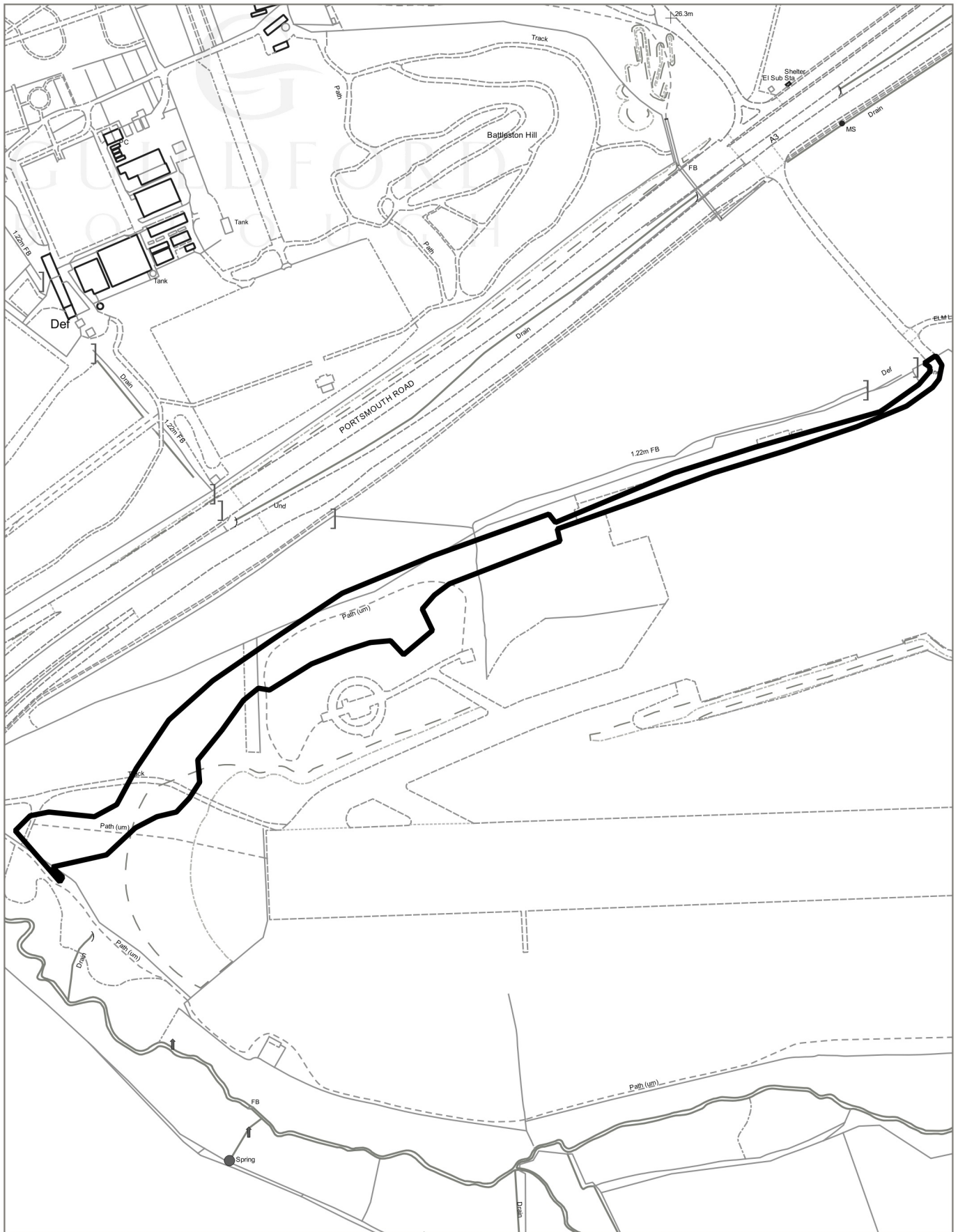


# 21/P/01582 - Land At Wisley Airfield, Hatch Lane, Ockham



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This map is for identification purposes only and should  
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Print Date: 17/11/2021

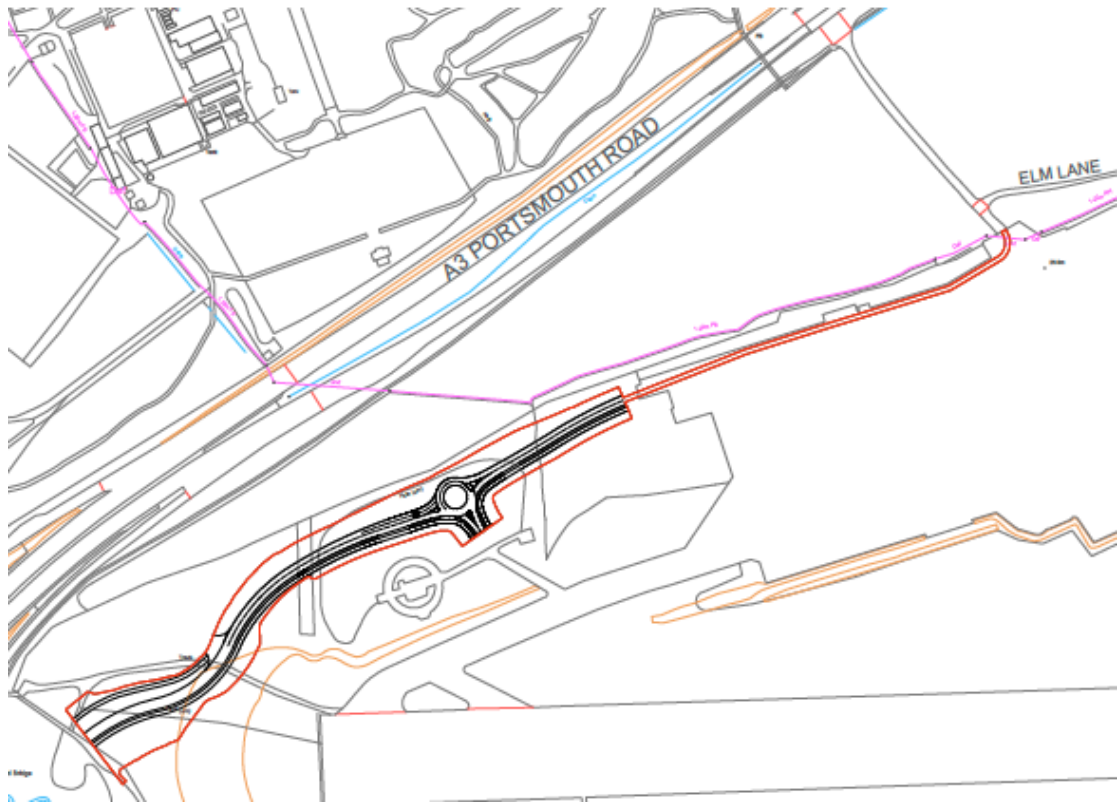


Not to Scale



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BOROUGH

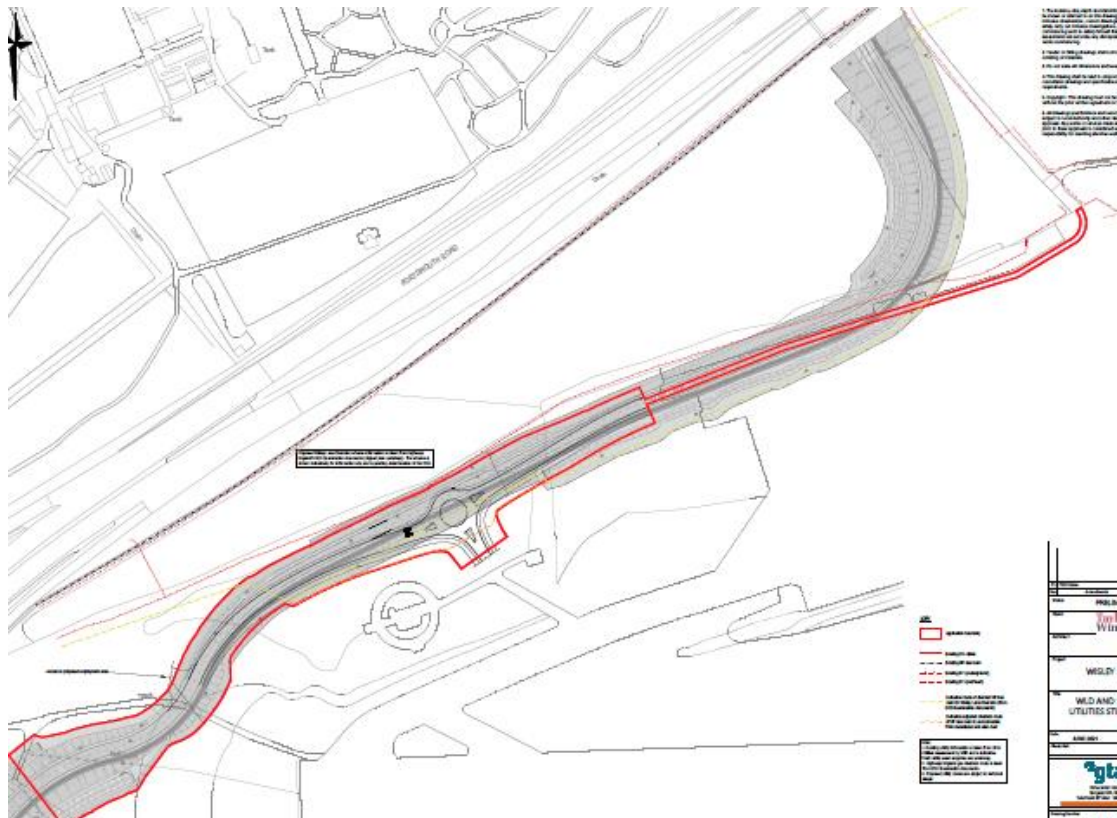
**21/P/01582 Land at Wisley Airfield Hatch Lane GU23 6NU**



**Not to scale**



## 21/P/01582 Land at Wisley Airfield Hatch Lane GU23 6NU



**Not to scale**



**App No:** 21/P/01582  
**Appn Type:** Full Application  
**Case Officer:** Hannah Yates  
**Parish:** Ockham  
**Agent :** Miss L Beckett  
Savills  
244-246 High Street  
Guildford  
GU1 3JF

**8 Wk Deadline:** 03/12/2021

**Ward:** Lovelace  
**Applicant:** Mr J Pillow  
Taylor Wimpey UK Limited  
Thornetts House  
Challenge Court  
Barnett Wood Lane  
Leatherhead  
KT22 7DE

**Location:** Land At Wisley Airfield, Hatch Lane, Ockham, GU23 6NU  
**Proposal:** Detailed application for engineering operations to form a new roundabout, stub road and priority junction access

## **Executive Summary**

### **Reason for referral**

This application has been referred to the Planning Committee because more than 20 letters of objection have been received, contrary to the Officer's recommendation.

### **Background**

Members will be aware that an application which was essentially identical to this proposal, save for one small additional element, was submitted by the same applicant in 2020, (Ref 20/P/01708). This was recommended for approval subject to conditions, but at the Committee meeting on 20 May 2021, Members decided to defer their decision pending a decision by the Secretary of State in respect of the M25 /A3 Junction 10 works Development Consent Order, (DCO), which had been delayed from 12 May 2021 to 12 November 2021. Since that deferral by Members, the applicant has followed two strategies, namely by lodging an appeal against non-determination of the deferred application, and also by submitting this application, which is effectively a duplicate application of the appealed scheme other than the small element to distinguish it, as will be set out below.

The applicant timed submission of this application so as to be determined post the delayed DCO decision, in order that circumstances would be different to those applying at the May Committee meeting. However, on 21 October 2021, a Ministerial Statement was laid in Parliament which stated the deadline for the DCO decision is now extended until 12 May 2022 to allow for further consideration of environmental matters. This is the third delay to this decision, and the DCO remains undetermined at the time this application is being brought to committee.

It has been made clear by the applicant that a decision on this application is needed as soon as possible, in advance of the DCO decision. The key reasons put forward are:

- A planning approval will allow the applicant, Surrey County Council and National Highways to best coordinate construction delivery
- A planning approval will render the presently progressing Appeal process on a first application ref. 20/P/01708 for a stub road/ roundabout redundant, saving time and resource.
- There are no technical, nor planning reasons for delay, on the basis of the application of positive planning in accordance with the development plan. The imposition of the agreed 'Grampian' planning condition, means that a planning consent is only ever effective, should the DCO be made and implemented. This provides a clear safeguard to the Council.

## **Key information**

The application site sits to the north west of the Former Wisley Airfield (FWA), also known locally as Three Farms Meadow. The application site sits partly within and partly outside of the Local Plan allocated site A35, which is proposed to deliver a new settlement of approximately 2,000 dwellings and associated uses. However, the whole site is within the area inset from the Green Belt.

The site is solely within Flood Zone 1, however a very small area of the site around the access point from Elm Lane suffers from surface water flooding, as defined on the EA surface water mapping (1 in 30, 100 and 1000 years). The application site also contains part of the Wisley Airfield Site of Nature Conservation Importance (SNCI). At its closest point (the access onto Elm Lane), the site is located approximately 175m from the Thames Basin Heaths Special Protection Area and Ockham and Wisley Commons Site of Special Scientific Interest (SSSI). The Ockham and Wisley Local Nature Reserve (LNR) covers the area designated as SSSI, and also extends southwards beyond the SSSI, directly adjacent to the site running along the north western boundary. This area adjacent to the site along the north western boundary is also part of the Elm Corner Woods SNCI, is identified as Priority Habitat deciduous woodland, is Green Belt and part of this area is designated as Ancient Woodland.

The site takes access off Elm Lane which is a Class D road. Elm Lane is directly accessed off the A3. Bridleway 544 runs from Elm lane southwards across the runway, connecting to Hyde Lane and eventually Ockham Lane. No other public rights of way are on the site. The access portion of the site runs along the edge of the area of hardstanding that previous housed the aircraft hangers. The main body of the site contains a mosaic of scrub, tall ruderal vegetation and a number of trees.

1.74 ha of the application site falls within the proposed land take of the Highways England Development Consent Order (DCO) relating to improvements to M25 junction 10/A3 Wisley interchange.

This application proposes the construction of a new access to serve the Former Wisley Airfield strategic site allocated under policy A35 of the Local Plan: Strategy and Sites 2015 - 2034. The access is proposed to be taken from the proposed Wisley Lane Diversion, which forms part of the DCO.

The proposed works include:

- a 30m diameter three-arm roundabout with kerbed central island;
- a two-lane approach for north-east bound traffic, allowing segregation of right turning traffic into the development from traffic headed to RHS Wisley Gardens and Wisley village;
- a maximum 100m radius entry path deflection to comply with approach speed reduction requirements of the Design Manual for Roads and Bridges (DMRB);
- sufficient highway verges to accommodate the visibility requirements;
- continuity of cycle and pedestrian facilities along the southern side of the Wisley Lane Diversion is provided by way of crossing points to the southern splitter island;
- a simple priority junction access into land north of the Wisley Lane Diversion which has been designed to accommodate articulated HGVs.

The application also includes all earthworks, drainage, landscaping, service diversions, signs and road markings, street lighting and other street furniture including vehicle restraint barriers as necessary.

### **Summary of considerations and constraints**

This application proposes the roundabout and stub road as a stand-alone application at a time when there is no defined proposal for how the A35 allocation will be developed. This is for reasons of timing where the applicant is seeking to ensure that the stub road can be constructed at the same time as the M25 Junction 10 DCO works take place, so as to minimise disruption and to avoid the need to take up a recently made road. Planning legislation is clear that each application must be determined on its own merits, and the approval of this application would in no way pre-determine any future application to develop the strategic site. If in the course of considering a subsequent application relating to the A35 allocation it becomes apparent that the stub road, roundabout and priority junction proposed would in some way be unsuitable for meeting the needs of that development, this could be dealt with through the process of the determination of that application.

It is also noted that the development will be restricted from commencing until such time that the DCO has been implemented, through a Grampian style condition. In relation to Grampian conditions, the PPG notes that: *'conditions requiring works on land that is not controlled by the applicant, or that requires the consent or authorisation of another person or body often fail the tests of reasonableness and enforceability. It may be possible to achieve a similar result using a condition worded in a negative form (a Grampian condition) – ie prohibiting development authorised by the planning permission or other aspects linked to the planning permission (eg occupation of premises) until a specified action has been taken (such as the provision of supporting infrastructure). Such conditions should not be used where there are no prospects at all of the action in question being performed within the time-limit imposed by the permission.*

Even a limited or some prospect of the action being performed within the time-limit of the permission (in this case the implementation of the DCO scheme), then a Grampian condition could be appropriate in principle. While it is acknowledged that there is still some uncertainty about the DCO application and what the decision may be where there have been a number of delays to the decision from the SoS, the application is at an advanced stage in the process. Given this, it cannot be argued that *'there is no prospect at all'* of the DCO scheme coming forward during the life of the permission. Therefore, the use of the Grampian condition would only see works commencing, when the DCO scheme has been implemented.

It is noted that the proposal would result in some harm to the amenities of neighbouring dwellings at Elm Corner and would lead to a loss of 0.53% of the Wisley Airfield SNCI. However, constructing the roundabout, stub road and priority junction simultaneously with the Wisley Lane Diversion (which forms part of the DCO) would limit construction impacts on the local community and RHS Wisley and ensure that they are built at the same time to avoid digging up the Wisley Lane Diversion which will have only just been constructed. In addition, the application unlocks potential to develop the land covered by the A35 allocation, by delivering a key piece of infrastructure. The proposal also includes a new area of wildflower grassland and an overall biodiversity net gain.

The balancing exercise which has been undertaken concludes that the benefits of the proposal do outweigh the limited identified harm and therefore, planning permission should be granted.

### **RECOMMENDATION:**

#### **Approve - subject to the following condition(s) and reason(s) :-**

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51(1) of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the following approved plans: Stub Road Location Plan ref.1350-2-153 Rev B, Wider Site Location Plan ref. 1350-2-186 Rev B and Stub Road Red Line plan- Elm Lane One Way-Southern Roundabout 1350-2-152 Rev E received on 19/07/2021.

Reason: To ensure that the development is carried out in accordance with the approved plans and in the interests of proper planning.

3. The development hereby permitted is solely limited to the area shaded purple in plan ref. POTENTIAL ROUNDABOUT ACCESS ON THE PROPOSED WISLEY LANE DIVERSION 0934-SK-079 Rev B received on 19/07/2021.

Reason: To ensure that the development is carried out in accordance with the approved plans and in the interests of proper planning.

4. No development shall take place until (a) the National Highways Investment Strategy (RIS) improvement to M25 Junction 10/A3 Wisley Interchange Development Consent Order (DCO) has been granted and (b) written confirmation has been obtained from the Local Planning Authority (in consultation with National Highways and Surrey County Council) that the relevant part of the DCO, being the Wisley Lane Diversion, has been implemented/commenced on site.

Reason: The proposed development is only acceptable as part of the diverted Wisley Lane. It is considered necessary for this to be a pre-commencement condition because whether the relevant part of the DCO has been implemented to the satisfaction of both consultees needs to be established before this permission can be implemented.

5. The proposed roundabout and stub road access shall not be commenced unless and until a scheme has been submitted to and approved in writing by the Local Planning Authority, in consultation with the Highway Authority, to provide the following details;

- provision of 2.4m x 120m visibility splays at the priority junction access
- earthworks
- drainage
- service diversions
- signs and road markings
- street lighting and;
- other street furniture including vehicle restraint barriers as necessary.

The construction of the roundabout and stub road access shall then be undertaken in accordance with the approved scheme.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users. It is considered necessary for this to be a pre-commencement condition because these measures need to be agreed prior to the development commencing to ensure they are acceptable.

6. No construction works shall commence until a Construction Transport Management Plan, to include details of;

- a) parking for vehicles of construction site personnel, construction site operatives and construction site visitors;
- b) loading and unloading of plant and materials for the construction of the development;
- c) storage of plant and materials for the construction of the development;
- d) programme of construction works (including measures for construction traffic management);
- e) HGV deliveries for construction and hours of construction operation;
- f) construction vehicle routing;
- g) measures to prevent the deposit of materials on the highway;
- h) before and after construction condition surveys of the highway and a commitment to fund the repair of any damage caused by construction traffic;
- i) on-site turning for construction vehicles;
- j) safeguarding Bridleway users, particularly where they enter the airfield onto Public Bridleway 544 Wisley

has been submitted to and approved in writing by the Local Planning Authority. The construction of the development shall be carried out in accordance with the approved Construction Transport Management Plan.

Reason: In order that the development should not prejudice highway safety nor cause inconvenience to other highway users. It is considered necessary for this to be a pre-commencement condition because the construction plans need to be agreed prior to the development commencing to the construction commences.

7. No development shall take place until the implementation of a programme of archaeological work in accordance with a Written Scheme of Investigation, which has been submitted to and agreed in writing by the Planning Authority. This should include further investigation regarding the significance of the historic Wisley and Ockham Parish Boundary. Development shall then take place in accordance with the approved Written Scheme of Investigation.

Reason: To allow adequate archaeological investigation. It is considered necessary for this to be a pre-commencement condition to allow the investigation to take place before any archaeological remains are disturbed by the approved development.

8. The development hereby permitted shall not commence until details of the design of a surface water drainage scheme have been submitted to and approved in writing by the planning authority. The design must satisfy the SuDS Hierarchy and be compliant with the national Non-Statutory Technical Standards for SuDS, NPPF and Ministerial Statement on SuDS. The required drainage details shall include:
- a) Evidence that the proposed final solution will effectively manage the 1 in 30 & 1 in 100 (+40% allowance for climate change) storm events, during all stages of the development. If infiltration is deemed unfeasible, associated discharge rates and storage volumes shall be provided using a maximum discharge rate to be agreed with SCC as LLFA.
  - b) Detailed drainage design drawings and calculations to include: a finalised drainage layout detailing the location of drainage elements, pipe diameters, levels, and long and cross sections of each element including details of any flow restrictions and maintenance/risk reducing features (silt traps, inspection chambers etc.).
  - c) A plan showing exceedance flows (i.e. during rainfall greater than design events or during blockage) and how property on and off site will be protected.
  - d) Details of drainage management responsibilities and maintenance regimes for the drainage system.
  - e) Details of how the drainage system will be protected during construction and how runoff (including any pollutants) from the development site will be managed before the drainage system is operational.

Reason: To ensure the design meets the national Non-Statutory Technical Standards for SuDS and the final drainage design does not increase flood risk on or off site. It is considered necessary for this to be a pre-commencement condition because the satisfactory drainage of the site goes to the heart of the planning permission.

9. Prior to the first use of the development hereby approved, a verification report carried out by a qualified drainage engineer must be submitted to and approved by the Local Planning Authority. This must demonstrate that the drainage system has been constructed as per the agreed scheme (or detail any minor variations), provide the details of any management company and state the national grid reference of any key drainage elements (surface water attenuation devices/areas, flow restriction devices and outfalls).

Reason: To ensure the Drainage System is designed to the National Non Statutory Technical Standards for SuDS.

10. Works shall be carried out in full accordance with Section 4 and 6 of the submitted Ecological Impact Assessment prepared by EPR July 2021.

Reason: To safeguard protected species.

11. Works shall be carried out in full accordance with the Ecological Working Method Statement as set out in Appendix 4 of the submitted Ecological Impact Assessment prepared by EPR July 2021. Prior to the first use of the development hereby approved, a post completion ecology report shall be submitted to, and agreed in writing by Guildford Borough Council.

Reason: To safeguard nature conservation sites and protected species.

12. A detailed lighting strategy shall be provided prior to the first use of the development hereby approved to ensure there are no adverse impacts to roosting and foraging bats within the area. The development shall be carried out in accordance with the approved Lighting Strategy.

Reason: To safeguard protected species.

13. No development shall take place, until an amended Construction Environmental Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. The approved Plan shall be adhered to throughout the construction period. In addition to the existing requirements, the Plan shall provide for:

- (a) An indicative programme for carrying out of the works
- (b) The arrangements for public consultation and liaison during the construction works
- (c) Measures to minimise the noise (including vibration) generated by the construction process to include hours of work, proposed method of piling for foundations, the careful selection of plant and machinery and use of noise mitigation barrier(s)
- (d) Details of any floodlighting, including location, height, type and direction of light sources and intensity of illumination
- (e) the parking of vehicles of site operatives and visitors
- (f) loading and unloading of plant and materials
- (g) storage of plant and materials used in constructing the development
- (h) measures to control the emission of dust, dirt and run-off during construction

(i) details on how the offsite protected areas, including ancient woodland will be protected, and avoid risks by construction vehicles, storage of materials, etc.

Reason: To ensure that satisfactory measures are put in place for addressing occupiers of nearby land and the environment generally. It is considered necessary for this to be a pre-commencement condition because the management of the construction needs to be considered before construction commences.

14. The development hereby approved shall implement the Biodiversity Net Gain measures as detailed within Appendix 5 and map A5.1 of the submitted Ecological Impact Assessment prepared by EPR July 2021. All planting and seeding required as part of these measures shall be carried out in the first planting and seeding season following the completion of the development, or prior to the first use of the development, whichever is sooner.

Reason: To provide net gains in biodiversity.

15. The proposed offsite habitat creation as detailed on map A5.1 as set out in Appendix 5 of the submitted Ecological Impact Assessment prepared by EPR July 2021 shall include management for species listed in the Wisley Airfield SNCI citation, due to the loss of 0.53% of Wisley Airfield SNCI. Prior to the creation of this habitat, a report detailing this management will be submitted to and agreed in writing by the Local Planning Authority. The habitat will then be managed in accordance with the approved report.

Reason: To safeguard features associated with the Wisley Airfield SNCI.

16. No development shall take place until an Arboricultural Method Statement (AMS) and finalised Tree Protection Plan (TPP), in accordance with BS5837:2012 Trees in Relation to Design, Demolition and Construction, are submitted to and approved in writing by the Local Planning Authority. The approved Arboricultural Method Statement must be adhered to in full, and may only be modified subject to written agreement from the Local Planning Authority.

Reason: To protect the trees on site which are to be retained in the interests of the visual amenities of the locality. It is considered necessary for this to be a pre-commencement condition because the tree protection measures need to be agreed prior to the development commencing to ensure trees are not damaged by the development.

17. No development shall commence until tree protection measures, as set out in the approved Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP), have been installed and a site meeting has taken place with the site manager, the retained consulting arboriculturalist and the LPA Tree Officer. This tree condition may only be fully discharged on completion of the development subject to satisfactory written evidence of monitoring and compliance by the pre-appointed consulting arboriculturalist.

Reason: To protect the trees on site which are to be retained in the interests of the visual amenities of the locality. It is considered necessary for this to be a pre-commencement condition because the tree protection measures need to be checked prior to the development commencing to ensure they are adequately installed.

18. Prior to commencement of development, the applicant must submit the following to the Local Planning Authority for its written approval:

(a) a method statement for identification of land contamination including removal of material containing asbestos from site, quantification of loose fibres in soil and a detailed remediation scheme

(b) the approved remediation scheme must be carried out in accordance with its terms unless otherwise agreed in writing by the Local Planning Authority. Following the completion of approved remediation measures identified in the scheme, a verification report must be submitted to the Local Planning Authority for approval in writing. This verification report must provide documented evidence of the remediation work carried out on site.

If monitoring of air borne asbestos fibres during the earthworks is identified as one of the control measures, this must be appended to the verification report on completion along with monitoring data and measures employed to control air borne asbestos fibres on site/at site boundaries.

Reason: To ensure that risks from land contamination to neighbouring land and future users of the land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors. It is considered necessary for this to be a pre-commencement condition because the how asbestos is dealt with needs to be agreed prior to development commencing.

19. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation must be carried out to identify the extent, scale and nature of contamination, and where necessary a remediation scheme must be prepared to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, and other sensitive receptors and is subject to the approval in writing of the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with condition 18.

Reason: To ensure that risks from land contamination to neighbouring land and future users of the land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

20. Prior to the first use of the development hereby approved, full details of the treatment of the stub road and priority access in relation to any fencing/barriers to prevent access to land beyond the stub road shall be submitted to and agreed in writing by the Local Planning Authority.

Reason: In the interests of visual amenity.

#### **Informatives:**

1. This statement is provided in accordance with Article 35(2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015. Guildford Borough Council seek to take a positive and proactive approach to development proposals. We work with applicants in a positive and proactive manner by:
- Offering a pre application advice service
  - Where pre-application advice has been sought and that advice has been followed we will advise applicants/agents of any further issues arising during the course of the application
  - Where possible officers will seek minor amendments to overcome issues identified at an early stage in the application process

However, Guildford Borough Council will generally not engage in unnecessary negotiation for fundamentally unacceptable proposals or where significant changes to an application is required.

In this case pre-application advice has been sought regarding the wider Wisley Airfield site. As regards this proposal, further information and justification was provided during the course of the application in relation to comments made by the County Highway Authority. The application is deemed to be acceptable.

2. Lead Local Flood Authority Informatives:

If proposed site works affect an Ordinary Watercourse, Surrey County Council as the Lead Local Flood Authority should be contacted to obtain prior written Consent. More details are available on our website.

If proposed works result in infiltration of surface water to ground within a Source Protection Zone the Environment Agency will require proof of surface water treatment to achieve water quality standards.

### 3. County Highway Authority Informatives:

The Highway Authority has no objection to the proposed development, subject to the above conditions but, if it is the applicant's intention to offer any of the roadworks included in the application for adoption as maintainable highways, permission under the Town and Country Planning Act should not be construed as approval to the highway engineering details necessary for inclusion in an Agreement under Section 38 of the Highways Act 1980. Further details about the post-planning adoption of roads may be obtained from the Transportation Development Planning Division of Surrey County Council.

The permission hereby granted shall not be construed as authority to carry out any works on the highway or any works that may affect a drainage channel/culvert or water course. The applicant is advised that a permit and, potentially, a Section 278 agreement must be obtained from the Highway Authority before any works are carried out on any footway, footpath, carriageway, verge or other land forming part of the highway. All works on the highway will require a permit and an application will need to be submitted to the County Council's Street Works Team up to 3 months in advance of the intended start date, depending on the scale of the works proposed and the classification of the road. Please see [www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/the-traffic-management-permit-scheme](http://www.surreycc.gov.uk/roads-and-transport/road-permits-and-licences/the-traffic-management-permit-scheme). The applicant is also advised that Consent may be required under Section 23 of the Land Drainage Act 1991. Please see [www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/floodingadvice](http://www.surreycc.gov.uk/people-and-community/emergency-planning-and-community-safety/floodingadvice).

The developer is reminded that it is an offence to allow materials to be carried from the site and deposited on or damage the highway from uncleaned wheels or badly loaded vehicles. The Highway Authority will seek, wherever possible, to recover any expenses incurred in clearing, cleaning or repairing highway surfaces and prosecutes persistent offenders. (Highways Act 1980 Sections 131, 148, 149).

The developer is advised that as part of the detailed design of the highway works required by the above condition(s), the County Highway Authority may require necessary accommodation works to street lights, road signs, road markings, highway drainage, surface covers, street trees, highway verges, highway surfaces, surface edge restraints and any other street furniture/equipment.

Section 59 of the Highways Act permits the Highway Authority to charge developers for damage caused by excessive weight and movements of vehicles to and from a site. The Highway Authority will pass on the cost of any excess repairs compared to normal maintenance costs to the applicant/organisation responsible for the damage.

#### 4. Countryside Access Informatives:

- Safe public access must be maintained at all times. If this is not possible whilst work is in progress then an official temporary closure order will be necessary. Notice, of not less than 6 weeks, must be given and the cost is to be borne by the applicant.
- There are to be no obstructions on the public right of way at any time, this is to include vehicles, plant, scaffolding or the temporary storage of materials and/or chemicals.
- Any alteration to, or replacement of, the existing boundary with the public right of way, or erection of new fence lines, must be done in consultation with the Countryside Access Group. Please give at least 3 weeks' notice.
- Any down pipes or soakaways associated with the development should either discharge into a drainage system or away from the surface of the right of way.
- There should be no encroachments by new fascias, soffits, gutters etc over the boundary of the existing property onto the public right of way.
- Access along a public right of way by contractors' vehicles, plant or deliveries can only be allowed if the applicant can prove that they have a vehicular right. Surrey County Councils' Countryside Access Group will look to the applicant to make good any damage caused to the surface of the rights of way connected with the development.

### **Officer's Report**

#### **Site description**

This site measuring approximately 1.94ha sits to the north west of the Former Wisley Airfield (FWA), also known locally as Three Farms Meadow. The application site sits partly within and partly outside of the Local Plan allocated site A35, which is proposed to deliver a new settlement of approximately 2,000 dwellings and associated uses. However, the whole site is within the area inset from the Green Belt.

The site is solely within Flood Zone 1, however a very small area of the site around the access point from Elm Lane suffers from surface water flooding, as defined on the EA surface water mapping (1 in 30, 100 and 1000 years). The application site also contains part of the Wisley Airfield Site of Nature Conservation Importance (SNCI).

At its closest point (the access onto Elm Lane), the site is located approximately 175m from the Thames Basin Heaths Special Protection Area and Ockham and Wisley Commons Site of Special Scientific Interest (SSSI). The Ockham and Wisley Local Nature Reserve (LNR) covers the area designated as SSSI, and also extends southwards beyond the SSSI, directly adjacent to the site running along the north western boundary. This area adjacent to the site along the north western boundary is also part of the Elm Corner Woods SNCI, is identified as Priority Habitat deciduous woodland, is Green Belt and part of this area is designated as Ancient Woodland.

The site takes access off Elm Lane which is a Class D road. Elm Lane is directly accessed off the A3. Bridleway 544 runs from Elm lane southwards across the runway, connecting to Hyde Lane and eventually Ockham Lane. No other public rights of way are on the site.

The access portion of the site runs along the edge of the area of hardstanding that previously housed the aircraft hangers. The main body of the site contains a mosaic of scrub, tall ruderal vegetation and a number of trees.

1.74 ha of the application site falls within the proposed land take of the Highways England Development Consent Order (DCO) relating to improvements to M25 junction 10/A3 Wisley interchange.

## **Proposal**

Detailed application for engineering operations to form a new roundabout, stub road and priority junction access.

This application proposes the construction of a new access to serve the Former Wisley Airfield strategic site allocated under policy A35 of the Local Plan: Strategy and Sites 2015 - 2034. The access is proposed to be taken from the proposed Wisley Lane Diversion, which forms part of the DCO.

The proposed works include:

- a 30m diameter three-arm roundabout with kerbed central island;
- a two-lane approach for north-east bound traffic, allowing segregation of right turning traffic into the development from traffic headed to RHS Wisley Gardens and Wisley village;
- a maximum 100m radius entry path deflection to comply with approach speed reduction requirements of the Design Manual for Roads and Bridges (DMRB);
- sufficient highway verges to accommodate the visibility requirements;
- continuity of cycle and pedestrian facilities along the southern side of the Wisley Lane Diversion is provided by way of crossing points to the southern splitter island;
- a simple priority junction access into land north of the Wisley Lane Diversion which has been designed to accommodate articulated HGVs.

The application also includes all earthworks, drainage, landscaping, service diversions, signs and road markings, street lighting and other street furniture including vehicle restraint barriers as necessary.

On 29 October 2021, the applicant submitted some additional information and clarifications in response to matters raised by Surrey County Council Highways. The plans and submitted information does not change the application in any way, hence re-consultation was not required.

## **Relevant planning history.**

The site has a long and complex planning history. The following applications are most relevant to the consideration of this application:

<b>Reference:</b>	<b>Description:</b>	<b>Decision Summary:</b>	<b>Appeal:</b>
20/P/01708	Detailed application for engineering operations to form a new roundabout and stub road.	N/A	Currently at non-determination appeal
20/P/01709	Detailed application for enabling works (engineering operations in the form of landform alterations) to facilitate part phase 1 SANG works.	Withdrawn 18/08/2021	N/A
20/S/00004	Request for a screening opinion under Regulation 6 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) in regards to the proposed development of permanent access through provision of a roundabout and stub road at the former Wisley Airfield	Screening Decision: Negative – EIA not required. Issued 16/10/2020	N/A
15/P/00012	Outline planning permission for the phased development of a new settlement of up to 2,068 dwellings incorporating up to 60 sheltered accommodation units and associated infrastructure including accesses onto the A3 (Ockham Interchange), Ockham Lane and Old Lane and revised access to Elm Corner, a primary/secondary school, community provision, nursery provision, health facility, a local centre (incorporating food & drink, retail, a visitor centre and offices), employment area, 8 travellers pitches, sports and recreational facilities (incorporating a floodlit sports pitch and pavilion). Sustainable Drainage Systems and an area of Suitable Alternative Natural Greenspace (SANG) incorporating a landform feature and car parking. The erection of associated utilities infrastructure. The development proposal to incorporate the demolition/removal of the runway and VOR Beacon (and any associated outbuildings). Matter for determination is access (with matters of scale, appearance, landscaping and layout reserved).	Refuse 08/04/2016	Dismissed 13/06/2018

12/P/00533	Consultation from Surrey County Council for a fully enclosed invessel composting facility with a new vehicular/pedestrian access from the A3 Ockham roundabout comprising a new site access road, with a bridge over the stream to a purpose-built enclosed composting building, ancillary staff building and vehicle parking for staff/visitors together with landscape mounding and planting, and an attenuation pond; without compliance with Condition 10 of Appeal decision APP/B3600/A/09/2098568 to allow the phased construction of the site access; alterations to the A3 southbound slip road; and the Ockham roundabout.	No objection raised 19/04/2012, SCC approved 01/08/2012	N/A
08/P/01472	Consultation from SCC for construction of a fully enclosed invessel composting facility for the reception and processing of green, kitchen and animal wastes on a site of approximately 16.75ha, comprising a composting building, control office, car parking facilities, landscaping, internal access roads, rainwater storage tank, leachate storage tank, package sewage treatment, diesel storage tank, attenuation pond, perimeter fencing, and new access off the A3 Ockham roundabout.	Objection raised 03/10/2008	Allowed on appeal 08/03/2010

It is useful to provide a brief summary of the more recent history relating to this site and the surrounding land to provide context.

- In December 2014, the Department for Transport (DfT) published the Road Investment Strategy (RIS) for 2015-2020. The RIS identifies improvements to M25 J10/A3 Wisley Interchange as one of the key investments in the Strategic Road Network (SRN) for the London and South East region. The proposals include: “improvement of the Wisley interchange to allow free-flowing movement in all directions, together with improvements to the neighbouring Painshill interchange on the A3 to improve safety and congestion across the two sites”. This scheme is also identified in the Infrastructure Schedule found at appendix 6 of the LPSS.
- The DCO will provide for a diverted Wisley Lane (“the Wisley Lane Diversion”). The Wisley Lane Diversion is proposed on the western part of A35 allocation, prior to it crossing over the A3 connecting onto Wisley. Part of the transport requirements of policy A35 require primary vehicular access to the site allocation be via the A3 Ockham interchange, with a through vehicular link between the Ockham Interchange and Old Lane.

- An outline planning application was submitted in December 2014 (Ref: 15/P/00012) for the development of a new settlement at land at the FWA for up to 2,068 dwellings and associated infrastructure including accesses onto the A3 (Ockham Interchange), Ockham Lane and Old Lane and revised access to Elm Corner, a primary/ secondary school, health facility, employment area, and an area of Suitable Alternative Natural Greenspace (SANG). This application was refused by the Council in May 2016 and subsequently dismissed at appeal in June 2018.
- Subsequently the site has been removed from the Green Belt and is now included in a wider landholding allocated in the adopted LPSS – A35 for approximately 2000 homes, 100 sheltered / extra care homes, eight gypsy and traveller pitches, 4,300sqm of employment floorspace, 1,100m of retail, 1050 of community uses and services in a new Local Centre, and two schools (one primary and one secondary). As indicated above, it is a requirement of A35 for primary vehicular access to the site allocation will be via the A3 Ockham interchange.
- Since the appeal was dismissed in June 2018, the new Local Plan has been adopted and carries full weight as part of an up to date development plan. This is clearly a material change in circumstances since the appeal was decided.

## **Environmental Impact Assessment**

Members will be aware that in advance of submission of the previous application 20/P/01708 (now at appeal), the applicant submitted an EIA Screening Request to GBC (20/S/00004) for that development. GBC subsequently issued the Screening Opinion response on 16th October 2020, confirming that the development did not constitute EIA development, since the stub road and roundabout proposal is independent from any future specific proposal for the Wisley New Settlement at allocated site A35. This was reported to committee in May 2021, when the previous application was deferred.

In submitting the current application, which as noted, differs from the previous one only in respect of the addition of a priority junction access, the applicants included an Environmental Impact Assessment Screening Report. This states that the report has been prepared to demonstrate that the development is unlikely to result in significant environmental effects alone or cumulatively. ... This screening report is being undertaken with an awareness of other potential schemes which may have cumulative impacts. Therefore, pending schemes within a close proximity are also included.

The report concludes that:

- The proposed development is a discrete project that could proceed independently, without reliance on any other development
- The proposed development includes 0.2ha of land outside of the permanent land take of the DCO and therefore ... the impact of the proposed development on the future baseline of the DCO is considered minimal and not significant.
- GBC has confirmed that a Grampian condition would be attached to any decision notice preventing the proposed development from being delivered before the DCO.
- In summary, ...the proposals would be relatively small scale, discrete and independent in nature, and effects could be managed in accordance with standard methods. The proposed development is therefore not considered to be formal EIA development as defined by the EIA Regulations.

This is consistent with GBC's previous Screening Opinion Response. All Statutory Consultee responses to this application, as set out below, demonstrate that with mitigation proposed, the conclusions of the applicant's EIA Screening Report are endorsed by all. Accordingly, Officers consider that the Report's conclusion that no EIA is required to support this duplicate application is correct.

## **Consultations**

A summary of all the responses is contained below. This is not a verbatim report and full copies of all representations received are available on the electronic planning file, which is available to view online.

### *Statutory consultees*

National Highways: We have previously reviewed an application at this site and provided a 'No Objection' HEPR response dated 13/11/20 (20/P/01708). We have reviewed the latest application (21/P/01582) and conclude that the previous decision stands. We support the applicant's intention to agree a Grampian style condition that should this application be determined before the M25 Junction 10 DCO is made, it will be added to any decision notice that it can only be implemented after the DCO has been made. We request further consultation on this condition. [Officer Note: A Grampian style condition has been recommended which restricts the commencement of the development to after the implementation of the DCO works. This condition has been forwarded to HE who have raised no objections].

County Highway Authority: The proposed development has been considered by the County Highway Authority who having assessed the application on safety, capacity and policy grounds, raise no objection subject to the addition of conditions (approved plan; further details of earthworks, drainage, service diversions, signs, road markings street lighting and other street furniture including vehicle restraint barriers as necessary; stub road to remain closed until rest of the A35 allocation comes forward and a CTMP).

For the avoidance of doubt, the Highway Authority advise that this formal consultation response is based solely on an assessment of the technical design of the proposed roundabout, stub road and priority junction access, to enable this infrastructure to be constructed in conjunction with the Wisley Lane Diversion (the DCO is not expected to be made until May 2022). The proposal has been assessed on its own technical merits, and should not be construed as providing any endorsement by the Highway Authority on any future development proposals on the former Wisley Airfield, for which a separate planning application will be required and assessed by the Highway Authority on its own merits.

The above recommendation is made on the understanding that this form and scale of junction is necessary to serve the level of vehicular traffic that was based on work submitted for the recent planning appeal. The Highway Authority advise that if a Transport Assessment submitted in support of any future hybrid planning application on the former Wisley Airfield, demonstrated that these levels of vehicular traffic had changed for any reason, then Highway Authority would encourage the design of a more appropriately scaled and form of junction that could better provide for the levels and types of traffic proposed.

The proposed priority junction has been designed to accommodate the vehicle movements associated with a future employment use on land to the north of the proposed Wisley Lane Diversion. The geometric design of the access can accommodate the largest legal articulated HGVs, and visibility splays have been provided in accordance with the 40mph design speed of the Wisley Lane Diversion.

The Highway Authority have assessed the technical design of the proposed roundabout, stub road and priority junction access, and is satisfied that it accords with the required highway design standards.

Surrey County Council as Lead Local Flood Authority: We have reviewed the surface water drainage strategy for the proposed development and assessed it against the requirements of the NPPF, its accompanying PPG and the Non-Statutory Technical Standards for sustainable drainage systems. We are satisfied that the proposed drainage scheme meets the requirements set out in the aforementioned documents and are content with the development proposed, subject to the addition of conditions (SuDS Scheme and Verification Report).

Natural England: No objection. As long the applicant undertakes development in line with the mitigation detailed in the Construction Environmental Management Plan, Natural England has no objection to this application.

NATS (National Air Traffic Services): Following a review of our operation in the vicinity of the proposed development NATS (En Route) plc has determined that although this is likely to impact our electronic infrastructure, this impact can be managed such that it does not effect the provision of a safe and efficient enroute ATC service. Accordingly NATS (En Route) plc has no safeguarding objection to the proposal and as such, we are withdrawing our objection of Land At Wisley Airfield.

Historic England: On the basis of the information available to date, we do not wish to offer any comments. Seek the views of your specialist conservation and archaeological advisers, as relevant.

#### *Internal consultees*

Head of Environmental Health and Licensing: No response received on this application. [Officer note: This application is of a very similar nature to previous application 20/P/01708, and following a discussion with Environmental Heath, they have confirmed the previous comments are still of relevance to this current application. They are therefore copied below for completeness]

No objections raised. The proposed development is at low risk from any land contamination on site. However, due to presence of asbestos containing material and loose asbestos fibres in the area formerly for hangars and hardstanding for the airfield, there is a potential for asbestos fibres becoming airborne during the groundworks. Other issues raised include the impact of lighting and construction noise. [Officer Note: Conditions are recommended requiring a method statement for removal of asbestos and the reporting of unexpected contamination. As noted above, any lighting will also be controlled through condition. Construction noise is an unavoidable consequence of any major development. However, conditions are recommended which will ensure that any noisy activity is limited to business hours].

### *Non-statutory consultees*

Archaeological Officer, Surrey County Council: I can confirm that my previous comments for this scheme are still appropriate and so they are included again for information. No objection subject to a condition to secure the implementation of a programme of archaeological work in accordance with a Written Scheme of Investigation.

Countryside Access Officer, Surrey County Council: Notes the affect of the proposed development to Public Bridleway 544 Ockham. This office has no objection to the application and note the updated Construction Management Plan which references how Public Bridleway users will be safeguarded throughout construction. The only comment to make is that Surrey County Council have responsibility for public rights of way and should be contracted to provide any temporary closures. Standard informatives are also recommended.

Designing Out Crime Officer, Surrey Police: I would ask that as part of the planning conditions provision is made for the installation Automatic Number Plate Reader Camera's (ANPR). Due to the location any future criminal activity will probably be undertaken by arriving at the location in a vehicle. The ANPR system is a proven system used to prevent and assist in the detection of criminal activities.

### *Parish Councils*

Ockham Parish Council: Object. Reiterate previous objections in relation to previous application 20/P/01708. Until a planning application to develop the Former Wisley Airfield has been submitted and approved, any application to carry out work on FWA is premature.

There is no planning application submitted or approved for development of Site A35 and there is no benefit to the public by the creation of infrastructure on FWA that may never be required. This application appears illogical and entirely out of tune with climate goals.

Additionally, this application, proposing the use of Elm Lane as the access point onto FWA will cause disruption to all vehicles who use A3 as slow-moving, fully laden HGVs turning in and out the sharp 90o turn at Elm Lane will be perilous to life. To apply to use Elm Lane to access FWA let alone to permit it, is irresponsible in every way. When questioned about this access point in August 2021, we were verbally informed by Highways England under whose control the A3 falls as part of the strategic road network, that they have undertaken to keep three lanes functioning each way at all times throughout their programme for the DCO and that closing up Elm Lane as it stands (and providing a new access to Elm Corner residents via the BOAT/Old Lane) is because this entrance/egress point directly into fast moving traffic is hazardous.

East Horsley Parish Council: Object. The proposed works are premature and would be undertaken in advance of any planning approval granted for the Wisely airfield strategic site development and also in advance of the proposed M25/A3 improvement scheme where the DCO decision has been deferred until November 2021. In the event that neither of these events occurs, then this work would be undertaken unnecessarily with accordant harm to the local environment caused for no useful purpose.

East Clandon Parish Council: Strongly object:

- premature to apply for planning of isolated infrastructure before the application for the entire development of the Former Wisley Airfield has been submitted
- piecemeal approach

- a roundabout that may never be used is not in the public benefit
- most of East Clandon travel along the stretch of the A3 that passes Elm Lane regularly. It is a dangerous junction even now when it is only used by the few houses it serves. We envisage an even greater level of danger caused by many more vehicles including HGVs using it as access to the Airfield Site.

Effingham Parish Council: Object, concern that this application is premature, just as 20/P/01708 was. It is premature both as there is no planning permission yet granted for the site and secondly the Secretary of State has not yet made a decision on J10 of the M25 and related decisions that might affect the A3 in the area. If this application is approved, it will enable Taylor Wimpey to access the site and make changes that may never be required.

Most importantly Taylor Wimpey want to use Elm Lane to access FWA in order to carry out their engineering works. Slow moving heavily laden HGVs turning into and out of Elm Lane from the A3 will cause huge disruption and be hazardous to life. To apply to use Elm Lane to access FWA let alone to permit it, is irresponsible in every way. It means that traffic accelerating to join the A3 from the M25 will not only have to contend with slow-moving traffic exiting Old Lane but also HGVs slowing to turn left into Elm Lane. The crashmap website shows there have been fatalities along this stretch of the A3 before, so EPC believes that there are very strong reasons for refusing this application again. We believe that Taylor Wimpey need to reconsider this risk to life to create a stub road that might prove entirely superfluous.

Ripley Parish Council: The application should not be considered until the Secretary of State has resolved the Highways England proposal for M25 J10/A3 Wisley Interchange.

Send Parish Council: Should the DCO or the Wisley Development not be granted, this roundabout and stub road would be useless.

#### *Amenity groups / Residents associations*

Effingham Residents Association: Object on the grounds that it is premature. In the absence of a Development Consent Order to widen J10 ,M25 and associated works on the A3 and Wisley Lane Diversion and the lack of planning permission to develop Site A35 of GBC's Local Plan it cannot be in the public interest to create road infrastructure that may never be required.

In addition we are alarmed by the proposal for construction traffic to access/leave this site via Elm Lane from/to the A3. This will be extremely dangerous for all road users and a safer alternative needs to be found should this application be successful.

### **Third party comments**

A summary of all the responses is contained below. This is not a verbatim report and full copies of all representations received are available on the electronic planning file, which is available to view online

69 letters of representation have been received raising the following objections and concerns:

- application is premature - both in relation to the site allocation and the decision on the DCO
- pre-determination of any development at the wider site
- a previous application has been refused on site and dismissed at appeal - there is no explanation of what has changed since the last time a planning application was determined on the Former Wisley Airfield and was refused

- area has poor water supply
- the proposed roundabout and stub road has no purpose in its own right
- very dangerous access from Elm Lane
- a decision should be deferred for all the reasons applied to application 20/P/01708
- inadequate traffic data to assess the application - the full data showing the anticipated effects on Ockham Park roundabout and local road network has not yet been provided
- negative impact on ecology - inclusive of all sensitive sites on and adjacent to the site
- unsustainable development
- no public benefits
- Ockham Park roundabout will be over capacity if the proposed development goes ahead
- existing traffic issues exacerbated
- negative impact on neighbouring amenity - properties to the north and south in relation to noise and disturbance
- increased pollution
- impact on air quality
- out of scale with the existing historic settlement of Ockham
- impacts on use of the site for recreation and exercise
- impacts to users of public rights of way
- increase to flood risk
- the application contradicts the aims of the Local Authority's Commitment to the Climate Change and Environmental Crisis
- negative impact on the adjacent Green Belt
- the site should be returned to Green Belt, and the allocation in the Local Plan is not required
- a number of letters reiterating the objections raised in the Ockham Parish Council objection

## **Planning policies**

### National Planning Policy Framework (NPPF):

Chapter 2. Achieving sustainable development  
 Chapter 4. Decision-making  
 Chapter 5. Delivering a sufficient supply of homes  
 Chapter 6. Building a strong, competitive economy  
 Chapter 8. Promoting healthy and safe communities  
 Chapter 9. Promoting sustainable transport  
 Chapter 11. Make an efficient use of land  
 Chapter 12. Achieving well-designed places  
 Chapter 14. Meeting the challenge of climate change, flooding and coastal change

Chapter 15. Conserving and enhancing the natural environment  
 Chapter 16. Conserving and enhancing the historic environment

### Planning Practice Guidance

### Manual for Streets and Design for Roads and Bridges

### South East Plan 2009:

Policy NRM6 Thames Basin Heath Special Protection Area

### Guildford Borough Local Plan: Strategy and Sites 2015-2034:

The Guildford Borough Local Plan: Strategy and Sites 2015-2034 was adopted by the Council on 25 April 2019. The policies considered relevant to this proposal are set out below.

S1 Presumption in favour of sustainable development  
S2 Planning for the borough - our spatial strategy  
P4 Flooding, flood risk and groundwater protection zones  
P5 Thames Basin Heaths Special Protection Area  
D1 Place shaping  
D3 Historic environment  
ID1 Infrastructure and delivery  
ID2 Supporting the Department for Transport's "Road Investment Strategy  
ID3 Sustainable transport for new developments  
ID4 Green and blue infrastructure

### Guildford Borough Local Plan 2003 (as saved by CLG Direction 24 September 2007):

Although the Council has now adopted the Guildford Borough Local Plan: Strategy and Sites 2015-2034 (LPSS), some policies of the saved Local Plan 2003 continue to be relevant to the assessment of planning applications and carry full weight. The extant policies which are relevant to this proposal are set out below.

G1 (non superseded parts) General standards of development  
HE12 Historic Parks and Gardens  
NE4 Species protection

### Lovelace Neighbourhood Plan:

The Lovelace Neighbourhood Plan has been passed at Referendum on 6 May 2021. It now forms part of the Development Plan, and carries full weight in planning decisions.

LNPEN2 Biodiversity and Natural Habitats  
LNPEN3 Flooding  
LNPEN4 Light pollution  
LNPEN5 Air Quality and Traffic  
LNP11 Infrastructure  
LNPI3 Cycling and Walking

### Supplementary planning documents:

Thames Basin Heaths Special Protection Area Avoidance Strategy SPD  
Climate Change, Sustainable Design, Construction and Energy SPD  
Strategic Development Framework SPD

## **Planning considerations**

The main planning considerations in this case are:

- background
- the principle of development

- highway considerations
- the visual impact and impact on the character of the area
- the impact on neighbouring amenity
- impact on ecology and trees
- the impact on flood risk and the proposed surface water drainage strategy
- the impact on heritage assets
- the planning balance

## **Background**

Members will be aware that an application which was essentially identical to this proposal, save for one small additional element now (described above), was submitted by the same applicant in 2020, (Ref 20/P/01708). This was recommended for approval subject to conditions, but at the Committee meeting on 20 May 2021, Members decided to defer their decision pending a decision by the Secretary of State in respect of the M25 /A3 Junction 10 works Development Consent Order, (DCO), which had been delayed from 12 May 2021 to 12 November 2021. Since that deferral by Members, the applicant has followed two strategies, namely by lodging an appeal against non-determination of the deferred application, and also by submitting this application, which is effectively a duplicate application of the appealed scheme.

The applicant timed submission of this application so as to be determined post the delayed DCO decision, in order that circumstances would be different to those applying at the May Committee meeting. However, on 21 October 2021, a Ministerial Statement was laid in Parliament which stated the deadline for the DCO decision is now extended until 12 May 2022 to allow for further consideration of environmental matters. This is the third delay to this decision, and the DCO remains undetermined at the time this application is being brought to committee.

It has been made clear by the applicant that a decision on this application is needed as soon as possible, in advance of the DCO decision. The key reasons put forward are:

- A planning approval will allow the applicant, Surrey County Council and National Highways to best coordinate construction delivery
- A planning approval will render the presently progressing Appeal process on a first application ref. 20/P/01708 for a stub road/ roundabout redundant, saving time and resource.
- There are no technical, nor planning reasons for delay, on the basis of the application of positive planning in accordance with the development plan. The imposition of the agreed 'Grampian' planning condition, means that a planning consent is only ever effective, should the DCO be made and implemented. This provides a clear safeguard to the Council.

From an officer perspective, to directly address the question of why to consider the application now given the delay to the DCO, there are a number of issues to consider:

1. A benefit of this application is that constructing the roundabout and stub road simultaneously with the Wisley Lane Diversion would limit construction impacts on the local community and RHS Wisley, and ensure that they are built at the same time to avoid digging up the Wisley Lane Diversion which will have only just been constructed. There are economic and environmental benefits to doing the work together.
2. A delay to a decision on this application until after the decision on the DCO is made, would put significant time constraints on the developer and the Council in addressing all the pre-commencement discharge of conditions.

This has the potential to impact on the coordination of the delivery of the schemes together.

3. The material planning issues are the same now, as they would be after any grant of the DCO. The relevant question therefore is whether the proposed development is acceptable if the DCO is made and implemented. If the DCO is refused, this roundabout cannot be built, and hence no harm would be caused.

### **The principle of development**

The site sits partly within and partly outside of the A35 allocation, however the large majority of the area for which planning permission is sought (the area shaded purple on plan reference 0934-SK-079-B), is within the allocation. The whole site is within the area inset from the Green Belt. Therefore the principle of development is acceptable subject to accordance with the relevant policies identified above.

A large number of the objections from the Parish Councils, residents groups and individual third parties raise prematurity and pre-determination of the wider site allocation as issues. Addressing these in turn:

Paragraph 014 (Reference ID: 21b-014-20140306) of the Planning Practice Guidance highlights in what circumstances it might be justifiable to raise prematurity as an issue. It states that in the context of the NPPF and in particular the presumption in favour of sustainable development – arguments that an application is premature are unlikely to justify a refusal of planning permission other than where it is clear that the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, taking the policies in the Framework and any other material considerations into account. Such circumstances are likely, but not exclusively, to be limited to situations where both:

(a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging Local Plan or neighbourhood planning; and

(b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.

It is clear in relation to the assessment of this application, prematurity cannot be an issue. The LPSS has been adopted and carries full weight as part of an up to date development plan, therefore the application cannot undermine the plan-making process in any way.

In relation to the issue of whether approval of this application in any way pre-determines the future of the Wisley New Settlement allocated under policy A35, the following comments are made. This application proposes the roundabout, stub road and priority junction access as a stand-alone application at a time when there is no defined proposal for how the A35 Allocation will be developed. As discussed above this is for reasons of timing where the applicant is seeking to ensure that the development can be constructed at the same time as the DCO works take place. Planning legislation is clear that each application must be determined on its own merits, and the approval of this application would in no way pre-determine any future application to develop the strategic site.

If in the course of considering a subsequent application relating to the A35 allocation it becomes apparent that the stub road, roundabout and priority junction proposed would in some way be unsuitable for meeting the needs of that development, this could be dealt with through the process of the determination of that application.

It is also noted that the development will be restricted from commencing until such time that the DCO has been implemented, through a Grampian style condition. In relation to Grampian conditions, the PPG notes that: *'conditions requiring works on land that is not controlled by the applicant, or that requires the consent or authorisation of another person or body often fail the tests of reasonableness and enforceability. It may be possible to achieve a similar result using a condition worded in a negative form (a Grampian condition) – ie prohibiting development authorised by the planning permission or other aspects linked to the planning permission (eg occupation of premises) until a specified action has been taken (such as the provision of supporting infrastructure). Such conditions should not be used where there are no prospects at all of the action in question being performed within the time-limit imposed by the permission.*

Even a limited or some prospect of the action being performed within the time-limit of the permission (in this case the implementation of the DCO scheme), then a Grampian condition could be appropriate in principle. While it is acknowledged that there is still some uncertainty about the DCO application and what the decision may be where there have been a number of delays to the decision from the SoS, the application is at an advanced stage in the process. Given this, it cannot be argued that *'there is no prospect at all'* of the DCO scheme coming forward during the life of the permission. Therefore, the use of the Grampian condition would only see works commencing, when the DCO scheme has been implemented.

The proposal is in accordance with the specific site access requirements of policy A35, as well as the Strategic Development Framework Supplementary Planning Document which recognises that the access for the Airfield will be from the realigned Wisley Lane. Therefore, it is in accordance with an up to date development plan in this regard.

### **Highway considerations**

The proposed roundabout would be located on the proposed Wisley Lane Diversion and would facilitate the primary access to the strategic site allocation. The proposed works include:

- a 30m diameter three-arm roundabout with kerbed central island;
- a two-lane approach for north-east bound traffic, allowing segregation of right turning traffic into the development from traffic headed to RHS Wisley Gardens and Wisley village;
- a maximum 100m radius entry path deflection to comply with approach speed reduction requirements of the Design Manual for Roads and Bridges (DMRB);
- sufficient highway verges to accommodate the visibility requirements;
- continuity of cycle and pedestrian facilities along the southern side of the Wisley Lane Diversion is provided by way of crossing points to the southern splitter island;
- simple priority junction access into land north of the Wisley Lane Diversion which has been designed to accommodate articulated HGVs.

The works would be subject to detailed design and technical approval prior to construction, at which time details would be provided of all earthworks, drainage, landscaping, service diversions, signs and road markings, street lighting and other street furniture including vehicle restraint barriers as necessary. A condition will require the submission and agreement of these details prior to the commencement of development.

The applicant has stated the works would be offered up for adoption and /or maintenance by the local highway authority, Surrey County Council (SCC).

### Conformity with the DCO

The DCO scheme in the vicinity of the site includes:

- an enlarged signalised roundabout junction with the M25;
- free-flow left turn lanes at the new roundabout;
- improved slip road layouts;
- widening of the A3 north of Ockham Interchange to 4 lanes in both directions;
- signalisation of the Ockham Interchange and improvements to its slip roads onto the A3; and
- improvements to pedestrian and cycling facilities.

In addition, the DCO scheme proposes the closure of the Wisley Lane and Elm Lane Junctions onto the A3. The Wisley Lane junction would be replaced with a new road called the Wisley Lane Diversion. That would form a new arm off the Ockham Interchange and run north-east through the northern fringe of the Wisley Airfield site then turn north over the widened A3 via a new bridge for traffic, pedestrians and cyclists. Elm Corner would be accessed via Old Lane and an improved Elm Lane.

The alignment of the proposed roundabout has been based on the latest plans submitted by Highways England to the DCO Examination. The proposal also accommodates the new bridleway proposed as part of the DCO works via the new shared facility on the southern side of the road.

The priority junction access is located an acceptable distance from junctions and has sufficient visibility for vehicles emerging onto the 40mph Wisley Lane Diversion within land controlled by the Applicant.

The Wisley Lane Diversion has been designed as a 40mph design speed road and the roundabout and junction have also been designed for this speed, specifically in terms of visibility requirements.

The proposal would only be appropriate if the DCO is approved, and therefore, and as set out above, the applicant has proposed the use of a Grampian style condition which would ensure development on this current application could not commence until development on the Wisley Lane Diversion element of the DCO had commenced on the site. This is considered to be an appropriate way to control the development, and would meet all the relevant conditions tests set out in the PPG.

### Traffic impacts

The proposed roundabout, stub road and priority junction will not generate any traffic, or additional movements on the highway network. Delays to traffic caused by the roundabout are not expected to be significant as there will be no opposing flows of turning traffic in and out of the stub road to the Airfield.

### Construction impacts

Construction of the proposed development including construction access arrangements are covered by a Construction Environmental Management Plan (CEMP) submitted with this application. This document allows flexibility for when the preferred programme for construction is available and the construction access arrangements have been confirmed. This will also take into account the extent to which construction can take place at the same time as the DCO works, including the Wisley Lane Diversion.

At this stage it is envisaged that the construction of the works will be via either:-

- Elm Lane off the A3; or
- The construction routes formed for the DCO works.

It is noted that the existing Elm Lane is signposted as unsuitable for HGVs, however National Highways have confirmed it is proposed to be used as one of the access points for the construction of the DCO if approved. As this application is controlled by a Grampian condition, if the access will be used for the DCO, it would also be appropriate to be used for the current application. To ensure the two tie together, it is considered appropriate to condition the submission of both the CEMP and CTMP for submission and agreement, to ensure the details remain tied into the DCO construction access plans, and they continue to be acceptable to National Highways in relation to safety. On this basis, over and above the DCO scheme, the proposal would not result in any greater harm to highway safety in terms of construction vehicles accessing or existing the site.

### Consultation responses

National Highways have raised no objection to the application. They are supportive of the use of a Grampian condition, that would prevent the implementation of this development until the DCO is made.

Surrey County Council have also raised no objection. They have assessed the technical design of the proposed roundabout, stub road and priority junction access, and are satisfied that it accords with the required highway design standards.

Both National Highways and Surrey County Council have been consulted on the wording of the Grampian condition proposed as requested.

### Locations and types of junction

The applicant has sought to demonstrate they are proposing the best types of junction, in the best locations to provide a suitable access points to both parts of the FWA allocation.

The precise location chosen for the roundabout was based on the following engineering considerations:

- locating it away from the adverse topography in the western part of the Wisley Lane Diversion and thus avoiding unnecessary additional engineering works;
- locating it away from the southern approach embankment to the new Wisley Lane/A3 over bridge, also to avoid unnecessary additional engineering works;
- locating the carriageway no closer to the Ancient Woodland area between the Wisley Lane Diversion and the A3;

- locating the stub road away from the line of the existing north-south hedgerow in this area;
- locating the roundabout away from the works compound planned to be formed by Highways England's contractor while building the DCO scheme works.

In relation to the proposed priority access, the junction location was chosen for its ability to accommodate the longest articulated HGVs. The applicant has demonstrated in the submitted Transport Statement that two such vehicles can pass each other within the access bellmouth. As such, the junction will operate without delay to vehicles entering the employment site even if there is a vehicle waiting at the junction to exit.

The Transport Statement produced by the transport consultant for the applicant state that both the roundabout and priority access junction would have sufficient capacity, with headroom, to serve the FWA. This would maximise potential at the FWA allocation.

The proposals would facilitate a potential suitable access into the FWA from the Wisley Lane Diversion, which would be in conformity with LPSS policies ID3 and A35 and the SDF SPD. The proposals are also in compliance with neighbourhood plan policies LNP11 and LNP13.

### **The visual impact and impact on the character of the area**

Policy D1 (place shaping) of the LPSS states that as an over-arching principle, 'all new developments will be required to achieve high quality design that responds to distinctive local character (including landscape character) of the area in which it is set. Essential elements of place making include creating economically and socially successful new places with a clear identity that promote healthy living; they should be easy to navigate, provide natural security through layout and design with attractive, well enclosed, and overlooked streets, roads and spaces with clear thought given to the interrelationship of land use to external space'.

Policy LNPEN1B of the Lovelace Neighbourhood Plan states developments should be designed to respect the existing landscape character set out in the Guildford Landscape Character Assessment and the important local views across the Lovelace landscape from within or from outside the area. This proposal would not directly impact on view point 10 - Elm Corner at Ockham.

The main body of the site contains scrub, tall ruderal vegetation and a number of trees, and is located in the Ockham and Clandon Wooded Rolling Claylands Character Area as defined by the Guildford Landscape Character Assessment (GLCA) and Guidance. As detailed above, the proposal cannot be built unless the Wisley Lane Diversion element of the DCO is commenced. This DCO scheme will result in significant changes to the landscape and views in this area, changing the baseline significantly.

On its own, this proposal would create a 'floating' piece of road infrastructure which would be an incongruous addition, out of character with the existing site. However, the use of a Grampian condition would ensure this proposal does not come forward unless the DCO comes forward. Considering the proposal alongside the DCO is therefore an appropriate way to assess the impacts.

The roundabout proposed is quite large in size, so the application will result in considerably more hardstanding and other operational development associated with the road than would be provided by the Wisley Lane Diversion.

The stub road and priority access will form a dead end, and a roads which don't lead to a destination will have the potential to appear unsightly, however in the context of the DCO this is not considered to result in any significant harm to the character of the site and wider area beyond that caused by the DCO due to the change in character brought about the heavily engineered road. A condition will be added requiring further details of the treatment of the stub road and priority junction access in relation to any fencing/barriers to prevent access to land beyond, to ensure this is done in a way that is as considered and visually appropriate as possible.

Whilst some limited harm has been identified in relation to the visual impact of proposal, there is no specific conflict with the design policies identified above. In addition, the proposal would not result in any conflict with the overall design aims of the A35 allocation.

### **The impact on neighbouring amenity**

During construction works the proposal has potential to result in some loss of amenity to some neighbouring properties from noise, possible vibration and light pollution. The nearest neighbour is RHS Wisley. As this is separated by the A3 the likely impact of the proposed development on this property is limited.

The residential properties most likely to be impacted are those situated to the north west at Elm Corner. Saved policy G1(3) requires that "the amenities enjoyed by occupants of buildings are protected from un-neighbourly development in terms of privacy, access to sunlight and daylight, noise, vibration, pollution, dust and smell". The impacts arising from the construction of the proposal would be of a temporary nature and could be reduced and controlled through a condition requiring the submission and approval of a Construction Environmental Management Plan (CEMP). The CEMP would include details of the construction processes, the routing of HGVs and mitigation measures such as limiting construction hours and controlling noise and vibration. These measures would be required to be undertaken to ensure the amenity of existing residents is protected in accordance with policy G1(3). A requirement for HGVs to access and egress via the A3 would ensure that no construction vehicles would be required to travel through Ripley Village centre, Ockham Road North, Ockham Lane, Old Lane or the existing Wisley Lane, thereby protecting the amenities of residents in those areas.

As regards light pollution, policy G1(8) of the saved Local Plan and policy LNPEN4 of the Lovelace Neighbourhood Plan require that the impact of artificial lighting is designed to minimise the ecological impact and the spillage of light from the site. The objectives of these policies during the construction phase can be secured through the CEMP and this will limit any harm to the amenity of surrounding residents.

Finally on construction impacts it is noted that the Council's Environmental Health Officer has commented that the site may include asbestos material remanent from the previous use of the site as an airfield. While the control, treatment and disposal of asbestos is primarily a matter covered by legislation outside of the planning system, a condition has been recommended which requires the applicant to provide further details on this matter, including how any asbestos material will be removed from the site and safely disposed of and how the site will be remediated. As an aside, it is also noted that a condition is also recommended to control the presence of any unknown contamination which may be present on the site.

### Operational effects

The stub road, roundabout and priority junction would only become operational if and when the DCO is made and the wider National Highways RIS improvements to the Strategic Road Network are implemented. Ongoing light pollution would be controlled by that process. However, it is noted that modern highway lighting is unlikely to result in significant light spillage and in any case, this could be controlled by condition. While road traffic using the stub road and roundabout would generate additional noise, this would be no greater than that resulting from the DCO proposal.

Given the low sensitivity of the identified receptors and the limited period during which any impacts would be felt it is not considered that any moderate or significant adverse effects are likely as a result of the proposal. Any adverse effects which might occur during the construction process have to be weighed against the benefits of ensuring that the construction of the Stub Road, roundabout and priority junction takes place at the same time as the construction of the Wisley Land Diversion, thereby avoiding the need to dig up recently constructed roads with its attendant disruption and environmental and energy wastage. It would also avoid, as far as reasonably possible, any further disruption to users of the highway network by carrying out additional or extended road works.

### **Impact on ecology and trees**

#### Habitats

At its closest point the application site lies approximately 175m to the south-west of Ockham and Wisley Commons SSSI, which is a component site within the wider Thames Basin Heaths SPA network of protected heathland sites. The SPA and SSSI are important features at the International and National levels respectively. However they are considered to fall outside of the zone of influence of the proposals due to the nature of the works and the physical separation between the SPA/SSSI and the works area.

The Ockham and Wisley Local Nature Reserve (LNR) covers the area designated as Ockham and Wisley Commons SSSI, and also extends southwards beyond the SSSI to within 4m of the northern boundary of the application site. It is noted that Local Nature Reserves are described by Natural England as being “for both people and wildlife” and owing to their designation type are considered to be of importance at the County level.

In terms of non-statutory designated sites Wisley Airfield SNCI falls partly within the wider FWA boundary. The SNCI as a whole was selected for the variety of habitats it supports, plus species criteria including its assemblage of rare or notable vascular plants, foraging areas for bats and amphibians and reptile populations. The majority of the application site (1.82 ha) is located within the Wisley Airfield SNCI. The SNCI habitats are in an unfavourable condition due to lack of management and the influence of the neighbouring intensive arable operations. As a whole, Wisley Airfield SNCI is of County level importance.

Elm Corner Woods SNCI runs parallel to the north-west of the Application site boundary and is part of the Ockham and Wisley LNR. Part of Elm Corner Woods is shown on Natural England's Provisional Ancient Woodland Inventory as ancient semi-natural woodland. This SNCI is open access and consists of mixed woodland. As well as forming part of the Ockham and Wisley LNR, the SNCI is well connected to other designated nature conservation sites, including Ockham and Wisley Commons SSSI and the Thames Basin Heaths SPA. It is therefore considered to be of County importance.

The proposals will not cause the direct loss of any part of Elm Corner Woods. In total, 0.17ha of the application site area falls within the 15m buffer zone that is typically implemented to protect ancient woodland. This 0.17ha sits fully within the proposed permanent land take of the National Highways DCO scheme, and as such the proposals will not affect any additional areas of the buffer zone beyond that to be impacted by the DCO works. In the absence of targeted mitigation the earthworks associated with the proposals have the potential to cause damage to the woodland through accidental pollution, dust generation, damage to tree roots and hydrological changes. This could be reversible or permanent depending on the nature of the damage, however any impacts of this nature would be unlikely to undermine the structure and function of the woodland completely and would therefore be significant at the zone of influence level only. The applicant notes that with mitigation, no significant residual impacts on Ockham and Wisley LNR or Elm Corner Woods SNCI and Provisional Ancient Woodland are predicted.

As regards the Wisley Airfield SNCI the only part that will be directly affected by the proposals beyond that already impacted by the DCO is an area of tall ruderal and scrub measuring 0.15 ha in size. This represents 0.53% of the total SNCI area. The applicant notes that the area to be affected is unlikely to support any of the vascular plants for which the SNCI was selected (these plants are associated with disturbed acid grassland and arable margins). The change of 0.53% of the SNCI from tall ruderal and scrub to hardstanding is unlikely to compromise the structure or function of the SNCI or the species it supports. As such, the applicant concludes that this impact is not significant.

### Protected species

In terms of protected fauna, the applicant's Ecological Impact Assessment notes that the closest active badger sett is approximately 20m from the application site boundary.

As regards bats, walked transect surveys carried out by the ecologists in 2016, 2018 and 2019 recorded very low numbers of bats foraging in the vicinity of the application site. The most commonly recorded species were Common Pipistrelle. In both 2016 and 2019, an automated detector was positioned on the edge of the dense scrub and secondary woodland within the application site. In both years, this detector recorded the lowest number of bat passes out of the four detectors positioned around the wider FWA site. Common and Soprano Pipistrelle accounted for the majority of passes. The applicant also notes that Chapter 7 of the Environmental Statement for the Highways England DCO scheme, walked transect surveys carried out by Atkins in 2017 and 2018 produced similar results, with Common and Soprano Pipistrelle representing over 75% of all bat passes. Pockets of Serotine activity were also recorded in Elm Corner woods to the north. No bat roosts or high potential trees have been identified by either the applicant or Atkins within the application site boundary. However, it is acknowledged that there are a number of bat roosts within close proximity of the site boundary. The applicant notes that the bat assemblage within the zone of influence of the proposals is considered to be of local ecological importance. The applicant notes that impacts on bats during construction can be managed through the Construction Environmental Management Plan and for instance, ensuring construction takes place in daylight hours. As the development will only come forward as part of the DCO, the impact from the actual operation of the new road will be assessed and controlled through the DCO. As such, the impacts on bats can be managed and mitigated effectively.

In terms of Great Crested Newts, surveys carried out by the ecologists in 2015, 2019 and 2020 for the wider FWA scheme confirmed the presence of four GCN breeding ponds off-site within the surrounding landscape. All four of these are located around 1km to the east and south-east of the application site boundary, and support 'small' populations of GCN. The applicant notes that it is possible that GCN use the scrub and woodland habitats within the application site during their terrestrial phase, although given the distance to the breeding ponds, numbers are likely to be very small. The applicant notes that given the distance from the application Site to the nearest known breeding ponds (1km), the risk to GCN is considered to be very low and a European Protected Species Mitigation Licence (EPSML) should not be required, providing that works proceed under a precautionary Environmental Working Method Statement (EWMS).

As regards other reptiles presence/likely absence surveys carried out by the ecologists in 2015, 2016 and 2019 recorded Grass Snake, Slow-worm and Common Lizard within the vicinity of the application site. Surveys carried out by Atkins in 2017 (Highways England, 2019a) also recorded all three species in the same general area. It is noted that Adder have been recorded historically, but no evidence of this species has been found in any surveys since 2015. It is noted that the clearance of tall ruderal and scrub vegetation has the potential to cause direct harm to reptiles, however, this will be avoided through the implementation of the applicant's EWMS. The precautionary working methods for GCN will also apply to reptiles. Adherence to these measures will reduce the risk of harm to reptiles to a negligible level.

The submitted Ecological Impact Assessment notes that subject to the implementation of the proposed impact avoidance and mitigation measures, the proposals will not have any residual significant negative effects on important ecological features, and will conform to all applicable nature conservation related legislation and policy. This will be secured through conditions.

### Trees

For the majority of the site, the proposed layout has minimal impact on trees and the Arboricultural Officer does not raise an objection subject to conditions requiring tree protection measures. The roundabout element of the application does project within the 15m buffer zone allocated to the Ancient Semi-natural Woodland that lies to the north, outside the site. The intrusion is directly as a result of the need for the roundabout to lie within the DCO land take and the road arrangement being brought forward under that Order. The implementation of the roundabout need not result in direct harm to the retained trees and nor does it place a form of new land use proximate to the Ancient Semi natural Woodland that would give rise to its harm above that already created by the DCO land use.

Policy LNPEN2 of the Lovelace Neighbourhood Plan states at point e) that any trees removed or lost as a result of development, other than those that are dead, dying or dangerous and of no ecological importance, should be replaced at a ratio of 2:1. Development affecting ancient trees should follow standing advice on ancient woodland and veteran trees. The tree removal required is also required for the DCO, and the area which contains the roundabout and stub does not require the removal of any further trees. As the application doesn't require further tree removal beyond that of the DCO, it would not be considered reasonable in this case to require the replacement tree planting.

### Biodiversity net gain

Applying the DEFRA Metric 2.0 biodiversity net gain tool the proposed works would result in a loss of 1.84 biodiversity units using the post DCO 'future baseline'.

This loss would be offset, and a net gain provided offsite, on land to the east of the application site, in the applicant's ownership. An area of 0.4 ha of arable land would be converted to wildflower grassland and managed for biodiversity to achieve a 20% net gain.

### Ecology assessment

The Council's ecology consultant states that the applicant's Ecological Impact Assessment has provided a full suite of surveys and has identified the likely impacts to arise on site to both habitats and protected species. They note that a detailed mitigation strategy has been provided which will ensure the favourable conservation status and protection of these species and habitats. As such, no objection is raised in this regard. The Council's consultant also acknowledges that the development will lead to a loss of 0.53% of the Wisley Airfield SNCI. Although it is in agreement that the habitat to be lost does not contain the citation features, the DCO application will also impact upon this SNCI. There will be a cumulative impact through these proposals and the emerging application for the wider strategic site. The loss of any SNCI habitat will need to be mitigated for. It is noted that 0.43ha of wildflower grassland will be created to offset the loss of biodiversity. It is therefore considered that this habitat should include citation features from the Wisley Airfield SNCI (if soil conditions permit), and include management prescriptions for the citation species including bats, reptiles and amphibians. While the loss of some of the SNCI is of course regrettable, with conditions to secure the mitigation, it is noted that no objections have been raised in this regard by the Council's ecology consultant.

Finally, regarding biodiversity net gain it is noted that the NPPF requires a net gain in biodiversity on all development sites. Policy ID4 of the LPSS requires that new development must aim to deliver gains in biodiversity. The accompanying Ecological Impact Assessment submitted by the applicant and the Biodiversity Metric 2 Calculations demonstrate that the development can achieve this. The calculation tool was assessed in accordance with details provided through the training provided by CIEEM on the Metric 2 and it is noted that the calculation will achieve the 20% net gain as identified.

Natural England have also been consulted on the application and raised no objection as long the applicant undertakes development in line with the mitigation detailed in the Construction Environmental Management Plan.

### Habitats Regulations Assessment

The Council has undertaken a Habitats Regulations Assessment (HRA) as part of its assessment of the application. The proximity of the proposed development site to the Thames Basin Heaths SPA triggers the need for a HRA for potential significant effects of this designated site. The site lies within 175 metres and therefore this project should be subject to HRA screening in combination with other projects. The *HRA for Guildford Borough Proposed Submission Local Plan: Strategy and Sites (2017 update)*, which includes details on allocation A35 of the Local Plan, states that there is a requirement for an application level HRA. The two potential impacts identified include recreational disturbance and air quality. Although this application will not result in recreational impacts there is potential for reduction in air quality and therefore this needs to be addressed.

The applicant has submitted information in this regard which concludes that the stub road scheme is unlikely to result in significant adverse effects on the TBH SPA due to changes in air quality during the operational phase, either alone or in-combination with other plans and projects, including the DCO or scheme to come forward as part of the LPSS allocation. The Council's ecology consultant agreed previously under application 20/P/01708 that the information provided is considered to be sufficient to inform the HRA with the conclusion that there are no likely significant effects on the Thames Basin Heaths SPA from a reduction in air quality.

In conclusion, the proposal will lead to a loss of 0.53% of the Wisley Airfield SNCI which is regrettable. This harm will be assessed in the final section of this report. However, the loss is compensated for through the provision of a wildflower grassland on another part of the wider FWA site and the applicant's assurance that the proposal will deliver net gain in biodiversity of 20%. The impacts on other habitats and species can be mitigated. A benefit of the proposed application is that, having been designed to enable access to the proposed A35 allocation site, it could be constructed in conjunction with the Wisley Land Diversion element of the DCO scheme, such that any impacts associated with the construction phase would only arise once instead of twice. This is in accordance with the principle of mitigation hierarchy which is to design a scheme which avoids ecological impacts in the first instance.

### **The impact on flood risk and the proposed surface water drainage strategy**

A Flood Risk Assessment and Drainage Plan form part of this application submission.

The application site lies entirely within Flood Zone 1 which is defined as land assessed as having a less than 1 in 1,000 annual probability of flooding. The NPPF and Planning Policy Guidance (PPG) confirm that all types of development are appropriate within this Zone in terms of flood risk.

In terms of Surface Water, the Environment Agency's online mapping shows the site of the roundabout, stub road and priority junction is not affected by any predicted flow pathways or ponding areas.

A drainage strategy has been identified which draws on the Wisley Lane Diversion drainage strategy. Only preliminary design information is available from Highways England at present, as the details will come at a later stage. Nevertheless, the submitted Flood Risk Assessment details a drainage strategy for the application site to demonstrate viability for planning purposes. The strategy comprises of online box culverts with sufficient storage to cater for the 1 in 100 (1%) annual probability rainfall events with a 40% allowance for climate change. Dual stage controls are included to mimic the 1 in 1 year and 1 in 100 year greenfield runoff with 40% climate change allowance.

The Flood Risk Assessment has been considered by the Lead Local Flood Authority who have advised that they have no objection, subject to conditions to secure the detailed design and future maintenance of the SuDS scheme.

The submitted FRA and Drainage Plan demonstrate that the proposal would not increase surface water run-off. The proposal there complies with policy P4 of the LPSS which requires that "all development proposals are required to demonstrate that land drainage will be adequate and that they will not result in an increase in surface water run-off" and LNP policy LNPEN3 which requires developers to provide a surface water plan for major proposals.

## **The impact on heritage assets**

### **Conservation areas and listed buildings**

Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 states that 'in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.' Section 72 of the same Act calls for special regard to be paid to the desirability of preserving or enhancing the character or appearance of a conservation area. This duty under section 72 applies only to development within a conservation area.

It is one of the core principles of the NPPF that heritage assets should be conserved in a manner appropriate to their significance. Chapter 16 of the National Planning Policy Framework sets out the framework for decision making in planning applications relating to heritage assets and this application takes account of the relevant considerations in this section. Paragraph 195 sets out that 'local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal'. Paragraph 199 of the NPPF states that 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'. Paragraph 200 goes on to note that 'any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification'. This applies to all designated heritage assets, including conservation areas.

Historic England (HE) have been consulted on the application. They did not wish to offer any comments and suggested that the views of the Council's specialist conservation and archaeological advisers were sought.

There are a total of seven listed buildings, one Registered Park and Garden, and three conservation areas within a 1km radius of the site. These are:

- walls and gates to Ockham Park (Grade II) – Listed Building
  - RHS Wisley Gardens offices (Grade II) – Listed Building
  - Chimneys (Grade II) – Listed Building
  - Park Cottage (Grade II) – Listed Building
  - Millwater (Grade II) – Listed Building
  - Millstream House (Grade II) – Listed Building
  - barn 30m NE from Bridgefoot Farm House (Grade II) – Listed Building
  - RHS Wisley – Grade II\* - Registered Park and Garden
- 
- Ockham – Conservation Area
  - Ockham Mill – Conservation Area
  - Ripley – Conservation Area

These are sited approximately 830m (NW), 830m (S) and 980m (SW) from the application site, respectively.

The Council's Conservation Officer raises no objection and raises the following comments.

In approaching an assessment of the impact (if any) of the proposed development on the setting of the listed building there are two principal factors to be taken into account. First, the architectural quality or interest of the listed building itself is a material consideration in assessing the setting of that building. The nature and character of the listed building is clearly an important factor in judging its setting. Secondly, it is necessary not only to consider the listed building itself but also the nature and appearance of the existing surroundings of the listed building immediately prior to the proposed development being carried out.

It is not considered that any of these heritage assets would be affected by direct physical change rather any likely affect would be to their setting. Therefore, it is necessary to assess the nature, extent and importance of the significance of a heritage asset and the contribution of its setting.

The heritage asset mostly likely to be affected by such matters is the Registered Park and Garden of RHS Wisley. Although physically close at approximately 130m to the north west of the site, RHS Wisley has no real relationship with the application site which falls outside its setting, by virtue of intervening A3 in particular and also from existing mature trees. The gardens are already subject to significant levels of road traffic noise from the A3 which impacts on its character and how the asset is experienced. It is not considered that any additional noise, vibrations and light spill from the proposed development would be that significant to distinguish amplified harm. Any impacts in this regard from the construction phase would be of a temporary nature and hard to distinguish from the construction phase of the DCO. Ockham Mill and Ripley Conservation Areas as well as Millwater, Millstream House are also separated from the proposed development by the A3.

The listed barn at Bridgefoot Farm, approx. 1km to the south west of the application site draws its significance from its historic fabric and its close association with other listed buildings on Bridgefoot Farm. It is not considered that the application site makes any contribution to the setting and the proposed development would not result in harm to the asset.

The wall and gates to Ockham Park, being sited approximately 700m to the south of the application site, draw their significance from their architectural form and association with Ockham Park. The Ockham Conservation Area, Chimneys and Park Cottage also draw their significance from their fabric, form and setting within the historic core of the settlement of Ockham and Ockham Park and it is not considered that these contributing factors would be affected by the proposal.

In conclusion it is considered that there would not be any harm caused to the setting of the identified heritage assets as a result of the proposed development.

### Archaeology

In accordance with the policy requirement the application is accompanied by a desk-based assessment. This considers the site to have a generally low-moderate potential for archaeological remains dating from the earlier prehistoric and Bronze Age periods with a low potential for later periods based on the fact that are few recorded archaeological sites or finds listed on the Historic Environment Record (HER) within the vicinity.

However, the County Archaeologist suggests that with recent archaeological work carried out in the vicinity the potential for prehistoric archaeology is moderate rather than low. It is therefore considered that there is the need for further archaeological work, in line with the National Planning Policy Framework and Local Plan policy. The application site forms part of the planned Junction 10/A3 interchange scheme for which a detailed programme of archaeological evaluation would be required. As the current proposal would not be implemented except as part of the wider DCO scheme a condition would be necessary to ensure that the required evaluation work is conditioned to be carried out prior to the commencement of development.

The report also notes that the historic Parish boundary between Wisley and Ockham runs through the site and appears to survive as an earthwork within an area of dense vegetation. This feature will need to be archaeologically recorded but the report suggests that this feature may be considered as an Important Historic feature under the 1997 Hedgerow Regulations and so further expert advice will be required as to the significance of this feature and whether further work is required to satisfy the regulations. The further investigation work, and any appropriate recording of this information can be captured under the archaeological condition.

No harm has been identified to any heritage assets, and therefore the proposal is in accordance with policy D3 of the LPSS and HE12 of the Local Plan 2003.

### **Planning balance**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires decisions to be taken in accordance with the development plan unless material considerations indicate otherwise. This requires a broad judgement regarding whether the development accords with the plan read as a whole.

Paragraph 11 of the NPPF also states that 'plans and decisions should apply a presumption in favour of sustainable development...For decision-taking this means...approving development proposals that accord with an up-to-date development plan without delay'.

The proposal is in accordance with the specific site access requirements of policy A35, as well as the Strategic Development Framework Supplementary Planning Document which recognises that the access for the Airfield will be from the realigned Wisely Lane. No significant conflict with relevant Development Plan policies arise, and so it can be concluded that the development accords with the plan when read as a whole.

Notwithstanding this, it is noted that the all the harms identified above must be considered and balanced against the benefits of the proposal. For clarity, weighting is used in the following order, with the highest level of weight at the top and the lowest level of weight at the bottom:

- substantial
- considerable
- significant
- moderate
- modest
- limited
- little

### Harm

The proposal would result in some harm to the amenities of neighbouring dwellings at Elm Corner. However, this would be mainly during the construction phase, when there will also be activity present on the site from the work associated with the DCO. As such, the impacts resulting from this proposal will be limited. Due to the limited nature of this harm as set out above, this is afforded **modest weight** against the proposal.

The development will lead to a loss of 0.53% of the Wisley Airfield SNCI. However, it is noted that Natural England do not object to the proposal and the Council's ecology consultants also raise no concerns. In addition, it is noted that the loss of a small section of the SNCI would be somewhat offset by the 0.43ha of wildflower grassland that will be created as part of the development. **Moderate weight** is afforded to this harm.

### Benefits

Constructing the roundabout and stub road simultaneously with the Wisley Lane Diversion (which forms part of the DCO) would limit construction impacts on the local community and RHS Wisley and ensure that they are built at the same time to avoid digging up the Wisley Lane Diversion which will have only just been constructed. This accords with the economic objective of coordinating the provision of infrastructure set out in NPPF paragraph 8. This benefit is afforded **significant weight**.

The application unlocks potential to develop the land covered by the A35 allocation, by delivering a key piece of infrastructure. This would help to bring forward development in accordance with the spatial strategy outlined in the LPSS. This benefit is afforded **moderate weight**.

It is noted that the proposal includes a new area of wildflower grassland and an overall biodiversity net gain. **Moderate weight** is afforded to this matter.

### **Conclusion**

The proposal is in accordance with the specific site access requirements of policy A35, as well as the Strategic Development Framework Supplementary Planning Document which recognises that the access for the Airfield will be from the realigned Wisely Lane. Therefore, it is in accordance with an up to date development plan in this regard and benefits from the statutory presumption in section 38(6) of the Planning and Compulsory Purchase Act 2004, and from the presumption in favour of sustainable development paragraph 11(c) of the NPPF, as well as according with the plan-lead approach to planning decision making (NPPF para. 15).

The balance which has been undertaken concludes that the benefits of the proposal do outweigh the limited identified harm and therefore, planning permission should be granted.