REASON FOR REFERRAL TO COMMITTEE

The application has been referred to planning committee by the Development Manager.

PROPOSED DEVELOPMENT

A request for observations has been received from Surrey Heath Borough Council in relation to a hybrid planning application which seeks part outline planning permission and part full planning permission for the development as detailed below:

Outline planning application for a mixed use development comprising of:

- Upto 1,000 residential units (940 dwellings) and elderly care (60 dwellings) (Class C3 and C2);
- A total of 62,675sqm of non-residential floorspace, comprising employment (B1, B2, B8), education (D1), retail (A1-A5), leisure and community (D1/D2) and a hotel (C1);
- A strategic parkland and Suitable Alternative Natural Greenspace (SANG) with associated car park;
- The change of use of Blister Hanger (aviation to equestrian);
- The change of use of Pillbox (aviation to D1);
- The change of use of Gamekeeper’s Cottage (agricultural to equestrian);
- The retention of Woking Lodge (C3)
The retention of the Kennels (Sui Generis)
The phased demolition of all other existing buildings
Provision of supporting infrastructure, helipad and associated facilities, re-provision of existing equestrian buildings, open space and landscaping, visitor centre, associated vehicular and other access routes and related highway works.

Submitted with the outline application is a set of parameter plans which propose:
- Land use i.e. showing the residential zones and the mixed use zones;
- Density i.e. showing the density ranges for residential development
- Building heights i.e. showing the proposed maximum heights of the development for each defined area;
- Access and movement i.e. showing the primary routes into the site, the secondary routes within the site and pedestrian only access points.

The applicant has also submitted an illustrative master plan with the application which shows one example of how the site could be developed.

**Full planning application** for means of site accesses (including alterations to existing accesses and a new road junction onto the A320).

The proposed access onto the A320 would be to the north of Woking Borough Boundary within Runnymede Borough Council.

**Phases**
The construction phase of the development is expected to be in the region of 10 years. The development would be delivered in three phases, although each phase is likely to contain sub-phases.

**Phase 1** – The first phase incorporates most of the land fronting Chertsey Road, and the Ottershaw Parkland SANG. The phasing plan indicates the following will be delivered:
- Most of the business premises and hotel located within western employment area
- A quarter of the total number of homes which are positioned parallel with Chertsey Road and form part of the Woodland Quarter
- Green infrastructure including Rills and Ottershaw Park SANG
- Three access points from Chertsey Road (new routes limited to Phase 1)
- Temporary shop

**Phase 2** - The second phase incorporates the central portion of the Site, spanning from east to west. The phasing plan indicates the following will be delivered:
- Southern employment area
- The Village Core which includes:
  - Half of the total number of homes proposed
  - Elderly person housing
  - The High Street
  - Village Green
  - Primary school
  - Sports pitched
  - Sports hub
  - SANG visitor centre
  - Further Green infrastructure including Rills and Ride
  - Remainder of the sustainable transport corridor/link road, to connect with the A320
Phase 3 - The third phase incorporates the southern part of the Site, and the eastern-most element of the developable area. The phasing plan indicates the following will be delivered:

- A quarter of the total number of homes
- Eastern gateway employment site
- Green infrastructure including the Bourne Meadows SANG

RECOMMENDATION

Advise Surrey Heath Borough Council no objection subject to Surrey Heath Borough Council being satisfied as to the impacts of the development on the local highways network and noise and air quality.

SITE DESCRIPTION

The application site is located immediately to the north of the Woking Borough Council Boundary and spans across land within both Surrey Heath Borough Council (SHBC) and Runnymede Borough Council (SHBC). The site is approximately 156 hectares and is broadly bound by the A319 Chertsey Road to the north, Ottershaw Park/A320 Guildford Road/Wey Farm to the east, the River Bourne and the McLaren Technology Centre to the south, and open countryside to the west.

Fairoaks Airport currently occupies approximately half of the application site and is accessed from the A319. In addition to airport buildings, the north-west of the Site accommodates a number of business units providing offices and industrial space.

The land to the east of Bonsey’s Lane within the Site boundary (centre, north of the Site) has historically been known as Berwin Park. This land accommodates a residential dwelling and an equestrian enterprise including built stables, storage space, a sand school and productive grazing pasture.

At the south-east part of the Site is Woking Lodge (a residential dwelling) and the Wey Farm Boarding Kennels and Cattery.

Areas of wet grassland and a network of vegetated drainage ditches exist to the south of the Site within the flood zone along the northern bank of the River Bourne.

The application site is located within the Green Belt and the southern edge of the Site is located within Flood Zones 2 and 3.

REPRESENTATIONS

183 letters of objection were received in response to the proposal raising the following points:

- Increase in traffic on A319 and A320 which are already overburdened
- Increase in traffic on Chobham High Street which will not be able to cope with increase in traffic
- Increase in traffic on roads around the site that are already heavily congested
- Increase in traffic on Philpot Lane
- Concerned about the proposed traffic lights at the junction of Chertsey Road/High Street/Windsor Road
- Proposed link road will just increase traffic
- Surrounding country lanes will not be able to cope with increase in traffic
A no right turn on the Chertsey Rd/Windsor Rd junction leads those who wish to turn right to either cut through residential roads, or to turn left and then do a U turn on a mini roundabout.

- Increase in traffic cannot be mitigated with alterations to existing roads and provision of new roads.
- The proposed highways works will just increase traffic and congestion.
- Loss of trees, flora and fauna to facilitate the proposed development.
- Loss of more public open space than what will be provided with the SANGs.
- Increase in footfall on Horsell Common and McLaren Park.
- Noise, dust and disturbance during construction and once the development has been completed will impact on existing residents.
- Increase in pollution and vibration from cars on A320.
- Increase in flooding in the area.
- McLaren roundabout should link to junction 11 of the M25.
- The development at Longcross will also increase traffic within the area.
- Increase in pressure on St Peters Hospital.
- Against local policies – site is allocated for employment and aviation.
- Contrary to national policy.
- Loss of Green Belt land.
- No very special circumstance – against Green belt policy.
- Impact on openness.
- Urbanisation of the Green Belt.
- Impact on landscape.
- Loss of airport would harm the local economy.
- Harm to aviation economy.
- Loss of pilot training facility.
- No local airfields within an hour of the site.
- Alternative airports are not suitable as they don’t have sufficient hangars, sufficient capacity or hard runway.
- Harmful impact on environmentally sensitive areas of Horsell Common.
- Residents will be reliant on a car to access education, health etc due to lack of on site provision.
- Loss of aviation based employment.
- Impact on medical services the airport provides – such as medical flights for medical supplies and organ transplants.
- Airport has been starved of investment.
- Impact on Thames Basin Heaths SPA.
- Increase in pressure on GP services which are already at capacity.
- The development will bring no benefits, the only benefits cited are to offset the negative impact of the development.
- Information on traffic and infrastructure lack detail.
- Negative impact on aviation industry.
- Increase in air pollution.
- Increase in noise pollution.
- Increase in light pollution.
- Airport should be retained.
- Loss of wildlife.
- Many existing business will not survive the upheaval of relocating to new premises in the development.
- Loss of open space.
- Does not qualify as a Garden Village.
- It is not a Garden Village, but a major housing development.
15 January 2019 PLANNING COMMITTEE

- Impact on capacity at Woking Station
- The proposed SANGs will not compensate for biodiversity lost to build the development
- Lack of public transport to serve the development
- Unrealistic people will live and work within the development and not be reliant on a car
- Lack of facilities within walking distance
- Lack of foot and cycle paths
- Pre-application community engagement was ineffective and flawed, with the views of the community being misreported in feedback sessions and not reflected in the application documentation.
- Loss of trees
- No evidence projected number of jobs will be created
- Impact on character of the area
- Cause 10 years of disruption during construction
- House prices will be too expensive for young local people
- Loss of privacy
- Need for 1,000 homes is excessive
- Submitted aviation report is flawed and should include figures up to 2018 not 2016 to get accurate reflection of current usage of the airport
- The airport is thriving not failing as the applicant suggests
- Increase in traffic around secondary schools where children will go due to lack of public transport
- Already enough houses being built within the area
- The traffic survey of the A320 was carried out when there were traffic lights on the road impacting on the results. A later mini survey that was undertaken does not make the result of the original survey robust or representative.
- The submitted information provides a misleading appraisal of the quality of the ‘green’ environment at Fairoaks.
- Does not include studies of veteran trees or bats
- Not addressed provision of secondary education for the development
- Does not respect the rural character of the area
- Further information on the proposed equestrian use is needed
- Noise impact from helipad
- Lack of information on the proposed Community Trust and whether this would be viable
- There is no demand for the size and style of houses being proposed
- There is no provision for a cemetery for this community
- There is no mention of a sewage treatment plant
- Ashes spread over application site
- Would support alternative plans to development the airport into for example a science park or pilot training facility
- If Fairoaks is to close, then Redhill will be the last general aviation airfield in Surrey
- Helipad dangerous due to proximity to houses and equestrian use
- Site is on a flood plain
- Aviation report is flawed

RELEVANT PLANNING POLICIES

Section 2 - Achieving sustainable development
Section 5 - Delivering a sufficient supply of homes
Section 6 - Building a strong, competitive economy
15 January 2019 PLANNING COMMITTEE

Section 7 - Ensuring the vitality of town centres
Section 8 - Promoting healthy and safe communities
Section 9 - Promoting sustainable transport
Section 11 - Making effective use of land
Section 12 - Achieving well-designed places
Section 13 - Protecting Green Belt Land
Section 14 - Meeting the challenge of climate change, flooding and coastal change

Woking Core Strategy (2012)
CS6 - Green Belt
CS7 - Biodiversity and nature conservation
CS8 - Thames Basin Heaths Special Protection Areas
CS9 - Flooding and water management
CS10 - Housing provision and distribution
CS11 - Housing mix
CS12 - Affordable housing
CS13 - Older people and vulnerable groups
CCS15 - Sustainable economic development
CS16 - Infrastructure delivery
CS17 - Open space, green infrastructure, sport and recreation
CS18 - Transport and accessibility
CS21 - Design
CS22 - Sustainable construction
CS24 - Woking’s landscape and townscape
CS25 - Presumption in favour of sustainable development

DM2 - Trees and landscaping
DM3 - Facilities for Outdoor Sport and Outdoor Recreation
DM5 - Environmental Pollution
DM6 - Air and Water Quality
DM7 - Noise and Light Pollution
DM8 - Land Contamination and Hazards
DM13 - Buildings in and Adjacent to the Green Belt
DM21 - Education Facilities

PLANNING ISSUES

1. Employment
   The outline planning application includes a total of 62,675sqm of non-residential floorspace, comprising employment (B1, B2, B8), education (D1), retail (A1-A5), leisure and community (D1/D2) and a hotel (C1). This would result in approximately 1,250 net additional jobs. The employment floorspace would be phased over a 10 year period.

2. Housing
   Upto 1,000 residential units (940 dwellings) and elderly care (60 dwellings) would be provided within the proposed development over a 10 year period.

3. Hotel
   The proposed development would accommodate a hotel with approximately 120 rooms sited within the employment/business area with a frontage onto the A319 Chertsey Road.
4. **Retail**
The proposed development includes provision of shops (Class A1), professional and financial services (Class A2), café/restaurants (Class A3), bars/pubs (Class A4) and takeaway (Class A5). The land use plan indicates land for these uses would be adjacent to the High Street.

5. **School and other community facilities**
Over the 10 year development period a primary school, sports pitches, sports hub, community hub, formal and informal open space and play space, convenience shops, cafes, village pub and fitness space.

SHBC should be satisfied that the 420 place primary school to be provided within the development is sufficient to meet demand. The applicant has advised that a financial contribution will be secured to contribute towards secondary education at existing secondary schools. The nearest secondary schools to the application site are The Bishop David Brown School, Fullbrook, Jubilee High School, Salesian School and Woking High school. The applicant has advised that there are currently 582 surplus spaces but Salesian School and Woking High School are operating to capacity. SHBC should be satisfied that there is sufficient capacity for secondary schools aswell as sufficient public transport for pupils to travel to nearby secondary schools.

Information submitted with the planning application has indicated that the proposal would generate demand for 1.3GPs and that the existing GP surgeries within the area are currently operating at capacity. No GP surgery is proposed on site within the new development. The applicant has advised that a financial contribution will be made to support the expansion of health facilities in the local area. SHBC should be satisfied that adequate health care facilities will be provided for residents of Fairoaks.

6. **Design Principles and masterplanning**
Information submitted advises that the scale of the proposed development is driven by the need for a critical mass of housing and business space to support the community services (such as primary school, creche, community hub, sports hub) and other neighbourhood scale amenities needed to meet day-to-day needs.

7. **Loss of aviation**
The proposal would result in the Fairoaks Airport; information submitted with the application indicates that Fairoaks currently supports approximately 295 jobs and 61 Businesses. It is proposed to provide a helipad with the proposed development. The applicant has advised an analysis undertaken by York Aviation demonstrates that there are a reasonably wide range of general aviation facilities within an hour’s drive of the Site which provide a potential alternative to the type of flying activities currently taking place at Fairoaks.

8. **Green Belt**
The application site is located within the Green Belt. The applicant has advised that the disposition of development and indeed the proposed mitigation and scheme enhancements reflect the sensitivity of the site, directing the built form towards the PDL areas and those less sensitive to absorbing built form.

9. **Heritage and conservation**
The Heritage Assessment submitted with the application confirms there are no heritage assets within the application site, but there are 17 Grade II Listed Buildings within the 1km study area. The Heritage Assessment identifies a number of buildings which are to be demolished within the application site that possess some local heritage value as well as the loss of the airfield which is considered a as site of local historic interest.
10. Ecology and biodiversity
The proposed development would include two SANGs, one to the east of the site and one to the south of the site. In addition over 2km of green ‘Rills’ and ‘Rides’ will create corridors for bat and movement foraging.

11. Landscape and visual impact
A Landscape and Visual Impact Assessment based on parameter plans has been provided. Information submitted with the planning application advises that the proposed multifunctional green and blue infrastructure would ensure that the proposed development would integrate successfully with the local landscape in the long term and there would not be significant adverse effect on views. It is considered that proposed development would not have a significant impact on viewpoints from Woking Borough.

12. Open space, play, sport and recreation
The proposed development would provide approximately 92ha of open space, which includes 53ha of SANG. The development would also provide new routes for pedestrians, cyclists and horse riders linking to existing public rights of way and enhancing an existing bridleway.

13. Trees
The Site currently comprises large areas of undeveloped, open space, including areas of open grassland, trees and hedgerows, woodland and drainage ditches. The proposed development based on the parameter plans and illustrative masterplan would result in the loss of 25 trees (3 Grade ‘B’, 13 Grade ‘C’ and 3 Grade ‘U’) and partial removal of two hedge rows and 3 Grade ‘B’ trees. All Grade ‘A’ trees and trees protected by Tree Presentation Orders are to be retained. Tree protection measures will be implemented to protect trees to be retained.

14. Energy and sustainable design
SHBC should be satisfied that the proposed residential and commercial buildings will be constructed to high standards of energy and water efficiency in accordance with up to date policy/legislation throughout the 10 year construction phase.

15. Health and wellbeing
As previously advised the proposed development would not provide on site GP facilities. Two SANGs, playspace, sports pitches and formal and informal open space within the residential areas would be provided to provide outdoor recreation. In addition a community hall, allotments and primary school would be provided to support the development.

16. Transport and movement
The proposed development has been designed with a diverse mix of uses to create a largely self-sufficient village which serves most day-to-day needs, and therefore reduces the need to travel outside of the Site.

The proposed development would be served by four vehicular access points, 3 from the A319 and one from the A320. The development would create a new spine road connecting the A319 and the A320.

The applicant has advised that the development has been designed to promote the use of sustainable transport.

It is proposed the development would have:
• A Mobility as a Service" ('MaaS') which is built around an internet and phone application that allows users to have their journeys planned in real time across all modes, for a fixed subscription cost. For example the MaaS would include access local to local bus, Uber and car club.

• Bus route through the site
• Possible alterations to existing bus routes to service the site
• A ‘Cycle Hub’
• Vehicle and cycle parking
• Travel plan

The proposed development would provide proposes to undertake mitigation works on the highway at locations that overlap with the A320 study, such as work to Chertsey Road/ Martyrs Lane roundabout and Chertsey Road/Monument Road/Woodham Road/A245 roundabout.

SHBC should be satisfied that the proposed development will have a satisfactory impact on transport and movement.

17. Air quality
A report on air quality has been undertaken which has considered the entirety of the site rather than specific phases. The applicant has advised the air quality impacts from the construction phase of the proposed development are predicted to be not significant subject to mitigation measures and therefore are not considered as a constraint to planning permission. Modelling to determine future local air quality has predicted levels are well below the relevant Air Quality Objectives.

SHBC should be satisfied that the proposed development will have a satisfactory impact on air quality.

18. Noise
The applicant has advised that if a Construction Environmental Management Plan is followed and adhered to then there would be a short term minor adverse impact at the local level during the construction phase, due to construction noise and vibration and a negligible impact due to construction generated traffic. These impacts are not considered significant.

The applicant also advises without site design it assesses there to be long-term minor to moderate adverse impact at the local level experienced in the garden areas of the proposed dwellings. With mitigation measure the impact should range between negligible and minor adverse.

With regards to the proposed helipad the applicant advised there would be a negligible/not significant effect with reference to the relevant guidance.

SHBC should be satisfied that the proposed development will have a satisfactory impact on noise and vibration during and after construction phasing.

19. Archaeology
An Archaeological Desk-Based Assessment has established that there is an archaeological interest within the Site. This is defined as the potential for the presence of buried archaeological remains in parts of the site. There is moderate potential for prehistoric remains. The assessment states that any adverse impact would be permanent and irreversible, but that this effect could be reduced through the
implementation of an appropriate scheme of archaeological mitigation, in accordance with national and local planning policy.

20. Flood Risk and drainage
Parts of the south of the application site are located within flood zones 2 and 3. The majority of the built form would be in flood zone 1; the south east element of the access road to the A320 would marginally pass through flood zone 3. The applicant has advised the chosen alignment favoured the least risk in terms of fluvial flooding and the sustainability benefits of the development to the community outweigh the anticipated flood risk impact.

The majority of the site is a very low risk of surface water flooding. The applicant has advised that areas at low, medium or high risk of surface waster flooding can be managed with a sustainable drainage system.

SHBC should be satisfied that the proposed development will have a satisfactory impact on flooding and incorporate a satisfactory sustainable drainage system.

21. Lighting
The submitted Strategic Design Code sets out the maximum permitted height of lighting columns for different street types. Generally columns will be kept as low as possible whilst providing safe lighting levels and avoiding light pollution. The Design and Access Statement advises the SANG areas will not be lit, the Ride and The Rills will be lit with low level cowled lights with the exception of the eastern-most Rill which is intended primarily as an ecological corridor and will not be lit and the car park and sport pitches at the sport hub will be lit.

22. Contaminated Land
An assessment of the effects of the proposed development with regard to land contamination and ground conditions has been submitted.

The assessment states that a number of potential sources of contaminants of concern have been identified at the site, and it is therefore proposed that a site investigation will be undertaken. If any risks are identified then these can be appropriately controlled through the completion of any recommended mitigation measures and the implementation of environmental management practices during the construction works.

23. Waste
All residential and commercial buildings would be serviced by a Waste Management Plan which would include collection recycling, food composting for use in the landscaped open spaces within the site and recycling bins in all key public areas. All buildings would have storage of waste and recycling bins.

24. Agriculture
A detailed Agricultural Land Classification (ALC) of the Site undertaken in June 2018 identified 42% of the site comprising agricultural land. The land was classified as Grade 3b, which the Ministry of Agriculture, Fisheries and Food (MAFF) describe as “moderate quality agricultural land with severe limitations which significantly restrict the range of crops and/or level of yields”. The ALC report concludes that the site would not be considered to be ‘best and most versatile’ agricultural land.

25. Infrastructure
The applicant has advised that most of the infrastructure needed to support the development will be provided on site with the exception of off site highways works and most of the infrastructure will be provided within phase 1.
26. Equestrian use
   The Site currently accommodates an equestrian enterprise. The proposed development includes an area for equestrian use across two fields to the north of the Ottershaw Park SANG to allow the Site’s equestrian role to continue.

CONCLUSION

27. Given the scale of the proposed development and its relatively close proximity to the borough boundary of Woking, SHBC should ensure that the proposed development would have a satisfactory impact on key infrastructure, facilities and services within the Woking Borough.

BACKGROUND PAPERS

1. Representations

RECOMMENDATION

Advise Surrey Heath Borough Council no objection subject to Surrey Heath Borough Council being satisfied as to the impacts of the development on the local highways network and noise and air quality.