and sets out guidelines for the mix of future market and affordable housing. Policy CP5 requires applications to be accompanied by a statement setting out how development contributes towards meeting the SHMA guidelines below.

Market Homes	1 bed	2 bed	3 bed	4 bed+
Bedroom size (%)	10	50	20	20

9.4.3 Policy CP2(f) requires a proportion of housing to be designed to Lifetime Homes standards.

9.4.4 AUE SPD Principle SN4 sets out a requirement to provide a variety of different types and sizes of dwelling to appeal to a wide and mixed community. The mix of dwellings are required to reflect the Council’s Housing Needs Survey and SHMA.

9.4.5 The submitted Planning Statement and Housing Strategy set out how a mix of housing will be provided. A market demand overview prepared by CBRE and appended to the planning statement supports the indicative site wide market housing mix set out below:

Market Homes	1 bed	2 bed	3 bed	4 bed+
Bedroom Size (%)	10	30	30	30

The emphasis on providing a greater proportion of three and four bed market housing than the SHMA guidelines, reflects the fact that the AUE development provides the best opportunity within Rushmoor to provide family and larger executive homes. The supporting information identifies market demand as a justification for providing a greater proportion of larger homes as compared to the SHMA targets. The application is considered to be policy compliant in terms of the overall private housing mix proposed.

9.4.6 Affordable Housing

The NPPF supports the delivery of affordable homes as part of creating mix and sustainable communities.

9.4.7 Core Strategy Policy SP1 sets out the delivery strategy for affordable housing on AUE. It identifies a target of 35% of homes to be sought as affordable. The supporting text recognises that this may be subject to viability and may need to be reviewed at different phases of the development.

9.4.8 The AUE SPD specifies that at least 35% of dwellings must be affordable and sets out detail for the approach to affordable housing provision. This includes integration of affordable housing, pepper-potting, a split of 60% social rented and 40% intermediate, a mix of dwelling sizes reflecting SHMA targets, meeting Housing Corporation Design and Quality Standards, Code for Sustainable Homes code level four, Lifetime Homes standards and provision of specialist housing where justified by local need.

9.4.9 The outline application proposes 35% affordable housing in line with Core Strategy requirements and this will be secured by a S.106 obligation. The Planning Statement explains that the provision of affordable housing within a development zone may range from 30% to 40% but that the overall affordable housing provision across the site is 35%. This approach is considered acceptable and policy compliant. The SPD requirements for affordable housing are met by tenure blind design, meeting Lifetime Homes Standards 6 to 16, 10% wheelchair accessible homes, a tenure split of 60% social rented and 40% intermediate unless agreed otherwise with RBC. The bedroom size mix proposed addresses SHMA guidelines.

9.4.10 The principle of pepper-potting affordable housing in small clusters of 10 to 12 units is desirable. The arrangements for addressing this will be set out in individual Affordable Housing Reserved Matters Statements which, under a provision in the S.106 agreement, will be required to accompany every reserved matters application for any part of any development zone.

9.4.11 The SPD looks for affordable homes built to Code for Sustainable Homes Level 4 or above. The submission states that affordable housing will achieve a minimum of Code for Sustainable Homes Level 3 with the aspiration for a percentage of each phase to be at a higher level. Given the long term development period it is reasonable to expect legislative and regulatory changes within that period. For example, once further updates to Part L of Building Regulations come into force the minimum requirements will have to be met by any part of the development brought forward at that time. Given the uncertainty and delay surrounding further updates to Part L this approach is considered acceptable.

9.4.12 The Housing Strategy and Enabling Manager, on behalf of the Head of Environmental Health and Housing has been involved in negotiations in respect of affordable housing provision within the application dating from the pre-application period, through the application submission to its current position. No objection has been raised either to the outline approach or to the details within Maida phase 1 subject to the inclusion within the S.106 agreement of provisions to ensure timely and appropriate delivery of affordable housing as part of the development. The measures discussed and agreed in principle are set out in Section 12 of this report. They cover the following:

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- An amended and updated Affordable Housing Strategy appended to the agreement defining affordable and intermediate housing and committing to provision of 35% of the total number of residential units as affordable with between 30% and 40% affordable provision in any development zone.
- Submission of an Affordable Housing Area Strategy for each development zone with the first reserved matters application for that zone.
- Submission of an Affordable Housing Reserved Matters Statement with each reserved matters application for any part of any zone reconciling percentage provision within individual zones with the overall 35% commitment and preventing occupation of more than 80% of market housing within a reserved matters area prior to completion and transfer of the affordable element to an RP.
- Provision of 60% of the affordable housing for rent and 40% as intermediate housing (with a minimum of 40% of that portion being shared ownership)
- An agreed affordability test and accompanying definition of affordable rent.
- A mechanism to review the 60/40% tenure mix if agreed with RBC.
- An agreed overall mix of unit types (by bedroom) for the affordable/social rented and intermediate provision.
- A phase by phase agreement to provision of up to 10% of affordable homes to wheelchair accessible standard.
- Affordable units to meet 2007 HCA Design and Quality Standards or their replacement.
- Provision of land to HCC suitable for 100 extra care housing units for elderly people.
- Affordable housing to be managed by an RP with nomination rights to Rushmoor Borough Council.
- Recycling of receipts from sales of intermediate housing within the development during the life of the development.
- Provision of a stand-alone block of six supported housing units for people with learning disabilities on a site and to a delivery programme to be agreed within 3 years of commencement of development.
- Provision of 6 units of temporary accommodation within the development on a rolling programme from the date of the first reserved matters application.

9.4.13 With the provisions of the previous paragraph in place, the proposal is considered to address the policy requirement for affordable housing satisfactorily and provide a strategically significant contribution to the supply of affordable housing.

9.5 Community Facilities and Development

9.5.1 Core Strategy SP1 and SPD Principle SN8 support the provision of a flexible and multi-functional community facility to cater for the AUE population.

9.5.2 This facility will be provided within the listed Smith Dorrien Institute, a landmark building at the summit of Hospital Hill within the Maida Zone A. The developer has already obtained listed building consent for refurbishment. The refurbishment works commenced in the summer 2012 and are due to be completed by Sept/Oct 2013. The exterior of the building has been cleaned, with repairs carried out to the roof, joinery and metalwork. Many of the original internal features are being repaired or reinstated by Grainger using local contractors to carry out many of the works.

- 9.5.3 The building will initially be used as a project office and an information centre with public exhibition space and meeting rooms.
- 9.5.4 Under the terms of the S.106 agreement, prior to the occupation of 114 residential units rooms/space on the ground floor will be made available for community use. Subsequently the whole of the ground floor of the building will be leased to RBC (or another body agreed by RBC) as a community facility prior to the occupation of 1500 units, subject to terms to be agreed by the parties. This arrangement is considered appropriate and a suitable response to the policy requirement subject to detailed lease arrangements which will be in the S.106 agreement.
- 9.5.5 Wellesley Development Worker
In order to promote, organise and oversee the day to day function of building and bringing to life a new residential community based around the Wellesley development, Grainger will fund the appointment of a designated community facilitator/development worker for a period of ten years in accordance with an agreed job description by the time 50% of the Maida phase 1 housing is occupied. This will be provided for in the S.106 agreement.

9.6 Sports Provision, Open Space and Play Spaces

- 9.6.1 The NPPF supports the provision and protection of open space, stating: “Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities..” The policy framework in respect of open space supports a range of provision comprising a combination of sport and playing pitches; equipped play facilities; parks; informal open green space; woodland and natural green spaces.
- 9.6.2 A bespoke open space strategy for the AUE was developed based on work initially undertaken by Entec some 6 years ago. This reflected the Sports Pitch Strategy, which identified two existing pitches within AUE as “not essential” to future supply. No other pitches within the AUE development core were identified in the study. The playing pitch area to the west of A325 was considered to be suitable provision of equivalent community benefit. The principles of this work informed the AUE SPD, which identifies the existing MoD playing pitches to the west of Farnborough Road, together with the playing fields on the proposed primary schools as suitable provision to serve the development.
- 9.6.3 Core Strategy Policy CP11 requires the protection of, and improvements to, green infrastructure. The AUE SPD contains a number of detailed principles relating to the delivery of social and green infrastructure. These include OS3 relating to provision of a network of green spaces, OS4 relating to the provision of SANG, OS4 and 5 relating to sports pitches and play space, OS7 relating to informal open areas, and OS9 relating to allotments.
- 9.6.4 Core Strategy Policy CP12 specifies that new development should make appropriate provision for open space in accordance with the Council’s adopted standards. These are set out in Policy OR4 of the adopted Rushmoor Local Plan Review.
- 9.6.5 Key principle OS3 of the SPD is to provide a network of high quality and easily accessible green and open spaces to meet the recreational needs of the new

community and ensure that areas of acknowledged nature conservation interest close to the AUE are protected.

- 9.6.6 Saved Policy OR4 requires 1 hectare of sports ground per 1000 population whilst SPD Principle OS5 requires provision of sport and playing pitches to a minimum provision of one hectare per 400 dwellings. This would equate to 9.24ha in respect of OR4 or 9.625 hectares in respect of OS5 in relation to the proposed 3850 dwellings of the AUE. The SPD specifies that the preferred location for playing pitches to serve the AUE are the existing MoD playing pitches to the west of Farnborough Road, together with the playing fields of the proposed primary schools.
- 9.6.7 Principle OS6 seeks a sufficient amount of equipped children's play space and youth facilities, at a minimum provision of 0.2 hectares per 400 dwellings.
- 9.6.8 Principle OS7 seeks a sufficient amount of informal open areas (amenity green space) at a minimum provision of 14.2 hectares per 400 dwellings.
- 9.6.9 Principle OS8 seeks a total of 10 hectares of woodland within the development area.
- 9.6.10 Principle OS10 seeks a comprehensive long-term landscape management plan to ensure proper management and delivery of different types of green and open spaces on site.
- 9.6.11 The provision of suitable natural green space to absorb recreational pressure on the Thames Basin Heaths Special Protection Area (SPA) is a requirement of saved South-East Plan Policy NRM6 and Core Strategy Policy CP13. The proposed provision of SANGs to address this is set out in Section 9.7 of this report.

9.6.12 Management and Maintenance

The long term management and maintenance of open space, including Sports Pitches, Playspaces, Informal open space, Woodland, SANGs, Trees and Monuments will be carried out in perpetuity by an Estate Management Company initially funded and set up by the developer. This will work in parallel with a Residents' Management Company which will collect and administer annual service charges from the new residential properties. Establishment of the Estate Management Company and Residents' Management Company are requirements of the S.106 agreement.

9.6.13 Sports Provision

Proposals for sports pitch provision are set out in the Green Infrastructure Strategy accompanying the application. An area of land to the west of the A325 Farnborough Road comprising in excess of 10 hectares will accommodate five full size sports pitches. A new pavilion will be built to Sport England standards, comprising 8 changing rooms and associated facilities. The area will also provide ancillary informal open space and an extended parking area for 64 cars. Vehicular access to the area will be via the existing link from Bourley Road. A road crossing will be provided in the vicinity of the reopened Pennyfather's Road junction with Farnborough Road to facilitate safe pedestrian access to this area.

- 9.6.14 The applicants have agreed to transfer the freehold of this area to Rushmoor Borough Council in an agreed condition, and to construct the pavilion facility with 8 changing rooms and the parking area. The Head of Community considers this provision to be

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satisfactory. It is envisaged the future management and maintenance of this facility will either be carried out by the Developer's Estate Management Company which will administer an overarching long term open space and heritage asset management scheme for the development, or will fall to Rushmoor, in which case a commuted sum would be payable. It would be likely that a local sports club would take over and run the facilities as a tenant of the Council.

9.6.15 Aldershot Football Club currently leases 3 pitches plus training areas and a small pavilion. Their lease has a break for renegotiation on 1 August 2015. Via the S.106 agreement the land will be transferred to Rushmoor Borough Council with vacant title and the club would then be in a position to negotiate terms for future use with the Council. The transfer of the land will be triggered by implementation of housing within the Pennefather's or Coruna Zones or the opening of the Pennefather's/Farnborough Road junction and new pedestrian crossing, whichever is earlier. The construction of the new pavilion will follow this. The transfer is expected in the period 2015/2016. These triggers will form part of the S.106 agreement.

9.6.16 An initial objection to the proposal was received from Sport England citing loss of playing fields within the development site, and failure to provide additional sports facilities to serve new residents. Comments from the England and Wales Cricket board were also included in their response. A response based on a comprehensive analysis of sports provision within the development together with available facilities in the Borough was provided to Sport England. This included evidence which demonstrated that the 'lost' pitches either fell outside the development site or lay within MoD land and had no demonstrable history of being available for public use. The response concluded that there is no justification for outdoor provision over and above that which forms part of the proposal since there is already an identified excess of playing pitch provision in the catchment of the development site. In terms of indoor provision the existing surplus capacity similarly does not justify additional requirements. Sport England were advised that this aspect of the proposal was therefore considered acceptable and likely to be the subject of a favourable recommendation. They were invited to meet with the applicants and the Council to discuss their concerns and the response, and to tour the Borough to visit our own sports provision and that of the Army. To date no further comment has been received from Sport England.

9.6.17 Play Spaces

Under SPD principle OS6 and the Core Strategy the numerical requirement for equipped play space within the development would be 1.92 hectares. Pre-application discussion with the applicants established that the core strategy objective of creating 'destination' playgrounds within key sites in proximity to other facilities should be the principle objective for this development reflecting the positive experience of the Council regarding existing provision at Aldershot Park and King George V Playing Fields. Reflecting this approach the masterplan for the development includes the provision of two equipped play areas with a total area of 1 hectare. The first at Parade Park within the Stanhope Lines east Zone opposite HQ 4th Div. and the second within the God's Acre Zone to the north of the eastern primary school site.

9.6.18 The first destination play area would be commenced before the 750th dwelling in the development and completed before commencement of the 1,500 dwelling (and in any event before occupation of any residential unit within Development Zone K (Stanhope

Lines East). The second area would be completed prior to commencement of the 2000th dwellings or to the opening of the Eastern Primary School, whichever is the earlier. This provision would be secured through the S.106 agreement along with arrangements for maintenance and, where appropriate CCTV monitoring.

9.6.19 Within each of the residential development zones, at least one informal Local Landscaped Area of Play (LLAP) would provide a landscaped/natural facility without formal equipment. The S.106 agreement would require the details to be submitted as part of each development zone Design Code Document 3 which would also specify the stage (number of dwellings occupied) by which it would be completed and available for use.

9.6.20 Amenity Open Space

Under SPD principle OS7 and the Core Strategy, informal open areas (amenity green space) is required within the development at a level of 11.55 hectares and 14.78 hectares respectively. Within the application site approximately 20 hectares of such spaces are provided. This comprises large scale public open spaces at Parade Park, Stanhope Lines and God's Acre, as well as the parts of the sports ground west of Farnborough Road which would not contain pitches; Spaces around existing retained and visually important trees such as those along Alisons Road and Queens Avenue; areas of formal space laid out to enhance the setting of historic buildings such as CMH and HQ 4th Div; and buffer zones to protect and enhance the biodiversity aims of woodland and SANGs.

9.6.21 As with the LLAP areas, the S.106 agreement would require the details of amenity open space to be submitted as part of each development zone Design Code Document 3 which would also specify the stage (number of dwellings occupied) by which it would be completed and available for use.

9.6.22 Woodland and Trees

SPD principle OS8 requires the provision of a total of 10 hectares of woodland within the development area. Approximately 10 hectares of existing woodland are identified within the site to be retained. These consist principally of areas along the main topographical ridge, adjacent to the railway within Zones S & T, and along Alisons Road in and around Zone Q. They will perform form a screening and buffering function between development areas, areas outside the site and the internal Peaked Hill and Ski Slope Woods SANGs.

9.6.23 The S.106 agreement would require the provision of a condition and maintenance plan for the woodland area within any development zone prior to commencement of any development within that zone and provision for its maintenance through Grainger's Estate Management Company.

9.6.24 In accordance with SPD principle OS1 the overall approach to the retention and protection of existing trees is set out in the submitted Green Infrastructure Strategy which augments the proposals for retained woodland with an assessment of existing trees outside the woodland areas which can be retained within the context of the proposed development. In particular this acknowledges the importance of the character of the tree-lined Queen's Avenue and sections of Steele's Road and Hope Grant's Road. A full tree survey carried out in accordance with BS 5837 has informed the developer's approach. The recommended condition regarding reserved matters

requires the submission and approval of full details of proposed tree retention in respect of each development phase.

9.6.25 Allotment Provision

Core Strategy Policy SP1 includes allotments as part of the physical infrastructure to be sought within the AUE with SPD principle OS9 setting the requirement based on the proposed number of dwellings at approximately 0.96 hectare.

9.6.26 The application site includes an area of approximately 1 hectare to the south-west of Gold Farm on the south side of Government Road between the canal and the Aldershot railway line. This is earmarked for the provision of new allotments. It has a capacity of up to 80 plots (of 5m x 12.5m) and is considered adequate in size and location to meet demand from the development.

9.6.27 A clause in the S.106 agreement would provide for its preparation and provision with appropriate fencing, screening planting, water points and car parking for up to 30 vehicles. It would be handed over to RBC or retained and managed by a residents' allotments association under the umbrella of Grainger's Estate Management Company. Its delivery would be phased in blocks of 20 plots to ensure that they become available in sufficient numbers and at appropriate times to meet demand arising from occupation of new houses within the Wellesley development.

9.7 Thames Basin Heaths SPA

9.7.1 The Thames Basin Heaths Special Protection Area was designated in 2005 and is protected from adverse impact under European and UK law. The TBH SPA is a network of heathland sites which are designated for their ability to provide a habitat for the internationally important bird species of woodlark, nightjar and Dartford warbler.

9.7.2 The development site lies wholly within 5kms of the SPA and therefore the provision of appropriate avoidance and mitigation measures has been a matter of discussion and agreement in principle with Natural England (NE) for some years preceding submission of the current application based on the generally applicable SANG standards of 8 ha of SANG land per 1,000 new occupants (after discounting) and taking into account the acknowledgement that large developments may need to provide a bespoke solution to mitigation. Natural England, the Government's advisory body on ecological matters, agreed in 2008 the principle of a mitigation package for the construction of 4500 houses within the AUE based on proposals and a strategy prepared for Defence Estates by Entec.

9.7.3 Policy NRM6 of the South East Plan identifies mitigation measures which are considered sufficient to ameliorate the likely impact of additional residential development on the SPA and which, if put in place, are accepted as removing the requirement for appropriate assessment of the proposal. They include:

- A zone of influence set at 5km linear distance within which measures must be taken to ensure the integrity of the SPA is protected
- Mitigation measures to be provided prior to occupation and in perpetuity. Mitigation to be based on a combination of access management and the provision of Suitable Alternative Natural Green Space (SANG).

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- 9.7.4 Core Strategy Policy CP13, Thames Basin Heaths Special Protection Area, is consistent with SE Plan Policy NRM6. It accepts that avoidance and mitigation measures may be required for all net new dwellings. Mitigation measures include the provision of SANG (in perpetuity and at the standard set out in the South East Plan), and contributions towards Strategic Access Management and Monitoring Measures (SAMM). Core Strategy Policy SP1, Aldershot Urban Extension, requires measures to be put in place to avoid and mitigate the impact of development upon the SPA including the provision of SANG and contributions towards SAMM.
- 9.7.5 Rushmoor Borough Council adopted a TBH SPA Avoidance and Mitigation Strategy (February 2012). Paragraphs 6.18 and 6.19 deal specifically with large sites and with the AUE, which is identified as a candidate for a bespoke mitigation solution falling outside the Council's other SANG sites.
- 9.7.6 AUE SPD Principle OS4 identifies that sufficient SANG must be provided. For a development proposal of 4,500 new homes, this is identified as being approximately 92 hectares.
- 9.7.7 The Habitats Regulations make it clear that any decision regarding the likelihood of impact on the SPA arising from a development, and the appropriateness and effectiveness of any proposed mitigation, are matters for the 'Competent Authority' (in this case Rushmoor Borough Council). In reaching such decisions the Council are guided by Natural England (NE) who are a statutory consultee.
- 9.7.8 The submissions in support of the current application include an assessment of the proposal against the requirements of the Habitats Regulations ('Shadow Habitats Regulations Assessment') and a strategy for the delivery of Suitable Alternative Natural Greenspace (SANGs) land which will provide for the recreational needs of walkers and potentially attract them away from using the SPA areas for this purpose. The application details include the provision of 109.2 hectares of SANG land which, on the basis of a visitor survey to assess discounting in respect of existing usage level and the presence of open water within the area, equates to a capacity of 97.9ha. This exceeds the minimum requirement, notwithstanding the proximity of the site to the SPA and the need to have consideration for the conservation value of the sites proposed as SANG.
- 9.7.9 The SANG delivery strategy identifies the proposed comprehensive SANG in terms of six areas: Rushmoor Bottom; Basingstoke Canal Loops 1 & 2; Camp Farm Lake; Ski Slope Woods; and Peaked Hill. The first four of these are linked by the Basingstoke Canal Towpath and an arm of land running south to the west of the A325. The remaining two, Ski Slope Woods and Peaked Hill, are island sites surrounded by parts of the development Zones toward the east of the application area.
- 9.7.10 With the exception of the canal towpath, which is vested in the Basingstoke Canal Authority (BCA), and the Claycart Hill car park which is controlled by Defence Training Estates (DTE) the applicants expect to have a 999 year lease of the entire proposed SANG area.
- 9.7.11 SANG Biodiversity Issues. Consultation and pre-application discussion explored specific biodiversity issues surrounding the proposed SANGs. An area of particular interest in terms of biodiversity is the Basingstoke Canal Site of Special Scientific Interest (SSSI), a number of Sites of Importance for Nature Conservation (SINCs) and other areas of woodland within the SANGs. Much of this habitat is unmanaged at

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present and has historically resulted in a gradual decline in biodiversity interest. There are opportunities to enhance biodiversity interest in these sites while providing the requisite recreational function of SANG.

- 9.7.12 The Council's Ecology Officer supports the approach outlined in the SANGs strategy which acknowledges the ecological value of the SANGs, offers solutions to the general lack of management and proposes careful design for the recreational function. The resulting arrangement would not preclude the enhancement of the SINCs and woodland for biodiversity. The SANGs package is considered to deliver significant biodiversity enhancement to the existing habitat which will be secured through the preparation and delivery of a detailed environmental management plan for each of the SANG areas.
- 9.7.13 The applicants' SANG strategy sets out proposals for phasing of delivery and measures for the improvement and creation of visitor friendly facilities to promote use of the SANG sites and bring them forward to be available in relation to the delivery of new housing. Policy NRM6 (ii) requires mitigation measures to be delivered prior to occupation. The Thames Basin Heaths SPA Delivery Framework makes it clear that sufficient SANG should be provided in advance of dwelling completion.
- 9.7.14 The proposed measures would involve the preparation of an Environmental Management Plan (EMP) prior to commencement of works on any SANG area and the implementation of programmes of improvement works such as making areas safe for public use, footpaths, car parking, information boards, way markers, habitat management, benches and creation of access points.
- 9.7.15 Strategic Access Management and Monitoring (SAMM) payments will be required in accordance with the Council's TBH SPA Avoidance and Mitigation Strategy. These will vary with the size and number of homes to be developed under each reserved matters application. Paragraph 5.8 of the applicant's SANG Strategy commits the developer to make SAMM contributions on a per house basis in accordance with the Core Strategy and the Thames Basin Heaths Framework. Providing these contributions are delivered prior to occupation through the S106 agreement there is considered to be no conflict with Development Plan policy in this respect.
- 9.7.16 The SANG provision would be secured by a combination of conditions and provisions in the S.106 agreement. Because of the 'landlocked' nature of the Peaked Hill and Ski Slope Woods sections they are envisaged as being brought forward and improved at a later stage than the other areas in parallel with the development of the adjacent Zones. The recommended conditions therefore begin by requiring the availability of all the other areas prior to occupation of any residential units. Further conditions set out the requirement to prepare and agree EMPs for any SANG areas before work commences on them, and specify the works to be carried out, and the triggers for implementation of those works in terms of occupation of residential units or percentages thereof within the specified adjacent Zones.
- 9.7.17 A significant public access point to the westernmost 'Basingstoke Canal Loop 1' SANG area is the Claycart Hill car park which is owned and controlled by Defence Training Estates (DTE). In order to maintain unfettered access to parking for visitors to this area the S.106 agreement will require the developer to secure use of a minimum of 16 regular and 2 disabled standard parking spaces at all times without charge, in this car park.

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- 9.7.18 SANG provision is required 'in perpetuity' which in practice and judicial authority is accepted by NE as meaning a minimum of 80 years. Provisions are contained within the S.106 agreement to secure funding for the first 20 years of improvement and maintenance; the establishment of a residents' management company to pool householder annual contributions over the same period into a reserve fund for the maintenance in perpetuity; and to establish a mechanism whereby the reserve fund can be drawn upon in order to expedite works when necessary.
- 9.7.19 The S.106 obligations relating to the implementation and maintenance of the SANGs area will be the responsibility of the MoD (as current landowner) in conjunction with Grainger and will be secured in the S.106 agreement. Discussions have taken place between Grainger and the Blackwater Valley Countryside Partnership (who currently fulfil a management and maintenance role in relation to other SANG land in the area) regarding the provision of the SANGs areas, and between Grainger and the Land Trust regarding the longer term ownership and maintenance of the area.
- 9.7.20 The response of Natural England to consultation on the proposed SANGs provision in relation to the current application sets out the statutory position with regard to SPA impact and acknowledges the role of Rushmoor Borough Council as the competent authority in respect of assessment of likely impact. The response concludes with a precautionary objection with the suggestion that further information is requested regarding the means by which long term management of the SANG will be funded – expressing a preference for payment of '...a commuted sum to the managing body.', and seeking confirmation that the long-term ownership of the SANG land will be satisfactorily secured. The combination of measures set out in the SANG strategy and incorporated in the proposed conditions and S.106 provisions are considered sufficient to address the provisos expressed by NE.
- 9.7.21 Two other respondents to notification, the RSPB and HIOW Wildlife Trust have objected to the application on the grounds of the SANG delivery not being early enough in the development, suggesting there should be '...full appropriate assessment of the proposals under the Habitat Regulations..' and claiming '...insufficient information about the delivery mechanism..' has been provided. Set against the acknowledged benefits identified in the assessment of the Environmental Statement, and the measures to secure the policy compliant provision and management of the proposed SANGs, these objections are considered to carry little weight.
- 9.7.22 The proposed SANG provision is considered to be consistent with Development Plan policies and to provide, together with appropriate contributions to SAMM, sufficient evidence that any likely significant effects on the SPA will be avoided. Funding and management of SANG in perpetuity is key to the delivery of an acceptable package of avoidance and mitigation and needs to be adequately secured. Provision acceptable to the Council and NE will be secured through a combination of conditions and provisions in the S.106 agreement. With these measures in place the Council as Competent Authority can be satisfied that there is no likelihood of the proposed development giving rise to a significant effect on the nature conservation interests and objectives of the TBHSPA either alone or in combination with other plans or projects, and consequently that further appropriate assessment of the proposal is not required to meet the requirements of the Habitats Regulations.

9.8 Heritage Assets, Listed Buildings and Monuments

9.8.1 Contained within the site is a substantial part of the Aldershot Military Town Conservation Area covering the majority of land within Development Zones C, D, E, F, H, K, L, O, and P and substantial parts of B and I. The site contains six buildings which appear on the statutory list. These Are:

- Headquarters 4th Division in Neighbourhood Centre Zone L
- The Alexander Observatory in School End Zone I
- The Maida Gymnasium in Maida Zone A
- Smith Dorrien House in Maida Zone A
- The Cambridge Military Hospital in CMH Zone C
- Fitzwygram House in Mandora Zone O

9.8.2 The site contains eight monuments which appear on the statutory list. These are:

- The Balloon Square Memorial Plaque in Browning Zone J
- The Cammell Memorial Obelisk in Browning Zone J
- The Beresford Memorial drinking fountain in Coruna Zone B
- The 2nd Division World War 1 memorial cross in Knollys Zone F
- The Ramsden Wall Memorial in Coruna Zone B
- The Royal Army Service Corps memorial Arch in Zone N God's Acre*
- The West Cavalry Barracks Pediment in Zone N God's Acre*
- The Royal Army Medical Corps Boer War memorial obelisk in Gunhill Zone E

*Two of the monuments, the RASC Memorial Arch and the Cavalry Barracks pediment have listed building consent for relocation outside the site, the arch to a location beside the church at the junction of Queens Avenue and Alisons Road and the pediment to within the new St Omer Barracks. The Balloon Square Memorial took the form of a cast iron plaque which was stolen in early 2013. A replica is in storage awaiting an appropriate setting within the redevelopment.

9.8.3 The site contains a further thirteen locally listed buildings or groups of buildings and seven other monuments or assets, two of which are locally listed. These are:

Buildings

- Alison and Cranbrook Houses Neighbourhood Centre Zone L
- The Post Office Building Neighbourhood Centre Zone L
- The Military Police Barracks and Stable block Neighbourhood Centre Zone L
- Outbuildings around Fitzwygram House in Mandora Zone O
- The Signalling School Admin Block and Mortuary in Mandora Zone O
- The Mandora Officers' Mess in Mandora Zone O
- The Water Tower in CMH Zone C
- The McGrigor Barrack Blocks in McGrigor Zone D
- Gunhill House in CMH Zone C
- Louise Margaret Maternity Hospital in CMH Zone C
- Cambridge House and Stables in McGrigor Zone D
- St Michaels House in McGrigor Zone D
- Nurses' Residence in CMH Zone C

Monuments and Assets

- The Bronze Age Tumulus in Pennyfather's Zone G
- The IRA Bomb Victims Memorial (Locally Listed) in Pennyfather's Zone G
- The Montgomery Memorial in Coruna Zone B
- The Rhine Barracks Wall Sculptures in Coruna Zone B

- The Gordon Oak Tree in Maida Zone A
- The Canal Bridge (Locally Listed) in Browning Zone J
- The Marina Officers' mess Mosaic in God's Acre Zone N

- 9.8.4 A full Conservation Plan and Heritage Strategy forms part of the plans submitted for approval as part of the hybrid application. It contains an assessment of the heritage assets within each development Zone and sets out options for their use and retention in the context of that part of the development. The strategy envisages retention and re-use of all the statutory listed buildings and structures, all of the monuments and heritage assets and the majority of the locally listed buildings. Any alterations or proposed demolition of such structures will be identified at reserved matters stage and would be subject to further requirement for listed building consent or conservation area consent for demolition as appropriate.
- 9.8.5 The Design code approach set out at paragraphs 9.2.5 - 9.2.7 of this report will involve preparation and submission of detailed Code 3 documents as the first step in bringing forward each development Zone. These documents will include full details of the proposals for retention, re-use, incorporation and management of heritage buildings and assets within the Zone.
- 9.8.6 The most identifiable and best known listed buildings are the HQ 4th Div. Complex, the Cambridge Military Hospital and the Smith Dorrien Institute. The proposals for these buildings are set out in greater detail in the separate section of this report dealing with CMH (9.9), the Neighbourhood Centre (9.10) and Community facilities (9.5).
- 9.8.7 With regard to the other three statutorily listed buildings, The Maida Gymnasium is in lawful use for its original purpose by Fight Science, a company which has succeeded in its first 18 months in offering activities for the local community. The fitness gym has a large membership and there are clubs open to all age groups for fitness and martial arts. The company works with local schools and youth clubs to promote exercise for young people. The developers anticipate that Fight Science will continue to operate from the Maida Gymnasium which will remain in their ownership with its inherent responsibilities regarding the listed building.
- 9.8.8 The Alexander Observatory is within the School End Development Zone I. This building will be managed by the Estate Management Company. The Farnham Astronomical Society have an existing arrangement with Grainger to maintain the equipment whilst Grainger will maintain the building. This will continue for the foreseeable future although, given its location, the possibility of stronger links to the adjacent school is a matter for future discussion with its Governors.
- 9.8.9 Fitzwygram House will be the subject of detailed proposals for the Mandora Zone, possibly involving residential conversion.
- 9.8.10 The locally listed, buildings, as well as the unlisted identified heritage assets, will be an integral part of the Design Code 3 submissions at reserved matters stage. The Heritage strategy identifies those which are clearly important in impact and context – such as the group around HQ 4th Div. and the McGrigor barrack blocks as well as those having a neutral impact where removal might be justified in context.

9.8.11 Public Art

In order to enhance its visual appearance and historic context, the applicant will, by way of the S.106 agreement, contribute towards the provision of two new pieces of public art to link the new development to the history of the site. Their location, specification and procurement process will be jointly agreed between Grainger and the Council. Their ownership and long-term maintenance will be covered by the Estate Management plan (unless transferred to other ownership).

9.9 The Cambridge Military Hospital

9.9.1 The Grade II Listed Cambridge Military Hospital (CMH) building with its prominent tower and cupola is a fine example of Victorian Military Architecture and the most significant landmark within the application site, visible from many public viewpoints within Rushmoor and from considerable distances from the south and west. The historic core of the building dates from 1872 with extensions added in 1897 and 1911. In the period 1931 to 1996 various functional additions associated with its medical function took place which generally have a negative impact on the listed building and its setting. Since its closure in 1996 it has suffered a degree of deterioration. A principal objective of the Council expressed in the SPD is ‘...to ensure the sensitive conversion of the Hospital for a sustainable, viable long-term use.’

9.9.2 The application submissions include a separate topic document on the CMH which supplements the Heritage Strategy and sets out objectives and possible options for retention of the buildings (centred around residential conversion). A scheme based on the preferred approach would form the basis of the reserved matters application for this development zone. Prior to this it is anticipated that an initial application for listed building consent will be submitted seeking to demolish some of the post 1931 ‘negative’ additions and accretions, particularly timber structures at the rear of the building which are in decline and limiting access to carry out maintenance works to the main building. Grainger anticipate submitting the application in August 2013. . This would facilitate more detailed survey and repair work on the historic fabric and assist in the preparation of a detailed scheme.

9.9.3 In fulfilling their statutory obligations as owners of the listed structure and their contractual obligations as partners of the MoD, Grainger PLC have commenced and implemented a programme of remedial works and repairs which have arrested the physical decline of this building. These to date have comprised clearance of pigeon debris; obtaining a Natural England Bat Licence to carry out roof repairs; appointment of specialists to advise on dry rot and stabilisation works; appointment of asbestos removal contractors; commencement of internal repairs; and commencement and completion of roof repairs and maintenance. A planned maintenance programme has also been put in place involving security and periodic inspection and works. The works to stabilise the existing hospital building have continued. Grainger have carried out a level of asbestos removal inside the building to enable a safe route to allow our consultants/surveyors safer access internally. Externally we have carried out extensive repair works to the roof and building fabric.

9.9.4 The CMH, together with the locally listed Water Tower, Louise Margaret Maternity Hospital and the former Nurses Home forms the group of buildings within Development Zone C. The CMH Zone, in view of its significance has been identified for early delivery within the AUE development programme. The terms of the S.106

agreement would require the developer to commence a scheme of refurbishment and conversion before commencement of the 1,000th residential unit or within five years of implementation of the planning permission, whichever is the sooner. This, in the light of the maintenance programme, is considered to be a reasonable period for the necessary technical assessments and preparation and commencement of a feasible scheme for conversion.

9.10 Neighbourhood Centre

- 9.10.1 Core Strategy Policy SP1 requires the provision of a local neighbourhood centre to include community uses and small scale local retail, service and food and drink facilities within a mix of small units within Uses Classes A1, A2, A3, A4 and A5.
- 9.10.2 The AUE SPD Principle SN6 seeks a local neighbourhood centre to provide an accessible focal point for the community and to accommodate a range of retail, leisure, service and business space of a scale and nature to complement rather than compete with, Aldershot Town and North Camp District Centres. In addition a further smaller neighbourhood centre may be required to provide local shopping and services in the eastern part of the development.
- 9.10.3 The principal planning objectives with regard to the neighbourhood centre are to ensure the retention, refurbishment and beneficial use of the listed HQ 4th Division building and the important group of listed and locally listed buildings which surround it; and to provide local shopping facilities and space for complimentary services which have no adverse effect on the main shopping centre of Aldershot.
- 9.10.4 The outline application proposes a neighbourhood centre in Development Zone L, containing a food store of 1,400 sqm gross retail, other units with a total floorspace of 1,560 sqm gross and a public house/restaurant. Outside the neighbourhood centre a further local shopping facility of 185 sqm is proposed for the REME Zone S. A Retail Impact Assessment (RIA) was prepared by Savills for Grainger which was the subject of review by Nathaniel Lichfield and Partners on behalf of the Council.
- 9.10.5 The review concluded that the overall scale of development envisaged is reasonable in order to serve AUE, provided an appropriate mix of Class A1, A2 to A5 is achieved.
- 9.10.6 The Core Strategy and SPD set out that a range of Class A uses should be provided in the LNC. Whilst the detail of the neighbourhood centre will be the subject of a reserved matters application in respect of the Neighbourhood Centre Zone L, it is considered appropriate to clarify and control the type and mix of retail and non-retail floorspace and the timing of delivery of the main foodstore in the following terms through conditions and provisions of the S.106 agreement:
- Delivery of small shop units as well as the stand alone food store (S.106)
 - Maximum amount of floorspace in the NC not to exceed 3145 sqm gross (Cond)
 - The proposed stand alone food store restricted to not more than 1585 sqm gross.(Cond)
- The S.106 agreement also would secure commencement of the works to create the NC before occupation of 1000 dwellings and its substantial completion prior to occupation of 1500.

9.10.7 In summary, subject to the use of conditions and the S106 agreement to secure the delivery of a LNC that will service local needs, there is no policy objection to the proposal.

9.11 Proposed Waste Facility, ABRO Zone R

9.11.1 In line with Core Strategy Policy SP1 and SPD Principle SN14, the application description, and thereby the outline planning application, proposes to accommodate provision of an on-site Household Waste Recycling Centre. Throughout the pre-application stage and master planning of the project, discussions involving HCC have established the need to provide an enhanced household waste facility to serve demand from the development and to replace the existing inadequate facility currently located in Ivy Road.

9.11.2 Under the provisions of the S.106 agreement, freehold land and an appropriate proportional financial contribution would be provided for the facility which would be owned constructed and operated by HCC. The detailed design would be the subject of a 'Regulation 3' application prepared and determined by HCC as the waste authority.

9.11.2 The selected location for the facility, the ABRO Zone R also contains sufficient land for provision of other employment uses. The location, function and layout makes it a suitable location for a depot for waste contractors' vehicles, a provision which is the subject of continued discussion outside the terms of the application but which the outline planning permission in the form sought, would permit in principle.

9.12 Transport and Highway Works

9.12.1 Against the Policy Background set out by the NPPF and Core Strategy Policy SP1 and SPD, the application has been submitted with an accompanying detailed Transport Assessment which has been subject to consultation, assessment and negotiation with the Highway Authority HCC.

9.12.2 The result of this process has been agreement to principles of a package of Transport and Highways improvements which will be secured for appropriate timing and funding via the S.106 agreement.

9.12.3 Negotiations are expected to continue up to the signing of the S.106 agreement and some differences remain – in particular regarding the timing of delivery of the A331 slip road and the funding package for consequential highway works.

9.12.4 Underpinning the Transport Assessment is a transport model which has been developed over the last year by the applicant's transport consultant. The model, developed using SATURN modelling software, enables the future impact of the development to be tested in a sound and robust manner, and allows for the testing of mitigation options. The County Council is satisfied that the assumptions that underpin the assessment are soundly based.

9.12.5 The County Council is broadly satisfied with the approach taken by the Transport Assessment to consider future travel generation, distribution and travel mode share, and considers that the assessment is reasonably based. It has considered the

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appropriate committed development and local traffic growth and is able to reasonably estimate future highway network conditions in its future year of 2026.

- 9.12.6 The Aldershot Urban Extension represents a very significant development that will generate a high level of travel demand in the local area. This travel demand will be spread across all modes of transport and it is critical that suitable and adequate infrastructure is secured and delivered alongside the development to mitigate its impact and to promote sustainable travel. The Transport Assessment identifies a Transport Strategy which seeks to promote sustainable travel through promoting walking and cycling, public transport and smarter choices.
- 9.12.7 Notwithstanding the Transport Strategy there will remain a high level of demand for car-based transport, and the private car will continue to play a key role in providing for future travel demand from the development. The Transport Assessment identifies that the development will generate car-based transport which, without adequate mitigation, could create significant and severe impacts on the local transport network.
- 9.12.8 The access strategy seeks to reduce this impact by providing multiple access point to the site in order to distribute traffic and to provide route choice, and seeks to deliver key transport network improvements. Central to the strategy is the delivery of a new northbound on-slip to the A331. This will have the strategic effect of re-distributing traffic from other locally important roads, including the A325, A3011 (Lynchford Road) and the A323 (Ash Road), improving network conditions on these links and enabling traffic from the development to be accommodated. The principle of this intervention was established through the County Council's East of Aldershot study, and is agreed by HCC. The Transport Assessment does consider the impact of providing a southbound off-slip in the same location (also identified in the East of Aldershot Study). Whilst noting that the off-slip could provide benefits, the Transport Assessment describes these as minimal. Additionally, it is stated and understood that to deliver an off-slip would require acquisition of third-party land, and that the applicants are not in a position to deliver this.
- 9.12.9 HCC agrees that this is not an improvement that could be delivered by Wellesley directly. They state that a contribution towards transport infrastructure could be reasonably used to support these works in the future should they be considered necessary.
- 9.12.10 In addition to this strategic level improvement, the Transport Assessment identifies a number of local transport impacts and proposes mitigation for these, including:
- New roundabout junction at Government Road / Thornhill Road / Ordnance Road;
 - Improvement to Government Road leading to the new A331 slip, including delivery of widening and a new canal bridge;
 - Improvement to a number of local junctions including:
 - Queen's Avenue / Alison's Road junction;
 - Hospital Hill / Queen's Avenue / Knolly's Road junction;
 - Hospital Hill / Wellington Avenue / Princes Road junction; and
 - A331 / A323 improvement.
 - New mini-roundabout at Louis Margaret Road / Ordnance Road;

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- New left-in / left-out priority junction to the A325 from Pennyfather's Road, including provision of a Toucan crossing;
- Improvement to the A325 corridor to include lane reduction works and improvement of southbound A325 merge;
- Re-design of the Queens Avenue corridor;
- Re-design of the Alison's Road Corridor works, to include removal of the dual carriageway sections, and;
- Works to the St Albans Roundabout on Lynchford Road to alleviate peak hour flow congestion.

9.12.11 The works outlined have been considered by HCC and its engineers. Whilst the principle of the works are considered to be acceptable, there are a number of items of additional detail in respect of which they wish to be satisfied.

9.12.12 The key local road links, Queen's Avenue and Alison's Road, provide opportunities to change the public realm within the site to deliver quality places. The design codes provide typical cross-sections showing the concept to be delivered. These links will be vital to the success of the area. Their timing and the mechanisms for securing them is therefore crucial.

9.12.13 The Transport Assessment identifies further impacts on the local network, including at the following junctions, which may exhibit capacity issues in the future as a result of the development:

- A325 High Street / Windsor Way South junction;
- Ordnance Road / A323 High Street junction;
- A331 / A3011 Lynchford Road slips;
- A323/ A325 / Bourley Road Wellington Roundabout;
- Lakeside Road / Hollybush Lane; and
- A325 / Government House Road / A3011 Lynchford Road Queens's roundabout.

The Transport Assessment does not consider mitigation necessary at these locations, HCC requested that further work to assess these impacts in detail.

9.12.14 Additional work requested to consider in greater detail the impact on the A3011 Lynchford Road has resulted in proposals for work to the St Albans Roundabout being added to the schedule of improvements

9.2.15 In addition to the level and nature of infrastructure improvements required, the phasing of delivery of these improvements needs to be defined and secured through the S.106 agreement.

9.12.16 Walking and cycling proposals

The promotion of sustainable access is critical to the longer term success of the development in both integrating with the existing neighbourhoods of Aldershot, and in minimising long term transport impact. The Wellesley development is well located in relation to Aldershot and its town centre and there is potential for walking and cycling to become significant travel modes in the future. This will require careful and committed promotion as well as the provision of well planned and suitable walking and cycling infrastructure.

9.12.17 The transport strategy identifies a number of improvements to deliver a comprehensible walking and cycling network in the future, comprising:

- A325 – Provision of shared footway / cycleway on eastern side of the carriageway, including improved crossing facilities at the junction of A325 / Pennyfathers Road and A325 / A3011 Lynch Road (Queen’s Roundabout? Junction);
- Provision of off-road shared footway cycleway along Queen’s Avenue and Alison’s Road corridors and improvements for pedestrian and cycle crossing at the junction of Queen’s Avenue / Alison’s Road;
- Hospital Hill – removal of existing on-road cycle lanes and creation of new shared footway / cycleway on both sides of Hospital Hill leading from Wellington Avenue into the development. This would include alterations to the Hospital Hill / Knollys Road junction, and the Hospital Hill / Wellington Avenue junction to provide suitable crossing facilities;
- Middle Hill – re-location of crossing to eastern side of Court Road and improvements to connection between the development and Wellington Avenue;
- Gunn Hill – upgrading of existing puffin crossing to a Toucan crossing, including provision of improved linkage to the crossing;
- Ash Road – improvements along the A323 Ash Road between Hospital Hill and Herrett Street, to include provision of off-road shared footway / cycle provision and enhanced crossing facilities; and
- North Lane – provision of shared footway / cycleway on north side of North Lane leading to the railway bridge, and delivery of improved crossing facilities at the A323 Ash Road junction.

9.12.18 The principles of the walking and cycling improvements outlined are agreed and supported. There remain a few elements of the strategy that require further work, including provision for walking and cycling along Ordnance Road, which is projected to see significantly greater levels of traffic in future years. The applicant is currently investigating what improvements may be deliverable along this route. The provisions to be made for safe access to SANG areas is considered within the SANG delivery strategy and framed in the related conditions and S.106 provisions.

9.12.19 Public Transport Strategy

The site benefits from its location on the main bus corridor (route 1) linking Aldershot and Farnborough. There are also a number of other bus services which travel close to the site and providing good public transport accessibility. The site is also relatively close to the rail network, being 1.6 km from Aldershot and 5 km from Farnborough main stations respectively, both of which are accessible by sustainable modes.

9.12.20 The impact of the proposed Wellesley development on existing services has been considered within a Public Transport Strategy. This has identified the need to enhance existing bus services in both capacity and coverage. Service improvement is also required to provide secondary school access. The Strategy therefore sets out proposals for a ‘Core Bus Service’ and a ‘Secondary Education Bus Service’. The Strategy identifies the following enhancements:

- Core Bus Service
 - Phase 1 (until 2018/19) – utilise existing Gold Route 1;
 - Phase 2 (2018/19 – 2020/21) – introduce an additional bus service at 30 minute frequency between Farnborough Main Station and Aldershot Rail Station; and
 - Phase 3 (from 2020/21) – extend the bus service into the site and increase the frequency to 20 minutes.

- Secondary Education Bus Service
 - Phase 1 (until 2016/17 – utilise the existing God Route 1 and Service 15 for students wishing to travel to the Connaught School;
 - Phase 2 (2017/18 – 2024/25) – provide a dedicated bus service to the Connaught School from the western part of the development site; and
 - Phase 3 (from 2024/25) – onwards a dedicated mini-bus service will be provided from the eastern area of the development.

9.12.21 In developing the Strategy the applicant did consider the introduction of a new bus link to North Camp Station. Whilst this would serve a local need, assessment of the likely patronage identified that the number of people this service would cater for would be limited, and that therefore the service would require significant ongoing subsidy. This option has therefore not been taken forward in the strategy.

9.12.22 HCC agree with the principles of the Strategy and the service enhancements proposed but wish to be satisfied with the level of subsidy required to maintain the service enhancements and the mechanisms required to secure their long-term delivery. The Strategy proposes bus infrastructure improvements to supplement the strategy enhancements. A suitable mechanism to define and secure this infrastructure provision is required.

9.12.23 Travel Plans

The Transport Assessment includes two travel plans, one to manage travel demands associated with the residential development, and one for commercial and retail uses proposed as part of Wellesley. The plans outline a strategy for promoting sustainable travel within the site for all uses combining a selection of hard and soft measures. These measures include:

- Appointment of a Travel Plan Coordinator to oversee all aspects of each of the Travel Plans;
- Residents being given a sustainable travel information pack including local bus and rail timetable as well as pedestrian and cycle maps. They will also be able to apply for a trial public transport voucher;
- Employees at the proposed employment will be able to apply for discounted bus tickets, make use of a car share database, apply for public transport season ticketed loans and apply for a tax free cycle loan through the government's 'Cycle2Work' Scheme; and
- Promotion of the use of sustainable travel through a site-wide website and travel events linked to national campaigns such as 'Bike Week'.

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The draft Travel Plans have been considered by the County Council and subject to a few minor amendments required, are considered suitable. The obligation to implement these plans into the future, and to integrate them into the management, will need to be secured through the S.106 agreement.

9.12.24 Access to schools

The two new primary schools will be served by the pedestrian and cycle network within the development. The Connaught School and The Wavell School are the two closest secondary schools. It is understood that both will become catchment schools for the site with the Connaught School being linked to the first primary. Pupils wishing to attend The Connaught School will be served by initially the existing Route 1 and 15 bus service. By 2017/18 a double deck bus service is to be introduced specifically for school pupils. The service would then to be further improved in 2024/25 with the introduction of a mini-bus service to serve the eastern area of the proposed development. In addition to public transport access, the development proposes enhancements to the walking and cycling network, on Ash Road and North Lane, to improve conditions for students travelling towards The Connaught School.

9.12.25 Access to The Wavell School is available using the existing Gold Route 1 service and also by the proposed pedestrian and cycle improvements on Queen's Avenue and the A325.

9.12.26 In order to promote sustainable access to the future schools, a contribution towards the development and delivery of school travel plans will be secured via the S.106 agreement.

9.12.27 Transport contribution

The TA identifies significant impact across a wide geographical area and all modes of travel. There is a broad range of mitigation measures proposed to minimise this impact. HCC therefore are seeking a transport contribution to deliver measures that benefit the development and mitigate its impact over a number of years. It would be used to deliver the following;

- Improvements to the wider A325, A3011, A323 and A327 corridors, including improvements at key junctions along these links;
- Delivery of the Aldershot Town Access Plan and elements of the Farnborough Town Access Plan;
- Improvements to the public realm in Aldershot; and
- Development and delivery of school travel plans.

The applicant has indicated that they would be prepared to make an appropriate and reasonable transport contribution but the level has not yet been agreed. The terms of the S.106 agreement will secure this at an appropriate level.

9.12.28 Construction Traffic Management Plan

The Transport Assessment identifies the likely impact of the construction phases of the development, and outlines a number of the measures that are available to mitigate and manage the construction impacts. Central to this is the delivery of a Construction Traffic Management Plan. This would need to be secured through the S.106 agreement.

9.2.29 Maida phase 1 development

The impact of the traffic generated by the detailed phase of development has been considered through the wider site assessment. Additional assessment of the local impact of the Maida phase 1 component has been included which identifies that in general terms the development can be accommodated. Outstanding matters of detail are the subject of recommended conditions as described in section 9.18.13.

9.2.30 Road adoptions

The Wellesley development is served principally from MoD roads, which include the main roads through the development such as Queen's Avenue and Alison's Road. The applicant has identified the roads that are to be offered for adoption and a testing regime has been agreed to test the suitability of the roads for future adoption by the County Council.

9.13 Education and Schools

9.13.1 SPD Principle SN7 sets out the need for two new primary schools within the development, and the provision of expanded capacity at existing secondary schools. Core Strategy Policy SP1 sets out the requirement for two primary schools.

9.13.2 The submitted planning statement acknowledges that the additional households generated by the Wellesley development will create demand for school places which cannot be met by existing facilities. This is estimated to be in the region of 0.3 primary school children and 0.21 secondary aged pupils per dwelling based on HCC methodology. This is applied only to the 3,223 dwellings with two or more bedrooms and gives rise to a total yield of 967 primary pupils and 677 secondary pupils.

9.13.3 The submission commits the developer to make sufficient buildings available for the provision of day care and pre-school places, and to make appropriate financial contributions for off-site provision of secondary school places.

9.13.4 The proposal anticipates the delivery of the two primary schools by HCC on sites provided following the grant of outline planning permission. Provision by HCC would require the detail to be the subject of 'Regulation 3' applications determined by the County as planning authority. Delivery by any other party would require the construction to be the subject of applications for approval of reserved matters.

9.13.5 The 'Western' primary school site lies within the School End Zone on the opposite side of Queens Avenue from HQ 4th Div (The site for the Neighbourhood Centre); this would have 3 form entry catering for 630 places. The 'Eastern' primary school site is within the God's Acre Zone with an entrance on Mandora Road; this would be 2 form entry providing 420 places.

9.13.6 The western primary school is intended for delivery at an early stage of the development with the eastern being brought forward in response to demand at a later stage. The western primary school is intended to be delivered in phases, initially as a 2 form entry school with infrastructure to expand to 3 form entry. This would ensure that the availability of places does not outpace that of demand from the development, the underlying concern being that places provided too early in the life of the development could be taken up by pupils from elsewhere, giving rise to a subsequent shortage of provision to meet the needs of families moving into Wellesley. The site for

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the western school would be available on implementation of the planning permission, and that for the eastern on occupation of 1700 residential units. In practical terms the detailed approval, design, commissioning and construction of a primary school is understood to take in the region of 18 months to two years so this would be likely to equate to completion of the western school in 2016. The illustrative delivery plan within the submitted design and access statement estimates delivery of the eastern site in 2018 implying completion of the school in 2020.

- 9.13.7 Representations from HCC suggest the development would create demand for a day care centre accommodating 24 children aged 0-2 and 24 aged 3-4 which, based on space guidelines implies 199.2sqm plus 400sqm of secure outdoor space and parking facilities. Pre-school requirement is calculated at two 52 place facilities, each for 20, 2-3 year olds and 32, 3-5 year olds. This equates to gross floor space of 209 sqm for each plus 468sqm of secure external space and parking.
- 9.13.8 The master plan makes provision for two combined pre-school and day care facilities within the Neighbourhood Centre and Mandora development zones. The area of these two facilities, within existing buildings, is equivalent to the areas calculated by HCC as necessary for the provision of a day care facility and 2 pre-school facilities.
- 9.13.9 With regard to secondary provision, although there is currently spare capacity at The Connaught School, HCC believe, on the basis of forecast pupil numbers, it will be taken up before demand from the development becomes apparent. The development is therefore considered to give rise to a need for expansion of The Connaught School by three forms of entry. HCC see the western school being linked to Connaught and the demand from the eastern school being met through expansion of The Wavell School by two forms of entry.
- 9.13.10 Whilst the principles and commitment to fund and provide primary and secondary schools as set out in the application is common ground, there remain significant differences between the applicant and HCC regarding the costs of providing the primary schools and the secondary places which has implications for the approach taken in the S.106 agreement. HCC have recently estimated the Western Primary School cost at £10.5m, the Eastern Primary School at £7.1m and the provision of secondary school places (based on 903 'new work places') at £18m giving rise to a total contribution of £35.6m. The developers' analysis suggests corresponding figures of £8.4m, £6.1m, and just over £11.5m (based on the agreed pupil numbers of 677) giving a total of £25.5m. Grainger have indicated willingness to fund provision at this level, to procure and deliver schools to HCC's agreed specification or to deliver the primary schools in partnership with other education bodies e.g. faith schools.
- 9.13.11 Representations from Surrey County Council's School Place Planning Manager consists of a document making the case for additional primary and secondary education provision within Surrey arising from demand from pupils within the proposed development, and suggesting that a financial contribution in respect of this should be sought via the S.106 agreement. The issue of secondary provision in particular is one raised as a concern or objection by Waverley Borough Council, Hart District Council, Church Crookham Parish Council and Fleet Town Council. Hampshire County Council in its role as the education authority for this area is under an obligation to assess the need for pupil places and future provision and, in this role it allows for the impact on demand for places in local schools from other areas both within and outside the

County. The new provision planned and financed by the AUE has therefore taken 'out of County' demand into consideration and acknowledges that whilst pupil demand within Surrey Schools may be affected by some 'spillage' from the development, this will be paralleled by the take up of some of the additional places within Rushmoor by Surrey based pupils. This being so it is considered that any additional contribution to Surrey school provision is not justified.

9.13.12 The important planning objective is the provision of sufficient education places at the appropriate time and to a satisfactory standard. It is Rushmoor Borough Council's responsibility to ensure that this need is adequately addressed and, where appropriate funded by the development which gives rise to it (within the precepts of planning law). HCC are the education authority and the statutory responsibility to provide sufficient school places to meet local demand rests with them. The simplest outcome would be agreement between HCC and Grainger on the levels of contribution. If this does not prove possible, the procurement, construction and delivery of primary schools to HCC in accordance with agreed standards is an equally acceptable alternative. Primary, secondary and pre-school provision are therefore the subject of recommended clauses within the S.106 agreement. The clauses in respect of the primary schools set out the position put forward by HCC but also provide an alternative mechanism if Grainger are able to subsequently agree this with HCC.

9.14 Drainage, Flood Risk and the Water Environment

9.14.1 The NPPF highlights the role of planning in the challenge of climate change and flooding stating that Local Plans should be supported by Strategic Flood Risk Assessment and should develop policies to manage flood risk from all sources, taking account of advice from the Environment Agency and other relevant flood risk management bodies. When determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site-specific flood risk assessment following the Sequential Test. Section 11 of the NPPF deals with conserving and enhancing the natural environment. It specifies that the planning system should contribute to and enhance the local environment and prevent new development from contributing to or being put at unacceptable risk by pollution.

9.14.2 Core Strategy Policy CP4 looks to new buildings, car parking and hard standing to incorporate Sustainable Drainage Systems (SUDS) with the aim of returning runoff rates and volumes to levels similar to the original (undeveloped) greenfield discharge in order to prevent flooding and to ensure the quality of local water. It seeks mitigation measures in areas most at risk of surface water flooding and requires details of proposed SUDS and proposals for their maintenance to the satisfaction of Rushmoor Borough Council or any other relevant approving Authority. It also includes the objective that SUDS ensure the quality of local water. The green corridors along the borough's waterways are part of the green infrastructure network subject to policy CP11. Biodiversity of the water environment is covered by policy CP15.

9.14.3 Principle SD4 of the AUE SPD relates to drainage and seeks integration of SUDS. It notes that SUDS will be an important part of the drainage infrastructure and the landscape structure of the AUE. Any development will also need to consider the relationship with SUDS as a key leisure and visual amenity.

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- 9.14.4 The Rushmoor Strategic Flood Risk Assessment (SFRA) [September 2008] was produced in accordance with Planning Policy Statement 25 as background evidence for the Rushmoor Core Strategy. The study was a “Level 1” assessment, as defined in the PPS25 Practice Guide and took account of the effect of climate change predictions as set out in PPS25. It recommended further study to assess in more detail flood damages and evacuation routes from potential breaches of the Basingstoke Canal. A Surface Water Management Plan was also recommended.
- 9.14.5 Under the Flood and Water Management Act 2010, HCC became the lead Local Flood Authority. HCC is currently preparing a number of Surface Water Management Plans (SWMP) which outline the surface water management strategy in a district. The draft Surface Water Management Plan for Rushmoor was published at the beginning of 2013 for a consultation period which ended in March 2013.
- 9.14.6 AUE is in the Wellington ward and the draft SWMP notes that very few areas of the ward are known to have suffered from significant surface water flooding incidents in the past. The SWMP recommendations for the Wellington ward are;-
- The Environment Agency to ensure continued maintenance is carried out on the River Blackwater.
 - Hampshire County Council to ensure the riparian landowners are aware of their maintenance responsibilities for ordinary watercourses.
 - The Planning Authority should aim to ensure future development takes into account those areas highlighted as being at risk both through potential surface water flooding and where drainage has been identified as being at full capacity.
- 9.14.7 The following supporting documents accompanying the application cover surface water issues:
- Flood Risk Assessment and Drainage Strategy
 - The Utility Strategy
- 9.14.8 The Flood Risk Assessment and pre-submission discussions have determined that the surface water run-off for each Zone should be restricted to the rates generated by 1 in 100 year storm event (plus 30% for climate change) contained within the site.
- 9.14.9 The use of SUDS are considered an effective process to deal with the quality of surface water entering the Basingstoke Canal or the groundwater through infiltration. For example, in the Proposed Storm Water Run-off Strategy section of the FRA and Drainage Strategy, there are references to the National Standards for Sustainable Drainage Systems and the standard whereby at times of low rainfall there is no discharge to a surface water body or sewer from the first 5mm of any rainfall event. Given the current uncertainty regarding the date of assignment of the planned SUDS approval and maintenance responsibility to HCC, that function at present will fall to the developer. A recommended clause in the S.106 agreement will place ownership and management of SUDs within the responsibilities of the proposed Estate Management Company.
- 9.14.10 Section 4 of the Utility Strategy examines Sewage Treatment and the Foul Sewage Options Assessment is examined in section 5. This looks at the capacity of the Camp Farm Sewage Treatment Works and concludes that there is spare capacity at the treatment works. The discharge consent into the River Blackwater is greater than the design capacity of the treatment works.

- 9.14.11 The Environment Agency (EA) in its role as a statutory consultee has been involved in detailed technical discussion of the applicants submissions on flood risk and the water environment looking at issues of Flood Risk, Groundwater and Contaminated Land, Biodiversity and Environment Management.
- 9.14.12 EA comment that the Basingstoke Canal has an overflow into the Blackwater River and that Runoff into the Canal can affect flood risk on it. The Canal is a SSSI for which water quality is an issue. Improving runoff water quality being discharged into the canal is therefore important for both the Canal and the Blackwater River. The canal is short of water in dry summer months when there is no runoff from sites. To deal with the periodic shortage of water on the Basingstoke Canal it is important to maintain surface water discharge volumes into the canal as existing but controlled to extend the time over which water is received in the canal. The FRA states that this is the approach that will be used.
- 9.14.13 EA's assessment of the application submissions have identified a number of detailed technical points which in their view require more detailed examination, including:
- Calculations for the pre and post development discharge rates and volumes.
 - Information regarding existing drainage arrangement which are not known for some Development Zones
 - Potential for infiltration drainage
 - Attenuation storage
 - Appropriate measures for dealing with 'sub catchments at the detailed design stage
 - Timings for the installation of drainage to preventing cross catchment impacts by providing strategic drainage in advance of the phasing.
- 9.14.14 EA wish the drainage proposals for the site to reduce existing 'high' runoff rates, estimating that the current 41% impermeable area of the site will increase to 49% in the fully developed condition.
- 9.14.15 With regard to Maida phase 1 the EA comments note that:
- Impermeable area is increasing by 1.79 ha.
 - Drainage will be provided using part infiltration, part attenuation.
 - Calculations indicate that there will be no onsite flooding from the pipe network in the 1 in 30 and the 1 in 100 plus climate change storm event.
 - Existing overland flow from the wider site floods phase 1's three main roads –Hope Grant's Road, Hospital Road and Queens Avenue both in a 1 in 30 and a 1 in 100 plus climate change event. However the submitted calculations indicate that the flooding would be shallow and not pose a hazard to site users.
- 9.14.16 As outlined in the Environmental Statement, a satisfactory case has been made by the applicants submissions to the effect that the development can maintain water quality within prescribed limits and improve it through the use of SuDS across the site, helping to reduce contaminants entering the system. No significant adverse effects are predicted for the Blackwater River.
- 9.14.17 EA raise no objection to the proposal providing their areas of outstanding concern are reflected in the imposition of conditions, a form of which has been included in their response. The detail and substance of these conditions has been included in the

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recommendation except where provisions in the S.106 agreement would have the same effect (To avoid duplication).

9.14.18 The development as proposed is therefore considered to embody an appropriate and proportionate response to the management of flood risk and the conservation of the water environment.

9.14.19 Basingstoke Canal – Potential for Loop

Development Zone J. Browning is the only part of the site sharing a boundary with the Basingstoke Canal. The Pre-Application discussions and early drafts of the master plan established an aspiration on the part of the developer to create a basin or loop within this development zone to maximise the potential for access to the waterway.

9.14.20 HCC in its role as the Basingstoke Canal Authority (BCA), the Basingstoke Canal Society and Surrey County Councils have commented and raised some objections to the proposals in respect of the canal. Whilst supporting the concept of the loop, they suggest that provision of additional boat moorings, a purpose built maintenance base, landing facilities, canal side parking, more extensive towpath improvements and a financial contribution toward the provision of a visitor centre at Ash Lock should constitute requirement of the planning permission secured through the S.106 agreement.

9.14.21 Issues of ownership, access and environmental consequences are such that the need for consents and additional environmental assessment carried the risk that inclusion of provision of a loop or basin within the outline planning application could delay the implementation of the overall project. The developer however remains fully committed to the exploration and implementation of this feature which they consider will add physical and environmental value to the Browning Zone development in particular.

9.14.22 In response to the representations on this issue the developer has confirmed a commitment to liaison with the BCA to agree a programme of improvements to the tow path associated with the SANGs as set out in the SANG delivery strategy. They have agreed to the inclusion of a clause in the S.106 agreement committing them to explore and assess the potential and commercial viability of a canal loop prior to the submission of the design code for development of the Browning Zone. This acknowledges the need for statutory approvals and the need for HCC to provide land rights and access.

9.14.23 With regard to provision of a visitor centre and other facilities relating to the canal, the developer reasonably makes the point that they are both physically and contextually remote from the proposed development, not evidenced by need arising from it and consequently not within the remit of S.106 of the Planning Act or compliant with Community Infrastructure Levy (CIL) regulations. They will not therefore be offered through the S.106 agreement.

9.15 Infrastructure and Delivery

9.15.1 The status of the site as previously developed land has meant that historically it has been equipped with considerable infrastructure for drainage and the supply of utilities.

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- 9.15.2 The submitted site wide utility strategy (which also contains full details of drainage proposals for the Maida phase 1) sets out and includes plans showing, the existing network of electrical supply, foul sewers, gas supply lines and potable water supply. In their response to notification, Scottish and Southern Energy have confirmed that electricity infrastructure was installed in highways at the perimeter of the site with the intention of serving the planned development.
- 9.15.3 The application proposes a range of infrastructure, some of which is to be delivered directly by the developer and some by other organisations in receipt of financial contributions from the developer. As well as highways and transport infrastructure, the application includes:
- ‘Green infrastructure’ including sports pitches, play areas, allotments, woodland and open space (Green Infrastructure Strategy);
 - SANGS and associated works, including access and parking (SANGS Delivery Strategy);
 - Energy and telecommunications including gas and electrical supplies and installation of telecommunications (Utilities Strategy);
 - Water and drainage works including sewerage, drinking water supply, SUDS and surface water management (Utilities Strategy);
 - ‘Social infrastructure’ including the Neighbourhood Centre, Community Centre, day care nursery and pre-schools, Household Waste Recycling Centre and funding for a Community Development Worker.
- 9.15.4 The detail of what infrastructure is to be delivered is set out in the documents submitted with the planning application. The detail of when and how it is to be delivered will be secured via the S106 Legal Agreement and Planning Conditions (including submission of Reserved Matters Applications). The ‘triggers’ for provision vary and include commencement of development in a particular Development Zone and occupation of a certain number of dwellings in a Development Zone or across the site as a whole.
- 9.15.5 The developer has included an Illustrative Delivery Plan with the application which sets out how the development could progress. However, it is important to note that this is subject to change. If the planning application is approved, the monitoring of the development and provision of the infrastructure will be crucial to its success and therefore it is recommended that a Development Monitoring Group of members be set up to undertake this role.

9.16 Sustainability and Renewable Energy

- 9.16.1 The NPPF states that in determining planning applications, local planning authorities should expect new development to:
- Comply with adopted Local Plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and
 - Take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
- New development should be planned to avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be

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managed through suitable adaptation measures, including through the planning of green infrastructure.

9.16.2 Core Strategy Policy SP1 states that in respect of the AUE The Council will work with partners to grant planning permission for development which includes measures to demonstrate adaptation and mitigation to climate change including:

- Efficient design and layout
- The provision of on-site renewable energy
- Water efficiency measures
- Integration of Sustainable Drainage Systems
- Design and initiatives which encourage the use of non car modes for travel, including the use of Travel Plans
- Sustainable construction techniques and energy efficiency measures.

9.16.3 Policy CP1 promotes development within the parameters set out by SP1 and Policy CP3 sets out a framework for development to explore decentralised, renewable and low carbon energy sources, give consideration to their contribution towards meeting national and local renewable energy targets and carbon dioxide savings, and to demonstrate how they will incorporate sustainable construction standards and techniques. Under CP3 applications are required to demonstrate that new dwellings will be completed in accordance with Code for Sustainable Homes standards or the equivalent of:

- At least Code Level 3 from the adoption of the Plan; and
- At least Code Level 4 once further updates to Part L of Building Regulations have come into effect (scheduled for 2013).

9.16.4 AUE SPD sets out objectives:

- To create a new sustainable neighbourhood for Aldershot, which contributes to the social, economic and environmental improvement of the town as a whole, and which integrates the military and civilian communities,
- To incorporate highly ambitious and innovative approaches to sustainable design, which reflect current best practice and which include challenging targets for sustainable design in later phases of the development;

9.16.5 AUE SPD Principle SD1 requires development to take account of the Sustainable Design and Construction SPD.

Principle SD2 seeks adherence to a hierarchy of efficient energy use.

Principle SD3 seeks the installation of water efficiency measures specifically or through potable water consumption targets

Principle SD4 seeks integration of Sustainable Urban Drainage Systems (SUDS)

Principle SD6 seeks the use of sustainable, low energy and locally sourced materials

Principle SD10 seeks provision of adequate potable water, foul water, electricity and gas supply to serve each phase of the development

9.17.6 Implementation of phases of development at Wellesley will, over time, reflect national and local policy changes requiring higher sustainability targets. In particular zero carbon and Passivhaus; lifetime homes; future changes in building regulations; levels 5 and 6 of the Code for Sustainable Homes (CSH) for domestic properties and Very Good and Excellent BREEAM ratings for non-domestic properties

- 9.16.7 Given the uncertainty associated with long term carbon emissions, any projections which go beyond 2016 cannot be relied on. However the energy strategy will ensure that the low carbon principles of the development remain in line with the Government's energy policies and regulations throughout the project life.
- 9.16.8 A preliminary assessment was undertaken to determine the most appropriate Low to Zero Carbon (LZC) technologies for Wellesley. (Photovoltaic) PV and Solar Thermal technologies are considered to be suitable, preferred options for the site in respect of solar technology. Other preferred LZC technologies include Ground Source Heat Pumps, Air Source Heat Pumps and Biomass CHP. However, with the proposal being in outline form, comprehensive technical and financial assessments will be required at reserved matters stages for any technology deemed viable.
- 9.16.9 The submitted Energy Statement indicates that combined heat and power (CHP) and community heating will be reviewed in order to supply energy efficiently. Appendix F of the Energy Strategy shows indicative locations for energy centres for the whole of Wellesley. The size and locations will be determined when detailed designs are prepared and technical assessment can be made of individual and combined development phases. This is not feasible for Phase 1 given the small proportion of dwellings. Feasibility work will be undertaken for future phases with the potential for Phase 1 to connect at a later date if considered financially viable. In line with the conclusions of the Environmental Statement review, a recommended condition will require the first reserved matters application for any development zone to include a sustainability statement and an exploration of energy efficiency measures, including the feasibility of combined heat and power provision.
- 9.16.10 A SUDs strategy has been submitted outlining the ways in which they will be incorporated into the scheme. The Site Wide Sustainability Strategy explains that the overall difference between current and proposed impermeable areas is not excessive, and the general approach to dealing with surface water will be to replicate the current discharges from the site. It is expected that SUDS will consist of oversized pipes, permeable paving, underground storage, overland flooding using swales, infiltration ditches and possibly ponds. The majority of features will be phase specific.
- 9.16.11 The approach to sustainability embodied in the application and secured by recommended conditions and the S.106 agreement is considered to be policy compliant and acceptable.

9.17 Employment

- 9.17.1 The Core Strategy seeks small-scale employment facilities in the AUE development. It envisages provision of such uses in accordance with the SPD.
- 9.17.2 Principle SN1 of the SPD seeks to secure sustainable complementary land uses. It envisages the provision of small-scale office and other business space and opportunities for business start-up possibly through provision of an enterprise centre.
- 9.17.3 Principle SN6 seeks the creation of a local neighbourhood centre to provide an accessible focal point for the community and to accommodate a range of retail, leisure, service and business space. In respect of employment use, it states that an

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acceptable provision within the local centre would be up to 2,000 sqm gross of small-scale office floorspace within use class B1.

- 9.17.4 Principle SN13 seeks the provision of a range of small-scale employment units in appropriate locations. The possible provision of an Enterprise Centre, to provide space for training, re-skilling and business support services is also set out. It is noted that the Centre would need to be supported by a public body (such as the now disbanded SEEDA).
- 9.17.5 The submitted Planning Statement accompanying the application sets out at paragraph 5.94 the employment proposals for the AUE. In terms of traditional B-class uses, it envisages 3,180 gross sq. metres of “B1 and B1c office” space in the neighbourhood centre. Elsewhere on the site, it sets out that a commercial area at the ABRO site will deliver 2,420 gross sq. metres of B1c, B2 and B8 floor space. In total, the outline application envisages approximately 5,500 gross sq. metres of employment floor space across the AUE. However, the Planning Statement does note that as the application is in outline form, the exact mix of employment uses is unknown at this stage.
- 9.17.6 With regard to Principle SN13, the compliance schedule appended to the Planning Statement notes that an Enterprise Centre of between 2,000 and 2,500 sq. metres can be provided. Such a facility would require support from a public body. The South East England Development Agency (SEEDA) has been disbanded since the publication of the AUE SPD and HCC have not to date indicated a firm commitment to support and run such a facility. It is however considered appropriate for this option to remain available. Discussion and negotiation with the applicants has consequently resulted in a commitment via the S.106 agreement to make suitable land within the ABRO Development Zone for the provision of a facility between 2,000 and 2,500 sqm, to provide space for business start up. A mechanism would allow HCC first refusal on this land for the delivery of a Business Start Up facility.
- 9.17.7 The Council's initiative in respect of the Rushmoor Employment and Skills Zone (RESZ) seeks to engage with developers and planning applicants to ensure that local skills and employment opportunities are maximised in the context of new development. Grainger Plc acknowledge that the use of good practice industry standards and the Considerate Contractor Certification Scheme will promote the employment of local people. They state in the submitted Delivery Strategy that one of the key considerations in the process of procurement of contractors or disposal of phases of development land to housebuilders will be bidders' demonstration of their commitment to employment and skills training initiatives.
- 9.17.8 Grainger are therefore actively encouraging training, apprenticeships and use of local labour throughout the development. They will continue to encourage all developers involved in the scheme to use, where possible, local companies and suppliers. At present Grainger are in discussions with Farnborough Technical College with regards to appointing an apprentice for a project management role.
- 9.17.9 In addition to the provisions described above, and outside the terms of the current application, Grainger Plc are in discussion with Wessex Enterprise with regards to setting up a business enterprise unit at Mandora House. The building has been surveyed and prepared and Wessex Enterprise have drawn up a business case. At

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present the finances for setting up the enterprise centre depend on some initial funding from Hampshire County Council. Discussions between Wessex Enterprise and HCC are on-going and an update on progress will be provided when available.

9.17.10 The conclusions of Appendices 4 and 5 to the Planning Statement are therefore accepted – namely that in respect of employment the proposal is in compliance with the Core Strategy and the AUE SPD principles. This aspect of the proposal is therefore considered acceptable subject to the recommended provision within the S.106 agreement.

9.18 Maida Development Zone A (Phase 1)

9.18.1 The detailed submissions in respect of what is intended to be the first phase of implementation comprise plans for the provision of 228 residential units (52 flats and 176 houses) on the part of the site bounded by Hope Grant's Road, Fire Station Road, Hospital Road and Queens Avenue. Currently, the site contains part of the Duchess of Kent Barracks (which will be demolished subject to Conservation Area Consent), access roads (which will be retained or reconfigured) the remainder being cleared. The site contains the heritage asset of the 'Gordon Oak' tree. The Maida Gym and Smith Dorrien buildings are located in the south-west corner of the Zone. 80 units (34 flats and 46 houses) would be provided as affordable housing in conjunction with a Registered Provider. The applicants, Grainger PLC have this status and it is their intention to take on the RP role in respect of all affordable housing on the wider site.

9.18.2 The site plan shows flats in the form of two 'key' buildings, one four and five storey and one three storey in the south west corner of the site adjacent to the Maida Gym and Smith Dorrien building and a three storey block on Fire Station Rd adjacent to an area of public open space. Two further three-storey blocks of flats would be situated on the corner of Queens Avenue and Scarlett's Rd and near the centre of the Zone where Scarlett's Rd curves to the north east. Nine further one bedroom flats in three 'flats above garages' (FOG) blocks would be provided, one on Scarlett's Road and two around a turning head in the south east corner of the site.

9.18.3 There would be three-storey detached villas and semi-detached and terraced town houses in a variety of styles along Queens Avenue. With the exception of three, 3-storey detached houses on corner plots in Hope Grant's Road the remaining houses would be two or 'two and a half' storey detached, semi-detached or terraced.

9.18.4 The application provides four areas of landscaped public open space: (A) bordering Queens Avenue to the west of the site; (B) between Scarlett's Rd and Hospital Rd to the south; (C) in the centre of the Zone where Scarlett's Rd curves to the north east; and (D) on the south east of the site at the corner of Hospital Rd and Fire Station Rd. Space A would incorporate a 3.5m shared cycle path along Queens Avenue. Space B has the historic Gordon's Oak as a focal point while Space C would include the relocated commemoration plaque from the demolished barracks. Space D is designed as an informal landscaped play area.

9.18.5 The immediate proximity to the Smith Dorrien and Maida Gymnasium listed buildings and the Conservation Area have inspired architectural detailing of the proposed new dwellings. These features serve to strengthen the development's links with the character of the wider area. Variations in appearance add to visual interest of the

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street scenes. There is a high degree of frontage enclosure which ensures natural surveillance. The Design Code specific to Phase 1 reflects the General Design Principles and has been appropriately applied to the scheme.

- 9.18.6 The proposal incorporates informal open space along Hospital Road, forming part of the Queen's Avenue tree zone, and a small area in the centre of the site, and a local area of play (LLAP). The Green Infrastructure Strategy sets out that during the construction of this phase, the area of sports pitches to the West of Farnborough Road will be delivered, and the first area of destination play space may commence. This approach is consistent with the open space strategy discussed at pre-application stage.
- 9.18.7 The Maida phase 1 housing mix differs from the SHMA guidelines and from the site-wide indicative mix. The explanation offered is that the mix reflects the character of the development zone and the density parameter plan for this part of AUE. The density strategy reflects the CBRE market analysis and its recommendation to provide housing in the early phases of a type that will establish Wellesley as an aspirational place to live. Subsequent phases will provide a higher proportion of smaller homes to balance this, and reflect the indicative site-wide market mix. Provision of an appropriate level of dwellings to 'lifetime homes' standard is the subject of a recommended condition.
- 9.18.8 The provision of affordable homes provided in Maida phase 1 is 35% in compliance with Core Strategy Policy SP1. The house size mix is in line with the SHMA targets for affordable housing. Subject to the affordable homes being designed in accordance with our requirements this aspect of the proposal is considered acceptable.
- 9.18.9 Maida phase 1 has been designed to meet and improve upon the requirements of the current Building Regulations. It will be designed to meet Code for Sustainable Homes Level 3. In line with the Council's aspiration to provide an exemplar development 10% of Maida Zone A (23 dwellings) will be designed to meet CSH Level 4. All the dwellings in Maida phase 1 meet the requirements of Part L 2010, achieving the Target Emission Rate (TER) and some dwellings experiencing a reduction of 6% against it. Those units seeking to achieve CSH Level 4 demonstrate a 27-29% improvement (25% being the TER for Level 4).
- 9.18.10 The application conforms with policy in respect of achieving BREEAM 'Very Good' rating and meets the requirements of policy CP3 of the Core Strategy.
- 9.18.11 The proposal adheres to the 'energy hierarchy' approach recommended by Government policy promoting reduces energy use, efficient supply and use of renewable sources. The Energy Efficiency measures applied to Phase 1 address the aspiration for at least 10% of energy to come from renewable sources. Proposed active and passive measures include good levels of thermal insulation, 100% low energy fixed lighting units, instantaneous combination boilers and energy efficient electrical appliances where provided by the developer.
- 9.18.12 The use of renewable energy is assessed as part of the Energy Statement with the introduction of photovoltaics (PVs) being considered the best suited technology to meet the 25% improvement in Dwelling Emission Rate (DER) over Target Emission Rate (TER) to achieve CSH Level 4 as part of the Phase 1 development. The PVs will

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be fitted to dwellings with roofs facing SW or SE, 30 to 45 degree slope, none or very little shading, positioned on the back roof of dwellings.

9.18.13 The Transportation Strategy Officer has assessed the detailed submissions in respect of Maida phase 1 and shared concern over some matters off detail within this phase. In particular:

- There is a question over the likely consequences of providing parking for some houses fronting Hope Grant's Road with four or more bedrooms in the form of attached garages with a pair of 'tandem' spaces in the drive, which is considered likely to give rise to multiple manoeuvring between vehicles and possible parking on the road to avoid this. A revised layout placing the third space at right angles within the front gardens has been submitted but questions still remain about the adequacy of the space needed to get in and out of them.
- The sight line drawing 0364-PH1-GA-101 Rev B shows adequate sight lines for Scarletts Road onto Queens Avenue but does not do the same for Hope Grants Road.
- The internal sight lines raise concerns over visibility at some of the internal junctions being impeded by proposed trees and "layby" road sections where parked cars would obstruct them. The Stage 1 Safety Audit should provide clarity on this.
- The sight lines shown on the drawings raises questions regarding the detailed design for the shared surface on Scarletts Road in the vicinity of plots 123 and 174.
- The tracking layout for refuse freighters is not complete for the whole estate. The section provided shows a conflict between the "indicative" parked cars suggesting that indiscriminate parking within the development could restrict access for large vehicles and refuse freighters in particular.
- Details around highway adoptions are known to have been discussed with HCC. There remain concerns over the limited space available for street furniture, and the acceptability of the detail for adopting highway trees located in the carriageway. More detailed information about tree sizes, construction and volume of tree pits and drainage (including the diversion of statutory undertakers services around them) is needed.
- It is noted that it is proposed to locate highway street lights off the highway within the curtilage of some houses. This will require a minimum easement and protection zone of at least 1m around the column in the front gardens.

In this respect there remain matters that require further consideration which could be resolved by the discussion over the details required for highway adoptions. In terms of the planning process it is considered that suitably worded conditions can provide sufficient control to support a recommendation that permission is granted.

9.18.14 Subject to the conditions identified and the provisions set out in the S.106 agreement the detailed proposals for Maida phase 1 are considered to be policy compliant and acceptable.

9.19 Implementation and Monitoring

9.19.1 The implementation and monitoring, including discharge of conditions and determination of applications for approval of reserved matters, of a development on the scale proposed will present Rushmoor Borough Council with an unprecedented and significant additional workload for an extended period, particularly in the first ten

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years following a successful application for outline planning permission. The developer will therefore fund the appointment of an Implementation and Monitoring Officer, envisaged as a qualified Planner for a period of 10 years commencing in the financial year 2014/15 through a clause in the legal agreement.

9.19.2 In accordance with the cabinet resolution of 25th September 2012, a financial contribution is also offered via the S.106 agreement to reflect the monitoring and information retrieval and distribution costs associated with the S.106 agreement. In respect of this application it will, as agreed by cabinet, be capped at a single contribution of £20,000 payable on completion of the agreement.

9.20 Conservation Area Consent

9.20.1 As set out in section 4.3 of this report, the application for Conservation area consent for demolition relates to system built concrete accommodation and entrance blocks constructed between 1962 and 1964 and lying within the Stanhope Lines East and Maida Zones. They are considered to be of little architectural or historic merit and to make no positive contribution to the character or appearance of the Aldershot Military Town Conservation Area.

9.20.2 Through the application currently under consideration the land they occupy will be redeveloped with new housing based on a system of design codes which will foster development compatible with the historic character and military history of the site. In these circumstances the grant of Conservation Area Consent is considered appropriate.

10 CONCLUSIONS

10.1 The combined package of measures to be controlled by conditions and secured through a S.106 agreement are considered to address the impact, and secure the delivery of a policy compliant and sustainable development of the proposal site during the next two decades. Detailed negotiations are expected to continue prior to the signing of a S.106 agreement by all parties after which the work of implementation and securing approval of further details will commence.