

## 11. **FARNBOROUGH AERODROME**

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

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

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

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

## **EXISTING LAND USE**

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

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

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

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

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

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

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

## **Employment**

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

Employment at May 1996

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

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

### **Flying**

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

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

### **Military Flying**

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

### **General (Business) Aviation**

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

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

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

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

### **The Airshow**

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

### **The DERA Aero Club**

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

## **NATIONAL PLANNING POLICY FOR AVIATION**

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

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

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

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

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

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

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

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

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

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

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

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

### **Recent Government Statements**

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

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

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

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

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

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

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

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

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

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

- 11.24 The Government stated in September 1996, that a future operator of the Aerodrome must guarantee the future of the airshow. A requirement was included in the disposal details.
- 11.25 The departments of Transport and Trade and Industry published a joint paper on business aviation in October 1995. The paper provides background to recent Government statements on the need to accommodate business aviation within the planning framework.

The paper:

- i) recognises there is strong evidence of a link between business aviation demand and economic growth;
  - ii) estimates an increase in business aviation of about 2% per annum; and
  - iii) suggests that demand in the area is greater to the south west of London. It notes that access to Heathrow and Gatwick for business aviation will be increasingly constrained.
- 11.26 Farnborough is identified as one of a small number of aerodromes (such as Heathrow, Gatwick, Stansted and Luton) with a runway of at least 2,000m, that is required for most long range transatlantic or intercontinental flights. Short and medium range flights by jets can be made from intermediate length runways (around 1,600m.) such as Northolt, Southend and Biggin Hill. The paper concludes:-

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

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

## **STRUCTURE PLAN POLICY FOR AVIATION**

Hampshire County Structure Plan (Review) 1996-2011

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

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

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

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

11.29 The accompanying text of the Plan states:-

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

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

## **THE FUTURE OF THE AERODROME**

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

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

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

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

## **FLYING ISSUES**

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

### **Safety**

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

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

### **Noise**

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

### **Type of Flying**

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

### **Runway**

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

### **Number of Movements**

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

### **Aircraft Weight**

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

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

### **Hours of Operation**

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

### **The Airshow**

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

## **DEVELOPMENT OPPORTUNITIES**

- 11.48 The extensive area available for development at the Aerodrome, and not otherwise required for a safe and efficient business aviation operation, provides an opportunity for a range of uses. In view of the extent of potential land releases, there are advantages in proposals for a wide range of activities.
- 11.49 The following uses are discussed: housing, affordable housing, employment, exhibition centre, new technology centre/science park, aviation heritage centre, museum, hotel, commercial leisure, retail, open space and community uses.

### **Housing**

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

### **Employment**

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

### **Exhibition Centre**

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

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

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

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

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

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

### **Aviation Heritage Centre**

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

### **Retail**

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

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

### **Open Space**

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

### **Community Uses**

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

### **ENVIRONMENTAL CONSTRAINTS**

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

### **Strategic Gap**

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

## **Landscape**

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

## **Ecology**

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

## **Heritage**

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

## **Common Rights**

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

## **Environmental Appraisal**

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

## **POLICIES & REASONED JUSTIFICATION**

11.67 The policies for the Aerodrome are divided into four categories:-

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

## **General Policies**

11.68 Farnborough Aerodrome represents a major development opportunity of significance to the Borough and region. It is essential that proposals are put forward on a comprehensive basis to allow the proper planning of the site and the consideration of all environmental, sustainability, integrated land use and transport planning, traffic and other infrastructure implications. The Aerodrome, including some of the associated infrastructure, is likely to be developed over a long period, up to and possibly beyond 2011. Phasing will be an important element of any proposals.

11.69 Rushmoor is an important employment centre. The proposals for the Aerodrome provide the potential for a gradual increase in employment of about 4,000 jobs. Some of these would compensate for the loss of jobs at the site over recent years. The Council is conscious of the need to balance new housing and job opportunities and for any development to respect Regional Planning Guidance 9 on the location of the new development in south east England. It will be necessary to phase development of the site in relation to infrastructure provision and strategic

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

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

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

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

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

## **FLYING POLICIES**

11.71 Government policy, in the statement of December 1994, and amplified by the Department of Transport, expects the Council, through its local plan, to retain the capacity for business aviation at Farnborough. Government statements of planning policy are material considerations which must be taken into account in the determination of planning applications. The deposit Hampshire County Structure Plan recognises the role of Farnborough Aerodrome in accommodating business aviation. Local plans must be consistent with national and structure planning policy.

11.72 The Council recognises that the Aerodrome provides an 'added value' to the economy of the area, but the economic advantages of an aerodrome must be considered against the environmental implications. The Aerodrome is also essential for the Airshow which is of major importance to the national economy.

11.73 On the Proposals Map the Council has defined a "business aerodrome operational area" to include the facilities such as runways, taxi-ways, hangarage, aircraft aprons, fire station and fuel "farm" which are likely to be necessary for the continued operation of the aerodrome.

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

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

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

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

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

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

- 11.76 Ministry of Defence flying at Farnborough takes place outside statutory planning controls. Flying at the Airshow is outside the scope of planning controls because it takes place on fewer than fourteen days in any one year. Flying from the Civil Enclave takes place in accordance with planning permissions for the site and an associated licence. Should the Aerodrome pass into another ownership, the need for planning permission for flying from the Aerodrome will have to be considered.
- 11.77 In addition to planning controls, activities at the Aerodrome will be subject to other regulations and controls, in particular relating to:-
- Civil Aviation Authority licensing; and
  - The Environmental Protection Act 1990 (a comprehensive system of integrated pollution controls).
- 11.78 The Local Plan must provide a clear policy framework against which any proposals, involving flying, can be assessed. The Council recognises that the policy should provide for the accommodation of business aviation, as required by Government policy and the structure

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

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

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

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

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

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

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

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

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

- (ii) no aircraft exceeding 50,000 Kg maximum take-off weight, or helicopters exceeding 10,000 Kg;**
- (iii) no more than 700 movements by chapter 2 aircraft per annum;**
- (iv) no flying by aircraft with an average EPNdb greater than 98.9 at maximum takeoff weight.; and**

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

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

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

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

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

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

- 11.89 The Council has employed consultants to assess the noise and disturbance from:
- i) the existing activity at 1995;
  - ii) the activity likely to result from the existing licence allowing 25,000 civil movements of aircraft up to 35,000 Kg (MTOW); and
  - iii) the Council's proposed policy restriction to 20,000 movements with a weight limit of 50,000 Kg(MTOW).
- 11.90 The Council will expect any proposal for flying to demonstrate that there will be no deterioration in the noise environment from that resulting from 20,000 movements per annum of a mix of civil aircraft as were operating from Farnborough Aerodrome in 1997.
- 11.91 Aircraft routeing and procedures can influence noise disturbance. Operators will be expected to establish a system to allow the Council to monitor actual aircraft tracks and noise on approach and departure on the main runway, to supplement records of movements and aircraft type. This monitoring will entail provision of locations for equipment, the necessary apparatus, maintenance and operating costs.
- 11.92 Proposals for flying will also be assessed against the surface transport implications and whether there will be any adverse effect on ambient air quality from air and surface traffic. Developers will be required to identify existing and projected effects on ambient air quality.
- FA2.2(C) Proposals for flying or the ground testing of engines, requiring planning permission, will be permitted only if they:-**
- (i) cause no demonstrable harm to the natural environment and amenities of the surrounding area;**
  - (ii) can be served adequately by local transport infrastructure; and**
  - (iii) do not adversely affect ambient air quality.**
- 11.93 The Civil Aviation Authority regulates aviation activity in the UK to ensure the maximum safety of aircraft and the persons and property carried therein. There is no duty imposed on the CAA to consider risk to third parties in the exercise of its statutory functions; but by ensuring the safety of aircraft and persons, the CAA's exercise of its responsibilities

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

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

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

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

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

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

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

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

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

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

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

- 11.98 The Council will establish consultative arrangements involving adjoining local authorities, local residents, amenity groups and aviation operators and users to monitor and advise on flying activities at the Aerodrome.
- 11.99 Aerodrome facilities such as hangars, aircraft aprons, fire station, control tower and fuel farm are widely dispersed around the Aerodrome. The area around Diamond Way, which includes the largest existing hangars and considerable hardstanding, is remote from noise-sensitive uses and would be the most appropriate location for new aviation buildings or facilities. New aviation buildings should not encroach on existing paved areas or reduce hangarage.

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

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

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

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

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

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

- 11.102 The existing General Aviation Area adjoins the Farnborough Aerospace Centre and could be redeveloped for business use as an extension to the Business Park if business aviation facilities are provided elsewhere on the Aerodrome. In the light of agreements already entered into with respect to the current use of land and buildings at Farnborough Airport Business Park, Rushmoor may seek to enter into agreements restricting the range of future uses to be permitted within Policy area FA2.5(i).
- 11.103 The fire station, "A" Shed and control tower lie on the edge of the main factory site. The fire station and control tower would be more appropriately located close to the centre of the Aerodrome. The control tower may need to be repositioned since it lies in the approach surface to the main runway, which should be free of obstacles. The area would be appropriate for development in association with the main factory site if not required in association with business aviation. Limitations on the height of buildings may apply.
- 11.104 There may be limited opportunities for use of land in the Business Aerodrome Operational Area where Policy FA2 applies for occasional car parking in association with adjoining uses. Permanent outside storage/parking uses would not be appropriate.

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

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

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

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

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

## **OTHER LAND USES**

### **The Main Factory Site**

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

### **Research and Development Uses**

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

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

### **Other Uses**

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

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

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

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

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

### **The Queens Gate Site**

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

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

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

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

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

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

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

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

11.120 Farnborough Airshow provides significant benefits to the national and local economy. The Society of British Aerospace Companies (SBAC) which operates the Airshow, has an undertaking from the Ministry of Defence that it can continue to operate until the year 2000. Whilst the site has been in the ownership of the MoD, the Airshow has not had to bear all its indirect costs. There has been considerable investment in infrastructure on the Airshow site, but it is used only once every two years. The Council proposes to encourage the use of the site for other events and the development of a small, regional exhibition facility to achieve a more efficient use of the site. This may include an element of permanent exhibition halls, conference facilities and possibly hotel accommodation. The extension of uses onto the adjoining Queens Gate site may also be acceptable. Under the General Development Order some temporary uses such as exhibitions can take place without planning permission.

11.121 The definition of major development in policy FA1 and other policies of the plan (i.e. development in excess of 1 hectare) at Farnborough Aerodrome, does not include the present use of part of the site for the airshow.

**FA6** It is proposed that the SBAC site (as shown on the proposals map) will be safeguarded for a regional exhibition site capable of accommodating the exhibition hall and business chalet elements of the Farnborough air show and other occasional events. Planning permission will be granted for the development of permanent exhibition halls and conference facilities upon this land and planning permission for an hotel may also be granted where this is compatible with exhibition use.

11.122 An area close to Puckridge Gate is a Site of Importance for Nature Conservation and is close to two Sites of Special Scientific Interest. It has potential for informal recreation, compatible with its ecological interest. The Council wishes to encourage a country park perhaps with a wildlife nature study/interpretation centre, possibly using an existing building and aerodrome viewpoint facilities.

11.123 Land in the vicinity of the Main Gate is well wooded, providing an attractive entrance to the Aerodrome site and informal recreation for residents of Pinehurst Cottages and Elles Close.

11.124 Land alongside Farnborough Road, between Maitland Road and the RAF Officers' Mess, has long distance views over the Aerodrome and is believed to be the general location of Cody's take-off for his first flight. It

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

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

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

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

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

**SURFACE TRANSPORT**

- 11.126 Policy FA1 requires developers to submit a Traffic Impact Assessment (TIA) in association with their proposals. The TIA should identify-
- the implications of the development for the wider highway network and, in particular, for the provision of a choice of means of transport with the overall aim of reducing the need to travel, consistent with PPG13;
  - details about the improvements required, including the provision and management of car parking to support the objectives of PPGs 6 and 13; and
  - the phasing improvements.

- 11.127 Developers will be expected to provide transport improvements which are essential to allow the development to proceed. No development will be allowed until full agreement has been reached about the funding, implementation and land requirements.
- 11.128 The following paragraphs and policies provide an indicative framework of the transport improvements that will be required in association with development at the Aerodrome. The precise requirement will be confirmed when levels of development and activity and its phasing are known.

## **Highways**

- 11.129 The Council expects that development of the Aerodrome will be served by a distributor road running around the north and eastern part of the Aerodrome from the junction of Arrow Road/Elles Road to the vicinity of Queens roundabout. Access will also be via the existing main gate to Meudon Avenue roundabout. The provision of a distributor road through the site is likely to reduce significantly the impact of traffic on the local road network. Its primary function will be to serve the development site.
- 11.130 The precise alignment and phasing of the distributor road will be determined at the time of submission of a planning application and will be designed to accommodate the operational requirements of the Aerodrome operators and the Farnborough Airshow. There will be a requirement for associated highway works to provide suitable access from the district distributor road to the operational Aerodrome, adjacent areas used during the Farnborough Airshow, the area safeguarded for the regional exhibition centre and the site of the RAF officers mess. But it is envisaged that the road be provided at as early a stage as possible.
- 11.131 If the distributor road is to be offered for adoption by the highway authority it should be constructed to adoptable standards on land to be dedicated to the highway authority.

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

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

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

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

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

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

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

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

### **Public Transport**

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

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

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

### **Cycleways and Footpaths**

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

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

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

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

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

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

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