

Guildford Local Plan

Inspection Hearings June, 2018

APPENDICES

for

Statement on behalf of

Mr and Mrs Paton of Yarne, Ockham Lane, Ockham

1	BUILT ENVIRONMENT AND HERITAGE ASSETS. INSPECTOR'S QUE 10	5
1.1	Is the plan sound in respect of its approach to heritage assets?	5
1.2	Does the plan promote good urban design?	13
2	SITE ALLOCATION A35 AGRICULTURAL LAND AT THREE FARMS MEADOW	19
2.1	Is the size allocation sufficient?	20
2.2	What is the position of the hardstanding area?	28
2.3	How is the visual impact of the scheme handled?	30
2.4	How would site access be handled?	34
2.5	Relationship of site to A3 infrastructure improvement works	37
2.6	Pattern of movement from site and sustainable transport modes	38
2.7	Relationship of timing of key infrastructure and delivery trajectory for the site	42
2.8	Provisions to prevent adverse impact on the SPA	43
2.9	How much of the site is brownfield land?	51
2.10	Are there local Exceptional Circumstances?	53
	ANALYSIS OF AECOM'S SUSTAINABILITY ASSESSMENT IN RELATION TO THE FORMER WISLEY AIRFIELD....	66

Table of Figures

Figure 1 Local Plan Indicators and Targets for Policies D3 and D4	6
Figure 2 Plan from British Listed Buildings website showing listed buildings in Ockham	9
Figure 3 Plan showing Ockham's Conservation Areas taken from GBC website	9
Figure 4 Listed Buildings in Ripley.....	10
Figure 5 Listed Buildings in Wisley.....	10
Figure 6 1816 OS Map of Ockham	11
Figure 7 1958 OS Map of Ockham	12
Figure 8 Extract from plan of Site Allocation in the GBC Local Plan	23
Figure 9 Extract from Wharfland's plan to develop an IVC near Elm Corner	28
Figure 10 Extract from Plan of new town in 15//00012	28
Figure 11 Extract from OS Windsor series Land Use maps 1921 updated 1930	30
Figure 12 Extract from contour map supplied as part of planning application 15/P/00012.....	30
Figure 13 Extract from Windsor series OS map 1920 updated 1931	30
Figure 14 Extract from building heights plan in 15/P/00012.....	31
Figure 15 Illustrative proposed contours in 15/P/00012 showing re-grading of land	31
Figure 16 Extract from buildings plan for 15/P/00012 showing building heights- western end.....	32
Figure 17 Extract from buildings plan for 15/P/00012 - central and eastern end.....	32
Figure 18 Plan showing SCC Highways' proposed road closures to 'mitigate' the effect of the new town.	34
Figure 19 HE constraints on house building numbers	37
Figure 20 RTPI analysis of commuter destinations from towns in the Green Belt.....	39
Figure 21 Extract from Wisley Property Investments submission to J10 consultation	42
Figure 22 Extract of map showing Biodiversity Opportunity Area (purple) on which GBC has allocated site A35.....	43
Figure 23 Risk zones around Ockham Common SPA and location of new town.....	45
Figure 24 Surrey Nature Partnerships Biodiversity Opportunity Area	45
Figure 25 Surrey Wildlife's plan of its Site of Nature Conservation Interest	46
Figure 26 Schedule of planned accommodation for 15/P/00012	47
Figure 27 Surrey Nature Partnership minutes on wildlife corridors.....	49
Figure 28 Developer's plans for a new road along wildlife corridors into the southern part of A35.....	50
Figure 29 Developer's Agricultural Land Classification.....	51
Figure 30 GBC's 1979 Agricultural Land Classification.....	52
Figure 31. 1979 MAFF plan of the Agricultural Land Classification of the Appeal Site	52
Figure 32 GBC map of potential development sites around Guildford	56
Figure 33 Maps of Site A29 vs A35 in the Aecom SA.....	59
Figure 34 Site 29 and its relationship with local schools, roads and railway lines	59
Figure 35 Development sites in Ash and Tongham	60

Figure 36 Sustainability comparison of Site A29 with A35	61
Figure 37 Sustainability comparison of Gosden Hill Farm with Land at former Wisley airfield	62
Figure 38 AECOM's 8 spatial strategy alternatives.....	62
Figure 39 Number of houses for each of AECOMS 8 spatial strategy options	63

1 Built Environment and Heritage Assets. Inspector's Que 10

1.1 Is the plan sound in respect of its approach to heritage assets?

1.1.1 Que 10.2: 'Is the plan sound in respect of its approach to heritage assets? See item 34 of my initial Questions.'

1.1.2 We address this question in the specific context of Ockham and its heritage. Ockham is of particular relevance in this context because it has been chosen as Site Allocation A35, which is the location for a 'new settlement', the first in the Borough.

1.1.3 The proposal to develop site allocation A35, also known as Three Farms Meadow, renders the plan unsound. The allocation of this site in the heart of Ockham for a new settlement would destroy Ockham's setting and heritage.

1.1.4 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("the Act") imposes a "General duty as respects listed buildings in exercise of planning functions." Subsection (1) provides:

"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."

1.1.5 s.72 requires special attention to be paid to preserving or enhancing the character or appearance of conservation areas. 'There is a statutory presumption, and a strong one, against granting planning permission for any development which would fail to preserve the setting of a listed building or the character and appearance of a conservation area'¹.

1.1.6 The submission Local Plan sets out policies to protect our heritage.

'POLICY D3: Historic environment

*(1) The historic environment will be conserved and enhanced in a manner appropriate to its significance. Development of the highest design quality that **will sustain and, where appropriate, enhance the special interest, character and significance of the borough's heritage assets and their settings and make a positive contribution to local character and distinctiveness** will be supported.'*

Policy D4: Character and design of new development

Introduction

4.5.45a One of the core planning principles of the NPPF is to always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

*4.5.46 High quality design that **responds to its local context** will be required on all new development. In addition to the site allocations, it will also be required on the range of other development sites that will continue to come forward through redevelopment, infilling or conversions. Some of these sites will have been identified within the latest Land Availability*

¹ See Forge Field para 45

Assessment (LAA), whilst some will unexpectedly come forward through the planning application process.

1.1.7 These new policies materially dilute the policies in the existing/old Local Plan, Policies HE4 and HE10. HE10 specifically referred to conservation areas and views into and out of a conservation area. HE4 specifically referred to listed buildings and their settings.

1.1.8 Appendix G of the Local Plan, Policy and Monitoring sets out Indicators and Targets for each policy:

Policy	Indicator	Target	Data Source
D3 Historic environment	Having access to up to date historic environment records and a heritage asset register	Conserving and enhancing the historic environment in a manner appropriate to its significance	Surrey County Council Historic Environment Record at www.surreycc.gov.uk/heritage-culture-and-recreation/archaeology/historic-environment-record
	Ensure up to date information including the Local List and the list of locally important parks and gardens are available online	Supporting development of the highest design quality that will conserve and enhance the special interest, character and significance of the Boroughs heritage assets and their settings and make a positive contribution to local character and distinctiveness	Historic England keep a heritage at risk register which includes grade I and grade II* listed buildings, scheduled monuments, registered parks and gardens and conservation areas.
	Number of published conservation area appraisals Keep the numbers of buildings at risk under review	Refusing works which would cause harm to the significance of a heritage asset, whether designated or non-designated, or its setting and having these decisions upheld at appeal.	Guildford Borough Council website: https://www.guildford.gov.uk/article/16929/Listed-and-locally-listed-buildings
D4 Character and Design of New Development	Percentage of appeals allowed for applications originally refused for design reasons	Reductions in the percentage of appeals allowed that are considered to be poorly designed	Planning applications and appeals.

Figure 1 Local Plan Indicators and Targets for Policies D3 and D4

1.1.9 These indicators and targets are superficial to the point of triviality. They do not provide an objective means of holding the Council to account. The databases are County or National-level databases that contain almost no granular local data. Access to these databases is not the prerogative of the Council. Mere access does nothing to ensure protection of our heritage. The databases record the minimum amount of information for listed buildings, usually contain no information about their settings and little or no information about the reason for the listing. The GBC website page is little more than a page of planning definitions and links to the usual national databases. National Agencies do not have the resources or knowledge to protect *local* heritage assets. The Council is attempting to push off its responsibilities onto other agencies.

1.1.10 The Indicators cited are:

- ‘Number of published conservation area appraisals.
- Keep the numbers of buildings at risk under review.

1.1.11 These indicators are not adequate. GBC has not carried out its own Appraisal of the character of the Ockham Conservation Areas. The monitoring indicator for Site Allocation A35 is therefore **non-existent**. The cupboard is bare. There is no point of reference by which to hold the Council to account. The Council’s Character Appraisals are set out on its website: <https://www.guildford.gov.uk/16933>. These are mainly for the Town Centre of Guildford itself and its immediate suburbs such as Abbotswood and Charlotteville. **There is none for Ockham.** It only recently prepared one for Ripley after years of requests by Ripley Parish Council.

- 1.1.12** The Council has had a decade since the developer first purchased Three Farms Meadow to prepare a Conservation Area Character Appraisal for Ockham. It has been giving pre-application planning advice to Wisley Property Investments for many years in respect of its proposals to develop a new town on agricultural land in the centre of Ockham. Despite this the Council's Conservation Officer has not acknowledged or responded to emails asking for a Character Appraisal for Ockham.
- 1.1.13** The failure to create *any* Conservation Area Character Appraisal for Ockham is a glaring and deliberate omission. It amounts to a serious procedural irregularity. Instead of preparing its own appraisal the Council appears to have uncritically accepted consultants' reports commissioned by the developer, that has an obvious conflict of interest.
- 1.1.14** The new town will be the third biggest town in the Borough, smaller only than Guildford itself and Ash and Tongham. Ockham is an ancient and rural and agricultural parish, large in area and small in population. A new town in the centre of Ockham will introduce over ten times as many houses as currently exist. The density of dwellings per hectare will exceed that in most parts of London. The mass and scale of the development will permanently destroy the integrity of Ockham's heritage and its setting. If it is in the public interest rather than for the private profit of an offshore developer the *least* the Council can do is first scrupulously to follow the rules and
- obtain accurate information
 - carry out its own evaluation
 - act independently from the developer
 - subject submissions from the developer and its consultants, who have manifest conflicts of interest, to critical scrutiny
- 1.1.15** Historic England has published a number of relevant booklets:
- The Historic Environment and Site Allocations in Local Plans Historic England Advice Note 3
 - Sustainability Appraisal and Strategic Environmental Assessment Historic England Advice Note 8
 - Tall Buildings Historic England Advice Note 4
 - Understanding Place Historic Area Assessments
- These would provide a more objective yardstick by which to monitor the Council's responsibilities in sustaining the Historic Environment. GBC has not followed Historic England's advice in relation to Ockham and its heritage.
- 1.1.16** HE's 'The Setting of Heritage Assets, Historic Environment Good Practice Advice in Planning' is of particular relevance. It sets out a 'Staged approach to Proportionate Decision-Taking'. This recommends a broad approach to assessment undertaken as a series of steps. The steps are as follows:
- Step 1: identify which heritage assets and their settings are affected
- Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)
- Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance
- Step 4: explore the way to maximise enhancement and avoid or minimise harm
- Step 5: make and document the decision and monitor outcomes
- 1.1.17** The Council has not followed these steps in relation to Ockham. The developer has made repeated applications to change the use of the land since it purchased in 2007. In its applications the developer deliberately and repeatedly mis-characterises the land at the centre of Ockham, Ockham's history, and Ockham's heritage. Many of the developer's claims have been uncritically adopted by the Council.

1.1.18 **Ockham Village** GBC makes no effort to examine the history and morphology of the village. It slavishly follows the developer's descriptions. The developer and its consultants ignore Pevsner's description of the village as 'dispersed' and wrongly describe it as a nucleated village based around the former Hautboy Hotel. This mis-description puts the baseline for the analysis in the wrong place and denies Ockham its historic shape, character and history.

1.1.19 Ockham is a distributed village comprising a community of hamlets and dwellings spread out across the farming landscape.

"[Ockham] is and always has been a community of small hamlets and dwellings scattered over more than 2000 acres. From at least the early Middle Ages, and probably from much earlier, it has been a recognised entity²."

1.1.20 This non nucleated village is spread out around the dominant high ground in the parish, Three Farms Meadow. This non-nucleated village pattern may reflect Ockham's Saxon origins. Ockham village is an integrated whole comprising:

- Its **Parish Church, Ockham Park and Nine Hamlets**, a number of which are included within the Ockham Conservation Area;
- **Ockham Common** to the north – comprising the Moor and the Wilderness; and
- The large tract of agricultural land now known as **Three Farms Meadow**, including the 'One hundred and forty acre' field adjacent to the former Corsair Farm; the fields adjacent to the former Hyde, Stratford Farms and Yarne Farms, and adjacent to the current Bridge End Farm

1.1.21 The nine hamlets comprising Ockham are:-

- 1 Ockham Mill and Ockham Court** – the settlement around Ockham Mill rebuilt by the Earl of Lovelace c.1864; Ockham Mill is Grade II listed and is at the centre of a Conservation Area;
- 2 Church End** – the settlement around Church Gate House (Grade II listed), Ashlea (Grade II listed)
- 3 South End** – the settlement around South End Farm, including South Cottage (Grade II listed), Old Cottage (Grade II listed) and Batchelors (Grade II listed)
- 4 Bridge End**, the settlement around Bridge End House (Grade II listed). It is named for the bridge over the stream. The area was called Stratford, literally 'street ford' or 'road ford', in medieval times. The stream is now called Stratford Brook and the hamlet or cluster of houses around the bridge is now called Bridge End.
- 5 Martyr's Green**, the settlement around Martyr's Green (Yarne, Upton Farm, Pound Farm, Pound Farm Barn – all Grade II listed)
- 6 May's Green**, the settlement around May's Green Cottage (Grade II listed)
- 7 Hatchford End**, the settlement around Hatchford End
- 8 Elm Corner**, the settlement around Elm Lane and Elm Corner
- 9 Hautboy and School Lane**, the settlement around the former Hautboy Hotel, built by the Earl of Lovelace in c1864 (Grade II listed) , replacing the Oboe and Fiddle pub at Bridge End, and School Lane, which takes its name from the school built for runaway slaves by the Earl of Lovelace.

1.1.22 These settlements each have their own distinct character and history. They are dispersed over a wide area reflecting their agricultural origins. They all formed part of the Ockham Park Estate which owned most of the farms/land in Ockham for some three hundred years until 1958. The hamlets are connected to Ockham Church by Ockham Lane and ancient footpaths across the Parish. The hamlets have remained the same or similar over at least the past two hundred years

² P 2 A History of Ockham to 1900, publ 2013 by Surry Archaeological Society

1.1.23 The plan below is taken from the Listed Buildings website³ and shows the listed buildings in the various settlements of Ockham. Many of these are situated along Ockham Lane, which is also the Spring Line below Three Farms Meadow.

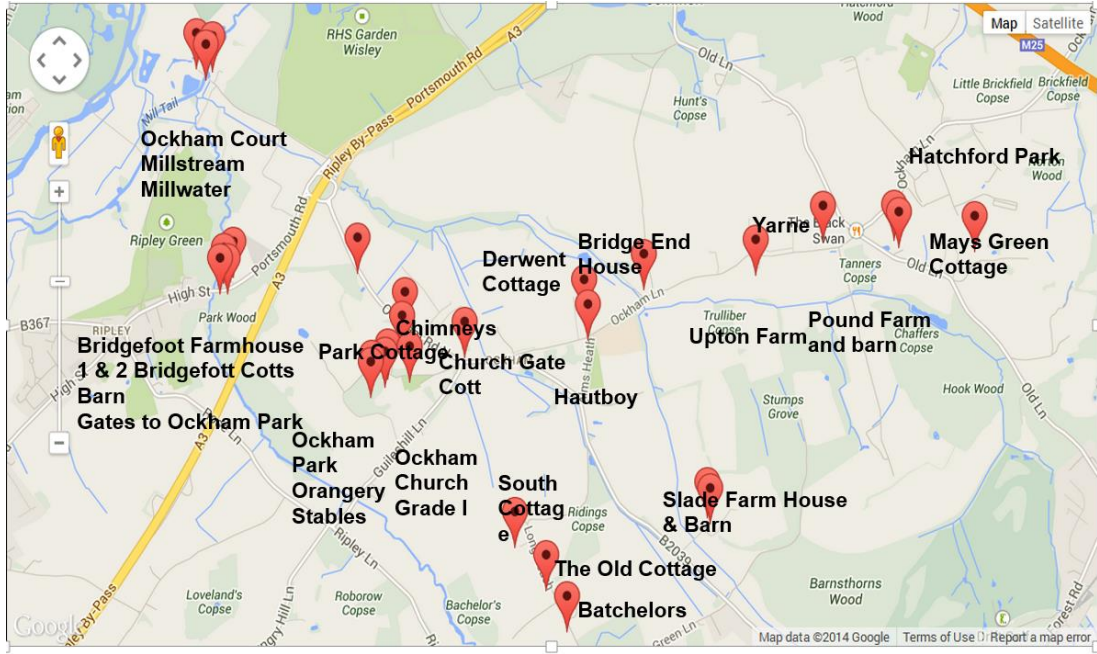


Figure 2 Plan from British Listed Buildings website showing listed buildings in Ockham

1.1.24 The map below is taken from the Guildford Borough Council website. It shows the Conservation Areas in Lovelace Ward together with the location of Yarne and the borders with Woking and Elmbridge Borough Councils.

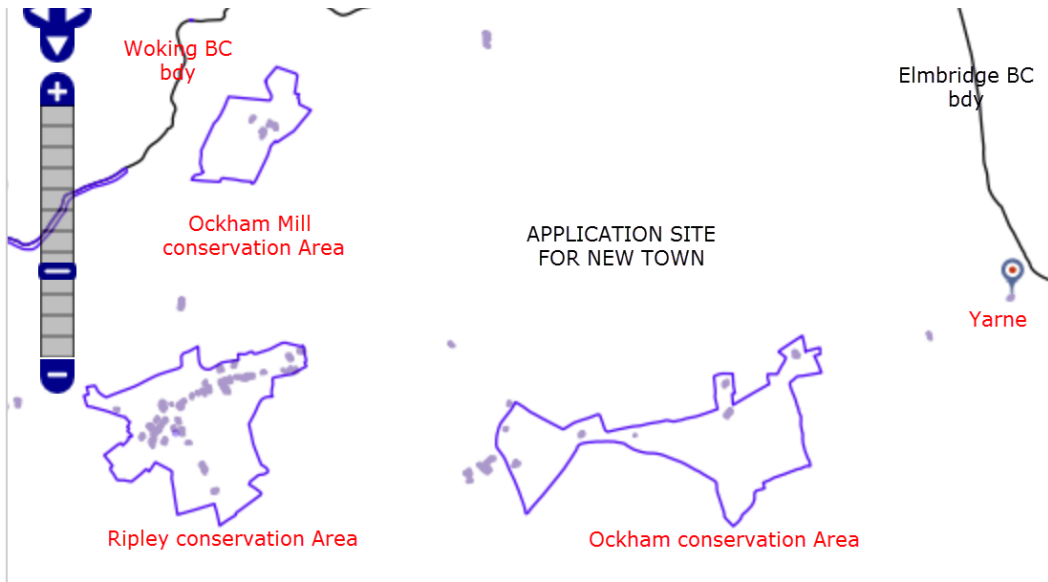


Figure 3 Plan showing Ockham's Conservation Areas taken from GBC website

³ <https://www.britishlistedbuildings.co.uk/england/ockham-guildford-surrey#.WXSOD-mQw2w>

1.1.25 The historic village of Ripley was the first staging post for changing the horses for stage coaches travelling from London to Portsmouth. Its long heritage is reflected in its 49 listed buildings and its conservation area:

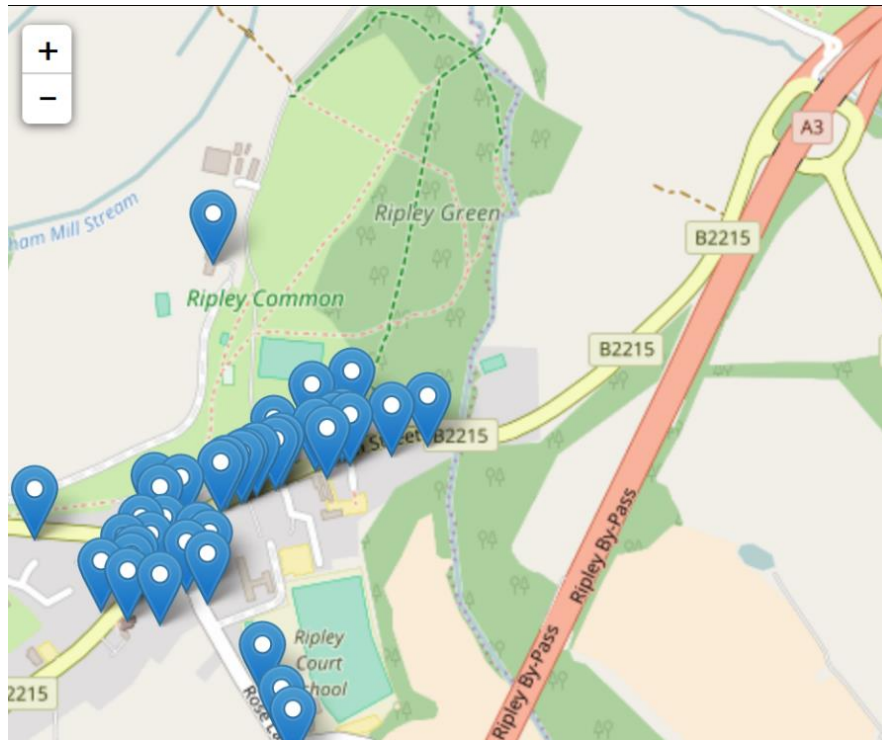


Figure 4 Listed Buildings in Ripley

1.1.26 Ripley and Wisley will also be significantly affected by a new town on the application site. There are six listed buildings in Wisley, including the Royal Horticultural Headquarters and Gardens, while the RHS's famous gardens are included in the Register of Historic Parks and Gardens (at Grade II*). The Royal Horticultural Gardens in Wisley are within a few hundred metres of site allocation A35 on the other side of the A3. It receives over a million visits each year (by car).

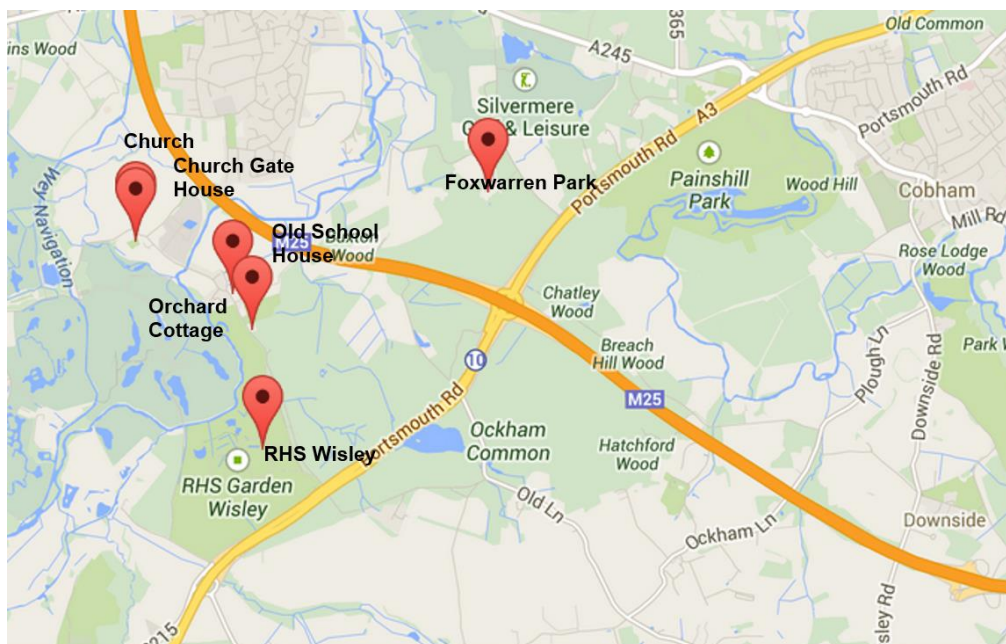
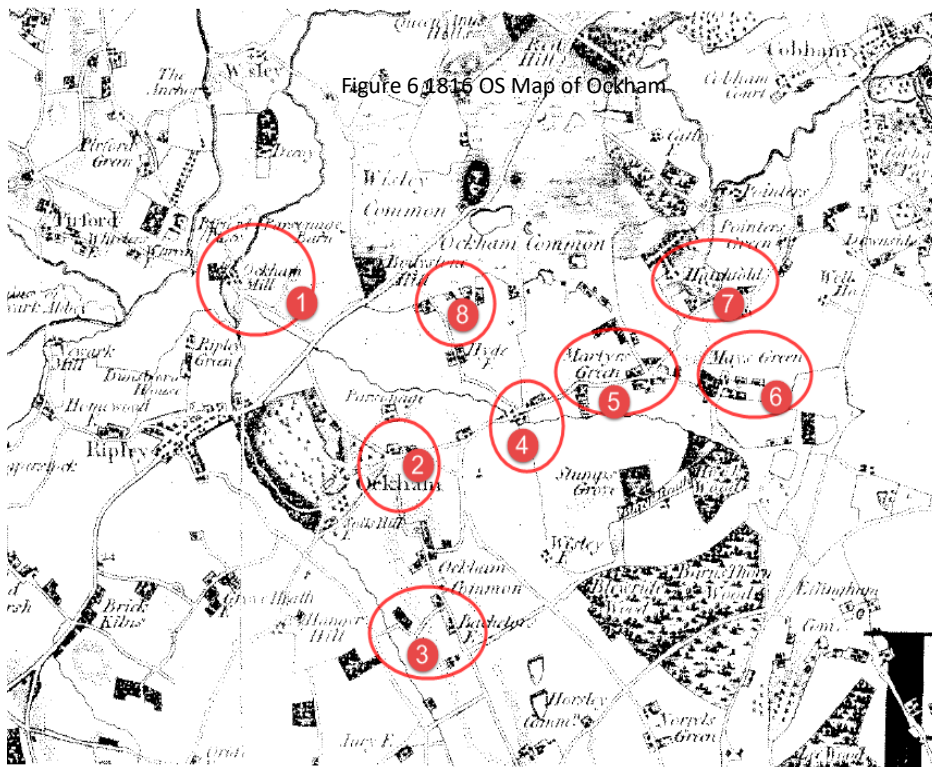


Figure 5 Listed Buildings in Wisley

1.1.27 The Surrey Archaeological Society recently published a History of Ockham (2013). It reproduces an Ordnance Survey map from 1816. The 1816 map clearly shows eight of the nine hamlets as they still appear today⁴:



1.1.28 The 1959 OS map also shows the historic hamlets together with the Hautboy Hotel that was built in 1864. The Parish boundary is shown in pink:

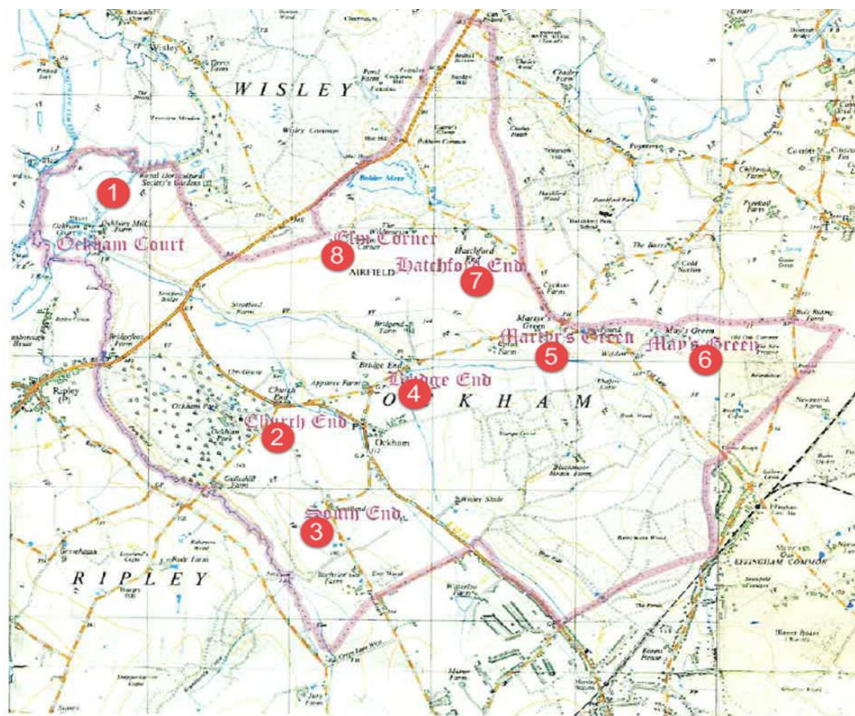


Figure 3 Ockham parish boundary and names of hamlets, in purple superimposed on 1959/60 Ordnance Survey maps

⁴ Map reproduced from A History of Ockham to 1900 by Gillian Lachelin and Robert Primrose, 2013 published by the Surrey Archaeological Society.

Figure 7 1958 OS Map of Ockham

- 1.1.29** The Parish of Ockham remains largely unchanged on the most recent Ordnance Survey maps. The largest change to the Parish is the creation of the M25 in the North of the Parish and the expansion of the A3 into a six lane motorway along the West of the Parish.
- 1.1.30** GBC and the developer take no account of Ockham’s setting, which includes Three Farms Meadow, also known as the *former Wisley* airfield.
- 1.1.31** **Three Farms Meadow, aka The *former Wisley* airfield.**
GBC appears to accept the developer’s description of the site as:
- Brownfield
 - Derelict
 - Poor quality/grade 4 agricultural land
 - Visually disconnected from the rest of Ockham
 - ‘Radically altered’ by its *temporary* use as a private Vickers Armstrong/BAC airfield during WW2 and subsequently up to 1972
- These claims are false and/or misleading.
- 1.1.32** The developer’s description of site allocation A35 is highly selective. It puts excessive weight on the 27 years in the last 550 years during which a small part of its land (9%) served as a runway and a small part (15%) served as a hangar area. It ignores the 70.1ha of agricultural land comprising 61% of the former Wisley airfield site and the non-agricultural countryside, grassland and trees (15%) and emphasises the 24% of the site that was used for wartime purposes.
- 1.1.33** For last year’s Public Inquiry, the developer’s consultant wrote, ‘The former airfield effectively represents a brownfield site’. That is not a true and fair description of the whole site. Only the small part represented by the former hangar area closest to the A3 is previously developed. The hangar area itself, the principal area of previously developed land, stands *outside* site allocation A35. It cannot be used for housing as it is within 400m of the Thames Basin Heaths Special Protection Area.
- 1.1.34** The site is actively farmed. Although the landlord has not invested in the green infrastructure such as hedges for at least the past twenty years, it is not derelict. Deliberate neglect should not be taken into account.
- 1.1.35** The site can be seen from most parts of Ockham, especially from Elm Corner, Hatchford End, Bridge End and Old Farms and from Yarne, a grade II listed building at the highest point of the topology on a site that has been occupied for at least a thousand years. Far from being ‘visually disconnected’, Three Farms Meadow forms part of Ockham’s setting.
- 1.1.36** Three Farms Meadow was already an open landscape before WW2. The creation for Vickers Armstrong of first a grass airstrip in 1943 and later a concrete runway in 1952 did not radically alter the landscape. Vicker’s test pilot, Mutt Summers, crash landed his bomber here *because* this was the most open and gently sloping landscape that he could find. The landscape *pre-dated* the airfield and was its *raison d’etre*. *The landscape created the airfield – not the other way around.*
- 1.1.37** **Ockham’s setting.** Three Farms Meadow, also known as the former Wisley airfield, forms part of the setting of Ockham Village. Ockham is a dispersed settlement comprising nine rural hamlets that form a necklace around the Appeal Site. These hamlets are connected by physical and historical bonds. The public rights of way that cross Three Farms Meadow are the physical bonds. They connect the hamlets of Ockham Mill, Elm Corner, Church End, Bridge End and Hatchford End. The importance of these physical

connections was recognised by a written undertaking given in a letter of 16 February 1960 by the Ministry of Aviation to Surrey County Council. It wrote,

‘...the Ministry...gives the undertaking that in the event of the airfield becoming no longer used ...the Ministry will arrange for the rights of way to be reinstated to a condition similar to that before the airfield was constructed and re-dedicated to public use’.

1.1.38 Watery Lane and Hatch Lane, both bridleways, and all the other public footpaths crossing Three Farms Meadow were re-opened after the land was sold back to Lord Lytton as agricultural land under the Crichel Down Code.

1.1.39 There are many historical functional relationships between the hamlets of Ockham and the appeal site. They were all under the common ownership of the Ockham Park Estate for three centuries. Many of the houses are built with bricks from the Earl of Lovelace’s brickworks in Long Reach. Tenant farmers from around the site have farmed it from medieval times – as all the maps demonstrate.

1.1.40 The farming communities of Ockham have always lived in hamlets distributed around the Three Farms Meadow to take advantage of proximity to the farmland and the shelter of the valleys around it. Already in 1900, the Ockham Park Estate was turning its farm houses into residences for people who commuted to local towns and to London. It did not change the use of the land – which was always agricultural. It just re-purposed the houses and the farming infrastructure. The field structure was already consolidated long before WW2. The ‘Hundred and Forty Acre’ field alone comprised over a third of Three Farms Meadow. A few farmers with modern equipment can farm a huge acreage. So the farms and farmworkers cottages around the farmland, like Yarne or Bridgend or Ashlea or Bassetts were ‘re-purposed’. But to deny that these properties were farms is to deny and destroy our heritage rather than conserve it. To define the relationship between these properties and the farmland on Three Farms Meadows purely in terms of ‘visual connection’ is to denigrate the heritage and environment of the Parish. The relationship is more than visual. It is historic, physical, social and economic. All the historic maps, all the archaeology, all the designated heritage assets in Ockham bear witness to this relationship. The Council and the developer appear to believe that there is no local community, no local heritage, no local environment and no local economy.

1.1.41 Development of a new settlement on Three Farms Meadow will destroy the setting of Ockham and the character of the whole area. It is not consistent with the principles of the NPPF and renders the Local Plan unsound.

1.2 Does the plan promote good urban design?

1.2.1 Que 10.1: Is the plan effective in respect of the promotion of good urban design on all sites, but especially on its major strategic allocations?

1.2.2 The plan does not promote good urban design. The Indicators and Targets for Policy D4 are not positively stated:

Policy	Indicator	Target	Data Source
D4 Character and Design of New Development	Percentage of appeals allowed for applications originally refused for design reasons	Reductions in the percentage of appeals allowed that are considered to be poorly designed	Planning applications and appeals.

Appeals are a symptom of the *pathology* of the planning system, not its effectiveness or consistency with the NPPF.

The silence of the local plan on how good design and especially good ‘urban’ design will be monitored, renders it unsound.

1.2.3 The Council's desire and capability to deliver good urban design is demonstrated in its response to planning application 15/P/00012, an application to build a new town on site allocation A35. Its approach has been intellectually dishonest and incoherent. The proposed policy, D4, does nothing to protect the public from failure to apply good design in the future.

1.2.4 The Council's approach has been incoherent and intellectually dishonest in the following respects, among others:

- On the one hand the Council's planning committee unanimously approved the officer's recommendation to refuse permission based on 14 reasons. On the other hand, despite the refusal of permission, the site is put forward as part of the local plan. The Council has consistently ignored the responses from public consultations, for example the objection from Neighbouring Elmbridge Borough Council:

For the reasons as set out in the report, Elmbridge Borough Council object to the proposed development at the former Wisley Airfield for the following reasons:

1. The development would have a significant impact on the highway network within the borough particularly the A317 / A319 corridor to Junction 11 of the M25.
2. The development would have a significant impact on the openness of the Green Belt and there are no very special circumstances that outweigh the harm to the Green Belt created by the proposed development.
3. The development would not take into account of the impact of development outside of the Guildford Borough Council boundary and as such fails to deliver adequate improvements to local and strategic infrastructure.
4. The development would amend Green Belt boundaries which, as set out in paragraph 89 of the NPPF, should only be undertaken as part the preparation or review of a local plan.

- The Council has not conducted a search for a site for a new settlement based on objective criteria. It has been developer led, not plan led.
- The Council has been highly selective in gathering its evidence base.
- The Council has subjectively interpreted the GBCS to ignore the real constraints of the site. The site is too small for a sustainable settlement. Consequently the developer attempts to cram over 2,000 houses into a net area of 40 to 50ha. This creates an excessive density of dwellings per hectare, urban design wholly out of keeping with the local character, and building heights that scar the landscape.
- The Council has countenanced the creation of an 'urban extension' in an isolated rural parish many miles from the nearest large town or centre of employment and devoid of a primary transit system apart from cars in flagrant contradiction of basic sustainable development principles.

1.2.5 The number of new dwellings in the new town is nearly 13 times greater than the present total number of dwellings in the Parish. The density per hectare is between 32dw/ha (ie 2,100 dwellings divided by 65ha (115ha less 50ha for SANG)) and 57dw/ha (after excluding the open space provision and land set aside for utilities such as electrical and water infrastructure and roads).

1.2.6 GBC has not completed a Conservation Area Character Appraisal for the Ockham Conservation Area or the Ockham Mill Conservation Area. By these omissions it has not fulfilled its duty under the NPPF to conserve and to enhance Ockham and its heritage assets.

1.2.7 Three Farms Meadow forms an integral part of the ancient Parish of Ockham and commands the highest land in the Parish. The developer's consultant, Cotswold Archaeology, states that '...the majority of the site appears to have been in agricultural use from the medieval period onward...⁵'.

1.2.8 Non compliance with NPPF requirements for design. NPPF Ch 7 para 56 to 68 address design and access issues. The current proposal does not comply with para 58:

58. Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics. Planning policies and decisions should aim to ensure that developments:
- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
 - optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
 - respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
 - create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
 - are visually attractive as a result of good architecture and appropriate landscaping.

Specifically the proposal does not respond to local character and history or reflect the identity of local surrounding and materials. It does not create a safe and accessible environment and it is not visually attractive. It does not integrate the new development into the natural, built and historic environment – as required by NPPF para 81:

61. Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

The applicant has not complied with para 66 – namely the expectation that applicants should work closely with those directly affected by their proposals

66. Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably.

⁵ p 39 Heritage Desk-Based Assessment Oct 2013

The Proposal in 15/P/00012 has severe, adverse and permanent effects on local transport – in particular on Ockham Lane and Old Lane, **both subject to restrictions limiting use by HGVs >7.5tonnes except for access.**

34. Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. However this needs to take account of policies set out elsewhere in this Framework, particularly in rural areas.

The Proposal does not address light pollution and the consequences of taking an essentially dark sky rural habitat and turning it into a dense urban landscape – contrary to NPPF para 125.

125. By encouraging good design, planning policies and decisions should **limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.**

- 1.2.9** Historic England’s Good Practice Advice in Planning provides information on good practice to assist in implementing historic environment policy in the NPPF and the PPG.
- 1.2.10** ‘Historic Environment Good Practice Advice in Planning: 2 Managing significance in Decision-Taking in the Historic Environment’ was published in March 2015. It puts understanding the ‘significance’ of heritage assets and the contribution made by their setting at the heart of the decision-taking process.
- 1.2.11** Paragraph 53 draws attention to the importance of good design and local distinctiveness and how it should be achieved in the historic environment. It states that:

Design and local distinctiveness

53 Both the NPPF (section 7) and PPG (section ID26) contain detail on why good design is important and how it can be achieved. In terms of the historic environment, some or all of the following factors may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:

The history of the place

The relationship of the proposal to its specific site

The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept

The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size

- *The size and density of the proposal related to that of the existing and neighbouring uses*
- *Landmarks and other built or landscape features which are key to a sense of place*
- *The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces*
- *The topography*
- *Views into, through and from the site and its surroundings*
- *Landscape design*
- *The current and historic uses in the area and the urban grain*
- *The quality of the materials*

1.2.12 The Council has not followed this guidance with regard to 15/P/00012 or site allocation A35.

1.2.13 **Sensitive design.** There is no evidence that GBC has undertaken a proper independent, or any, assessment of Ockham’s heritage and setting. Without that it is very difficult for the developer to make any designs that are sensitive to the designated heritage assets or the rest of Ockham, Ripley or Wisley.

1.2.14 The roof heights and designs on the new development are out of keeping with Ockham. The mono-pitch roofs create a toy-town impression – more appropriate to a reclaimed steel works than to a rural location with history of a thousand years of continuous habitation. The ‘palette of building materials’ presented by the developer’s consultant, Mr Bradley, in part 4.4 of his Proof of Evidence to the Public Inquiry last year is little more than wishful thinking and conjecture.

1.2.15 In his proof Mr Bradley includes illustrations of mono-pitched roofs and cuboid buildings with mono colour facades.



1.2.16 Mr Bradley has not presented one single design that complements the Lovelace styles of Bridge End, Yarne or Rose Cottages or Martyr’s Green. We have not found one house on the entire new town that has a hipped roof, or a front wall, or a chimney. The designs may be appropriate to a self-sufficient new town – but the new town and the house designs take no account whatsoever of Ockham. They would fit in an urban extension, a ‘peri-urban’ environment’ but not in an historic village or hamlet. This dense urban development will have elevations within 20m of the boundary of a listed building.

1.2.17 The designs shown in 15/P/00012 are dominated by cost saving measures such as mono-pitch roofs, large single-pane windows, terraced housing, gable ends and small proportions. It is unlikely that high quality materials matching vernacular styles will be used. Orange/red bricks are hard to find and those produced by small brick makers – such as Micklemersh Brick⁶ – are more expensive than the bricks commonly used by the major house builders. There is nothing in the policies set out in the submission Local Plan that will

⁶ <http://www.mbhplc.co.uk/about-us>

make the Council accountable for enforcing high standards of design. Quite the reverse. The emptiness of Policy D4, its Indicators and Targets leave a void that developers may fill with cheap high density housing that may not create sustainable new places that people really want to live in.

- 1.2.17.1 It is richly ironic that Mr Bradley should have included a picture of 5 Bridge End (Slade Cottage) to illustrate 'The **Urban** Grain'. Bridge End has nothing in common with his urban designs for the new town.



- 1.2.18** At para 4.4.2.1 Mr Bradley states that the 'further restrictions add further *certainty* that the impact on Yarne and Ockham Lane is not significant. 'Certainty' is the language of a double glazing salesman. Whatever the impact of these measures may be, Mr Bradley's choice of the word 'certainty' is unfortunate. Given that much of Mr Bradley's Proof is written in the conditional voice, and that the final designs are not approved Mr Bradley is not in any position to offer anyone certainty. At para 4.4.2.1 he writes that 'the scheme *could* be constructed of high quality materials to respond to the local vernacular of red brick buildings...'. It could be; but there is no certainty it will be. This developer has no experience in building any housing, let alone a new town. Nor have its main shareholders.
- 1.2.18.1 Guildford Borough Council's involvement as the local planning authority adds no assurance whatsoever that the developer will be held to account or that the build out of the development will be subject to be to appropriate checks and controls.

2 Site Allocation A35 Agricultural Land at Three Farms Meadow

GBC has included Site Allocation A35 as a potential development site in its submission Local Plan. The inclusion of this site is not sound. This site is far less sustainable than other reasonable alternatives. The evidence collected in support of the allocation has not been accurate. Nor has the Council appraised it in an objective and disinterested manner. It is not a sustainable site for a new town. The number of houses proposed is unlikely to be delivered within the timescale of the proposed Local Plan. Development of this site is not consistent with the National Planning Policy Framework's principles of:

- protecting the natural environment (Ch 11, para 109)
- protecting the historic environment (Ch 12, para 126)
- protecting the Green Belt (Ch 9)
- requiring good design (Ch7)
- promoting sustainable transport (Ch 4)

The inclusion of this site in the local plan represents a 360 degree turn in local and regional planning policy over the past seventy years. GBC and SCC have vehemently opposed development on this site in two previous Public Inquiries, the last in 1981. The Inspector in that Inquiry concluded:

“It would, in my opinion, call for the most exceptional circumstances, a clearly established national need, an exhaustive survey and subsequent rejection of all other possible alternative sites with less formidable planning barriers, before I could conceive of this site, ... being suitable for this use even at the very lowest conceivable level of user.”

Since the 1981 Public Inquiry the TBHSPA has been created

The process by which this site has been included exposed a litany of procedural irregularities, factual inaccuracies, intellectually dishonest analyses, and bad judgements.

The Key Matters and Issues paper poses questions 11.24 to 11.33 in respect of this site. We address each of these questions in turn below.

2.1 Is the size allocation sufficient?

2.1.1 This section answers Que 11.24: Is the size of the allocation sufficient to create an adequately self-contained new village?

2.1.2 The size of the site is too small to create an 'adequately self-contained' new town.

2.1.3 GBC's Settlement Hierarchy places Ockham as the second *least* sustainable site in the borough. There are almost no facilities in Ockham, not even a shop.

2.1.4 The lack of local facilities means that any new town must be large enough to sustain new facilities.

2.1.5 What is the minimum feasible size of new town that is sufficient to be self-sustaining?

2.1.6 Ever since the developer first purchased this site in 2007 from Legal & General's agricultural property portfolio, it has tried to demonstrate that it is a 'sustainable' site for a new town. GBC has actively supported this goal in order to drive new development away from Guildford itself and Ash and Tongham, whose councillors have controlled the Executive of the Council.

2.1.7 The literature, some of it quoted in GBC's Green Belt and Countryside Study, examines criteria necessary to support a new settlement. The main sources of expertise on this subject are the Joseph Rowntree Foundation, The Town And Country Planning Association and DCLG.

2.1.8 The Town & Country Planning Association (TCPA) produced a report in 2007 sponsored by DCLG to examine the new settlement model – a linked new settlement. The preface and introduction explain:

'This linked development form is more closely drawn together in a cluster of settlements, perhaps around a major existing town. Recent communications and related innovations explain the emergence of this variant, which must now be regarded, particularly with the unfolding of new Government guidance, as a usable part of the planning lexicon. ...

This study draws heavily on the contributions of TCPA Trustees Professor Sir Peter Hall and Professor David Lock CBE, most particularly for the exposition of the new concept of linked new settlements. ...

The TCPA is also very grateful for the expertise and support provided by the Communities and Local Government department, without whose support this study would not have been possible.'

'Today, the 'sustainable urban extension' is an important element in a portfolio of solutions to the problem of meeting the need for housing and related development. Both new settlements and urban extensions provide opportunities for concentrated rather than sprawling development. By virtue of their scale, and if carefully designed and developed to produce integrated, 'holistic' settlements, they can encourage and accommodate highly-sustainable patterns of living.' ...

'Clearly, urban regeneration also has a key role to play in meeting housing and planning objectives. Indeed, the aim behind the development of many urban extensions and new towns has been to directly boost investment and redevelopment in the urban centre,...'...

'Developments that provide for organic growth, and do so in ways that enhance the environmental performance of the community as a whole, offer a valuable way of delivering the much-needed housing that key regions of the country need, and are also much less likely to meet with high levels of opposition.'

2.1.9 The paper goes on to study six real world case studies of new development: two new settlements and four urban extensions.

2.1.10 The TCPA/DCLG examination of ‘Best Practice’ in ‘New Settlements’ uses South Woodham Ferrers as an example of a new settlement. The facts demonstrate conclusively how profoundly different Site Allocation A35 is from these two case study sites for New Settlements.

2.1.11 SWF was planned for 17-18,000 people (Ockham c5,000) and is described as follows:

‘6.2 Key facts

- 4,600 homes
- 12,000 square metres of shopping space
- **Three industrial areas**
- Community school, library, primary schools, country park and church
- **Land assembly undertaken by local authority control**
- The influence of the Essex Design Guide
- **Existing rail links to London’**

2.1.12 Attractions of the site included:

*‘proximity to the **employment centres of Basildon, Chelmsford and Southend-on-Sea**; its access to road and, importantly for this study, **rail infrastructure**; and the recreational and leisure opportunities offered by the environment’*

2.1.13 The Essex Design Guide stipulated delineation between pedestrian and vehicular space and required a minimum of 100 square metres of garden space for larger properties and 50 square metres for small properties.

‘Undoubtedly the ownership of land by Essex County Council was fundamental in delivering the infrastructure to support the first phases of development. Roads, water and other vital service infrastructure were in place before parcels of land were made available to housebuilders for developing.’

2.1.14 The new settlements in the TCPA/DCLG Best Practice study differ profoundly from the Appeal Site:

- An order of magnitude larger (2- 3x)
- Local authority land ownership and strategic control (vs offshore unaccountable Caymans shell company)
- Rail connection in SWF
- Substantial critical mass in terms of employment opportunities
- Geographical proximity to other large population centres
- Scope for material expansion in the future (vs almost none in Ockham)

2.1.15 The Joseph Rowntree Foundation⁷ has sponsored research into Sustainable Urban Neighbourhoods Network (SUNN). Dickins Heath Solihull is an example of a SUNN. It is the subject of a document titled ‘Lessons from Dickins Heath, Solihull’ sponsored by the Joseph Rowntree Foundation and SUNN. In the Dickin Heath case study the density of housing was a maximum of 14-18 dw/ha:

The housing densities on the periphery are at 6-10 dwellings per hectare, rising to 10-14 dwellings per hectare moving towards the village, and rising again to 14-18 dwellings per hectare near the urban core.

⁷ <https://www.jrf.org.uk/report/sustainable-urban-neighbourhoods>

That compares with an *average* of at least 43dw/ha proposed for Site Allocation A35 (ie 2,068 dwellings plus a care home divided by a (generous) net area of 43ha). In other words the proposed density is between double and treble the density at Dickin Hill.

2.1.16 The A35 site allocation does not fit the criteria for a new settlement set out in the TCPA paper. Criteria for selecting sites for new settlements are described in the paper (p13) as having been set out by the Secretary of State:

In strategic guidance, the Secretary of State proposed a four-stage process to identify strategic sites when determining where development needs should be met:

- *As much development as possible should be located within the present built-up areas.*
- *For development which has to be outside the present built-up areas, as much as possible should be in areas not covered by green belt policies.*
- *For development which cannot be located inside built-up areas or outside on land not in the green belt, as much as possible should be accommodated through the careful drawing of green belt boundaries in areas where they have not been defined either in adopted local plans or in the former development plan.*
- *Only if a deficiency still remains after the first three options should alterations be contemplated to green belt boundaries which have already been defined in adopted local plans or the former development plan .*

2.1.17 It is immediately apparent that the Site Allocation A35 and Ockham do not come within the compass of this 'strategic guidance'. Site Allocation A35 Site does not pass the four stage process: 1) it is NOT within or close to a built-up area; 2) it IS covered by Green Belt; 3) it is NOT in an area where Green Belt boundaries have 'not been defined'; ONLY after exhausting stages 1-3 'should alterations be contemplated to Green Belt boundaries that have already been defined'.

2.1.18 If this 4 stage strategic advice had been followed by GBC then Site Allocation A35 would never have been promoted.

2.1.19 In the Dickin Heath, Solihull case study, the LPA then ranked possible sites for development against criteria:

The following factors were considered in deciding where to locate development:

- *the need to minimise the impact on the green belt and re-establish firm green belt boundaries;*
- *the need, wherever possible, to 'round off' a settlement rather than encourage its outward expansion into the green belt;*
- *opportunities which might be available within the built-up areas;*
- *highway and drainage infrastructure;*
- *proximity to local services, such as schools, shops, health facilities and public transport;*
- *the impact on existing properties and on the character and heritage of the settlement;*

Guildford has not been through a comparable exercise in a proper, impartial and disinterested manner. If it had, Site Allocation A35 would never have passed into the draft local plan because it is i) in the middle of the Metropolitan Green Belt ii) does not 'round off' any settlements; iii) is nowhere near any built up areas; iv) has no drainage infrastructure; v) has no local services; vi) severely and adversely affects Ockham.

2.1.20 GBC's Green Belt and Countryside Study cites a requirement to have at least 110ha to 'accommodate a sustainable new settlement' (excluding SANG). The A35 total site allocation is described in the submission Local Plan as 92.8ha, **below** the required size threshold.

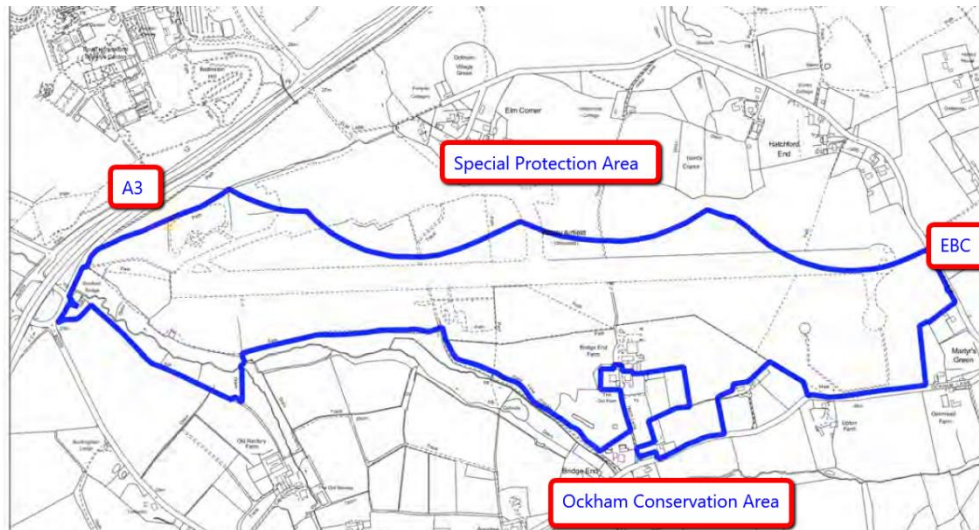


Figure 8 Extract from plan of Site Allocation in the GBC Local Plan

- 2.1.21** The site is hemmed in on all four sides. To the north is the Thames Heath Basin Special Protection Area and J10 of the M25. The West is the A3, an immovable six lane highway. To the South is the Ockham Conservation Area. To the East the land, including Hatchford Park, is within Elmbridge Borough Council, that opposes the development. These immovable obstacles prevent future expansion of the new town.
- 2.1.22** The area of the land cited in planning application P/15/00012, currently on appeal to the Secretary of State, is 115ha. However this is the gross area, not the net developable area. Land falling within 400m of the SPA must be deducted. This amounts to at least 50ha and possibly significantly more leaving a site area of only 65ha.
- 2.1.23** To compensate for the insufficient size of the plot, GBC and the developer have approached adjacent landowners to the south of the land parcel. Three of these have acceded to requests to include their land in the Local Plan. The experience of new settlements like Cambourne is that life for neighbouring property owners becomes intolerable. They endure disruption caused by new development for decades. The LPAs fail to monitor or control new development. The interests of new residents is not effectively represented by any social institutions. Existing residents are faced with the stark choice:- sell up or face years of misery. Existing owners have no wish to be engulfed by the rising tide of development all around them. Confronted by this dilemma it is not surprising that some have allowed their land to be included within the development area, *faute de mieux*.
- 2.1.24** The suitability of the southern parcels of land is highly questionable. They encroach on/are contiguous with the Ockham Conservation area and Ockham Lane. Development on them will be more visible from the AONB and will affect the setting of Upton Farm. It is likely that high density housing in these areas will be highly unsuitable/contrary to the NPPF.
- 2.1.25** It is because the net developable land area in Site Allocation A35 is so small that the developer has designed the new town as an 'urban extension' with extremely high housing densities. The fatal flaw is that Site Allocation is not contiguous with or near any urban centres or facilities. It is over 5km from all the larger towns in this part of Surrey and so fails one of the most fundamental tests for the location of a new town or urban extension.
- 2.1.26** The developer has planned this new town into the narrow space between the 400m exclusion zone around the Special Protection Area and the Ockham Conservation Area. The space available for the

new town is a long sausage shaped plot – some 2km long from West to East and about 200m wide at its narrowest points. To accommodate nearly 2,100 dwellings the density of the dwellings per hectare in the new town will be unprecedented in the borough of Guildford and will exceed the density per hectare (dw/ha) in most parts of Greater London.

2.1.27 The total area of the site owned by the developer is 115ha. The gross dw/ha (excluding only the SANG and Waste Composting site) is 43 dw/ha⁸. The Officer's Report to the Planning Committee of GBC commented at para 10.9.2,

'and some of the residential areas are likely to have densities approaching 100dph.'

2.1.28 The number of people per hectare exceeds 107⁹. Population per hectare figures of over 80 are considered exceptional. Only one area of Guildford (in Stoughton) has a comparable population per hectare according to Surrey County Council's statistics¹⁰.

2.1.29 After allowing for required minimum open spaces and space for utilities the dw/ha is over 50, higher than in most parts of Central London

2.1.30 Depending on how it is measured, dw/ha will be between 32dw/ha (based on gross area) and 57dw/ha (based on net area)¹¹. In terms of population per square kilometre the density at the application site will be double the highest density in the borough of Guildford even including the SANG as part of the developable area. If the net housing area is used the density in terms of population per km² is over 6 times higher than in *any other part* of the borough.

2.1.31 In the Dickin Heath case study the density of housing was a maximum of 14-18 dw/ha:

The housing densities on the periphery are at 6-10 dwellings per hectare, rising to 10-14 dwellings per hectare moving towards the village, and rising again to 14-18 dwellings per hectare near the urban core.

That compares with an *average* of at least 43dw/ha on the Appeal Site ie 2,068 dwellings plus a care home divided by a (generous) net area of 43ha). In other words the proposed density is between double and treble the density at Dickin Hill.

2.1.32 **The Green Belt and Countryside Study (GBCS) four stage 'sieving process'**. The GBCS used a four stage "sieving process"¹² based upon the NPPF sustainable development criteria, alongside consideration of the impacts upon the purposes and openness of the Green Belt". The four stages are set out below. Pegasus Consulting, the author of the GBCS, heavily qualified the findings for each of the four stages. The conclusion that the site should be released from the Green Belt does not in fact follow logically from Pegasus' analysis.

2.1.33 **Stage 1: Environmental capacity.**

Assessing the environmental capacity of the land at Wisley Airfield –how much developable land is available given the environmental constraints? This will be undertaken in the same manner as the environmental capacity analysis previously undertaken within the Study, details of which are set out in paragraphs 7.46 to 7.50 within Volume II and paragraphs 10.4 to 10.7 of Volume III

⁸ Calculated as 2068 dwellings divided by 48ha [ie[115ha less 17ha less 50ha].

⁹ Calculated as a population of 5,150 divided by 48.

¹⁰ www.surreyi.gov.uk/

¹¹ The applicant states that the dw/ha of the site is 18dw/ha. This is misleading because it includes the entire area of the SANG. The SANG is not part of the developable area and cannot by law be built on. It should be excluded from the dw/ha calculation. The applicant implies that the dw/ha of 32 is a net figure. It is only net of the SANG.

¹² Set out at Appendix XVII to Vol V GBCS and para 22.3 of Vol V

2.1.33.1 **Physical constraints.** The GBCS sets out physical constraints on every side of the site:

North: SPA and SSSI at Ockham Common;

South: Ockham Conservation Area;

East: Ancient Woodland and Hatchford Park;

West: A3 trunk road and RHS Wisley gardens (Grade II* listed).

These permanent physical constraints hem in the site and preclude any scope for future expansion.

2.1.33.2 **Environmental constraints.** The GBCS also sets out environmental constraints: The **entire site** has been earmarked as a Site of Nature Conservation Interest. The SPA to the North- excludes c50ha of the site from development. Pegasus state that development must consider the implications for access to the SPA:

*Natural England has advised that there may be potential to introduce forms of development other than residential within the 50 hectares of the PMDA located within the 400 metre SPA buffer zone. However, this will require closer assessment in response to specific proposals, **to ensure such development (including open space and SANG provision) does not increase the likelihood of people accessing the SPA which lies to the north of the PMDA [bold emphasis added].***

2.1.33.3 **Space / plot size constraints.** The net site area ie after excluding the waste composting, site is smaller than the 110 required to be 'sustainable' in accordance with the Pegasus methodology. The site also includes 50ha (possibly more) of land within the 400m exclusion zone. On this basis the site has only 48ha (115 less 17 less 50). The site shown in the GBCS plan included land not owned by the applicant. Pegasus thereby exaggerated the size of the plot and thereby further invalidated their conclusion. Given this disparity between the words and the figures and the conclusions, the logical inference is that Pegasus' overall conclusion is irrational.

2.1.33.4 **Flood considerations.** The GBCS stage 1 assessment fails to understand or take account of the flood risk for the surrounding land/hamlets caused created by putting a new town on this site. The flood risk is analysed as if the risk of flooding is on the development site itself and the mitigation measures are chosen accordingly. However the risk of flooding on most of site itself is reduced because the site is on the top of a hill. The real risk of flooding is for the lower ground *all around the site* – primarily in the hamlets of Bridge End, Elm Corner, and Hatchford End.

2.1.33.5 The GBCS stage 1 assessment concludes:

*However on balance, the scale of land lost to the facility, combined with the fact that significant parts of the site cannot accommodate residential development, means that **there is doubt as to whether the airfield site, as exists, would be able to deliver an appropriate sustainable new settlement. [bold emphasis added]***

This conclusion is later ignored or discounted in the overall assessment.

2.1.33.6 Stage 2 Sustainable development considerations

Assessing the potential sustainability credentials of a new settlement at Wisley Airfield. This requires assumptions on the potential population that could be accommodated and the resulting facilities that could be supported including reference to potential public transport connections;

2.1.33.7 Pegasus make a number of assumptions:

- that a population of 4,000 'could be accommodated'... 'at an appropriate density'
- that 'There would *appear to be potential* for the new settlement to be incorporated within this route' [ie the route 515 bus route],
- that 'the PMDA would *offer the opportunity* for a sustainable form of development, adhering to Garden City principles, which would be introduced to a largely previously developed site'

2.1.33.8 These statements are all speculative to greater or lesser degrees. They do not respect the known facts; they conjecture about future developments on the basis of assumptions that might prove completely wrong. They assume, wrongly, that this is a 'largely previously developed site'. In fact it is largely good quality agricultural land. It is assumed that a 'Garden City' type of development is appropriate in the centre of the Parish of Ockham. A 'city' of any type, 'garden' or otherwise, is wholly inappropriate in Ockham. The GBCS Stage 2 conclusions are also fundamentally flawed and unreliable.

2.1.34 Stage 3: Sustainability through population growth

Assessing the potential sustainability scoring for a new settlement at Wisley Airfield with the potential facilities that could be supported through population growth;

2.1.34.1 Pegasus concludes that the site 'would score very poorly in sustainability terms':

At present the Wisley Airfield PMDA C18-A would score very poorly in sustainability terms because there are no facilities and services in place. [bold emphasis added] A new settlement in excess of 4,000 people would however support a number of facilities and services as previously referred to. It is acknowledged that the precise facilities to be introduced, along with their location within the site, will be subject to detailed consideration as plans are drawn up. It is possible that some of those referred to will not be delivered, but other facilities not currently referred to may prove viable. For these reasons it is not considered helpful to provide a specific potential sustainability score for the site, but instead provide a range of scoring that would appear feasible, the centre point of which is based upon the following assumptions.[Primary school, nursery, healthcare etc]

2.1.34.2 After stating that the site 'would score very poorly', Pegasus then states that 'it is not considered helpful to provide a specific potential sustainability score for the site'. This ex post change of the criteria, or 'moving of the goal posts', is one of the many elements that invalidates the objectivity of the GBCS. Pegasus moves from auditable facts to speculative conjecture and presents 'a range of scoring **that would appear feasible**'.

2.1.34.3 The public is entitled to expect that the decision should be based on whether the assumptions ARE feasible rather than whether they APPEAR feasible. Pegasus makes multiple a priori assumptions many of which are currently not feasible and may NEVER be feasible.

2.1.34.4 Adding school capacity appears feasible and appears to tick a 'sustainability box'. But would anyone build a school on this site if the new town proposal did not exist? SCC could/would not agree a s106 condition for a new school at the Public Inquiry last year.

2.1.34.5 At least 50% of the secondary school children will have to come from outside the settlement in peak morning and evening traffic putting pressure on all the surrounding local roads. The remote location of the schools will increase the amount of time children spend in crèche with adverse long term implications for their development. The schools will not create a 'self-contained' new town but will depend on children brought in from further afield by car and bus. The education benefits of the proposed new schools are limited because the new schools are not located close to existing populations of school age children and rely almost entirely on car transport.

2.1.35 Stage 4: Green Belt implications:

Does the site exhibit defensible boundary that would allow for the insetting of a PDMA in accordance with the NPPF?

2.1.35.1 Pegasus sets out the proposed new Green Belt boundaries. Nine of fourteen named boundaries were described as 'woodland' or 'treebelts'. Another is called 'hedgerow to south of airfield'. These are highly permeable, as the chronic encroachments of motorcyclists into Elm Corner Woods in the last five years demonstrates. Woodlands and tree belts are not permanent boundaries. Pegasus had not rationally

analysed these boundaries. They just conveniently labelled them 'defensible' and 'recognisable'. These deficiencies were only changed at the very last minute in the submission version of the Local Plan. That removed land from the Green Belt along Ockham and Old Lanes. The new boundaries have the effect of further eroding local agriculture and the protection of Ockham and its heritage.

2.2 What is the position of the hardstanding area?

2.2.1 This section answers Que 11.25: What is the position regarding the substantial brownfield/hardstanding areas that are not included within the site boundary?

2.2.2 We believe the In Vessel Composting Facility (IVC) application was only ever pursued as a Trojan horse to seek to establish an access onto the A3. It would, nonetheless, be a more sustainable use of the previously developed land on the site than the creation of a new town.

2.2.3 The developer's plan of the 'In Vessel Composting' (IVC) facility for which it achieved planning permission is shown below.



Figure 9 Extract from Wharfland's plan to develop an IVC near Elm Corner

2.2.4 Wharfland's facility is located on the former hangar area created by Vickers Armstrong when it used the land as a private company airfield to fly out aeroplanes produced in its factories near Weybridge.

2.2.5 Residential houses may not be built on this land because it is within 400m of the Special Protection Area. Accordingly much of this area is excluded from Site Allocation A35.

2.2.6 In the developer's plan for a new town it has replaced the IVC with playing pitches and a 'Tump' some 60m high (AOD)



Figure 10 Extract from Plan of new town in 15//00012

2.2.7 Planning permission for the IVC was granted subject to strict conditions.

Restriction of Activities

4. The quantity of waste material imported to the site shall not exceed 30,000 tonnes per annum.
5. All vehicles carrying waste or composted material to and from the site shall be sheeted or enclosed.
6. There shall be no storage, shredding or composting of waste material outside the composting building.
7. There shall be no storage of composted material outside the composting building.
8. The automatic roller shutter doors to the composting building shall be installed and operational prior to the composting facility commencing operation. Thereafter the roller shutter doors shall be maintained and kept closed at all times except for vehicles to enter and leave the building and for the purposes of maintenance. No compostable material shall be present in the reception area.
9. There shall be no retail sale of compost from the site.

Access and Highways

10. No development shall take place until the proposed modifications to the A3/ Portsmouth Road/ Ockham Road roundabout, including the A3 southbound off-slip and the junction of the proposed site access road with the roundabout, all as shown on drawing numbers 18508/14B and 18508/016 produced by Peter Brett Associates, have been constructed in accordance with a detailed design scheme to be submitted to and approved in writing by the County Planning Authority. There shall be no means of vehicular access associated with the composting facility into or out of Elm Lane off the southbound carriageway of the A3.
11. The composting operations shall not commence until the proposed site access road has been constructed in accordance with the approved plans.
12. The proposed site access road shall not be opened to vehicular traffic until visibility splays measuring 1m x-distance by 60m y-distance as shown on Peter Brett Associates' drawing 18508-001-018 have been provided in both directions to enable pedestrians using the public footpaths that cross the proposed site access road to see oncoming traffic. The visibility zones shall be kept permanently clear of any obstruction over 1.05m high.

Hours of Working

18. No external lights shall be illuminated and no operations or activities authorised or required by this permission shall be carried out except between:
 - 1 April to 30 September
 - 0800 -1700 hours Monday to Friday
 - 0800 -1300 hours Saturdays
 - 1 October to 31 March
 - 0730 -1900 hours Monday to Friday
 - 0730 -1300 hours Saturdaysnor shall there be working on Christmas Day, Boxing Day or New Year's Day.

2.2.8 Planning permission was granted by the Inspector on the basis that there were exceptional circumstances justifying building on this Green Belt site. The Inspector treated the former hardstanding as previously developed, not the runway. Lack of alternative non Green Belt sites was the main reason given.

2.2.9 The developer stated at the Public Inquiry into the refusal of its application P/15/00012 that it would not now develop the IVC.

2.3 How is the visual impact of the scheme handled?

2.3.1 Que 11.26: The site is on a rise, with extensive views. How would the visual impact of the scheme be handled?

2.3.2 The developer included this contour map with documents for its application P/15/00012:

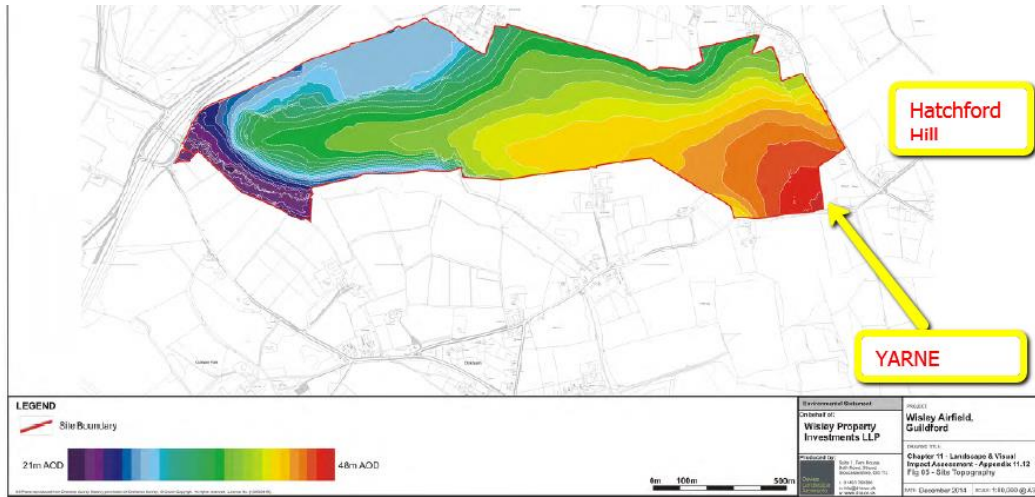


Figure 12 Extract from contour map supplied as part of planning application 15/P/00012

Figure 11 Extract from OS Windsor series Land Use maps 1921 updated 1930

2.3.3 The land use before WW2 and since Medieval times and before has been as arable farmland and meadow, as shown in the OS Windsor series map published in 1920 and updated in 1931:

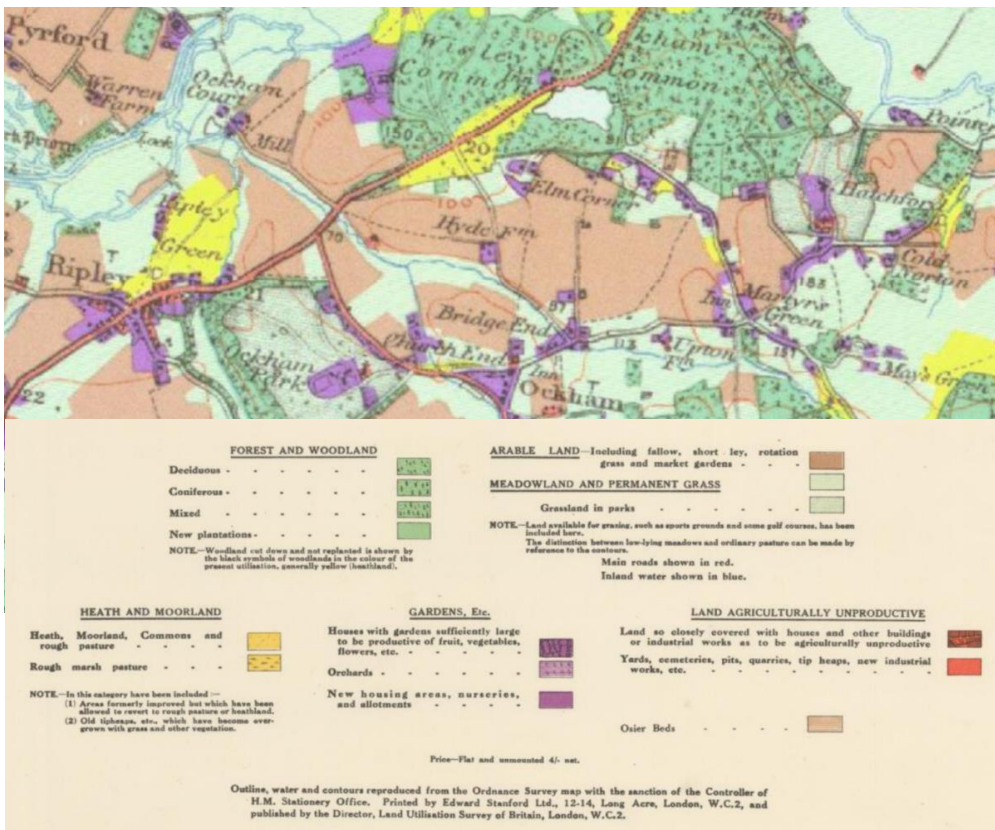


Figure 13 Extract from Windsor series OS map 1920 updated 1931

2.3.4 The land slopes down from Hatchford Hill and Yarne in the East towards the Wey valley to the West. Its open form and gentle slope is the reason it was chosen for a grass airstrip for Vickers Armstrong in 1942.

2.3.5 **Position in relation to land form.** The plot is long (2.5km) and narrow (200m in places). The new town will occupy the ridge that runs from West to East along Three Farms Meadows. The buildings along the ridge will be the highest in the new town – with heights of over 20 metres. It will therefore dominate the landscape including Yarne and Martyrs Green as well as all of the surrounding hamlets of Ockham.

2.3.6 The developer’s plans show that the spine road will have 3 to 5 storey terraced or ‘linked attached’ houses on either side of the Ridgeway:

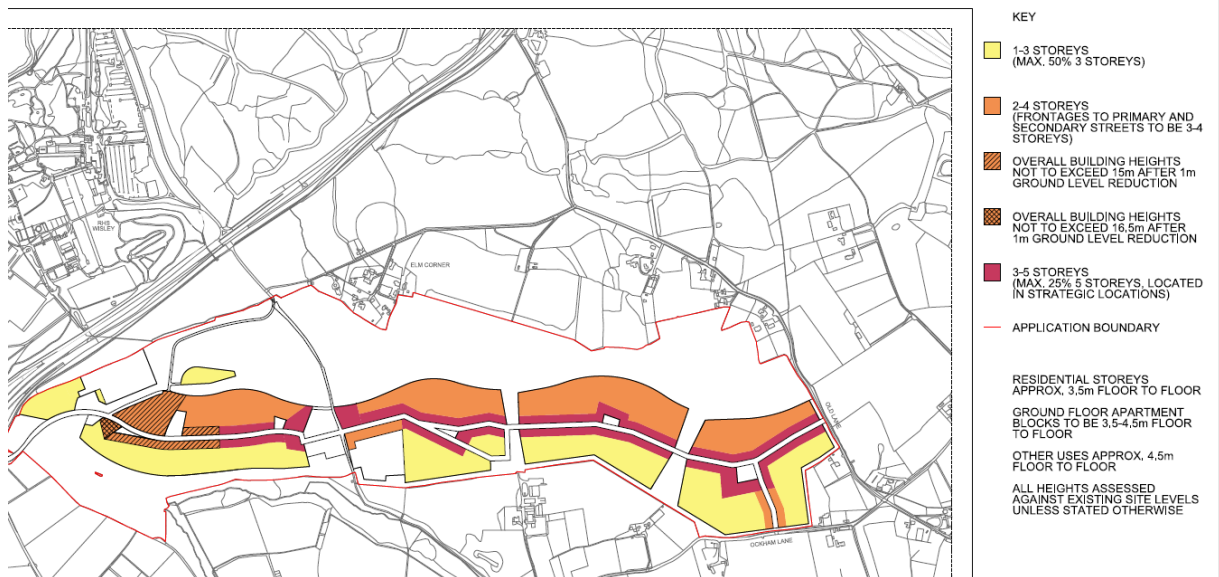


Figure 14 Extract from building heights plan in 15/P/00012

The developer plans to reduce the level of the western end of the site:



Figure 15 Illustrative proposed contours in 15/P/00012 showing re-grading of land

2.3.7 The developer plans to move some 450,000 tonnes of topsoil. Much of this will form a ‘Tump’ at the western end of the site.

2.3.8 **Dimensions, scale and massing.** The plan below is taken from planning application 15/P/00012. It shows 26 4 to 5 storey buildings and a 4-5 storey care home along the length of the new spine road, ‘Ridgeway’. We guess most will have five storeys. At 3.5m per storey this implies a building height of at least 17.5m. The reason for the high buildings is to accommodate a population of some 5,000 people on a new area of only 42ha.

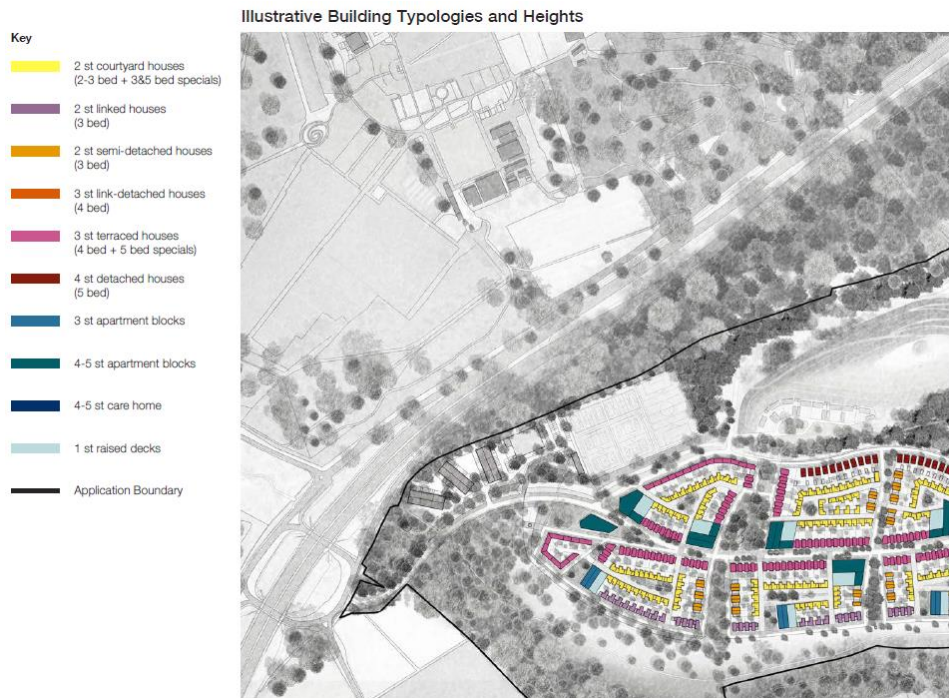


Figure 16 Extract from buildings plan for 15/P/00012 showing building heights- western end



Figure 17 Extract from buildings plan for 15/P/00012 - central and eastern end

- 2.3.9** The dimensions of the new buildings are completely out of keeping with the rest of Ockham. The only building design with more than two storeys (ie ground and first floor) in the Parish at present is the Hautboy – built in 1864 as a hotel. It appears that at least half of the buildings in the new town will be either 3-5 storeys or 2-4 storeys high.
- 2.3.10** These design features do not mitigate the effects of placing development on the highest ground in the locality. They exacerbate the effects.

2.4 How would site access be handled?

2.4.1 This section answers Que 11.27: How would the site access be handled?

2.4.2 Historically, the main access to this site was at Elm Lane off the A3. This was the access used by Vickers Armstrong when it used much of the site as a private company airfield. As the number of lanes and the volume and speed of the traffic on the A3 has increased, Highways England has restricted the use of this access to the site.

2.4.3 Farming access to the land has traditionally been via Hatch Lane. The land was farmed for many years from Bridge End Farm when the Shere family owned the farming lease. That access is owned by Bridge End Farm and is currently closed to vehicular traffic.

2.4.4 When the farming lease was taken over by the Maiklems at Pound Farm at Martyr's Green a new vehicular access was created off Ockham Lane in the late 1980s. That access did not exist at the time when Vickers Armstrong held the lease of the land from HMG 'for wartime purposes'.

2.4.5 To accommodate a new town it is proposed to build two new access points, one at the Ockham Park Roundabout at the West end and the other at Old Lane at the East end. A new road would connect the two access points.

2.4.6 SCC Highways observed in its interim response to 2014 Transport Assessment attached to the planning application:-

it is recommended that the proposal is REFUSED on the grounds that it has not been demonstrated that the development is in a location which is or can be made sustainable from a transportation point of view, or that the residual traffic generated by the development can be satisfactorily accommodated on the surrounding network.

2.4.7 Part of the so-called mitigation for the new town was the proposed permanent stopping up of a number of local roads including Ockham Lane, Elm Lane and Plough Lane in both directions and Guilehill Lane and Old Lane in one direction:

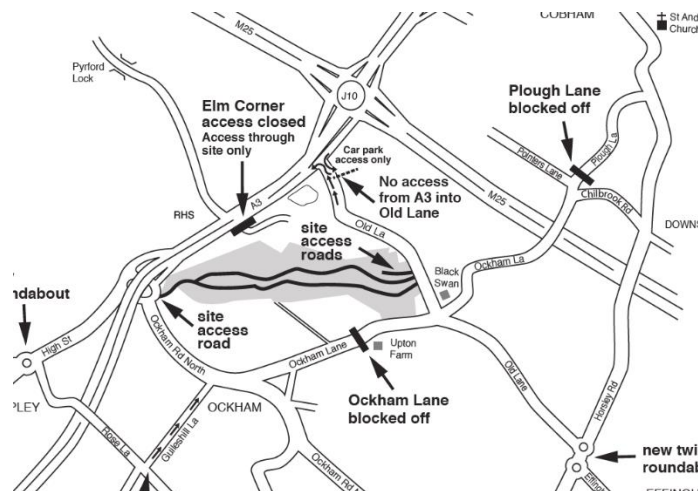


Figure 18 Plan showing SCC Highways' proposed road closures to 'mitigate' the effect of the new town.

2.4.8 Closing Ockham Lane would cut Martyr's Green, Mays Green and Hatchford End off from the rest of Ockham. Closing Plough Lane will cut Ockham off from its nearest shopping facilities in Cobham. There has been no public analysis of the interactions between the Strategic Road Network and the Local Road Network at Ockham. No consultation has taken place on the impact of the proposed local road closures. The developer's expert's Transport Assessment has changed beyond recognition from the version

submitted with the planning application. We note that after four years of negotiation with Highways England, we still do not know what exactly the developer is proposing.

2.4.9 The Developer's advisers presented the output from a traffic model to show the effect of the Appeal Scheme on the Strategic Road Network. This model was exposed at the Public Inquiry as being inaccurate and deficient in many respects.

2.4.10 We know that the Developer's model was not accurate in a number of respects. It did not include

- The effects of the new Road Improvement Scheme at J10
- Traffic flows from other sites in the local plan eg Gosden Hill or Blackwell Farm
- Traffic flows from Heathrow Terminal 5
- Traffic flows from a new settlement at Dunsfold Aerodrome

2.4.11 For the model to make accurate predictions it must

- Start from an accurate description of the present traffic situation
- Accurately predict the number of new road-users/ cars
- Accurately predict the number of trips and the destinations
- Accurately model the traffic network and its bottlenecks

2.4.12 The objective should be to work out the likelihood or probability of acceptable road traffic conditions after the creation of the new town. To simulate the full range of likely outcomes the probability distributions of the main variables should be estimated and put into the model. The model should then be run as a Monte Carlo analysis ie it should be iterated thousands of times on the computer and the probability distributions of the results displayed. What proportion of the results are not acceptable in terms of road-user experience? How resilient is the road network?

2.4.13 The model is not available for public scrutiny, only a small subset of the possible outputs. The public cannot test the sensitivity or resilience of the model to changes in the assumptions. It can only compare a very small subset of the baseline traffic data to known traffic counts on specific local roads and carry out some basic logic checks. The public is therefore completely reliant on the due diligence of Surrey Highways and Highways England. Neither organisation is directly accountable to the public.

2.4.14 As a result of all these and other issues the model cannot be relied on.

2.4.15 The proposed transport system for the new town has a number of fatal flaws that make it unsustainable:

- 1** There is no existing primary transit network. The developer must introduce a bus service. The economics of a bus service to and from this location are likely to be fragile. The daily volumes of passengers are likely to be too small to make the service economic for a bus operator to sustain. Bicycles are promoted as a transit method. But the number of bike friendly destinations is limited and local roads are not well adapted for cycling.
- 2** The secondary transport mode is a stopping slow train service. Only two train stations are within a reasonable journey time, East Horsley and Effingham Jctn. These provide a service to only two key employment centres – London and Guildford.
- 3** The combined journey total journey times are too long to be efficient and will erode quality of life. The journey time to London is between 45 minutes and an hour.
- 4** The scope for adding additional neighbourhoods in the future is extremely physically constrained. Any new neighbourhoods would also suffer from a shortage of facilities and destinations.

2.4.16 Ideal new town locations have primary transport facilities that are efficient mass transit systems such as trains and trams. The new town has an inefficient two tier transport system based on buses connecting to a stopping branch line train service.

- 2.4.17** There are no other primary transport systems. So the developer conjectures that a new bus service will supply an efficient primary transport system.. Since the station car parks are at capacity the only practical primary means of transport will be the bus service.
- 2.4.18** The main secondary transport system for the new town is the railway. Although it is claimed that there are 5 train stations within five miles –as the crow flies - this is academic because this takes no account of actual distances by road or actual journey times. In practice the only train stations in reach of the new town within a reasonable journey time are East Horsley and Effingham Jctn. These are too far away to walk to.

2.5 Relationship of site to A3 infrastructure improvement works

2.5.1 Ques 11.28: What is the relationship of this site to the A3 infrastructure improvement works?

2.5.2 At the Public Inquiry in 2017 into the refusal of planning application P/15/00012, Highways England became a Rule 6 Party. It objected to the approval of the application on the basis that it would cause severe harm to traffic on the A3.

2.5.3 The Applicant produced new evidence on the day before the start of the Inquiry to try to show that it could mitigate the effects of the new traffic on the A3. The Inspector permitted the Inquiry to proceed despite the late submission of this evidence. HE and the developer worked throughout the Inquiry to try to find agreement on how to mitigate the effect on the A3.

2.5.4 No agreement between HE and the developer was reached before the end of the Inquiry. It was agreed by all the parties, including the developer's traffic consultant, that the scheme must be refused on the evidence before the Inquiry.

2.5.5 Since the Inquiry HE and the developer have continued to try to reach agreement on mitigation. Not has so far been reached.

2.5.6 A number of conditions were agreed with HE including:

Condition 35	<i>Traffic Management Measure to A3 to reduce / control speed.</i> No more than 200 dwellings shall be occupied until a Traffic Management Measure relating to speed restrictions and/or construction works to the A3 between Ockham Interchange and M25 Junction 10 (or suitable alternative to be agreed in writing)
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Condition 36	<i>M25 Junction 10 improvement works or RIS.</i> No more than 500 dwellings shall be occupied until either the works in accordance with plan reference. 0934/SK/017 Rev Q have been completed or M25 Junction 10 improvements materially in accordance with either Option 9 or Option 14 of the Roads Investment Strategy Scheme for the Improvement of the M25 Junction 10 (5 th December 2016) or an alternative option containing materially equivalent mitigation effects have been implemented by Highways England.
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Figure 19 HE constraints on house building numbers

2.5.7 M25 impacts: -the site is too close to the wrong kind of transportation: the A3/M25 junction will be a bottleneck for short commuter journeys yet facing the health/wellbeing risks of air pollution, noise and congestion associated with 6-8 lane traffic in close proximity to playing fields, schools and homes

2.6 Pattern of movement from site and sustainable transport modes

2.6.1 Que: 11.29: What would be the pattern of movement from the site? How could the plan more effectively promote more sustainable transport modes?

2.6.2 Town & Country Planning Association guidance emphasises the critical importance of a site's proximity to primary public transit systems and to centres of employment.

2.6.3 The Appeal site is

- **Not near local employment centres.** It more than five kilometres (the key criterion) from Woking, Weybridge, Esher, Leatherhead, Dorking and Guildford.
- **Not near primary public transit infrastructure.** railway stations > 3km as the crow flies from the new settlement, well in excess of the 600m to 800m in the guide to 'Sustainable Settlement's exhibited by the developer's town planning expert at the Public Inquiry.
- **Not near existing facilities. (None in Ockham.)**
- **Not a suitable commuter location.** Even if a bus service were viable (which is speculative) the new settlement would still require multiple change-overs for commuting
- **Few 'valuable destinations' within a 5 minute walk.** For most of the new settlement the 'Village Centre Neighbourhood' is outside a 5 minute walk.

2.6.4 The new settlement is car dependent. RTPI research indicates residents will primarily use their cars and not local railway stations to travel to work. The risk is that the number of car trips has been materially understated. The Developer's traffic model included no trips relating to the new schools eg teachers and pupils.

2.6.5 To give the Appeal Site a semblance of sustainability the developer proposes to subsidise a bus service during the development phase of the project. The viability of that service depends on the number of residents who will wish to use the two local train stations. The developer will only subsidise the cost of the bus service up until the development is complete. Thereafter cost of the bus service will be paid for by a charge on all the residents of the new town. It is highly misleading to suggest that the bus service will be subsidised in 'perpetuity'. The subsidy to be provided post project completion will be at the discretion of the residents of the new town, who will have to bear the cost of the service themselves.

2.6.6 Research by The Royal Town Planning Institute shows that the number of residents likely to use the train may be rather small:

The RTPI examined travel-to-work data for five medium-sized towns within the existing Metropolitan green belt, towns which are centred around railway stations and have direct connections to central London. We found that in these five towns, only 7.4% of commuters actually travel to London by train on a regular basis, despite living within easy walking or cycling distance of a station. The majority of commuters (72%) instead travel by private vehicle, mostly driving to jobs within their hometown and to other places not in London.

2.6.7 If the number of train users is smaller than predicted and the number of car users greater the two effects will compound each other and create serious bottlenecks at the Ockham Park Roundabout.

2.6.8 The site is constrained by having only two points of road access. Small changes in the number of trips generated could easily lead to tipping point. There are 4,000 designed car parking spaces. The actual number of cars may be higher. If a third of the, say, 4,000 cars (ie 1,333) seek to exit the site using both access points in equal numbers (ie 667) during one peak hour then 667 cars will need to pass through each exit in an hour. This figure only includes traffic generated from within the site. Through-traffic wishing to reach the A3 from Effingham and further south must be added.

2.6.9 In Appendix O of Mr McKay’s Proof of Evidence at the Public Inquiry 423 cars are predicted to leave the site via the Ockham Park Roundabout during the morning peak hour in 2031. The roundabout will be signalised. Presumably priority will be given to traffic leaving the A3 to prevent tailbacks onto the A3. It is therefore easy to see how the traffic flows to the roundabout could overwhelm its capacity. A queue of 243 cars (ie 667 less 423) would stretch over a kilometre ie back to the centre of the new town.

2.6.10 When the estimated 1.5 million annual visitors to the RHS Horticultural Society gardens at Wisley, nearly all of whom will pass through this roundabout, are added in it is hard to see how gridlock on the Strategic and Local road networks can be avoided.

2.6.11 Paul Cheshire at the London School of Economics and the Adam Smith Institute justifies building in the Green Belt on the assumptions that a) new residents will commute by rail to central London b) sustainable housing growth may be possible without placing excessive strain on existing roads.

2.6.12 The Royal Town Planning institute (RTPI) has examined existing travel patterns in the Green Belt¹³ and concludes:

‘By using travel-to-work data from the 2011 Census, the Royal Town Planning Institute (RTPI) has found that building one million homes around railway stations in the Metropolitan green belt could result in between 3.96 and 7.45 million additional car journeys per week on roads which are already struggling with congestion and delays. These findings also question the extent to which new residents would use trains to access jobs in central London.

2.6.13 RTPI analysis of ONS data for five large towns in the Green Belt showed that most inhabitants worked in their local area and used their private cars:

Figure 3: Place of work for commuters of each town in the study area, with average rail journey times to central London stations

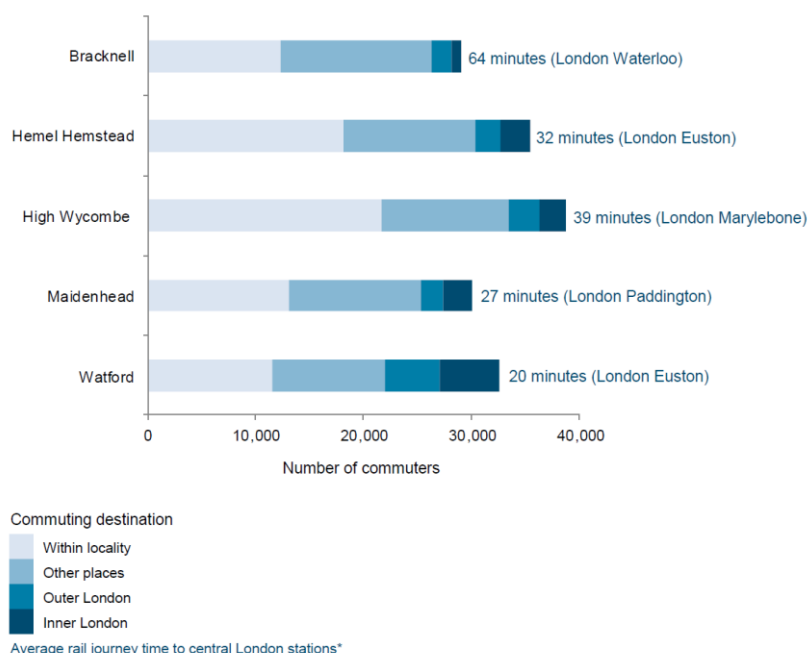


Figure 20 RTPI analysis of commuter destinations from towns in the Green Belt

¹³ RTPI Building in the Green Belt? August 2015

- 2.6.14 Car dependence of the new town.** RTPI and local experience suggest that most of the residents of the new town will not use the local railway stations to travel to work. The knock-on effect of this would be that the planned, subsidised bus service would never be economic. In other words, the bus service is unlikely to be sustainable and is likely to be discontinued once the reality becomes clear or the full cost falls onto the residents. The entire rationale for the layout of the character areas based on 5 minute walking distances from the proposed bus stops would be invalidated. Only one neighbourhood is within 400m of the 'town centre'.
- 2.6.15** The developer hedges its bets in terms of provision of transport infrastructure. On the one hand, over 4,000 car parking places have been provided and on the other a regular bus service to East Horsley and Effingham Junction are planned.
- 2.6.16** This new town is car dependent. This is the least sustainable form of transport from an environmental perspective. The A3 from Guildford to London connects the most congested city in the UK, London, with Guildford, the 8th worst congested town in the UK and the 80th worst in the World¹⁴.
- 2.6.17** The new town will create a bottleneck and the need for a by-pass. Most towns and villages that are served by one central arterial road in high traffic areas suffer from congestion and pollution. Most want a by-pass for through traffic. Ripley is a local example of a town that suffers seriously from through-traffic – because cars must pass through it in order to access the A3 southbound.
- 2.6.18** The proposed new town will be a traffic bottleneck because it has only one through-road with only two points of access. It is not designed with sufficient capacity for the likely traffic flows. It is only 7.3m wide. It will have to cope with new traffic flows to and from the new town as well as the traffic that formerly used Ockham Lane and Old Lane.
- 2.6.19** New traffic will include all the car traffic generated by the residents, buses, the school, the shoppers, the offices and visitors to the 'parkland'. In addition, it will have to cope with a regular bus service is planned with six bus stops. Many towns and villages to the south-east of Old Lane –from as far afield as Crawley – use Old lane to access the A3 and will need to travel through the new town on their return journeys.
- 2.6.20** The entrances to the new town are constricted. To enter the new town from the east, drivers must use Old Lane. Old Lane is a C road with a 7.5 tonne weight restriction. It has no pavements or street lighting. Traffic speeds regularly exceed 50mph despite 40mph restrictions. It is not suitable for pedestrians or cyclists.
- 2.6.21** Drivers approaching from the west will either use the A3 southbound – or drive through Ripley or East Horsley. The slip road from the A3 is likely to become congested with tail-backs onto the A3. The access from the Ockham Park roundabout requires a near U turn (330 degree turn) onto the 'Ridgeway' road.
- 2.6.22** There is no viable solution to alleviate the bottleneck/congestion. There is no available land on which to build a by-pass. Ockham Lane will become a de facto by-pass road. The Ockham Conservation Area and its setting would be severely and permanently harmed by being used as a by-pass.
- 2.6.23 Lack of primary public transit infrastructure and long journey times.** The key to efficient transport is fast primary transport from the new town that connects directly with places of work/education. Academic studies have evaluated Transport Oriented Development (TOD), Pedestrian distances to home (PED-SHED) and Transit Adjacent Development (TAD). What matters is total journey time and the total number of connections.
- 2.6.24** The new town does not have pedestrian access to a fast primary public transit system. The nearest equivalent is the railway service on the Guildford to Waterloo services via Cobham and Bookham.

¹⁴ Congestion data from INRIX

- 2.6.25** To reach this service the developer proposes a new and untested bus service. Even with a regular bus service a journey to London will require multiple legs/change-overs:
- Walk to bus stop and queue (5 minutes)
 - Bus journey time
 - Wait at station (10 minutes)
 - Journey to Waterloo (c 1 hour from Effingham Jctn)
 - Changeover to tube and onward journey (30 minutes)
- A commute to central London is likely to take 1hr 45 mins to 2 hours in each direction.
- 2.6.26** **Lack of high value local destinations within walking distance.** It is common ground that key destinations within a new peri-urban settlement ought to be walkable ie within a 5 minute walk. This accords with design 'best practice' for 'pedestrian sheds' or PED SHEDs. The developer has designed for walkability. The difficulty is not with the design but with the location. The new town is designed as an urban extension without an urban settlement to link up with. Consequently, there is a paucity of high value destinations on the site that are worth walking to. The primary destinations are bus-stops – that are not primary transport – just feeder transport for a slow train service. The number of true daily 'destination' facilities on site is small. Most are only walkable in the Village Centre Neighbourhood. Many of the facilities are not for daily use and are doubled up to save space:
- Playgrounds double up as SUDS
 - Playing pitches double up as football pitches and tennis courts and green corridors
 - Roads are called 'green lanes' and double up as cycle routes and pavements.
 - The SANG doubles up as a re-location zone for displaced wildlife and a 'park' for the residents.
 - The School and its parking doubles up as village space and village car parking.
- 2.6.27** The effect of the multi-purposing of facilities is to save space – which is limited on the site and to make the list of facilities look longer. It also reduces the real capacity of the facilities for any one purpose.
- 2.6.28** The most exciting destinations in the area might turn out to be those that pre-date the new town:- the Special Protection Area on Ockham Common, the Black Swan pub and Ockham Village Cricket Club. This is ironic because the developer's expert argued that Three Farms Meadow and Ockham Common are not within the setting of Ockham. But the developer treats the settings asymmetrically. TFM is not within the setting of Ockham – but Ockham is within the setting of the new town and the development can appropriate all Ockham's existing facilities in order demonstrate its own 'sustainability'!
- 2.6.29** There are no footpaths along Old Lane. The only means of accessing the Black Swan will be either by car or along Ockham Lane. This will direct nearly all the pub traffic past Yarne, Rose Cottages (3m from the road) and Oakmead.

2.7 Relationship of timing of key infrastructure and delivery trajectory for the site

2.7.1 Que 11.30: What is the timing of the key infrastructure works for this allocation and their relationship and their relationship to the delivery trajectory for the site?

2.7.2 In its submission to the public consultation regarding the J10 Road Improvement Works the Developer set out long stop dates for housing delivery on A35. The longstop date for completion of just under half of the houses ie 1,000 houses is 2032. This is based on the assumption that planning permission is granted in 2018. It calls further into question suitability of the site for delivering housing need in the short term.

Table 6.1: Earliest Timeframes for Delivery

DATE	WISLEY AIRFIELD EARLIEST	WISLEY AIRFIELD LONG STOP	RIS M25 J10 DCO
September 2018		Potential long stop date for grant of Planning Consent for Wisley Airfield by SofS MHCLG	
November 2018			Submission of application for DCO
December 2018	First reserved matter submission		Confirmation of application for DCO
March 2019	Estimated grant of consent for first reserved matter		
December 2019 – March 2020			Final decision on DCO application (circa 15 months from start)
July 2020			Construction starts
Spring 2021	First dwelling occupation following completion of SANG phase 1 (3x hay cuts) (by 31 st March period 2020/21)		
September 2021		Long stop for first reserved matter submission	
March 2022		Estimated grant of consent for first reserved matter	
July 2022			Construction complete and scheme opens
March 2025		Long stop date for implementation of consent	
Autumn 2026	Occupation of 1,000 th dwelling (within period 2026/27)	First dwelling occupation following completion of SANG phase 1 (3x hay cuts)	
Spring 2029		Occupation of 250 th Dwelling (Based on WPIL assumed absorption rates)	
Spring 2032	Occupation of 2068 th dwelling (by 31 st March period 2031/32)		
Autumn 2032		Occupation of 1,000 th dwelling (Based on WPIL assumed absorption rates)	

Note:

- GBC's housing trajectory as outlined in the Housing Delivery Topic Paper of December 2017 predicts 1st occupation in 2022/23 and 1,000th occupation in 2028/29.

Figure 21 Extract from Wisley Property Investments submission to J10 consultation

2.8 Provisions to prevent adverse impact on the SPA

2.8.1 Que 11.31: Can the plan's provisions effectively prevent an adverse impact on the SPA?

2.8.2 The allocation of this site is perverse. The proposal is to put a new town **on top of**:

- A Site of Nature Conservation Interest
- A Biodiversity Opportunity Area designated by Surrey Nature Partnership and within the 400m to 800m risk zone around the Special Protection Area.

2.8.3 The Local Plan states in Policy ID4:

Biodiversity

(1) The Council will conserve and enhance biodiversity and will seek opportunities for habitat restoration and creation, particularly within and adjacent to Biodiversity Opportunity Areas (BOAs). The Council will produce a Green and Blue Infrastructure Supplementary Planning Document (SPD) setting out how this approach will be implemented.

(2) Proposals for development must demonstrate how they will deliver appropriate net gains in biodiversity where possible. Where proposals fall within or adjacent to a BOA, biodiversity measures should support that BOA's objectives. The SPD will set out guidance on how this can be achieved.

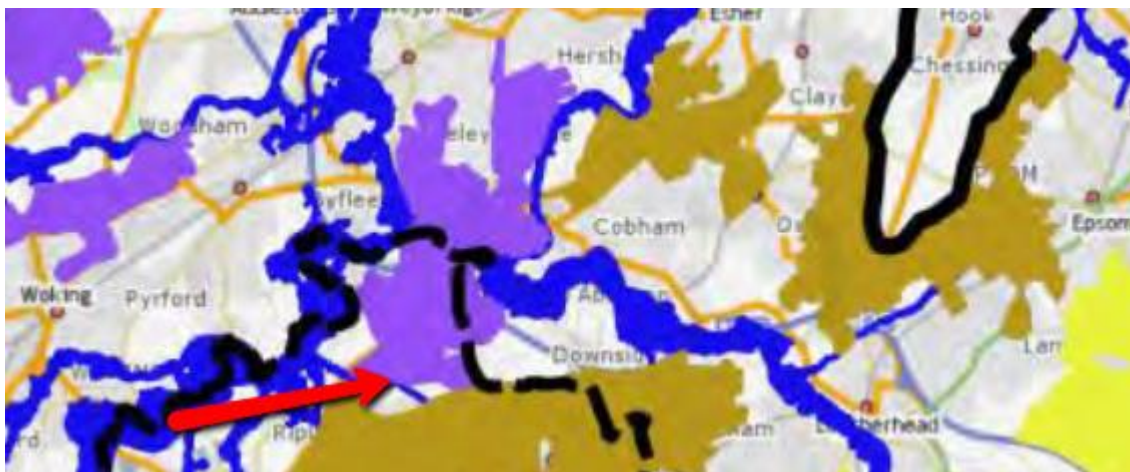


Figure 22 Extract of map showing Biodiversity Opportunity Area (purple) on which GBC has allocated site A35

2.8.4 The Council has no answer to the question how a new town on this SNCI and BOA 'will deliver appropriate net gains in biodiversity'.

2.8.5 The precautionary principle requires the development to do no harm. The evidence that the development can be mitigated to do no harm is unconvincing.

2.8.6 GBC bears the ultimate responsibility for protecting and enhancing the SPA but seeks comfort from Natural England. The Developer not GBC has taken the lead in obtaining Natural England's consent. Natural England merely expresses the opinion, 'no objection' and sets out conditions. It also pointed out that GBC had not commissioned its own HRA. In April 2017 GBC obtained a new HRA from AECOM – long after the application had already been determined.

2.8.7 AECOM expresses the following opinion in its April, 2017 HRA:

it is understood that both the Council and Natural England are satisfied that recreational pressure impacts on the Thames Basin Heaths SPA would be adequately addressed. Given this, there is no reason to believe that the site is not deliverable in principle.

- 2.8.8** Natural England only took account of ‘recreational impacts’. It took no account of air quality impacts.
- 2.8.9** It therefore seems that AECOM rely on GBC and Natural England and Natural England in turn relies on the Council. The reasoning behind the approval process has been circular.
- 2.8.10** GBC and AECOM have not independently addressed the concerns expressed by Surrey Wildlife Trust.
- 2.8.11** The Appeal Site has multiple points of access into the SSSI and SPA along Public Rights of way, all of which will remain open.
- 2.8.12** The Appeal Scheme introduces
- an extremely densely packed new town on 42ha which completely covers the southern approaches to the SPA
 - street lighting in a presently unlit area
 - significant numbers of cats and dogs – assuming pet ownership in line with averages for the South East.
- 2.8.13** The proposed Impact Avoidance and Mitigation Scheme has many implausible elements:
- It implies that replacement of 50ha of countryside with 2,068 houses will not have a net negative ecological effect
 - It implies that the equivalent of 1.5 full time wardens can
 - (i) patrol the 296ha of Ockham Wisley and Chatley Commons in addition to the 50ha SANG 24/7/365 days a year.
 - (ii) Prevent encroachments by cats from the new town and encroachments by foragers for mushrooms and wild animals
 - (iii) Limit recreational use of Ockham Wisley and Chatley Commons by 5,150 new residents
- 2.8.14** There is no plan to safeguard the SNCI ecology through biodiversity offsets. The Strategic Access Management and Monitoring measures do not provide assurance that no harm will be done and so do not satisfy the precautionary principle test.
- 2.8.15** The purported ‘wildlife corridors’ do not meet the criteria for suitable corridors and are in fact designed for other purposes – such as surfaced playing pitches and playgrounds.
- 2.8.16** The Appeal Scheme conflicts with the aims of Surrey Nature Partnerships Biodiversity Opportunity Area.

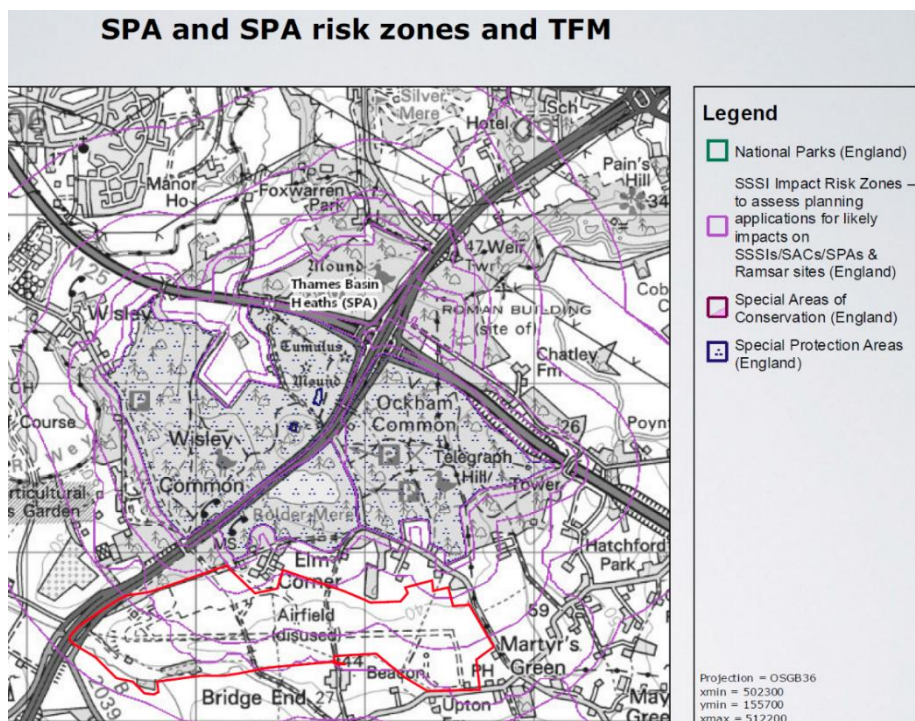


Figure 23 Risk zones around Ockham Common SPA and location of new town

2.8.17 The SPA is threatened by the Road Improvement Scheme for J10 to the north. Further major works to the south at the Appeal Site will compound the risks.

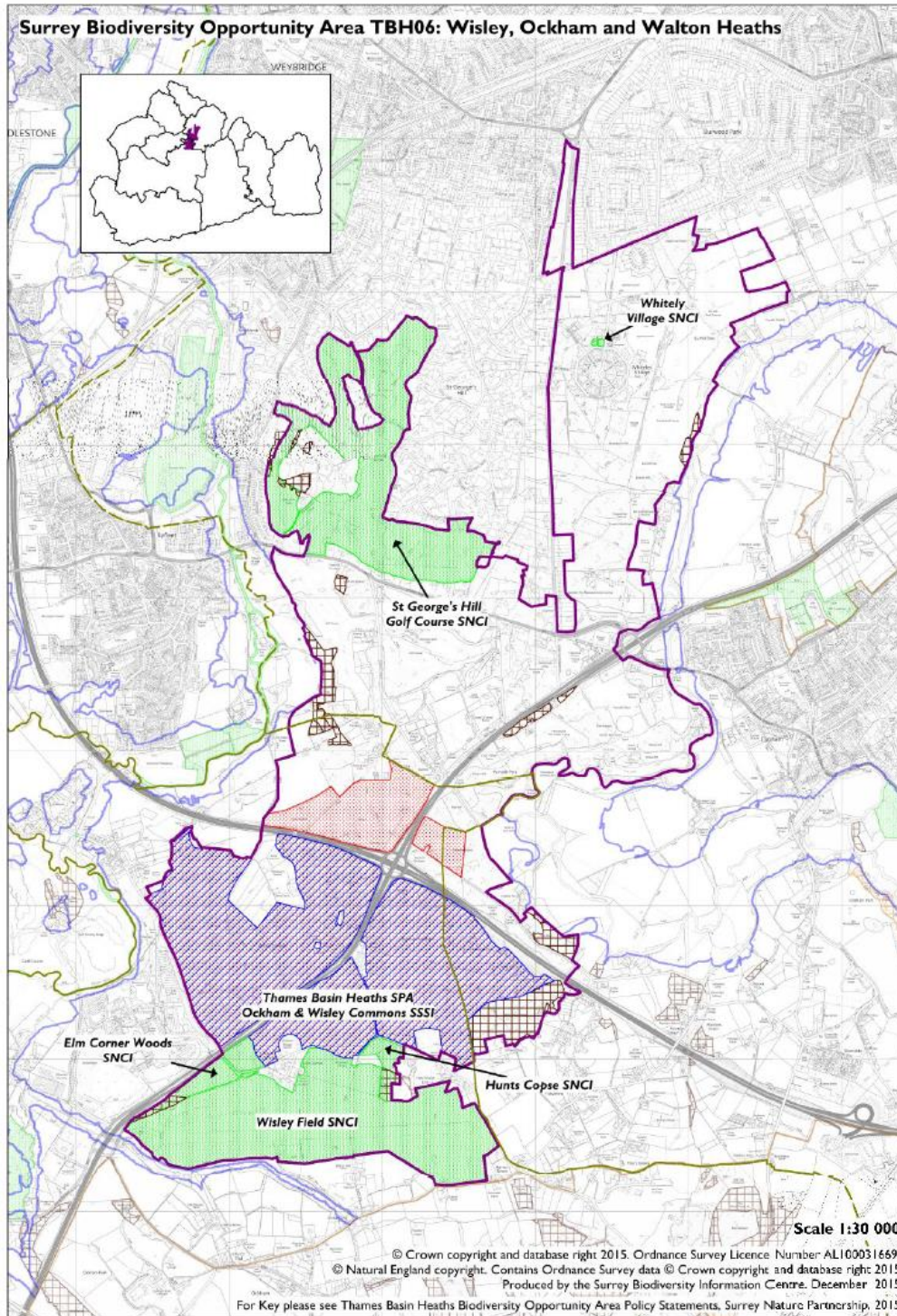


Figure 24 Surrey Nature Partnerships Biodiversity Opportunity Area

2.8.18 Building a new town inside Surrey Nature Partnership's Biodiversity Opportunity Area makes a mockery of the NPPF's commitment to protect biodiversity. The developer's claims that the creation of a SANG will improve biodiversity are risible. It claims for example that bird boxes will assist the many endangered species within the SNCI such as skylarks.

- 2.8.19** The site commands a strategic position in the Green Belt. Removing the Appeal Site from the Green Belt would undo the work of the public authorities over the period since 1936 to protect environmentally sensitive public land.
- 2.8.20** The 'Commons group' immediately north of the Appeal site was consolidated by Surrey County Council over a number of years from 1936. London County Council contributed to the cost of buying Ockham Common and on 2 January, 1940 LCC and SCC entered into a Deed of Covenant under the Green Belt (London & Home Counties) Act 1938 whereby SCC declared Ockham Common to be part of the Green Belt around London. In 1959, Sir Cyril Black, former MP for Wimbledon and an Alderman of SCC purchased Wisley Common and donated it to SCC.
- 2.8.21** Surrey Nature Partnership has recommended that the whole of the Appeal Site should be designated as a Site of Nature Conservation Interest. The Appeal Site forms one ecological unit with the 'Commons group' which is contiguous with its northern boundary. This is recognised by SyNP designating the Appeal Site as part of a Biodiversity Opportunity Area.

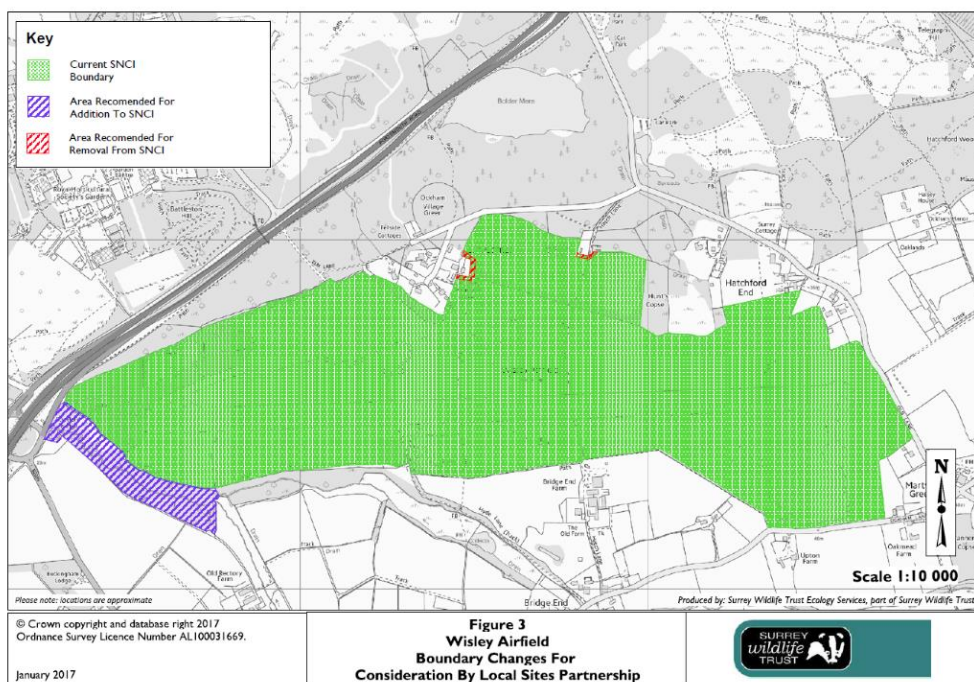


Figure 25 Surrey Wildlife's plan of its Site of Nature Conservation Interest

- 2.8.22** **Proposed mitigations for harms** The main mitigation proposed is the creation of a Suitable Alternative Natural Greenspace or SANG and Strategic Access Management and Monitoring or SAMM. NE guidelines require that a SANG should have at least 8 ha for every thousand inhabitants.

SANGs provide an attractive natural or semi-natural environment and visitor experience equivalent to the SPA and in doing so prevent new dwellings bringing an increase in recreational pressure on the SPA by “soaking up” potential SPA visitors¹⁵.

- 2.8.23** A SANG of over 20ha is deemed to have a catchment area of 5km. The SANG on this site will be a private SANG. The developer claims that it will provide a capital endowment that will pay for the wardens and other SANG maintenance costs for 125 years. The developer is unlikely to exist in 100 year's time.

¹⁵ GBC Thames Heath Basin Special Protection Area Avoidance Strategy 2017, para 3.5

- 2.8.24 Reasons why the proposed mitigation measures are not fit for purpose.** The effectiveness of the proposed mitigations is unknown because there are no precedents for placing a SANG immediately next to an SPA. Reasons why the mitigation measures are likely to prove ineffective and inadequate include:
- 1) The new dwellings in the new town have not been allocated meaningful personal private indoor and outdoor space. (See Schedule of Accommodation in Fig 18 below.) Residents may work from home to avoid commuting times. There is no provision on the site for recreation other than the SANG and the shared sports grounds at the school. Residents are therefore very likely to enter the SPA.
 - 2) The new town is remote from any significant town centre eg Guildford, Esher or Woking. So the SANG and SPA will be the closest local attractions.
 - 3) Wider catchment area. The SANG is sized only to provide for the inhabitants of the new town. No capacity has been added for visitors from further afield – even though the expected ‘catchment area’ is 5 km taking in all of Cobham & Stoke d’Abernon, Byfleet, Pyrford, Ripley, East and West Horsley etc
 - 4) The physical proximity to the SPA and the more attractive habitats on Ockham Common will draw people through the SANG onto the Common.
 - 5) The numerous public footpaths and bridleways leading from all corners of Ockham and the new town will enable easy access to the SPA.
 - 6) The proposal relies on wardens to monitor the behaviour of dog walkers and cats. Given the very large areas (over 50ha), the wide frontage with the SPA (2.5km), and the small number of wardens in relation to the population of the new town and the likely numbers of visitors, the ability of the wardens to provide effective safeguards is compromised from the start.
 - 7) The SANG will not provide a better habitat for the existing wildlife than the current SNCI.
 - 8) The prolonged disruption caused by moving 470 thousand cubic metres of topsoil will cause permanent damage to the populations of reptiles, invertebrates and amphibians.
 - 9) Translocation of species from the site of the proposed new town onto the SANG is unlikely to be successful. Habitat recreation has a poor success rate and requires ratios of replacement land to original land of 20:1 to 100:1.

Feilden Clegg Bradley Studios
 1715 Wisley Airfield
 SCH/008 MASTERPLAN SUMMARY
 10/06/2014 RevB Overall areas per type added, notes revised

Residential

Uses	Type	Area/unit		No.	Overall area/ type		Parking	Garden	Overall no.'s
		m2	sqft		m2	sqft			
Overall	C3 Dwelling Houses C2 Elderly residence								2,100 units TBC
Apartments	1 bed Apartment	48	517	167	8,026	86,387	1	-	836 units
	2 bed Apartment	65	700	209	13,585	146,228	1	-	
	Apartment	75	807	167	12,540	134,979	1	-	
	Apartment	85	915	100	8,527	91,786	2	-	
	2/3 bed Apartment	95	1023	84	7,942	85,487	2	-	
	Apartment	110	1184	84	9,196	98,985	2	-	
	3 bed pent. Apartment	140	1507	25	3,511	37,794	2	-	
Houses	2 bed Terraced	69	743	136	9,384	101,009	1	8/10	1,264 units
	3 bed Ter./semi-/det.	86 - 110	926 - 1184	601	58,898	633,973	2	8/10	
	4 bed Terraced	143 - 160	1539 - 1722	375	56,813	611,525	2	12	
	5 bed Detached	190 - 193	2045 - 2077	152	29,108	313,316	2-3	12	
					Total areas:				
					217,530	2,341,468			

Figure 26 Schedule of planned accommodation for 15/P/00012

2.8.25 The proposed SANG will not replicate the present environmental benefits of Three Farms Meadow. The previously developed portion of this Green Belt site is contributing positively to national level biodiversity. Building on this site affects the openness of the Green Belt because it is at a high point in the local topography with no visual interruptions, being all flat arable land or ancient forest and grassland and biodiversity rich ponds.

Not yet built housing is internationally proven to be easier to translocate to a more appropriate site than old growth biodiverse habitats, without any costly land offsetting ratios.

The 2010 Lawton report articulated the gravity of the decision by saying biodiversity offsetting, should it be poorly implemented, could streamline the destruction of the UK's native habitats.

A biodiversity offsetting study by Zurich University in 2014¹⁶ showed: ‘... recreating species richness in offset sites within 100 years would occur for about 40% of cases...‘offset ratios’, which calculate the amount of new land needed in hectares relative to the amount lost, need much greater consideration. Presently, ratios of less than 10:1 are typically used, but this study points to 20:1 – 100:1 as more realistic’.

Based on the ‘do no harm’ precautionary principle translocating these unbuilt housing to more sustainable location enables both the housing and the biodiversity to have greater survival prognosis and both then can complement the NPPF for sustainability on all three dimensions.

The recent SNCI report for the former Wisley airfield finds that the whole of the site qualifies by 2008 criteria for SNCI status and some features qualify for national status. Arable and mosaic habitats qualify at national level¹⁷. Mosaic habitats are the habitats that have thrived on the concrete and tar macadam portions of the site.

2.8.26 The sites of the SPA, SSSIs of Wisley and Ockham Commons, the former Wisley Airfield SNCI, and the ancient woodland, and ancient hedgerows and SNCIs included in the Ockham Common LNR are all co-located in the same protected corner of the Greenbelt in Ockham Parish and across into Wisley parish. Surrey Nature Partnership has recognized these co-located sites as a BOA, Bio-diversity Opportunity Area for the Thames Heath Basins. BOA selection criteria focuses on Tier one (SSSIs, SPA and SAC sites) and at Tier two (SNCIs and ancient woodland). Tier three is *further down the priority list* (including AONBs and SNDPs).

2.8.27 The new town will in fact cause harm to the SPA rather than create benefits. The existing baseline will not be improved. There will be the net loss of an SNCI. The open-spaces argument is over-ridden by the fact that 40% of the dwellings have no gardens and the gardens for the other 60% the outside recreation space is very limited. The proposed new town will not add new open space; it will diminish the existing open space on Three Farms Meadow. The creation of the SANG or ‘Parkland’ will draw more visitors into the SPA.

2.8.28 **New town design harms wildlife.** The proposed new town will have an effect on the Special Protection Area and Site of Special Scientific Interest just 400m to the north.

2.8.29 The NPPF states at para 117:

‘117. To minimise impacts on biodiversity and geodiversity, planning policies should:

- plan for biodiversity at a landscape-scale across local authority boundaries;

¹⁶ curranm@ethz.ch

¹⁷ Despite the developer regularly scrapping the former hardstanding area to deter plant growth.

- identify and map components of the local ecological networks, including the hierarchy of international, national and locally designated sites of importance for biodiversity, wildlife corridors and stepping stones that connect them and areas identified by local partnerships for habitat restoration or creation;
- promote the preservation, restoration and re-creation of priority habitats, ecological networks and the protection and recovery of priority species populations, linked to national and local targets, and identify suitable indicators for monitoring biodiversity in the plan;
- aim to prevent harm to geological conservation interests; and
- where Nature Improvement Areas are identified in Local Plans, consider specifying the types of development that may be appropriate in these Areas.’

2.8.30 Surrey Nature Partnership has planned for biodiversity at a landscape-scale across local authority boundaries. It has defined a Biodiversity Opportunity Area (BOA)– TBH06: Wisley Ockham and Walton Heaths. Site Allocation A35 is part of that BOA and it is designated ‘Wisley Field SNCI’ on the plan of the BOA. Nowhere does the GBC Local Plan take adequate or any account of this.

2.8.31 The creation of a new town on this site will obviously isolate the species within Ockham Common and cut them off from the land to the south – ie Ockham, Effingham and Ripley.

2.8.32 The Developer’s expert told the Public Inquiry into the refusal of 15/P/00012:

Masterplan barrier to wildlife

6.3.1.9 The green corridors ensure that the enhancement of the site’s amenity and ecological value throughout the development. A series of green links/ streets further enhances permeability of the development, creating biodiversity corridors to allow wildlife to permeate through the proposed new settlement and create a finer grain to the neighbourhoods. This goes hand in hand with the overall landscape approach and SUDS strategy.

2.8.33 The Developer’s understanding of adequate corridors for wildlife is not consistent with best practice in wildlife conservation. The minutes of Surrey Nature Partnership from June, 2016 state:

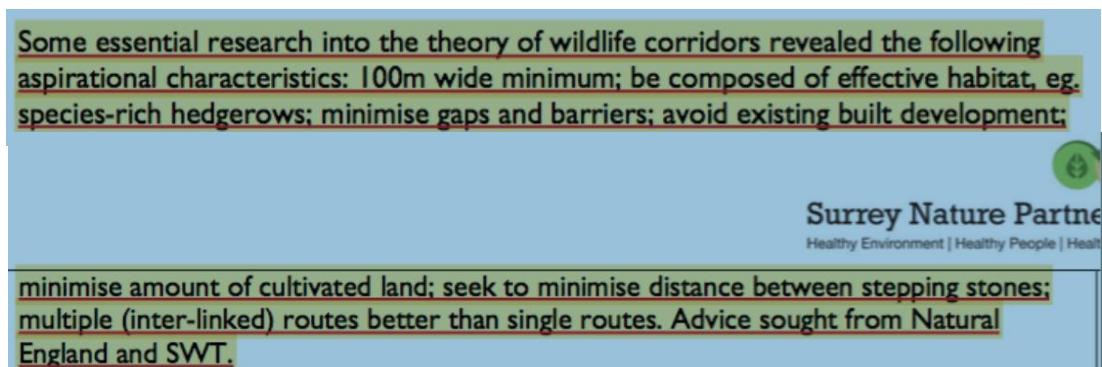


Figure 27 Surrey Nature Partnership minutes on wildlife corridors

2.8.34 There are three north to south ‘breaks’ in the density of the new town. These follow the lines of the existing public footpaths/rights of way. They are used by the Developer to divide the town into four ‘character areas’. None of these so-called ‘wildlife corridors’ meet the criteria. Two of the three are roughly 50m wide – not 100m. None of the so-called corridors are composed of effective habitat, they are all surrounded by extremely dense townscape; they all have alternative uses within the new town eg football pitches and they may all at various times be lit up at night – including with high powered spot lighting.

2.8.35 The suggestion that an alternative habitat for ground nesting birds such as skylarks can be created in private gardens with bird boxes is risible.

2.8.36 The Developer's remarks are also disingenuous because it has already planned to turn at least one of the 'biodiversity corridors' into a road.

2.8.37 The developer's expert, Mr Bradley, comments on page 4.1.5 of his Proof of Evidence:

4.1.5.2 'The development in this area could establish itself as a fifth neighbourhood of the larger Wisley Airfield development, benefitting from and further supporting its facilities and amenities.'

4.1.5.3 'In this way the proposed development, whilst not including this land, ...does not preclude the future development of this area.'

2.8.38 The plan on page 4.1.5 demonstrates that the developer and its agents are prepared to make statements about biodiversity that are expedient in order to achieve a planning permission. But they have no intention of being bound by these statements in the future and are already making plans that are inconsistent with creating biodiversity corridors.

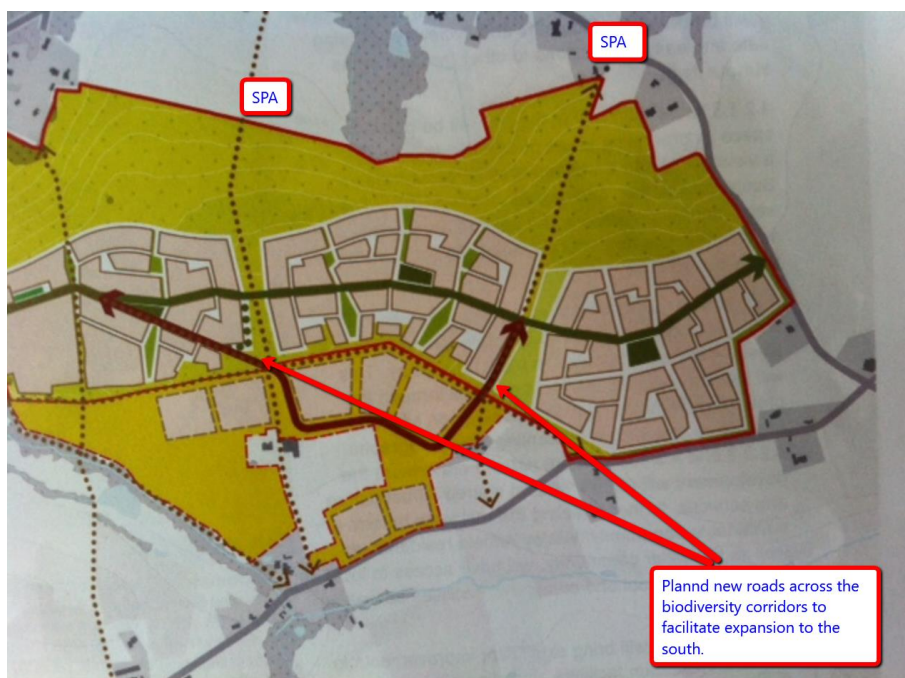


Figure 28 Developer's plans for a new road along wildlife corridors into the southern part of A35

2.9 How much of the site is brownfield land?

2.9.1 Que 11.32: How much of the site is considered to be brownfield land?

2.9.2 According to the Developer's own figures disclosed at Developer's ES Vol 1 at para 3.2.6 the agricultural land classification of its land ie the gross 115ha is:

	Para 3.2.6 ES vol 1	
	ha	%
Grade 2	13.3	11.6%
Grade 3a	32.2	28.1%
Grade 3b	24.6	21.4%
	-----	-----
Total agricultural	70.1	61.1%
Concrete	27.1	23.6%
	-----	-----
	97.2	84.7%
Non agricultural remainder	17.5	15.3%
		0.0%
Total area	114.7	100.0%

Figure 29 Developer's Agricultural Land Classification

Para 3.2.6 states:

3.2.6. There is a total of 70.1 ha of agricultural land onsite, with 44.6 ha being non-agricultural. There is 13.3 ha of Grade 2, 32.2 of Grade 3a and 24.6 of Grade 3b. The total amount of best and most versatile (BMV) land is 45.4 ha.

2.9.3 The area of concrete comprises two main parts: the former hardstanding area near Elm Lane where the IVC would have been built and the areas of former runway. The area of the part forming the IVC planning application is 17ha. The area of the former runway is therefore, by elimination, c27.1ha less the 17ha ie c10ha.

2.9.4 The total area of site allocation A35 (which does not include the former hardstanding area) is disclosed as 92.8ha in the GBC submission Local Plan. The proportion of the total that can be considered to be brownfield is therefore c10ha divided by 92.8ha or c11%.

2.9.5 Even this assessment may exaggerate the amount of brownfield land. That is because the runway by definition has never had any structures on it. Its development has never risen above ground level and it has therefore had a negligible effect on the landscape.

2.9.6 Using the Developer's own evidence, the area of the Appeal Site that is agricultural land is 70ha and the net area of former runway is 9ha. The ratio of agricultural land to former runway is nearly 8 :1.

Grade 2 and Grade 3a classified land qualifies as Best & Most Versatile for the purposes of NPPF para 112:

112. Local planning authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality..

2.9.7 45.4ha of BMV land represent just under **half** of the total land area of site allocation 35. The actual proportion may be larger still because the Agricultural Land Classification of the land to the south of

the Developer's land is not available. It is extremely likely that a proportion of that land is also BMV land because much of it is contiguous with the identified BMV land.

2.9.8 The land was classified as long ago as 1979 *at the request of GBC* and the records are available from Natural England:

WISLEY AIRFIELD

An Agricultural Land Classification Survey of Wisley Airfield was carried out in August 1979 at the request of the local Planning Authority. Such a survey would be useful in assessing the potential of the airfield for return to agriculture.

2.9.9 The entire area of the Appeal Site, save for the 27ha of concrete, was classified, for all practical purposes, as good quality agricultural land. It was described as 'river terrace gravels overlying Bagshot Beds. They are generally freely-drained sandy loam or loamy sand or sand or loamy sand.' The plan below summarises the analysis.

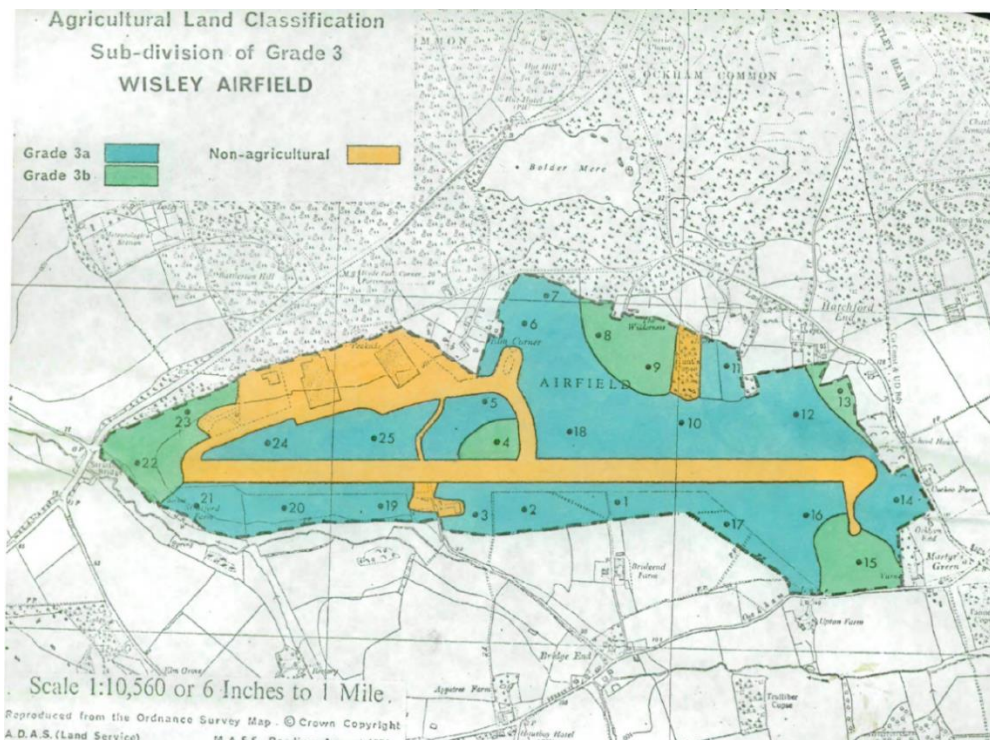


Figure 30 GBC's 1979 Agricultural Land Classification

Figure 31. 1979 MAFF plan of the Agricultural Land Classification of the Appeal Site

2.9.10 Both GBC and the Developer have consistently tried to characterise the land as poor (Grade 4) agricultural land. This is the description of the land at s22 Vol V of the GBCs:

AGRICULTURAL LAND CLASSIFICATION	The PMDA is predominantly located within grade 4 (poor agricultural land) with grade 6 (very poor) land to the north and grade 3 (good to moderate) land to the south of the airfield.
---	--

This has been used as part of the evidence base for the 'emerging' local plan – and this falsehood stands uncorrected as a reason to promote the site as a PDMA. Pegasus, that wrote this, and GBC that has uncritically accepted it (despite its earlier examination of the question in 1979) provide no evidence to support these statements. But it is blatantly untrue to describe the land as 'predominantly located within grade 4 (poor agricultural land)'. There is no excuse for this. It amounts to wilful negligence or even deceit.

2.10 Are there local Exceptional Circumstances?

2.10.1 Que 1.33: Are there local level exceptional circumstances that justify the release of the land from the Green Belt?

2.10.2 There have been two earlier public inquiries regarding the Green Belt status and use of this site. Nothing has changed since 1981 when the Inspector concluded:

“It would, in my opinion, call for the most exceptional circumstances, a clearly established national need, an exhaustive survey and subsequent rejection of all other possible alternative sites with less formidable planning barriers, before I could conceive of this site, ... being suitable for this use even at the very lowest conceivable lever of user.”

2.10.3 The Chief Planning Officer for SCC spoke on behalf of SCC, GBC, Elmbridge Borough Council, Woking Borough Council and Mole Valley Borough Council to oppose the Developer in that Public Inquiry. He stated:

1.2 Mr Robertson will refer to the disgraceful history of Wisley Airfield, and, indeed, it has recently been rehearsed again in the House of Lords (2 December 1980 - Hansard Cols. 360 - 382). This history stands by itself as an indictment of the failure of the appropriate government departments to act over the return of this land to agricultural use, and it is not therefore proposed to cover the ground again in detail in this Evidence. I have therefore attached a historical account as Annexe 1 to my Proof, for the purpose therein stated. LPA 19(

2.10.4 He explained that the ‘Commons group’ immediately north of the Appeal site was consolidated by Surrey County Council over a number of years from 1936. London County Council contributed to the cost of buying Ockham Common and on 2 January, 1940 LCC and SCC entered into a Deed of Covenant under the Green Belt (London & Home Counties) Act 1938 whereby SCC declared Ockham Common to be part of the Green Belt around London. In 1959, Sir Cyril Black, former MP for Wimbledon and an Alderman of SCC purchased Wisley Common and donated it to SCC.

2.10.5 There were no exceptional circumstances in 1981 and there are none today.

2.10.6 The site has been included in the draft local plan for political not planning reasons. GBC has not undertaken any borough-wide analysis to assess whether a new town is required or to search out the most appropriate site for such a new town. The site is in the submission local plan is because the applicant has invested substantial sums to promote the site – in pre-application advice, in canvassing senior local politicians, in local advertising and in making an application. The site is in the local plan because the applicant has engaged former politicians such as David Mellor and current politicians such as Mike Murray to promote the site, not the other way around.

2.10.7 At the Public Inquiry last year the Developer presented 7 Very Special Circumstances (VSC), none of which were convincing. Four of the Developers’ seven VSCs relate to Guildford Borough Council and its local plan. These four reasons reflect the desire of the Executive of GBC to direct development away from Guildford Town and Ash & Tongham.

2.10.8 If it were the case that inclusion in draft local plans was ipso facto a VSC then the local plan process would a ready means by which VSCs could become the gift of corrupt local politicians prepared to act unscrupulously if given an incentive. Preparation of a new local plan not a VSC. Mr Justice Hickinbottom in *Gallagher vs Solihull* said in relation to *exceptional circumstances*:

“However, it is not arguable that the mere process of preparing a new local plan could itself be regarded as an exceptional circumstance justifying an alteration to a Green Belt boundary. National guidance has always dealt with revisions of the Green Belt in the context of reviews of local plans (e.g. paragraph 2.7 of PPG2: paragraph 83 above), and has always required “exceptional circumstances” to justify a revision. The NPPF makes no change to this¹⁸.”

It cannot be arguable that the mere process of preparing a new local plan could itself be regarded as a VSC, any more than it can be argued that it is an exceptional circumstance. A new local plan is a recurring administrative necessity not a special or very special factor.

2.10.9 Guildford is responsible for selecting sites for development as part of the local plan process. There are two elements of the process:

1. Selecting candidate sites for inclusion within a population or pool of eligible sustainable sites
2. Ranking eligible sites in order of sustainability using objective criteria

2.10.10 The methodology for creating a population of eligible sites is flawed because GBC has not explored the fullest range of potential candidate sites in a meaningful way. As a result, the number of candidate sites for the creation of a new settlement amounts to no more than one single solitary site: Three Farms Meadow, also known as the former Wisley airfield. It is implausible that there are no other sites within the borough that are *even worth considering*. The LPA’s process for creating a pool of candidate sites has been deficient:

- GBC has reacted to approaches from a developer and not been proactive in seeking to identify sites and use its powers to acquire them (eg land pooling and CPOs)
- GBC has not expressly initiated and completed a search process to identify suitable sites for **new settlements** either by desk-top research or by public advertisement. It has not explored whether it should use its powers of compulsory acquisition to acquire land parcels to facilitate the creation of suitable sites.
- GBC has not prioritised sites near to urban centres. All the research indicates that sites nearest to urban centres are the most sustainable. In fact has penalised sites near urban centres making them more difficult to develop eg the Clandon Golf site
- GBC has been developer led rather than strategy led.

2.10.11 Having created a population of sites for development (not just as new settlements) GBC has failed to rank those sites objectively according to relevant criteria. The ranking process itself has been highly subjective and bears the hallmarks of political influence rather than the application of rigorous sustainability criteria. The process for ranking eligible sites for development is flawed because:

- The criteria used to qualify different sites have been inadequate and inconsistent
- The criteria have been applied subjectively and without regard to planning and sustainability principles

2.10.12 **Selection methodology for sites for new settlements.** Selection criteria sites for new settlements have been set out by

- Strategic ministerial guidance
- Academic research from the Town & Country Planning Association sponsored by DCLG, and work by RTPi, ONS, and CABE,
- Academic research from charities such as the Joseph Rowntree Foundation and Inspire East.

2.10.13 There is some fifty years of experience of creating new settlements in various parts of England. Modern best practice has been investigated and summarised by the Sustainable Urban

¹⁸ Gallagher vs Solihull para 125 (ii) a

Neighbourhood Network guides published by the Joseph Rowntree Foundation and by TCPA. These findings coincide with ministerial guidance, with case studies, and with the recent history of Cambridge strategic development.

2.10.14 Ministerial guidance referred to by TCPA states:

In strategic guidance, the Secretary of State proposed a four-stage process to identify strategic sites when determining where development needs should be met:

[1.] As much development as possible should be located within the present built-up areas.

[2.] For development which has to be outside the present built-up areas, as much as possible should be in areas not covered by green belt policies.

[3.] For development which cannot be located inside built-up areas or outside on land not in the green belt, as much as possible should be accommodated through the careful drawing of green belt boundaries in areas where they have not been defined either in adopted local plans or in the former development plan.

[4.] Only if a deficiency still remains after the first three options should alterations be contemplated to green belt boundaries which have already been defined in adopted local plans or the former development plan .

2.10.15 Sustainability logic points towards building urban extensions rather than stand alone new settlements. If new settlements are to be built, as opposed to urban extensions, they should form part of a 'neighbourhood network' defined by geographical proximity and the ability to share facilities across the network. A key criterion is the ability to walk to a primary transit network.

2.10.16 The AECOM Sustainability Appraisal 2017 and the draft local plan illustrate how GBC has prioritised political considerations over and above sustainability and planning principles.

2.10.17 **Failure to exploit the potential for urban extensions.** There are *at least* three sites in the draft local plan that are eligible candidates for urban extensions or new settlements. GBC's treatment of these sites is not consistent with its treatment of the Appeal Site. Whereas the Appeal Site has been treated as a 'given' several other sites are treated as options. Whereas the Appeal Site has been expanded in size, the other sites have been shrunk. The three most obvious sites are Gosden Hill (site A25), Blackwell Farm (site A26) , and site A29 in Ash & Tongham. In addition there is a golf course in the suburbs of Guildford in Merrow – originally site E1 in the draft local plan and Green Belt & Countryside Study

2.10.18 The three sites around Guildford are all suitable as urban extensions and are all more sustainable than the former Wisley airfield. They offer access to transport systems, affordability and work-life balance. They appear as sites C1 and C2 (Gosden Hill), sites H1 and H2 (Blackwell Farm) and site E1 (Clandon Golf) in the GBCS map below:

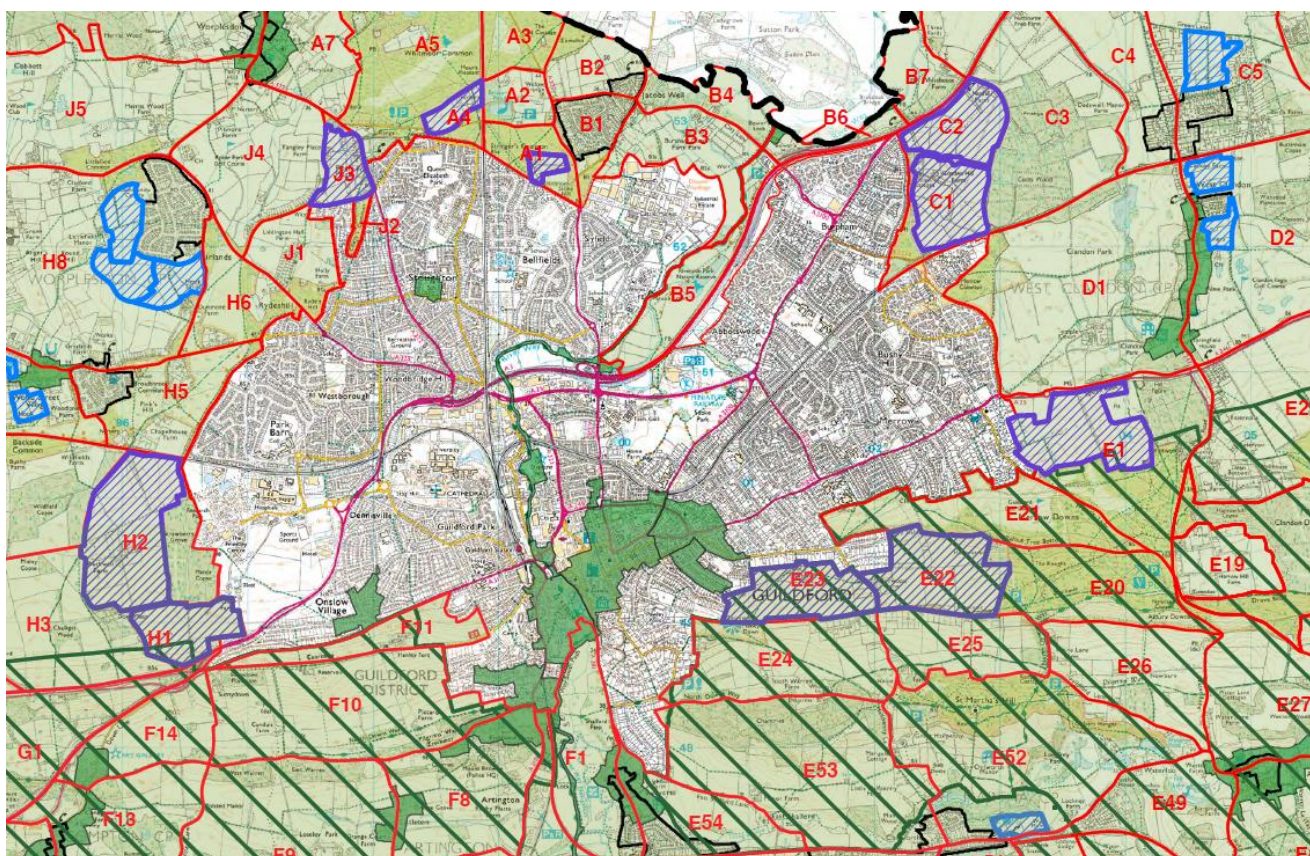


Figure 32 GBC map of potential development sites around Guildford

2.10.19 **Clandon Golf is a potential urban extension and far more sustainable than the Appeal Site.** Clandon Golf was described in the GBCS as:

*GBCS Vol II 9.9 'Land parcel E1 located within the newly constructed golf course and near the Park and Ride on the Epsom Road to the east of Merrow (Guildford, East) provides opportunities for development (1013 residential dwellings) **without significantly compromising the purposes of the Green Belt (Score 1)**. The land parcel would appear continuous with residential properties following Abbot's Way and Trodd's Lane near Merrow Downs.'*

2.10.20 It is a site with a net 50ha of developable, available land capable of delivering at least 1,000 houses. It is within 2km of secondary and primary schools and sports facilities. And yet GBC has removed the site from the draft local plan with the comment in the 2017 draft local plan:

'Our spatial strategy and site allocations have been considered through the Sustainability Appraisal and this site no longer accords with the proposed spatial strategy in the Local Plan. The site was identified in the Green Belt and Countryside Study but is located within high sensitivity Green Belt.'

2.10.21 The Clandon Golf site is far less environmentally sensitive than the Appeal Site. It is adjacent to but *not on top of* SNCIs or adjacent to a Special Protection Area. According to the GBCS (which is flawed) it only scores one point for Green Belt purposes, *the same as* the Appeal Site. AONB and AGLV measure aesthetic appeal rather than biodiversity value – for which the Appeal Site has much

stronger credentials. The golf course is closer to transport infrastructure and forms part of an urban network with Gosden Hill. As the 2017 Guildford draft local plan states, Clandon Golf will be close to new rail infrastructure that will serve all of Merrow:

'Guildford local plan 2017 p23: During the plan period Guildford will experience significant improvements in transport infrastructure including new rail stations at Guildford West (Park Barn) and Guildford East (Merrow), over twenty schemes to address 'hotspots' on the Local Road Network and a new park and ride site at Gosden Hill Farm.'

'P76. 4.4.16 When developed, the two new rail stations, Guildford East (Merrow) and Guildford West (Park Barn), will each be treated as a transport interchanges.'

'P 310 New rail station at Guildford East (Merrow) (to principally serve Gosden Hill Farm site)'

2.10.22 AECOM comment at p30 of its SA (Box 6.9):

Clandon Golf to the south-east performs less well. The site comprises red-rated Green Belt (see Figure 6.4), borders the AONB and comprises AGLV. The site could deliver some (limited) employment and a new secondary school; however, a new secondary school at nearby Gosden Hill Farm combined with one at Wisley airfield is the preferable option. As such, this site was identified as a variable for the purposes of developing spatial strategy alternatives. There is a need to consider the possibility of allocating the site for 1,000 homes; however, there is also a need to consider the possibility of not allocating.

2.10.23 Clandon Golf's Green Belt 'red rating' is no different from the Appeal Site's. The heritage impact of the Appeal Site for Ockham is far more destructive than Clandon Golf's impact on the suburb of Merrow. Clandon Golf is given a red rating for BMV. Unlike the Appeal Site, the land there is not being farmed but is in use as a golf course. Transport is cited as a constraint at Clandon – but its transport credentials are far better than the Appeal Site's and any harm to the local road network in Merrow is modest by comparison with the effect of the development of the Appeal Site on the strategic road network at J10. It is closer to employment centres. It does not compromise heritage assets.

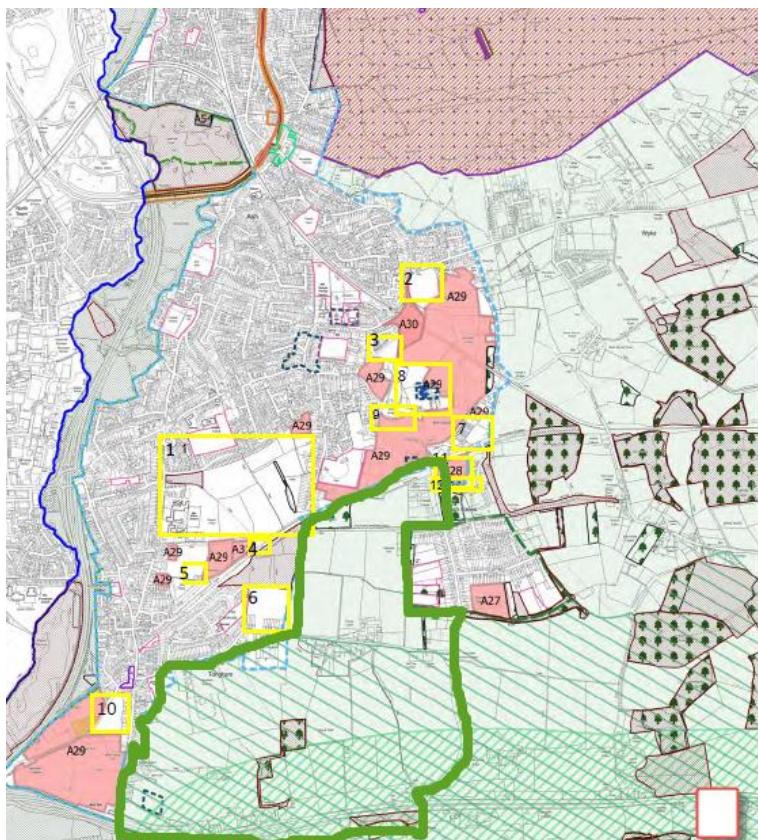
10.11.3 The first point to note is that the spatial strategy will impact upon AGLV and AONB; however, efforts have been made to limit impacts as far as possible. Notably, the extent of Blackwell Farm has been reduced since the 2014 Draft Plan proposal, in that the site now only intersects the AGLV to a very small extent (albeit development will necessitate widening of an access road through AGLV and AONB). Also, the decision has been taken not to maximise growth around Ash and Tongham and around the Guildford urban area (Clandon Golf), despite these being sustainable locations in certain respects (with Ash and Tongham being within the Countryside Beyond the Green Belt, CBGB), partly because of a desire to conserve AGLV and the setting of the AONB.

2.10.24 AGLV and AONB rank lower down the biodiversity rankings than SSSI. The respective treatments of the Appeal Site and the Clandon Golf site are not consistent. The treatment of the Clandon Golf site defies the facts, ministerial guidance and sustainability principles. Its treatment in the draft local plan does not follow intellectually rigorous and impartial application of planning principles. Merrow is politically represented on the Executive of GBC.

Location	Ward	Site name	LAA ref	Area (ha)	Biodiversity and Environmental Indicators																			
					1. European biodiversity	2. SSSI	3. SSSI or LNR	4. Key employment site	5. Flood risk	6. Surface water flood	7. Healthcare facility.	8. Recreation facility	9. District/Local centre	10. Primary school	11. Secondary school	12. Historic Park/Garden	13. Scheduled Monument	14. Archaeology	15. Listed building	16. Agricultural land	17. AONB	18. PDL	19. 'A' road	20. Railway station
Merrow	Land adjacent to Merrow Park and Ride, A25	2184	50.66	Yellow	Green	Yellow	Red	Green	Green	Yellow	Red	Red	Yellow	Green	Green	Green	Green	Green	Green	Green	Green	Green		
Lovelace	Land at former Wisley airfield, Ockham	53; 54	95.9	Yellow	Green	Yellow	Red	Green	Green	Yellow	Red	Red	Yellow	Green	Green	Green	Green	Green	Green	Green	Green	Green		

2.10.25 Even on AECOM’s analysis (that we do not accept for reasons explained in detail below), the land at Merrow scores better than the Appeal Site on sustainability criteria.

2.10.26 Land at Ash & Tongham. Land at Ash & Tongham offers the opportunity to create a sustainable urban extension. It is outside the Green Belt. It would therefore comply with ministerial guidance. Yet GBC proposes to create new Green Belt to immunise this land permanently and prevent the creation of a sustainable urban extension. The new draft local plan does not appear to show explicitly what land is being put into the new Green Belt. But this can be inferred by comparing the current Green Belt boundary with the proposed Green Belt boundary around site A29. Part of the new GB allocation is outlined in green below:



2.10.27 This allocation is extremely significant because it would permanently prevent the creation of a further urban extension at Ash. This defies the logic of the legal precedents (eg Carpets of Worth and COPAS), the principles of sustainable development, and ministerial guidance.

2.10.28 Site allocation A29 in Ash is treated as a variable in the new draft local plan – rather than a given like the Appeal Site. Site A29 is far more sustainable. Despite having an almost identical developable area in hectares, being contiguous with a railway station and being within walking distance of a number of schools, site A29 is only allocated 1146 houses or 1746 houses by comparison with 2000 houses for the Appeal Site. Moreover on Option 1 (GBC’s preferred option) site A29 has approximately *half* the housing density of the Appeal Site.

2.10.29 The Appeal Site and Site A29 in Ash & Tongham appear thus in the 'Key diagram' for the draft local plan (p55 of AECOM SA):

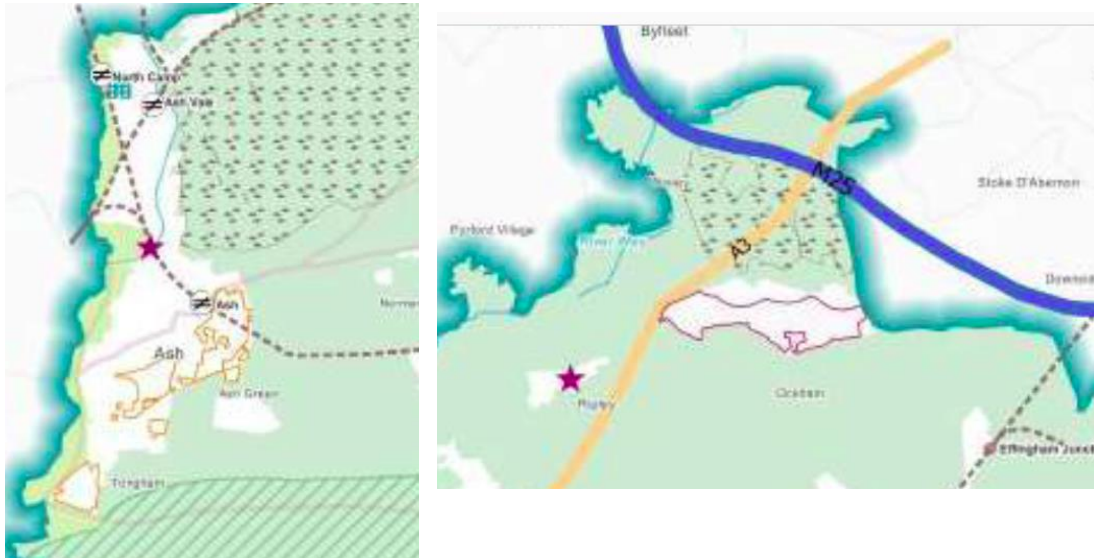


Figure 33 Maps of Site A29 vs A35 in the Aecom SA

2.10.30 Comparison of the spatial geography of the two sites indicates that the Appeal Site is far less sustainable. Site A29 is separated from the SPA to the north by an A road. The northern part of the site is already partly developed and much of the southern part of the site is outside the 2km foraging zone for birds from the SPA. At the Appeal Site there is no separation from the SPA – which is linked by public rights of way. The entire SANG is within the 0-400m dog and cat predation zone. The entire development is within the 2km foraging zone of the birds.

2.10.31 The plan below shows most of site A29 in relation to local facilities such as schools, roads and railway stations:

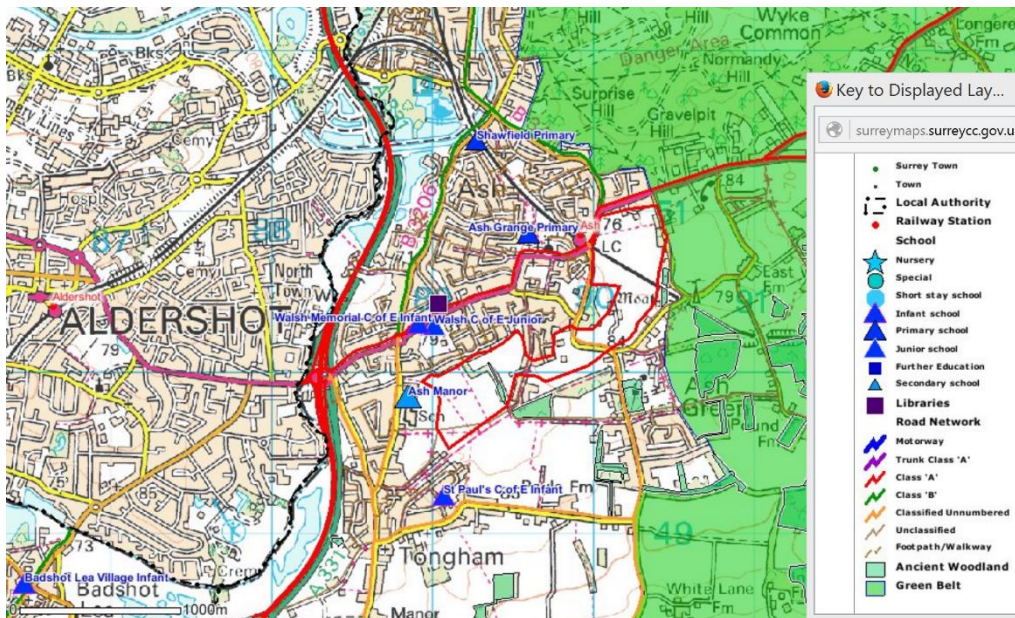


Figure 34 Site 29 and its relationship with local schools, roads and railway lines

2.10.32 The plan below (from the draft local plan site A29 in App H) shows the extent of land available for urban extensions in Ash & Tongham.

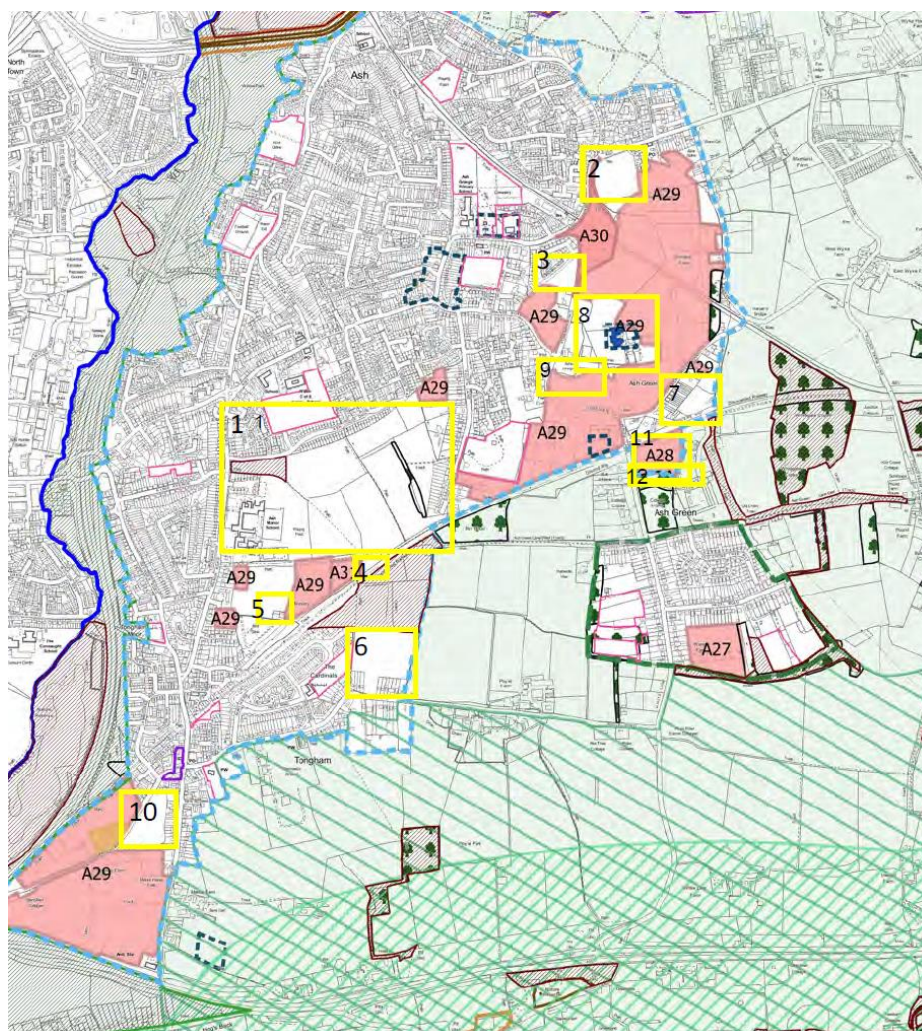


Figure 35 Development sites in Ash and Tongham

2.10.33 The lack of objectivity in AECOM’s analysis is evident in its comments on Ash & Tongham:

*Growth at **Ash and Tongham** gives rise to some concerns, from a perspective of ensuring easy access to services/facilities. In total, the Ash and Tongham area (including Ash Green) is set to receive a quantum of growth comparable to Wisley airfield, but without comparable supporting uses and infrastructure.⁴⁶ On one hand this is problematic; however, on the other hand the approach to growth at Ash and Tongham is **suitably restrained**, with the proposal being to add land to the south of Tongham to the Green Belt rather than maximise growth.*

2.10.34 Site A29 benefits from existing railway access (on foot), existing employment centres, existing schools, recreation centres and water infrastructure. It is also further away from vulnerable biodiversity sites. A29 enjoys a plethora of existing facilities versus virtually none in Ockham.

2.10.35 Development in Ash has been *requested* by neighbouring Waverley BC, by the LEP and by Hampshire. By contrast Elmbridge BC object to the development at the Appeal Site.

2.10.36 Even on AECOM’s site analysis (that we do not accept) site A29 scores better than the Appeal site:

Location	Ward	Site name	LAA ref	Area (ha)	1. European biodiversity	2. SSSI	3. SNCI or LNR	4. Key employment site	5. Flood risk	6. Surface water flood	7. Healthcare facility	8. Recreation facility	9. District/Local centre	10. Primary school	11. Secondary school	12. Historic Park/Garden	13. Scheduled Monument	14. Archaeology	15. Listed building	16. Agricultural land	17. AONB	18. PDL	19. 'A' road	20. Railway station
Ash South and Tongh'm; Ash Wharf		Land to the south and east of Ash and Tongham	2000; 2247	95.4	Green	Green	Red	Red	Green	Green	Green	Green	Red	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green
Lovelace		Land at former Wisley airfield, Ockham	53; 54	95.9	Green	Green	Red	Red	Green	Green	Green	Green	Red	Red	Red	Green	Green	Green	Green	Green	Green	Green	Green	Red

Figure 36 Sustainability comparison of Site A29 with A35

2.10.37 The Site Allocation A35 has more red characteristics than Site A29. Yet A35 is preferred in the Local Plan. A35 is next to an SSSI – **yet unaccountably AECOM rate the site green and not red**. This is further evidence that Aecom’s analysis is not objective.

2.10.38 **Gosden Hill.** Gosden Hill is a Green Belt site that has much better sustainability credentials that Site Allocation A35. It is described by AECOM in box 6.9 of its SA:

• *Gosden Hill Farm to the north-east also performs relatively well, as there is the potential to facilitate delivery of new strategic infrastructure - including a secondary school and a rail station - and development would not result in the loss of red-rated Green Belt (see Figure 6.4). As such, an urban extension here was identified as a ‘given’ for the purposes of developing spatial strategy alternatives. With regards to site capacity a figure of 1,700 in the plan period was established as a ‘given’. **This figure is 300 fewer than the equivalent 2016 figure**, reflecting revised delivery rate expectations. Also, the site area is increased from that proposed in 2014 to ensure that 2,000 homes is capable of being delivered **at an appropriate density** and to enable the delivery of the necessary infrastructure, notably the new school.*

2.10.39 One of its particular strengths is its proposed rail infrastructure:

*10.16.3 However, coordinated delivery of a number of the major sites will act to support the achievement of transport objectives - most notably urban extensions to Guildford at Blackwell Farm and Gosden Hill, which will support delivery of two new rail stations and more generally a **Sustainable Movement Corridor** through Guildford (see Figure 10.1). The corridor will also serve SARP and both of the University of Surrey’s campuses. The Sustainable Movement Corridor will provide a priority pathway through the urban area of Guildford for buses, pedestrians and cyclists, with the aim that journeys will be rapid, reliable and safe.*

2.10.40 Even on AECOM’s site analysis (that we do not accept) the Gosden Hill site scores better than the Site Allocation A35:

Location	Ward	Site name	LAA ref	Area (ha)	Sustainability factors																			
					1. European biodiversity	2. SSSI	3. SNCI or LNR	4. Key employment site	5. Flood risk	6. Surface water flood	7. Healthcare facility.	8. Recreation facility	9. District/Local centre	10. Primary school	11. Secondary school	12. Historic Park/Garden	13. Scheduled Monument	14. Archaeology	15. Listed building	16. Agricultural land	17. AONB	18. PDL	19. 'A' road	20. Railway station
Burph'm Clandon and Horsley		Gosden Hill Farm, Merrow Lane, Guildford	46	89	Yellow	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green		
Lovelace		Land at former Wisley airfield, Ockham	53; 54	95.9	Yellow	Green	Red	Red	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green	Green		

Figure 37 Sustainability comparison of Gosden Hill Farm with Land at former Wisley airfield

2.10.41 **GBC’s chosen method for comparing sites: 8 options that ALL include Site Allocation A35.** Having failed objectively to rank the sites that it has selected, GBC then fails to compare them objectively. Instead of ranking the sites against each other to create an objective hierarchy, GBC has created ‘pools’ of sites that it calls ‘options’. It then compares the options. Since Site Allocation A35 is within ALL of the options two consequences flow:

- i) the other sites within the options or pools are not objectively compared because the characteristics of the Ockham site dominate the character of the pools and
- ii) there is deliberate predetermination that the Appeal Site will be selected for development in all the chosen scenarios. This is not a fair or transparent methodology. It is equivalent to the extraordinary rendition of Site Allocation A35 at Ockham for development.

2.10.42 AECOM describes the site options at para 5.1.7 of its report:

5.1.7 Site options are not ‘alternatives’, in that there is no mutually exclusive choice to be made between them; nonetheless site options have subjected to appraisal through the SA process.

The purpose of site options appraisal was to inform development of reasonable spatial strategy alternatives, i.e. alternative combinations of site options.

2.10.43 These are the eight options listed by AECOM:

Step 3: Establish the reasonable alternatives

Eight reasonable spatial strategy alternatives were ultimately arrived at. The alternatives were presented in summary form in Table 6.1 of the report, in detail across Table 6.2, and also across a series of maps. In summary, the 2016 reasonable alternatives were as follows –

	No. homes	Distribution
1	13,844	Low growth everywhere except at the ‘Send amber sites’, where there is medium growth
2	14,294	Low growth everywhere except at the ‘Send amber sites’, where there is high growth
3	15,494	High growth everywhere except Wisley Airfield and Clandon Golf
4	15,844	High growth at Wisley Airfield enables the low growth elsewhere
5	16,394	As per (4), but with high growth at the Send amber sites
6	17,594	High growth at all locations except Clandon Golf
7	17,994	High growth at all locations except Liddington Hall
8	18,594	High growth at all locations

Figure 38 AECOM's 8 spatial strategy alternatives

2.10.44 Note that these options are defined by the estimated total numbers of houses rather than by the relative merits of the sites.

2.10.45 The treatment of the site in Ockham, the former Wisley airfield is anomalous. It is treated as part of each and **every one** of the 8 options. In other words, when evaluating the options relative to each other the former Wisley airfield site is not an ‘option’ – because there is no way of not including it. The site has been pre-selected for ALL of the options. **This approach amounts to predetermining that the former Wisley airfield should be developed.** This is not an objective or intellectually coherent approach.

2.10.46 To compare the different options objectively on the criterion of preservation of biodiversity it is necessary to exclude the Appeal Site from each option. By including the Appeal Site, which has the worst sustainability on biodiversity criteria, in all the options makes all the options look equally bad. This approach has the effect of reducing the scope for real comparison. It is intellectually dishonest and brings the local plan process into disrepute.

2.10.47 The primary criterion used to compare the different options is the number of houses that each option is expected to deliver. The options and the corresponding housing numbers are set out in Table 6.3 of the AECOM SA, reproduced below.

Table 6.3: The reasonable spatial strategy alternatives 2017 (N.B. higher growth options are highlighted in red)

Location within the spatial hierarchy	'Given' or variable?	The reasonable spatial strategy alternatives								
		Option 1	Option 2	Option 3	Option 4	Option 5	Option 6	Option 7	Option 8	
Tier 1 - Guildford town centre	'Given'	1150	1150	1150	1150	1150	1150	1150	1150	
Tier 2 - Guildford urban area		1368	1368	1368	1368	1368	1368	1368	1368	
Tier 3 - Ash and Tongham urban area		79	79	79	79	79	79	79	79	
Tier 4 - Within village built up area (BUA)		140	140	140	140	140	140	140	140	
Tier 5 - 'Gap' sites		245	245	245	245	245	245	245	245	
Tier 6 - PDL in the Green Belt		199	199	199	199	199	199	199	199	
Tier 8 - Wisley Airfield		2000	2000	2000	2000	2000	2000	2000	2000	
Tier 7 - CBGB	Variable	1146	1146	1746	1146	1746	1146	1746	1746	
Tier 9 - GB around Guildford		Blackwell Farm	1500	1500	1500	1500	1500	1500	1500	
		Gosden Hill	1700	1700	1700	1700	1700	1700	1700	
		Keens Lane	150	150	150	150	150	150	150	
		Clandon Golf	0	0	0	1000	0	1000	1000	1000
Tier 10 - GB around villages		Garicks Arch, Send Marsh	400	400	400	400	400	400	400	400
		Horsleys sites x 3	355	355	355	355	355	355	355	355
		Land west of Winds Ridge & Send Hill, Send	40	40	40	40	40	40	40	40
		Aldertons Farm, Send Marsh	0	100	0	0	100	100	0	100
		East of Glaziers Lane, Flexford	0	100	0	0	100	100	0	100
	Aarons Hill, Godalming	0	200	0	0	200	200	0	200	
	Hornhatch Farm, Chilworth	0	80	0	0	80	80	0	80	
Windfall	625	625	625	625	625	625	625	625		
Rural exceptions	90	90	90	90	90	90	90	90		
Completions and commitments	2413	2413	2413	2413	2413	2413	2413	2413		
Total	13600	14080	14200	14600	14680	15080	15200	15680		
% buffer over OAHN	9.4	13.3	14.3	17.5	18.1	21.4	22.3	26.2		

SA REPORT UPDATE
PART 1: PLAN-MAKING / SA UP TO THIS POINT

36

Figure 39 Number of houses for each of AECOMS 8 spatial strategy options

2.10.48 Another remarkable feature of Table 6.3 is that GBC has applied no constraints to the Objectively Assessed Housing Need (OAN). As the Gallagher vs Solihull case shows, LPAs are entitled to constrain their OAN to take account of other elements of the NPPF – such as Biodiveristy, Heritage, or Green Belt.

2.10.49 All of the options offer a buffer over the OAN – in other words they over-deliver. Given that GBC is seeking to deliver more houses than it needs by building on the Green Belt – contrary to the manifesto pledges of the government party – it cannot have any exceptional circumstances. The circumstances are entirely of its own making.

2.10.50 Within the spatial hierarchy outlined in paras 6.6.4, 6.6.5 and 6.6.6 for Guildford Town Centre, Guildford Urban Area and the Ash & Tongham urban area, it is taken as a ‘given’ that no additional housing can be allocated. The rationale in each case is given with the same formula:

‘Whilst there are additional sites that could conceivably be supported in order to deliver a higher number, there is little to suggest the potential to do so sustainably,²¹ and so [xxx] dwellings was identified as a ‘given’ for the purposes of developing spatial strategy alternatives.’

2.10.51 A long list of ‘Discounted Sites’ is given in Appendix E of the LAA. The reasons for discounting the sites are frequently generalisations eg ‘suitability concerns’, ‘viability concerns’ and ‘availability concerns’. Availability concerns do not appear to be an overwhelming long-run sustainability issue.

2.10.52 The Developer’s other Very Special Circumstances should also be dismissed:

- The Green Belt and Countryside Study (VSC2) should be given no weight because it expressly does not consider exceptional circumstances and is methodologically flawed.
- Contrary to VSC 3, there are many other sites in the GBC draft local plan that are more credible and sustainable alternatives. Some of these are outside the Green Belt and others are sustainable urban extensions of Guildford and Ash & Tongham.
- VSC 4 refers to economic growth consistent with the aims of the M3 LEP – but it ignores the conflict with the aims of Surrey Nature Partnership that must have equal or greater weight.
- VSC 5 refers to the failure of GBC to agree a local plan since 2011. The shortcomings in GBC’s process and analysis have indeed been so flagrant that they have provoked the creation of an entirely new political party that now has more council seats than the Labour Party. The Council’s failings are not a reason to carve up the Green Belt or to penalise Ockham.
- The purported environmental benefits (VSC 6) are illusory; they could all be achieved more effectively whilst leaving the land within the Green Belt or designating the land an Asset of Community Value. Any environmental benefits do not suffice to mitigate the harms caused by the loss of an SNCI and strategic habitats adjacent to the SPA.
- The delivery of VSC 7, the social benefits of building schools and health care facilities, is outside the control of the applicant. The new provision is not yet agreed with the relevant authorities and in any event does no more than mitigate the pressure a new town would put on already overstretched local services.

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2.10.68

After providing ‘pre-application advice’ for several years and after working with a developer for over five years there is a risk that the planning authority succumbs to ‘regulatory capture’ ie it starts to regards its interests as coincident with those of the developer:

‘Regulatory capture is a form of [government failure](#) that occurs when a [regulatory agency](#), created to act in the public interest, instead advances the commercial or political concerns of special [interest groups](#) that dominate the industry or sector it is charged with regulating. When regulatory capture occurs, the interests of firms or political groups are prioritized over the interests of the public, leading to a net loss to society as a whole. Government agencies suffering regulatory capture are called "captured agencies"²⁰.

2.10.69

GBC interactions with other public agencies. GBC has the ultimate responsibility for protecting the borough’s biodiversity and heritage assets. It consults other agencies such as Natural England and Heritage England. The nature and extent of these interactions are not publicly disclosed. We appear to have a situation where GBC bases its decisions on feedback from other bodies and uses that feedback as the primary justification for its decisions. However the third parties disclaim any responsibility. In this way responsibility is diluted. By splitting the responsibility for different aspects of the project across multiple different agencies none of them take ownership of the decisions and each claims that the other has endorsed a particular position.

2.10.70

Evidence base adopted for the draft local plan. Key parts of the evidence base for the local plan have been delivered years late or not at all. The Appraisal of the Ockham Conservation Areas, that is highly relevant to a consideration of the Appeal Site, has never been produced or publicly disclosed²¹.

2.10.71

AECOM Sustainability Appraisal (SA) of the Guildford Borough draft local plan. AECOM were instructed by GBC to assess the draft local plan in accordance with Schedule 2 of the Environmental Assessment of Plans Regulations 2004. The requirements of Schedule 2 most relevant to the Appeal Site are:

- ‘b) the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan.
- ‘c) the environmental characteristics of areas likely to be significantly affected.
- ‘h) an outline of the reasons for selecting the alternatives dealt with and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information.’

2.10.72

Ch 6 of the AECOM report explains how GBC established what the alternatives were. Ch 8 explains the Councils ‘reasons for supporting the preferred approach’ “ie explains how/why the preferred approach is justified in light of alternatives appraisal (and other factors)”

2.10.73

The methodology chosen does not, in our view, satisfy the requirements of the Environmental Assessment of Plans Regulations 2004.

¹⁹ 2.10.53 to 2.10.67 removed by request of the Inspector

²⁰ https://en.wikipedia.org/wiki/Regulatory_capture

²¹ See for example the GBC webpages for ‘Conservation Area Character Appraisals’: <https://www.guildford.gov.uk/16933>

Site selection criteria	AECOM site options criteria	AECOM notes	AECOM site appraisal criteria	AECOM colour code	Correct colour code today	Comments on AECOM colour code as at today	Correct colour code after mitigation	Comments on colour code after possible mitigation	Balancing exercise after mitigation
6 Surface water flood			<p>A = Yes liking</p> <p>G = No liking</p> <p>E = Zone 1 liking</p> <p>F = Urban walking</p>			The site is within a UK drinking water surface water protection catchment area		Dense urban form will be compounded by the reshaping of site. 470,000m3 of land needs to be moved to reshape this site. Trial drainage pits failed on 3/5 pits, highlighting high water table. Examples from Cambourne highlight flooding risk increases with scale and density of urban form, limiting development potential and putting biodiversity at risk and increasing flooding.	Agriculture and biodiversity and ACV are all compatible with local water/flood risk management. High Water table
7 Healthcare facility		<p>Good data exists to inform the appraisal, recognising that walking distance to community infrastructure is important, particularly for residents who are less mobile (e.g. the elderly); however, there is little or no potential to take into account the potential for development at a particular site to put 'strain' on community infrastructure, or to fund new community infrastructure. N.B. There is no potential to account for air quality issues, recognising that there are no designated air quality management areas (AQMAs) locally.</p>	<p>R = > 2 km walking</p> <p>A = < 2 km walking</p> <p>G = < 1 km walking</p> <p>E = < 0.5 km walking</p>			There are no healthcare facilities near this site.			Example of Cambourne: high incidence of mental health problems overwhelmed local school and healthcare system.
8 Recreation facility	<p>- Healthcare facility -</p> <p>- Recreation facilities -</p> <p>Town, District, Local centre or Village Shop -</p> <p>Primary school -</p> <p>Secondary</p>	<p>Good data exists to inform the appraisal, recognising that walking distance (see Figure A)59 to community infrastructure is important, particularly for residents who are less mobile (e.g. the elderly); however, there is little or no potential to take into account the potential for development at a particular site to put 'strain' on community infrastructure, or to fund new community infrastructure.</p>	<p>R = > 1.2 km walking</p> <p>A = < 1.2 km walking</p> <p>G = < 0.8 km walking</p> <p>E = < 0.4 km walking</p>			This rating is misleading. There are no recreational areas within this site. The only facility within 0.5km is Ockham Cricket pitch - which is a members' club. The nearest swimming pool is 8km away.	<p>No indoor or outdoor non sporting activities available on site eg cinema. Nearest leisure centre is 8-10km away. Cambourne increased availability of recreational and leisure facilities 4 fold beyond levels planned.</p>	<p>People living in Ockham have chosen this Parish for its rural lifestyle.</p>	
9 District/loc al centre	as above	as above	<p>R = > 0.8 km walking</p> <p>A = < 0.8 km walking</p> <p>G = < 0.4 km walking</p> <p>E = < 0.2 km walking</p>			There are no shopping facilities accessible except by car		<p>Car dependent for all shopping; the reality is the a minimum with two kids cannot walk or cycle to do the shopping. Car usage is always significantly underestimated. Lessons from all existing SUNN developments state parking cannot be over dimensioned, residents will have no respect for parking allocations or parking restrictions.</p>	<p>Current low population in Ockham permits continued viability of local road network including direct access for 13 villages to local centres.</p>
10 Primary school	as above	as above	<p>R = > 2 km walking</p> <p>A = < 2 km walking</p> <p>G = < 1 km walking</p> <p>E = < 0.5 km walking</p>			Cambourne in Cambridgeshire has 3,300 to 4,400 dwellings and it has/needs 4 primary schools.			Current low birth rate in Ockham is compatible with the existing school infrastructure.

Site selection criteria	AECOM 'site options criteria'	AECOM notes	AECOM 'site appraisal criteria'	AECOM colour code	Correct colour code today	Comments on AECOM colour code as at today	Correct colour code after	Comments on colour code after possible mitigation	Balancing exercise after mitigation
11 Secondary school	as above	as above	R = > 2km walking A = < 2 km walking G = < 1 km walking G = < 0.5 km walking			None			Current low birth rate in Ockham is compatible with the existing school infrastructure.
12 Historic Park/Garden	Registered/Historic Parks and Gardens - Scheduled as above	Good data is available to inform the appraisal, i.e. there is good potential to highlight where development is in proximity (straight-line distance) to a heritage asset, and hence might	R = < 0.01 km straight-line A = < 0.025 km straight-line G = > 0.025 km straight-line			The RHS Horticultural Gardens are literally just across the A3. The appraisal distance adopted by AECOM starts at 10m and goes up to 25m straight line. These distances are too small to be meaningful. This colour code ought to be red		M25/A3 has not been factored into the sustainability appraisal; all of the J10 upgrades will require land taken from the SPA (from 48ha to 7ha). There must be a compensating biodiversity offset for the land taken. At 1.2m visitors pa, the RHS Horticultural Gardens is a	Current use as agricultural land/ACV is compatible with RHS business goals. Loss of potential for synergies with RHS for research into food security, climate change, biodiversity.
13 Scheduled monument	Scheduled as above	as above	R = < 0.01 km straight-line A = < 0.025 km straight-line G = > 0.025 km straight-line			There are two scheduled monuments in Ockham - the Parish Church and the War Memorial			Scheduled monuments should not be given the same weight in selecting sites as fundamental issues such as proximity to employment centres, biodiversity etc. Given the scale of real problems to be considered in choosing a suitable location for 5000+ people in posterity, this is insignificant.
14 Archaeology	as above	as above	R = < 0.01 km straight-line A = < 0.025 km straight-line G = > 0.025 km straight-line			None			Archaeology should not be given the same weight in selecting sites as fundamental issues such as proximity to employment centres, biodiversity etc. Planning for existing and future communities, economy and must be prioritised over digging up the past
15 Listed building	as above	as above	R = < 0.01 km straight-line A = < 0.025 km straight-line G = > 0.025 km straight-line			The distance criteria chosen by AECOM - a minimum of 10 metres and a maximum of 25metres is too small to be meaningful. The statutory protection is of the entirety of a listed building and its setting. That includes at a minimum a garden. The garden at Yarne is within 0 metres of the new settlement.		There are 29 listed buildings in Ockham. 4 are more than 500 years old. A new town in the middle of the Parish will destroy their settings and the setting of Ockham's two Conservation Areas. The 4 Road Traffic Orders to close four local roads will fracture the Parish of Ockham and sever many of Ockham's settlements from their historic Parish Church.	The control over the farming lease as an Asset of Community Value makes the best use of the existing agricultural land, heritage assets and local road network. It also creates opportunities for synergies with RHS Wisley and SWT for tourism, education and research.

Site selection criteria	AECOM site options criteria	AECOM notes	AECOM site appraisal criteria	AECOM colour code	Correct colour code today	Comments on AECOM colour code as at today	Correct colour code after mitigation	Comments on colour code after possible mitigation	Balancing exercise after mitigation
16	Agricultural - High quality agricultural land	Limited data is available to inform the appraisal. It is possible to draw on a national data-set that shows how agricultural land quality varies, and calculate percentage intersect.	R = Grade 2 or known to be 3a A = Grade 3 or known to be 3b G = Grade 4 or higher					45.4ha of BMV. Creates synergies and economies of scale in farming across Cokham for the rural economy.	Surrey Nature Partnership has disclosed that there is no existing use of government funding for Biodiversity on this site.
17	Area of Outstanding Natural Beauty AONB	Limited data is available to inform the appraisal, with it only possible to calculate straight-line distance to the AONB. The borough is divided into landscape character areas, and it is understood how capacity/ sensitivity varies between these areas, however, these areas are large scale and hence not suited to differentiating site	R = Within G = Outside			AONB and AGLV are tier 3 biodiversity categories. SSSI/SPA are tier 1. SNCI and ancient woodland are tier 2.			
18	Previously developed land (PDL)	Good data exists to inform the appraisal. In that it is possible to calculate the percentage intersect of sites with PDL.	R = No A = Part G = Yes			The PDL is an open mosaic habitat that serves a biodiversity purpose. So it is not PDL that requires remediation. The proportion of the site that is PDL is at most 30a out of 114ha ie approx 25%.		Digging up the former runway would create 70,000 tonnes of waste that would need to be stored or shipped off site. Only 35,000 T of that could be recycled.	The existing runway is compatible with farming, biodiversity and an ACV. It also supports wider community use for leisure.
19	A Road	Limited data is available to inform the appraisal. It is only possible to calculate straight-line distance to an	R = > 2 km straight-line A = < 2 km straight-line G = < 1 km straight-line			The A3/M25 intersection is of national and international importance for long distance transport in London / Heathrow Gatwick. It is not designed to provide a secondary feeder transport system. A new secondary feeder transport system is required to reach a railway station. The secondary journey adds a minimum of 30 minutes to journey times and adds a £1,000 pa to the cost of a journey to London. The two nearest stations are on the same line - which is a slow branch line.		Current planned expansion of J10 is expected to ameliorate traffic flows for c 10-12 years before traffic growth uses up the additional capacity. This expansion will not come until after the appeal. Existing station car parks are full. The Appeal Site is too far from the railway to be walkable.	
20	Railway station	as above	R = > 2 km straight-line A = < 2 km straight-line G = < 1 km straight-line						

	Ocktham Appeal Development	Cambourne	Dickens Heath Solihull	Upton Northampton	New Castle Great Park	South Woodham Ferrers Essex	Catherham Barracks Surrey
level of service provided	school shop, small retail space, small employment space, sang by SWT, community hall in school, sports pitches, library	5 schools (4 primary) estate agents, a takeaway, a betting office, an Indian restaurant, a pharmacy, a drycleaners and a pub, Morrisons supermarket a library, Medical Practice and a community centre	church, school library, renovation of canal from brownfield	700sqm retail	Residential scheme on a greenfield site, with offices, shops, leisure uses, academic uses and student housing.	high quality town centre with hotel and railway station, high quality design rule book,, 4645sqm ASDA store, 4 other stores covered over 5000sqm delineation between pedestrian and vehicular space, expansion provisioning of infrastructure happened before any land parcels sold for private development according to rule book.	high, 5297 sqm office B1, 2500sqm retail store, 12 live work units, sports provision tailored to local community by local community, infrastructure for young people planned, community arts centre and cinema club planned, wild life corridors planned, adult education planned, community management issues planned. delivery phased over 10 years, access road moved to create garden space and enhancing setting of buildings
Land in part supplied by council with surrounding land owners contributing	no, private enterprise	No private enterprise	yes	yes, assembled by english partnerships and princes trust		yes, this was pivotal to constructing a site with public transport regeneration, future expansion possibilities, environmental credentials and a variety of housing stock in a great location for London, South End on Sea and Chelmsford	Yes, purchased for the purpose when it came up for sale
Genuine brownfield or derelict but urban site	greenbelt	greenbelt	no, adjacent urban	Yes, adjacent urban		mixed brown and green	yes
Agricultural land	yes	yes	yes	unknown	yes	unknown	no
biodiversity protections before	SNCI, Ancient woodland, ancient hedgerows, NERC protected mammals,	unknown	no?	not identified	tier 2 and 3	unknown	no, but protected and enhanced

	Ockham Appeal Development	Cambourne	Dickens Heath Solihull	Upton Northampton	New Castle Great Park	South Woodham Ferrers Essex	Caterham Barracks Surrey
potential threat to Strategic road network	Yes	not initially but has caused impacts since. new roads and train/metro planned	yes	key developer pulled out when road network was redesigned		Yes on route to Chelmsford and around the town itself	no
proximity to protected heritage assets and conservation areas	yes	unknown	One building of note.	upton Hall and park	newcastle great park	unknown	was a well used derelict iconic site
RTOs needed	yes	unknown	no?	no			no road moved to benefit layout
depraise existing community or adlocent greenbelt	yes	Its hinted that the local community was alienated, and actively discourage contact after development	hockley heath, some buildings on site	no		no	no complementary, has integrated well with rest of town
Current congestion ratings INRIX	yes	st Neods and cambridge	edge of town greenbelt	edge of town greenbelt	yes	unknown	edge of town greenbelt
	Guildford, 6th worst in UK. On A3 to london, the Most congested in the UK, on M25 at severely congested junction		Solihull	Northampton	newcastle		Caterham
Developer involvement currently	yes	unknown, at least low profile hinted at.	Liquidation 2013,	Pulled out, 2008 crisis no developer came forward, permission expired		6 unknown	unknown
significant expansion planned	yes	yes	yes	yes	yes	yes	no
assessment of livability by residents:		https://www.theguardian.com/society/2013/apr/06/new-build-britain-john-harris-housing				high	high
problems		New town blues manifested as dysfunctional behavior: mothers drinking from drop off to pickup, social alienation - drink and drugs, social isolation, poor integration of socially affordable housing: Infigthing and resettlement of problem families, poor work skills set in residents, disproportionately large child cohort. Behavioral issues at schools, existing community alienated. Overwhelming of social services: doctors, teachers, police. Parking issues, housing quality issues, provision of non sporting facilities	building quality, road quality, parking space, flooding, new houses on flooded land and no roads, poor public transport	Parking too large, gates on apartment block parking. Pepper potting affordable homes not successful	was urban city centre areas that were degenerating and in need of new homes and businesses, greenbelt was used instead.	na	na

