 <b>Reigate &amp; Banstead</b> BOROUGH COUNCIL Banstead   Horley   Redhill   Reigate	<b>TO:</b>	PLANNING COMMITTEE
	<b>DATE:</b>	5 July 2017
	<b>REPORT OF:</b>	HEAD OF PLACES & PLANNING
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<b>AGENDA ITEM:</b>	6	<b>WARD:</b> Earlswood and Whitebushes

<b>APPLICATION NUMBER:</b>	16/01043/F	<b>VALID:</b>	9 <sup>th</sup> May 2016
<b>APPLICANT:</b>	Redhill Aerodrome Limited	<b>AGENT:</b>	Terence O'Rourke
<b>LOCATION:</b>	<b>REDHILL AERODROME, KINGS MILL LANE, REDHILL</b>		
<b>DESCRIPTION:</b>	<b>Engineering works to resurface, straighten and widen Taxiway C/D</b>		
<b>All plans in this report have been reproduced, are not to scale, and are for illustrative purposes only. The original plans should be viewed/referenced for detail.</b>			

## SUMMARY

This is a full application, submitted retrospectively, for the carrying out of engineering works to resurface, widen and straighten Taxiway C/D.

The works to the taxiway were carried out in September and October 2015 and the improved taxiway was first used on 21 November 2015. The applicant maintains that the works carried out constitute permitted development; however, the Council's determination was that the works do not constitute permitted development under Part 8 Class F and therefore require planning consent.

The site is wholly located within the Metropolitan Green Belt where there is a general presumption against inappropriate development. Engineering operations, such as those undertaken in this case, can be an exception to this – as per paragraph 90 of the Framework – but only where they preserve openness of the Green Belt and would not conflict with the purposes of including land within it.

In this context, the proposals would result in an increase in hardstanding which, whilst modest in the context of the overall Aerodrome, nonetheless has the effect of further urbanising the character of this part of the Aerodrome which is more remote from the main "built up" part of the site (comprising the hangars etc.), thus failing to preserve the openness of the Metropolitan Green Belt and representing an additional degree of encroachment into the countryside. Furthermore, consideration also has to be given to the effect of the works on the nature and intensity of activities at the Aerodrome. In this regard, a cap on the total number of aircraft movements on the Taxiway over the winter period (November to March) of approximately 9,000 has been negotiated (and would be secured

through legal agreement). However, whilst the applicant argues that the works completed will not increase flying activity, even at this capped level it would constitute a degree of intensification of aircraft movements at the Aerodrome when compared to the average winter (5,000 movements) which would give rise to some modest degree of perception of further encroachment into the countryside.

The proposal is therefore considered to be inappropriate development and thus requires demonstration of very special circumstances in order to be considered acceptable. In this regard, there are a number of considerations in favour of the scheme. Some moderate weight is attached to the safety benefits which would arise from the improvements. Limited weight is also given to the economic benefits associated with improved certainty and stability for flying schools and the overall attractiveness of the Aerodrome to users due to improved safety and infrastructure.

Added to these is the opportunity to introduce – through a formal legal agreement – restrictions on the use of the Taxiway C/D (including a cap on number of aircraft movements). This includes formalising the long-standing commitment for the taxiway to be only used as a runway when grass runways are unserviceable and supplementing this with a cap on total potential movements over the winter to approximately 9,000 (equivalent to 60 per day) – a level which is consistent with what could be (and has been) achieved on the grass runways – which would prevent uncontrolled and unmanaged intensification. Additional limits on daily movements to avoid excessive short-term use of the Taxiway as well as restrictions on further improvement of this and other taxiways at the Aerodrome would also be introduced, which would further support management of any potential future growth or expansion of infrastructure at the Aerodrome.

Through the course of the application, significant dialogue has occurred between the County Highway Authority and the applicant in respect of highway impacts. The County Council originally raised concerns due to a lack of information regarding the potential impact of increased movements, particularly during the winter. However, following the provision of additional information regarding traffic generation and accident/collision information, the Highway Authority accepts that the taxiway is unlikely to result in an increase in vehicular movements and that there is no evidence that the taxiway works prejudice highway safety. On this basis, they raise no objections subject to a restriction on the use of the taxiway to only those times when grass runways are unserviceable.

Whilst there may be some additional noise and disturbance, it is concluded that overall this would be relatively limited and not to such a level to breach local and national policy objectives and warrant refusal. The same conclusion was reached in the previous application for the full hard runway and that proposal resulted in much more significant intensification and potential for use of the Aerodrome by larger aircraft. No other neighbour amenities concerns are identified.

The development does result in harm to the green belt through the urbanisation and by changing the potential capacity of the aerodrome, particularly in winter months, however the opportunity for a 'cap' (via a S106 agreement) on aircraft movements to and from the aerodrome where no restrictions presentably apply is considered to be a significant benefit which attracts substantial weight in favour of the proposal. The proposed 'cap' is based on historical use and would introduce clear planning control which, whilst facilitating business planning and safety for the aerodrome, would restrict future growth and these issues are

cumulatively considered to be sufficient very special circumstances to clearly outweigh the harm to the Green Belt.

### **RECOMMENDATION(S)**

Subject to the completion of all documentation required to create a planning obligation under Section 106 of the Town and Country Planning Act 1990 (as amended) to secure:

- (i) A restriction on the use of the unlicensed runway by fixed-wing aircraft to only times when the grass runways are unserviceable;
- (ii) A cap on the total number of fixed-wing aircraft movements from the unlicensed runway of 9,120 during the period 1 November and 31 March, reducing by 60 for each day the grass runways are serviceable, and a cap of no more than 100 movements on any one day;
- (iii) A requirement for the operator to use best endeavours to maintain the grass runways in a serviceable state;
- (iv) A restriction on the length and width of, and lighting to, the taxiway
- (v) The Council's legal costs in preparing the agreement;

Planning permission is **GRANTED** subject to condition.

In the event that a satisfactorily completed obligation is not received by 30 September 2017 or such longer period as may be agreed, the Head of Places and Planning be authorised to refuse permission for the following reason:

The proposal fails to provide an agreement as to manage the use of the unlicensed runway, with the resultant potential for an uncontrolled increase in the intensity of use and aircraft movements and associated levels of general noise and disturbance, which would result in an encroachment into the countryside and thus conflict with the purposes of including land within the Green Belt. The arguments presented by the applicants in support of the proposal are insufficient to clearly outweigh the harm which could arise so as to constitute very special circumstances and, as such, the proposal would be contrary to policy Co1 of the Reigate and Banstead Borough Local Plan 2005, CS1 and CS3 of the Reigate and Banstead Core Strategy and the provisions of the National Planning Policy Framework.

## **Consultations:**

County Highway Authority: No objection subject to a condition or legal agreement to the effect that the modified taxiway shall only be used as an unlicensed runway on occasions where the existing grass runways at the Aerodrome are unserviceable.

The County Highway Authority provides the following commentary alongside their position of no objection.

*The County Highway Authority (CHA) initially raised concerns about the modifications to taxiway C/D, on the basis that the resultant increase in flying activity could lead to an increase in vehicular movements to and from the Aerodrome, which could have an adverse impact on the local highway network. In response to these concerns, the applicant has submitted further detailed information to enable the CHA to fully assess the transportation impacts of the development.*

*In the latest Technical Note (dated 4<sup>th</sup> May 2017), the applicant has provided monthly fixed wing movement statistics from 2005 to 2016. These figures show that in the years when the grass runways were serviceable during the winter months of January to March (e.g. in 2006 and 2012), there was a higher number of fixed wing movements than in those winters where the grass runways were unusable. It is therefore clear that flying activity levels fluctuate in line with winter conditions, irrespective of whether or not the taxiway is used as an unlicensed runway.*

*It is also understood from the Technical Note that pilot training has always taken place during winter months, even when the weather is poor and the grass runways are unserviceable, as students are able to undertake ground based training. Therefore, the modified taxiway will simply increase the likelihood that existing students will be able to fly during their lesson, rather than attract a greater number of instructors and students to the Aerodrome. Whilst this will lead to an increase in the number of fixed-wing movements, it is now clear that there is unlikely to be a corresponding increase in vehicular movements to and from the site.*

*The applicant has assessed the personal injury accident record for Kings Mill Lane, and has found there is no correlation between poor weather during the winter months and an increase in accidents along Kings Mill Lane. Therefore, if the modified taxiway were to lead to a slight increase in vehicular movements during the winter months, there is no evidence to suggest that this would result in more accidents on the local highway network.*

*Finally, the applicant confirms in the Technical Note that the modified taxiway will only be used when the grass runways are unserviceable, and that it will never be used in addition to the grass runways. The applicant has submitted a draft Unilateral Undertaken alongside the planning application, and one of the terms of this is that "The long standing restriction on the use of unlicensed runway 07/25 by fixed wing aircraft, limited to times when the grass runways are unserviceable will remain". The CHA therefore recommends to the Local Planning Authority that this Unilateral Undertaking is secured in any planning permission granted.*

Salfords and Sidlow Parish Council: Objects to the application and recommends refusal on the following grounds: (i) the harm to the Green Belt from the works is significant and

impacts upon its openness, (ii) very special circumstances regarding improved safety have not been proven or could have been addressed without the extent of works carried out, (iii) “greatly increased number of movements” with associated noise nuisance to residents for which the Parish Council has received complaints since the works were completed.

Nutfield Parish Council: Objects to the application on the following grounds: (i) the proposal causes harm to the Green Belt due to the significant increase in hardstanding which is visible from adjoining roads, (ii) lack of very special circumstances and that the case regarding safety and CAA compliance has not been proven, (iii) intensification of flying activity in winter months; noting that local impression has been one of significant intensification since the runway was reworked, which results in additional noise and pollution for local residents.

CPRE Surrey: Objects to the proposal on the grounds that (i) it is inappropriate development within the Green Belt and that the increase in hardstanding and associated activity will affect the openness of the Green Belt, (ii) the intensification of use since the works were carried out and resultant additional traffic and disturbance at a time which has traditionally been quieter, (iii) the operational and safety reasons which underpin the case for the proposal are not explained and do not constitute very special circumstances. The response also raises concerns about further widening of the taxiway in view of the draft heads of terms submitted by the applicant alongside the application.

Keep Redhill Airfield Green: Objects on the grounds that (i) the extensive new area of impermeable surface does not preserve the openness of the Green Belt and is inappropriate development; (ii) very special circumstances do not exist as there is insufficient or no evidence to support the statements regarding safety and non-compliance with CAA requirements (iii) noise and disturbance from intensification of flying activity, citing the number of movements between January and March 2016 after the improvements were completed.

SCC Spatial Planning and Policy: No comments

Surrey County Council Sustainable Drainage Consenting: No objection subject to conditions

### **Representations:**

Letters were sent to neighbouring properties on 25<sup>th</sup> May 2016; a site notice was posted 8<sup>th</sup> June 2016 (at the site entrance) and the application was advertised in local press on 2<sup>nd</sup> June 2016.

10 responses have been received objecting to the proposals raising the following issues:

<b>Issue</b>	<b>Response</b>
Noise & disturbance	Paragraphs 6.30 to 6.34
Air pollution	Paragraph 6.46
Harm to Green Belt/countryside	Paragraphs 6.4 to 6.29 and proposed legal agreement

Harm to Conservation Area	Paragraph 6.47
Increase in traffic and congestion	Paragraphs 6.35 to 6.41
No need for the development	Paragraphs 6.19 to 6.24
Out of character with surrounding area	Paragraphs 6.4 to 6.18
Overdevelopment	Paragraphs 6.4 to 6.18
Poor design	Paragraph 6.7
Overbearing relationship	Paragraph 6.34
Overlooking and loss of privacy	Paragraph 6.34
Drainage/sewage capacity	Paragraph 6.45
Alternative location/proposal preferred	Paragraph 6.46
Property devaluation	Not a material planning consideration

In addition, 196 responses were received supporting the proposal for the following reasons:

<b>Reason</b>	<b>Response</b>
Community/regeneration benefit	Paragraph 6.22
Economic growth/jobs	Paragraph 6.22
Safety	Paragraph 6.19 to 6.21
Visual amenity benefits	Paragraph 6.23

## **1.0 Site and Character Appraisal**

- 1.1 The Aerodrome is situated between Kings Mill Lane, Masons Bridge Road, Crab Hill Lane and the Salfords Stream, to the east of the built up areas of Whitebushes and Salfords. In terms of the Aerodrome as a whole, approximately two-thirds of its area is within the Tandridge District with the remainder in Reigate & Banstead. The taxiway which is subject of this application (Taxiway C/D) is predominantly within Reigate & Banstead (2.64ha of the application site is within RBBC with 0.47ha in TDC). The whole of the Aerodrome site is within the Metropolitan Green Belt.
- 1.2 The wider Aerodrome has three grass runways, two running east/west and one on a north/south axis. A hard surfaced taxiway runs around the perimeter of the airfield. The taxiways are used on a daily basis by aircraft taxiing to the runways (whichever is in use), aircraft performing power checks prior to flight and by ground vehicles, particularly to access and egress the Terminal building.
- 1.3 Taxiway C/D; which is the subject of this application and the already implemented widening, straightening and resurfacing work, is situated close to the southern boundary of the Aerodrome. The taxiway is on a more open area of the Aerodrome,

with the main hangars, Terminal Building, other operational and commercial buildings and hardstanding focussed more on the northern part of the site. The Taxiway is not within an EA Flood Zone.

- 1.4 The surrounding area is of rural character, consisting of open countryside and agricultural land within the Metropolitan Green Belt, with sporadic instances of residential and agricultural buildings. The nearest built up areas and residential settlements to the Aerodrome are Salfords, Whitebushes and South Earlswood to the west in Reigate & Banstead, and South Nutfield to the east in Tandridge (which is a village washed over by the Green Belt).

## 2.0 Added Value

- 2.1 Improvements secured at the pre-application stage: No formal pre-application discussions were held with the applicant. The works were carried out and completed prior to submission of the application. Following notification by the applicant of the proposed works through a certificate of lawfulness (15/02918/CLE), the Council concluded the works did not constitute permitted development under the GPDO 2015 (Part 8 Class F) and that therefore express planning permission was required.
- 2.2 Improvements secured during the course of the application: None
- 2.3 Further improvements to be secured through planning conditions or legal agreement: A legal agreement will be used to secure the following: (i) restrictions on further extension/widening of the taxiway, (ii) restrictions on use of the taxiway to times when the grass runways are unserviceable, (iii) a cap on the number of movements permitted on the Taxiway C/D (the "unlicensed runway") over the winter period, (iv) a commitment by the applicant/operator to use best endeavours to maintain the grass runways in a serviceable and usable state.

## 3.0 Relevant Planning and Enforcement History

93/07300/OUT	New airport with hard runway, taxiways, apron, terminal, 220 bedroom conference hotel, associated car parking, access road and motorway junction	Objection 6 September 1993 Appeal dismissed
08/01009/F	All-weather runway	Withdrawn 8 October 2008
11/00421/SCOPE	EIA scoping opinion for subsequent proposal for hard runway (11/01254/F)	EIA required 3 May 2011
11/01342/CONLA	Consultation from Tandridge DC on proposal for hard runway (as per 11/01254/F to RBBC)	Objection
11/01254/F	Construction of a hard runway to replace existing grass runways and ancillary infrastructure comprising realignment of existing taxiways, a new taxiway link, drainage improvements, replacement runway lighting and new approach	Refused 24 November 2011

12/01504/CONLA	lighting Consultation from Tandridge DC on proposal for hard runway (as per 12/01377/F to RBBC)	Objection
12/01377/F	Construction of a hard runway to replace existing grass runways and ancillary infrastructure comprising realignment of existing taxiways, drainage improvements, replacement runway lighting and new approach	Refused 6 June 2013 Appeal dismissed
15/02255/F	Demolition of remaining parts of building destroyed by fire and construction of a replacement single-storey building incorporating offices, parking and landscaping.	Approved with conditions 6 July 2016
15/02918/CLE	Works to taxiway	Refused (not permitted development)

- 3.1 The works to the taxiway (widening, resurfacing and straightening) were carried out in September and October 2015 and the improved taxiway was first used on 21 November 2015. The applicant maintains that the works carried out constitute permitted development and to this effect, submitted a certificate of lawfulness (15/02918/CLE) in January 2016.
- 3.2 The Council's determination was that the works do not constitute permitted development under Part 8 Class F (development at an airport), as (i) the taxiway is considered to constitute a runway (a position accepted by the applicant as the taxiway has been used for take-off and landings of aircraft for many years) and (ii) the works carried out consist of the construction of an extension to said runway (the definition of extension is taken, based on interpretation in a common sense manner, to apply to lengthways or widthways enlargement and is not confined to one or the other). On this basis, it fails to comply with criteria F.1 (a).
- 3.3 This application was submitted by the applicant following notification of the determination.

#### **4.0 Proposal and Design Approach**

- 4.1 This is a full application, submitted retrospectively, for the carrying out of engineering works to resurface, widen and straighten Taxiway C/D. Specifically, the works are described by the applicant more fully as:
- Widening of taxiway C/D to a total width of 14 metres over a length of approximately 490 metres
  - Straightening of the taxiway to remove the present bend
  - Resurfacing of the taxiway, including cut and fill to create a level surface
  - Earthworks – including further cut and fill – to land immediately adjoining the widened taxiway to tie into existing runway/hover square



surfaces adjoining the taxiway to allow smooth trafficking between the two

- Removal of superfluous hard standing and re-seeding of the ground

4.2 The applicant states that the works carried out were required on safety grounds and to address non-compliance with CAA requirements, insufficient turning space resulting in the risk of aircraft leaving the paved surface when carrying out pre-take off checks and to remove the bend in the taxiway which necessitated hazardous changes of direction of aircraft. The applicant argues that the improvement of the unlicensed runway will not result in an intensification of use but merely allows for activity that can and does take place in dry weather to continue when the grass runways are unserviceable. The applicant notes that part of Taxiways C/D have been used for take-off and landing on an informal basis as unlicensed runways for a at least 50 years.

4.3 A design and access statement should illustrate the process that has led to the development proposal, and justify the proposal in a structured way, by demonstrating the steps taken to appraise the context of the proposed development. It expects applicants to follow a four-stage design process comprising:  
Assessment;  
Involvement;  
Evaluation; and  
Design.

4.4 Evidence of the applicant's design approach is set out below:

Assessment	The site is within the Metropolitan Green Belt and there is a potential Site of Nature Conservation Importance/areas of Ancient Woodland (Ham Roughett) in the northern part of the aerodrome. The Aerodrome is within a low lying area. The Aerodrome has three grass runways and a perimeter hard surfaced taxiway, which has been in place for a considerable time. The most significant cluster of airfield buildings is grouped together in the north of the site close to the entrance from Kings Mill Lane.
Involvement	No evidence of consultation is identified within the applicants submission – as above, the works were carried out under the premise that they constituted PD.
Evaluation	There is no evidence within the applicants submission of other options considered. The applicant notes that the works form part of a more structured approach to airside maintenance, upgrades and investment which was instigated in 2015.
Design	The applicant's position is that the works were carried out for safety reasons and the need for the works is supported by an independent assessment by consultant Jacobs. The improvements are designed to comply CAA

	requirements and address issues of safety due to the limited width, bend and marking/visibility.
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4.5 Further details of the development are as follows:

Site area	3.11ha (area of application site for Taxiway C/D only)
Dimensions of Taxiway C/D hardstanding prior to works	488m (along centreline) x c.8.5m Area of hardstanding ≈ 4,298sqm
Dimensions of Taxiway C/D hardstanding post works	488m (along centreline) x 14m Area of hardstanding ≈ 7,485sqm
Increase in hardstanding	3,187sqm
Increase in hardstanding as a % of total airside hardstanding on the Aerodrome	5% (total is approximately 58,800sqm according to applicants submissions)

**5.0 Policy Context**

5.1 Designation

Metropolitan Green Belt

5.2 Reigate and Banstead Core Strategy

CS1(Presumption in favour of sustainable development)  
CS3 (Green Belt)  
CS4 (Valued townscapes and historic environment)  
CS5 (Valued people/economic development),  
CS10 (Sustainable development),  
CS12 (Infrastructure delivery)  
CS17 (Travel options and accessibility)

5.3 Reigate & Banstead Borough Local Plan 2005

Landscape & Nature Conservation	Pc4
Countryside	Co1
Employment	Em1, Em3, Em12
Movement	Mo4
Utilities	Ut4

5.4 Other Material Considerations

National Planning Policy Framework	
National Planning Practice Guidance	
Supplementary Planning Guidance	Developer Contributions SPD
Other	Human Rights Act 1998

Community Infrastructure Levy Regulations  
2010 (as amended)

## 6.0 Assessment

- 6.1 The application site comprises the existing aerodrome within the Metropolitan Green Belt. The proposal, which is retrospective, consists of improvement and widening of Taxiway C/D:
- 6.2 The main issues to consider are therefore:
- development within the Metropolitan Green Belt
  - noise impacts
  - access, parking and highway implications
  - other matters

### Development within the Metropolitan Green Belt

#### *Inappropriate development and harm to the Green Belt*

- 6.4 The site is wholly located within the Metropolitan Green Belt where there is a general presumption against inappropriate development.
- 6.5 The National Planning Policy Framework (“the Framework”) includes at paragraphs 89 and 90, a number of exceptions whereby certain forms of development may not be inappropriate within the Green Belt. Engineering operations, such as those undertaken in this case, can fall within the ambit of these exceptions but only where they preserve openness of the Green Belt and would not conflict with the purposes of including land within it.
- 6.6 In this case, the works already undertaken to Taxiway C/D have resulted in a considerable increase in the extent of hardstanding. Based on the plans submitted of the Taxiway both pre and post the works, the increase in hardstanding is assessed as being approximately 3,100 square metres, although it is recognised that the applicant argues a lower figure in their Planning Statement (they cite a previous width of 10m however, the plans show 8.5m).
- 6.7 As has previously been established in appeals relating to the Aerodrome (notably the appeal to 12/01377/F for a hard runway), changes to land surface can be considered to bring about an adverse effect on openness and the same is considered to be the case in this instance. Taking the confines of Taxiway C/D in isolation, the widening/straightening works represent approximately a 70% increase in hardstanding (or c.38% if the applicant’s figures are accepted). Across the Aerodrome as a whole (recognising hardstanding already exists in the form of the perimeter taxiway and around the hangars), based on the applicants own figures, the changes represent approximately a 5% increase in overall area hardstanding. The nature of the improvements in terms of design and appearance is modest and typical of infrastructure of this nature.

- 6.8 Whilst the effect is modest in the context of the overall Aerodrome, irrespective of the measurements and figures taken above, it nonetheless has the effect of further urbanising the character of this part of the Aerodrome which is more remote from the main “built up” part of the site (comprising the hangars etc.), thus failing to preserve the openness of the Metropolitan Green Belt and representing an additional degree of encroachment into the countryside. As identified by a number of objectors to the application, as a result of the works completed, Taxiway C/D can be glimpsed from adjoining roads including Masons Bridge Road and Crab Hill Lane, meaning that the visual impact and intrusion of the hardstanding can be appreciated to a modest degree from longer range vantage points outside of the confines of the Aerodrome.
- 6.9 Consideration also has to be given to the effect of the works on the nature and intensity of activities at the Aerodrome, and how this might affect the Green Belt. Intensification in flying activities, particularly in terms of the number of flights but also consequential activity has the potential to detract from the presently rural nature of the aerodrome and give rise to further perception of encroachment into the countryside. The critical period in this case is considered to be the winter period (broadly November to March) when weather is more likely to result in the grass runways being unserviceable.
- 6.10 The applicant claims within their Planning Statement that the sole reason for the works to Taxiway C/D is for safety reasons, enabling activities which already take place in dry weather to continue safely when ground is too soft. The Planning Statement notes that the taxiway has been used as an unlicensed runway for a considerable period of time; however, it does not meet safety requirements. On this basis, the applicant argues that the works will not result in an intensification of flying activity.
- 6.11 Officers have analysed data on the numbers of fixed-wing aircraft movements at the Aerodrome since 2005. This identifies that, at times when the grassed runways are serviceable over the winter months (taken as November to March), aircraft movements typically average around 1,700 movements per month, although on some occasions exceed 2,000 movements. Across a whole winter of consistently good weather (i.e. grass runways fully serviceable for the entire time), there is evidence of almost 9,000 movements occurring at the Aerodrome; however, once periods when the grass runways are unserviceable are factored in, the average is nearer 5,000.
- 6.12 The movement data for the two months when Taxiway C/D was used since the improvements were shows an average number of movements of 1,450 which remains below the average achieved when the grass runways are serviceable. However, were this level to continue for an entire winter (5 months) it would be clearly above the average across a typical winter (which as above is approx. 5,000).
- 6.13 Winter movements are however significantly lower than the number of movements during the summer/autumn period which shows an average of over 3,000 movements per month since 2005, with some months exceeding 5,000. The average number of aircraft movements over the whole summer/autumn (April to October) period since 2005 has been over 21,000, with some years having over

30,000 movements. Thus, even when grass runways are serviceable, the winter period therefore naturally suppresses the number of movements at the Aerodrome when compared to the summer period.

- 6.14 To limit the level of intensification which would occur, and to therefore reduce the potential harm to the Green Belt, it is considered reasonable to impose, through a legal agreement, a restriction on the use of the taxiway as a runway to those times when the grass runways are unserviceable and a cap on the number of aircraft movements which can be undertaken on the taxiway.
- 6.15 Through the course of the application, Officers have been in dialogue with the applicant regarding restrictions on the use of the unlicensed taxiway. Given the evidence that approximately 9,000 movements could occur on the grass runways across a winter of consistently good weather, the applicant argues that any cap set below this level would compromise the viability of the Aerodrome. As such, through negotiation, they are willing to agree to a cap of 9,120 movements, equivalent to 60 per day over the 5 month winter period (152 days taking account of leap years). This cap would reduce by 60 for each day which the grass runways are serviceable and a further cap of no more than 100 movements on any one day would also be imposed to ensure that excessive use of the taxiway, which could give rise to harm to neighbour amenity from noise and disturbance, could not occur but whilst also providing some flexibility in recognition of natural daily fluctuations.
- 6.16 A cap at this level (based on the historical data) would constitute a degree of intensification of aircraft movements at the Aerodrome when compared to the average winter (5,000 movements). This increased activity would give rise to some degree of perception of further encroachment into the countryside; however, mindful of the potential for up to 9,000 movements to occur on the grass runways, the harm which would arise would be relatively modest. This nonetheless adds to the overall harm which would occur to the Green Belt. Set against this however is the opportunity to introduce control and management over the use of the Taxiway as an unlicensed runway (which is not presently the case) and this is discussed further under the discussion on very special circumstances below.
- 6.17 In conclusion, the engineering operations – as discussed above – erode the openness of the Green Belt and represent encroachment of urban form into the countryside. Furthermore, even with the proposed legal agreement and cap, the improvements to the Taxiway have the potential to intensify use and aircraft movements which would result in an increase perception of encroachment into the countryside. For this reason, the proposal does not fall within the ambit of paragraph 90 of the Framework. It therefore represents inappropriate development, only to be approved in very special circumstances.
- 6.18 Concerns have been raised regarding comparison of the current application to previous proposals for a hard runway. Whilst the decision on this application should be taken on its own individual merits, including the assessment of its harm to the Green Belt, it is worth noting that in the previous case (12/01377/F), the proposed hard runway would have been almost 1,350m in length (approx. 3 times the length in this case) and 25m wide. Associated infrastructure and engineering works would also have been demonstrably greater. In that case, the legal agreement would have

provided for total aircraft movements of up to 85,000 per annum, whereas the agreement in this case would allow the Taxiway to be used for approximately 9,000 movements which in addition to the average 21,000 over the summer on the grass runways would total only 30,000 movements.

*Very special circumstances*

- 6.19 The applicants put forward a number of benefits and considerations in favour of the proposal which are discussed below.
- 6.20 Safety of pilots and users of the Aerodrome is cited as the primary reason for carrying out the improvements to Taxiway C/D. The applicants assert that the condition and nature of the taxiway posed risk to taxiing aircraft due to a) changes in levels/undulations along its length (and resultant ponding or pooling of water in wet weather), b) insufficient turning space for aircraft carrying out pre take-off checks, resulting in risk of aircraft leaving the paved surface or carry out excessive manoeuvres and c) hazardous changes in direction of aircraft as a result of the bend in the taxiway. The taxiway is highlighted by the applicant as being particularly essential due to its frequent use to access the grass runways. Furthermore, as above, the taxiway has been used as an unlicensed runway for a considerable period of time when grass runways are unserviceable and the applicants argue that the works also ensure the safety of pilots in these instances by enabling landing/take-off in a straight line and less risk of ponding water.
- 6.21 Whilst these safety considerations are material and the reduced risk to pilots and other users of the Aerodrome is clearly a benefit, the effect of this is largely internalised rather than being of wider public benefit. As such, it is considered to attract only moderate weight in favour of the proposal.
- 6.22 The applicant also argues that the works which support use of the unlicensed runway at times when grass runways are unserviceable also offers considerable benefit in terms of fixed-wing training schools, with the increased certainty that a flight training course can be fully completed providing an economic benefit to training operators which will in turn support their continued investment in training activity at the Aerodrome. In addition to this, it could be reasonably argued that the improvements to the facilities, and in particular safety, would ensure it remains as an attractive and competitive Aerodrome to pilots and other users. This economic benefit is however relatively limited in scope and consequently is again considered to attract limited weight in the overall planning balance.
- 6.23 A significant number of responses were received in support of the proposal, many of which appear to be from users of the Aerodrome (in one form or another). In addition to the points above, these responses highlight visual amenity benefits and community/regeneration benefits associated with the application. Beyond the potential minor economic benefit above, there is no evidence provided of wider community benefits so no weight is attached to this. The proposal is considered to be harmful to the Green Belt and character of the countryside, so no weight is afforded to this alleged benefit to visual amenity.

- 6.24 The most significant benefit associated with the proposal is the opportunity to introduce control over the use of Taxiway C/D. As above, even prior to the improvements being carried out, the Taxiway has been used as an unlicensed runway without restraint on the level of activity, for a considerable period of time.
- 6.25 In contrast, the proposal provides an opportunity to bring its use under formal planning control through a legal agreement. This includes formalising the long-standing commitment for the taxiway to be only used as a runway when grass runways are unserviceable and supplementing this with a cap on total potential movements over the winter to approximately 9,000 (equivalent to 60 per day) – a level which is consistent with what could be (and has been) achieved on the grass runways – which would prevent uncontrolled and unmanaged intensification. Additional restrictions on the further improvement of this and other taxiways at the Aerodrome would also be introduced, which would further support management of any potential future growth or expansion of infrastructure at the Aerodrome. The opportunity for more formal management and planning control over the use of this sensitive site is considered to be a significant benefit which attracts substantial weight in favour of the proposal.

#### *Conclusions on Green Belt*

- 6.26 The physical changes associated with the engineering works carried out to Taxiway C/D are considered to be harmful to the openness of the Green Belt and cause encroachment into the countryside, albeit not on a significant scale in the context of the Aerodrome as a whole. Furthermore, even with the agreed cap, there would potentially be some intensification of flying activity; however, this would not be to such a level which exceeds what could be achieved on the existing grass runways. Nonetheless, the proposal therefore constitutes inappropriate development and substantial weight must be afforded to harm to the Green Belt in accordance with the Framework.
- 6.27 Set against this are the benefits of safety to pilots and users, as well as the modest economic benefits associated with ensuring the Aerodrome remains attractive and existing flying school activities remain viable. These benefits are considered to attract only moderate and limited weight respectively and on their own are insufficient to outweigh the harm identified. However, added to these is the opportunity to introduce – through a formal legal agreement – restrictions on the use of the Taxiway C/D (including a cap on number of aircraft movements) as well as other provisions which will provide the Council with scope to manage and avoid unrestricted and uncontrolled future intensification and growth of the Aerodrome. Compared to the existing situation over which the Council has no control, this is a significant benefit of the current proposal and weighs heavily in favour of the scheme.
- 6.28 Taking this into account, it is considered that cumulatively, the safety, economic and – most significantly – the planning control benefits of the proposal are sufficient to clearly outweigh the harm to the Green Belt and any other harm (discussed below), so as to give rise to very special circumstances. In this context, the proposed development is justified and complies with Policy Co1 of the Local Plan 2005, CS3 of the Core Strategy and the relevant provisions of the NPPF.

- 6.29 It is noted that Local Plan Policy Em12 sets a general presumption against any development at the Aerodrome which would likely result in an intensification of its use for flying activity. However, as was accepted by the Council in the previous appeal, this policy is inconsistent with the NPPF and thus should attract little weight in the overall assessment.

Noise impacts and effects on neighbours

- 6.30 The applicants argue that the existing noise baseline at the Aerodrome will be unchanged as there would be no intensification of flights due to the Taxiway works.
- 6.31 However, whilst the proposed cap on potential aircraft movements on the Taxiway C/D (9,000) would not exceed that which could be achieved on the grass runways if they were fully serviceable for an entire winter, as above, it would represent a degree of intensification when compared to the average winter.
- 6.32 Whilst this would represent some reduction in the “natural respite” provided by inclement weather, the cap would still ensure some meaningful respite compared to summer is maintained (average summer flights are almost 3,000 per month compared to 1,800 per month under the proposed winter cap). Furthermore, the winter is likely to be the period when nearby residents use their gardens and other outside areas less. Unlike previous proposals at the Aerodrome, the changes to the taxiway would not allow for any change in the type, nature, size and thus noise characteristics of aircraft capable of using it compared to existing. It is noted that the previous appeal Inspector for the full hard runway proposal did not consider that refusal on noise grounds would be warranted even with a much greater intensification in activity and potential for use by larger aircraft.
- 6.33 Given the above, whilst there may be some additional noise and disturbance, overall this would have a very limited impact on the amenity of nearby occupiers and residents, and the harm would not be to such a level which would breach local and national policy objectives. The weight to be afforded to this lost amenity would therefore be very limited.
- 6.34 Concerns have been raised in relation to overlooking, loss of privacy and overbearing; however, given the nature of the works carried out (ground level), the separation distances of the nearest properties and the conclusions above in relation to flying activity, it is not considered that any material harm to neighbour amenity would arise in these respects.

Accessibility, parking and highway implications

- 6.35 The development would bring about no change to the existing access, parking and highway arrangements associated with the existing Aerodrome.
- 6.36 The primary concern of the County Highway Authority in the assessment of the application has been the potential for increase vehicular movements to and from the Aerodrome, particularly during the winter period when the key routes to the site (Kings Mill Lane in particular) may be more treacherous. Considerable dialogue



occurred during the course of the application between the applicant's highway consultants and County Officers to understand this issue.

- 6.37 The applicants submitted various Transport Notes to provide information to demonstrate that, as there would be no intensification of flying as a result of the works, any increase in vehicle movements to and from the Aerodrome would be negligible. Particular dialogue was had in respect of the effect of the improvements on "Flight Schools" and whether there would be an increase in students arriving at the Aerodrome in winter as a result of the taxiway works. However, the evidence demonstrates that this would not be the case as, whilst the improvements to the taxiway would allow flying school students to actually fly on wet days, they would nonetheless be attending at present to undertake ground based training.
- 6.38 Information in the Transport Notes, which has been accepted by the CHA, also shows that there is no direct correlation between vehicular movements to the Aerodrome and the number of fixed-wing aircraft movements, with the majority of people travelling to the Aerodrome do so for non-flying activity. The evidence also shows that the number of vehicular movements to and from the Aerodrome in the winter is significantly below that which occurs in the summer so it is clear that, in terms of pure capacity, the surrounding road network could cope if an increase in vehicle movements over the winter were to occur.
- 6.39 In terms of safety, the Transport Notes provided by the applicant analyse accident data on local roads, notably Kings Mill Lane. This demonstrates that there is no correlation between poor weather in the winter and increase in accidents/collisions along Kings Mill Lane. On this basis, the County Highway Authority accepts that even though an increase in vehicle movements is unlikely, if one did, there is no evidence to suggest this would prejudice highway safety or give rise to more accidents.
- 6.40 Following the dialogue and latest Transport Note provided by the application, the County Highway Authority formally responded to the application with a position of no objection subject to a condition (or legal agreement) restricting the use of the taxiway to times when the grass runways are unserviceable. As above, this will be secured.
- 6.41 In view of the above, it is considered that this proposal overcomes the initial concerns of the Highway Authority in relation to highway impacts. Subject to the proposed legal agreement, it is considered that the scheme complies with policy Mo4 of the Local Plan and Policy CS17 of the Core Strategy.

#### Community Infrastructure Levy (CIL) and requested contributions

- 6.42 The Community Infrastructure Levy (CIL) is a fixed charge which the Council will be collecting from some new developments from 1 April 2016. It will raise money to help pay for a wide range of infrastructure including schools, roads, public transport and community facilities which are needed to support new development.

- 6.43 The proposal, which would not create buildings into which people normally go, would not be liable for CIL and would, at any rate, fall outside of the types of development which are chargeable under the Council's Charging Schedule.
- 6.44 Community Infrastructure Levy (CIL) Regulations were introduced in April 2010 which states that it is unlawful to take a planning obligation into account unless its requirements are (i) relevant to planning; (ii) necessary to make the proposed development acceptable in planning terms; and (iii) directly related to the proposed development. As such only contributions, works or other obligations that are directly required as a consequence of development can be requested and such requests must be fully justified with evidence including costed spending plans to demonstrate what the money requested would be spent on. No such contributions or requirements have been requested in this case other than the requirement for a shuttle bus discussed above.

#### Other matters

- 6.45 The site is within Flood Zone 1 according to Environment Agency Flood Maps but is identified as being potentially at risk from surface water flooding. Whilst the proposal would result in some earthworks and ground raising along the taxiway and increase the permeable area, improvements have also been made to drainage including a filter trench alongside the widened taxiway which will receive surface water run-off and allow infiltration into the ground. The application was supported by a Flood Risk Assessment which concludes that the surface water would be suitably managed and that the flood risk arising from the works would be low. On this basis, no objection is raised in respect of policy Ut4 of the Local Plan.
- 6.46 Objections have been received indicating preference for an alternative proposal/location; however, no specific alternatives are identified so no weight can be attached to this. Concerns have also been raised in relation to air pollution however, there is little evidence to this effect and given the discussion regarding intensification it is not considered that this issue would be overriding.
- 6.47 Concerns have been raised in relation to the impact of the proposal on Conservation Areas. The nearest Conservation Area in Reigate & Banstead is at Cross Oak Lane, some distance south of the Aerodrome. Given the distances involved and the nature of the works, no adverse impact on this Conservation Area or its setting has been identified.

#### **CONDITIONS**

1. The development hereby permitted shall be carried out in accordance with the following approved plans:

<b>Plan Type</b>	<b>Reference</b>	<b>Version</b>	<b>Date Received</b>
Location Plan	TOR222802/001		29.04.2016
Site Layout Plan	1064/100	B	29.04.2016
Site Layout Plan	1064/110	B	29.04.2016
Site Layout Plan	1064/210	A	29.04.2016
Detailed Technical Plan	1064/220	B	29.04.2016

Detailed Technical Plan	1064/230	D	29.04.2016
Section Plan	1064/300	A	29.04.2016
Detailed Technical Plan	1064/405	B	29.04.2016
Detailed Technical Plan	1064/SK600	A	29.04.2016

Reason:

To define the permission and ensure the development is carried out in accord with the approved plans and in accordance with National Planning Practice Guidance.

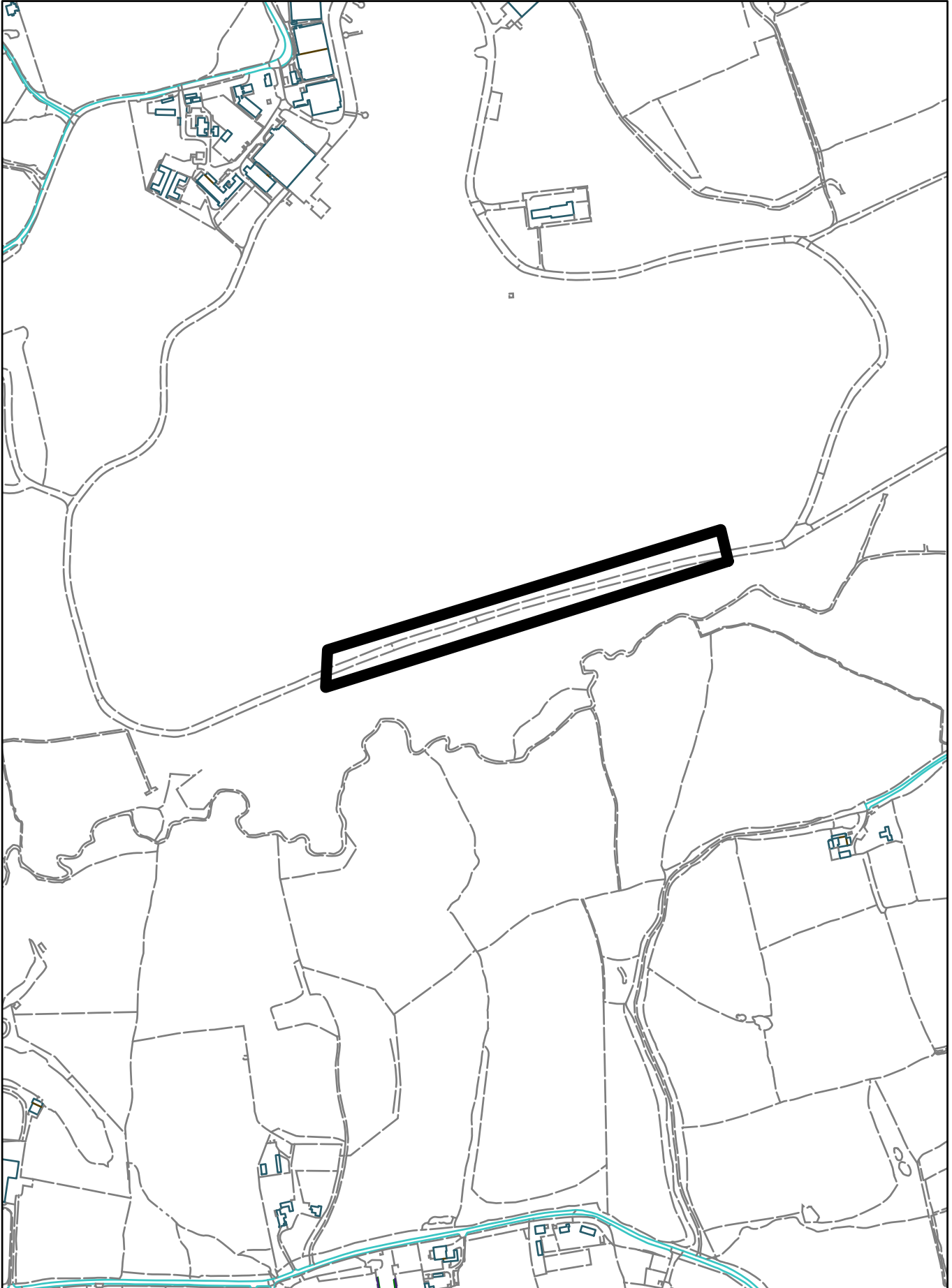
## **REASON FOR PERMISSION**

The development hereby permitted has been assessed against development plan policies Pc4, Co1, Em1, Em3, Em12, Mo4, Ut4, CS1, CS3, CS4, CS5, CS10, CS12 and CS17 and material considerations, including third party representations. It has been concluded that the development is in accordance with the development plan and there are no material considerations that justify refusal in the public interest.

## **Proactive and Positive Statements**

The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development where possible, as set out within the National Planning Policy Framework.

16/01043/F - Taxiway C/D, Redhill Aerodrome,  
Kings Mill Lane, Redhill

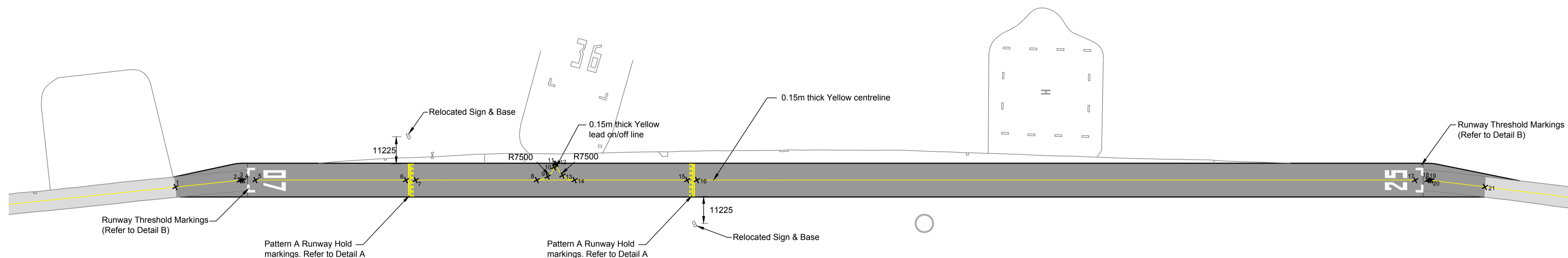




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Point Table		
Point #	Easting	Northing
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2	529832.802	147356.724
3	529833.495	147356.995
4	529834.201	147357.231
5	529839.084	147358.703
6	529898.841	147376.715
7	529902.739	147377.890
8	529950.836	147392.387
9	529954.692	147395.095
10	529956.172	147399.568
11	529956.172	147401.071
12	529956.734	147401.241
13	529960.449	147397.317
14	529965.836	147396.908
15	530010.537	147410.382
16	530014.434	147411.556
17	530299.662	147497.529
18	530304.545	147498.999
19	530305.333	147499.203
20	530306.130	147499.363
21	530328.174	147503.180



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**FINAL ISSUE**

Rev.	Description	Date
D	Status upgraded to Final Issue	22.01.16
C	Threshold numerals amended to be EASA/CAP168 compliant.	10.11.15
B	Threshold markings revised to suit client comments.	06.11.15
A	Markings setting out points and table added. Sign base offsets added.	30.09.15

Client:



Project:  
**Redhill Aerodrome Taxiway Realignment**

Drawing Title:  
**Pavement Markings**

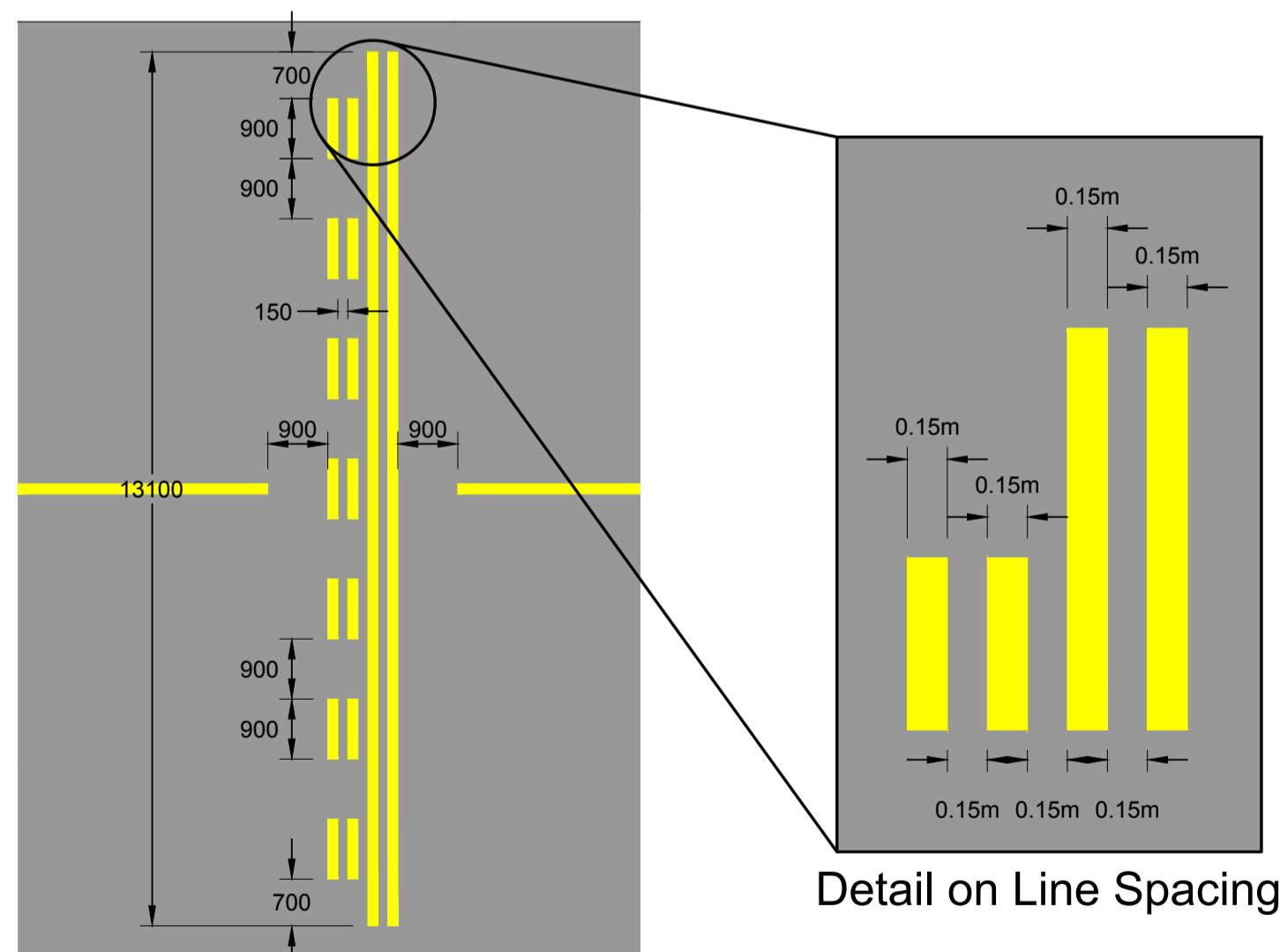
Project No.	Drg No.	Rev.
1064	230	D

Scale	Paper Size	Date
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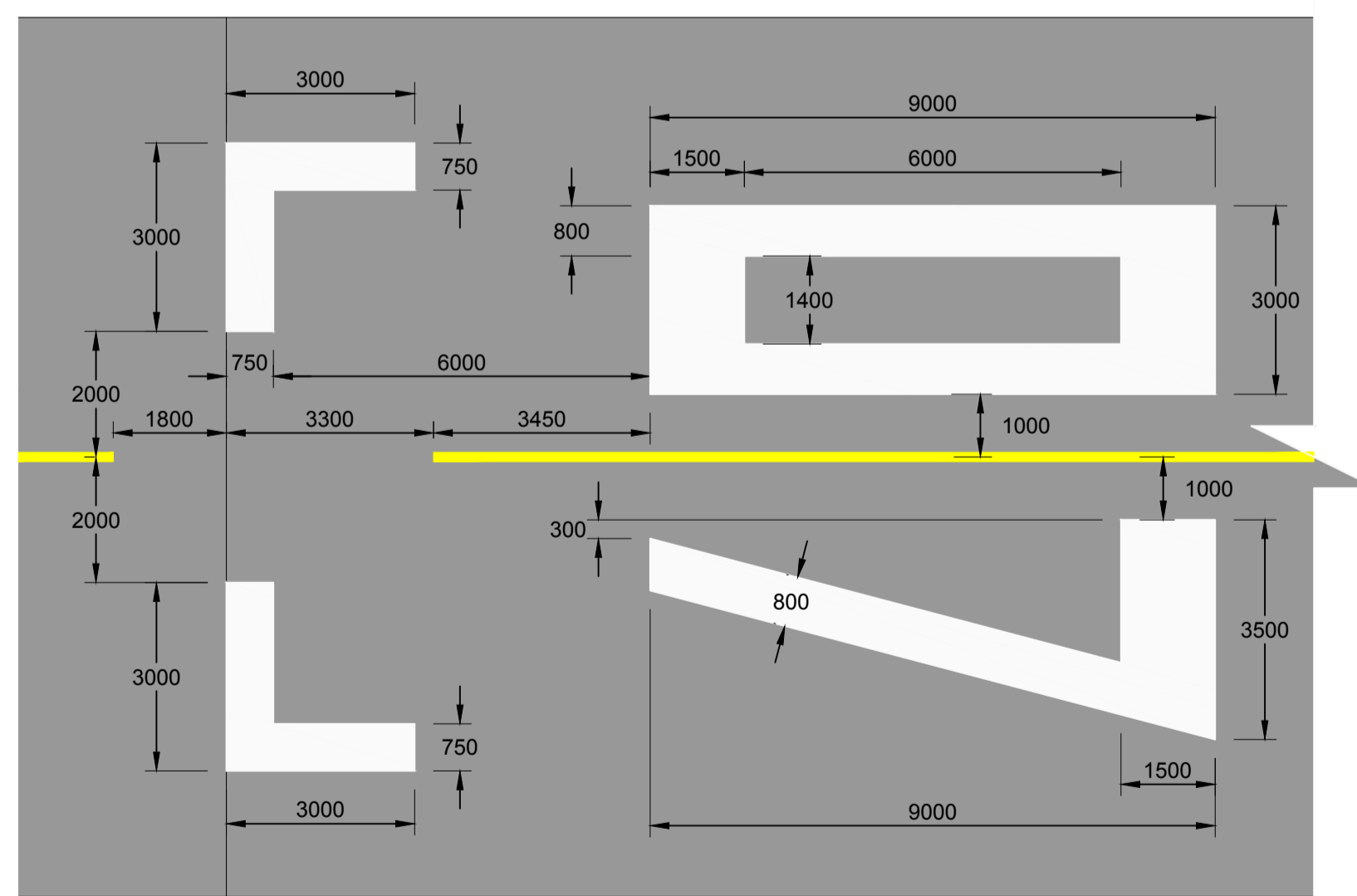
Dwn / Ckd / App: PD / AW / ACEL Status: Preliminary



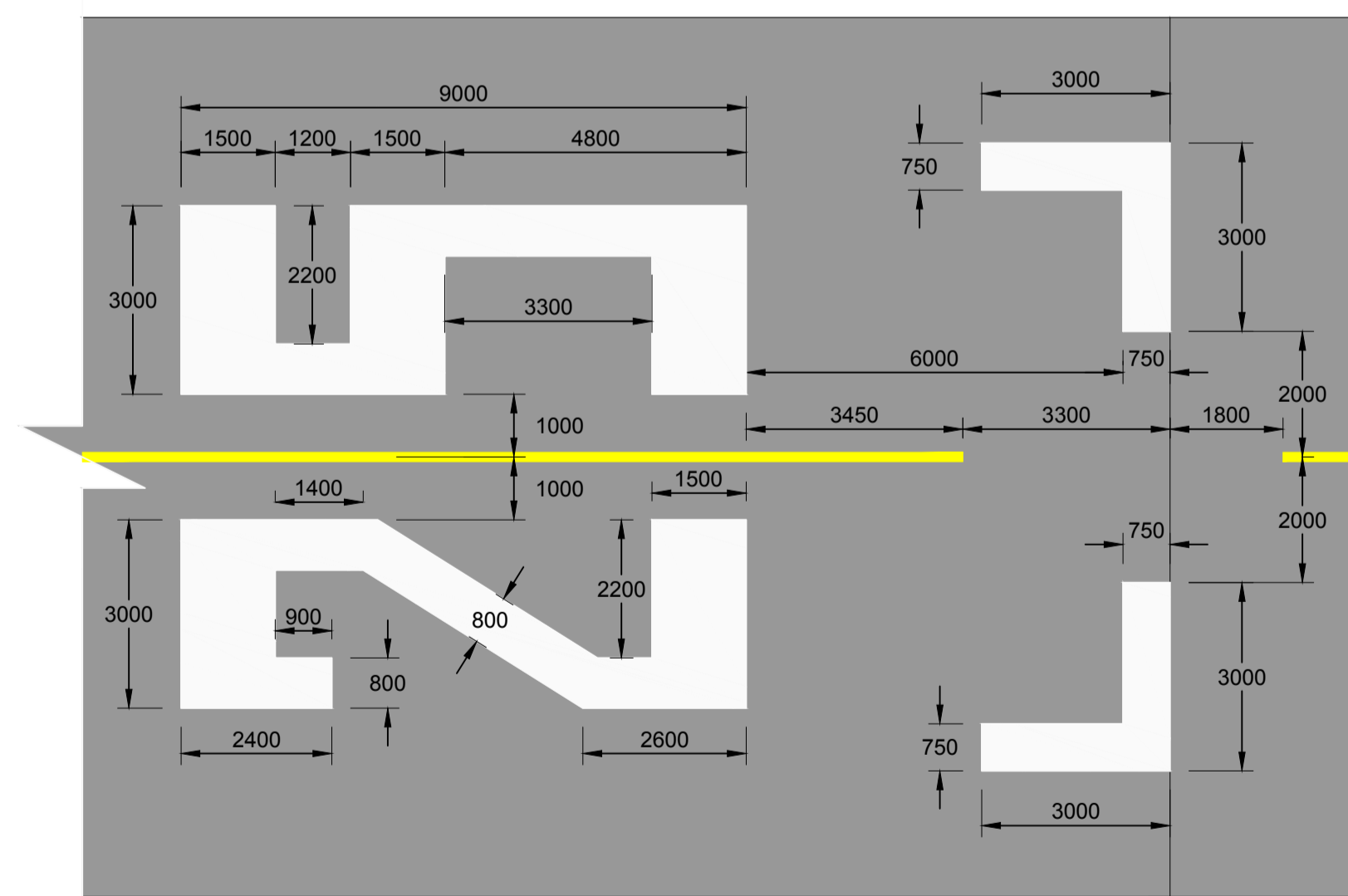
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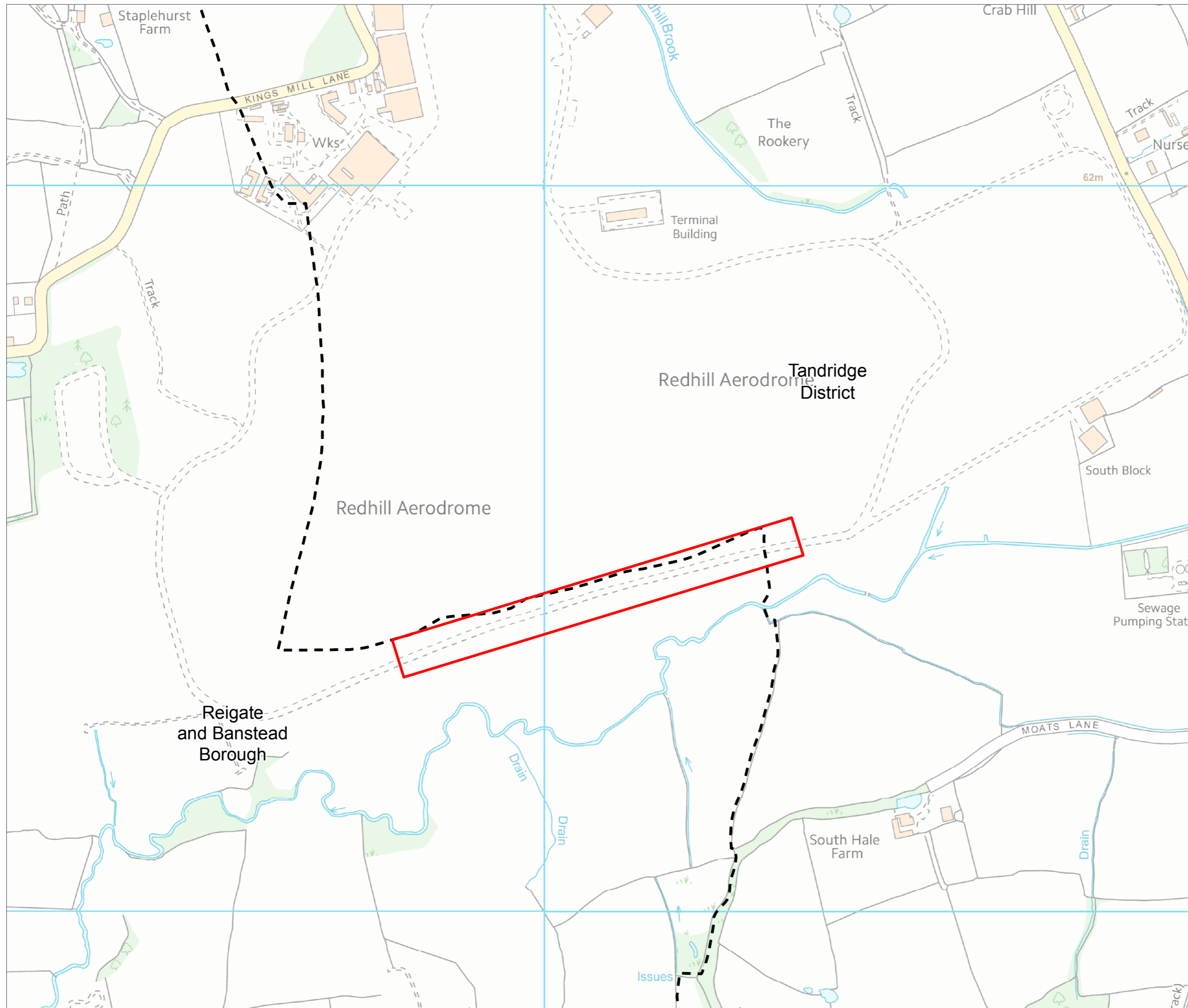


Detail A - Pattern A Runway Hold Marking  
Scale 1:100



Detail B - Unlicensed Runway Threshold Marking (EASA/CAP 168 Compliant Markings)  
Scale 1:100

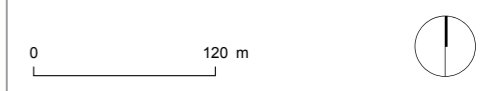




Site boundary  
 Area of red line within Tandridge District - 0.47 ha  
 Area of red line within Reigate and Banstead Borough - 2.64 ha

**Site location plan**

**Redhill Aerodrome taxiway**  
 Redhill Aerodrome Ltd



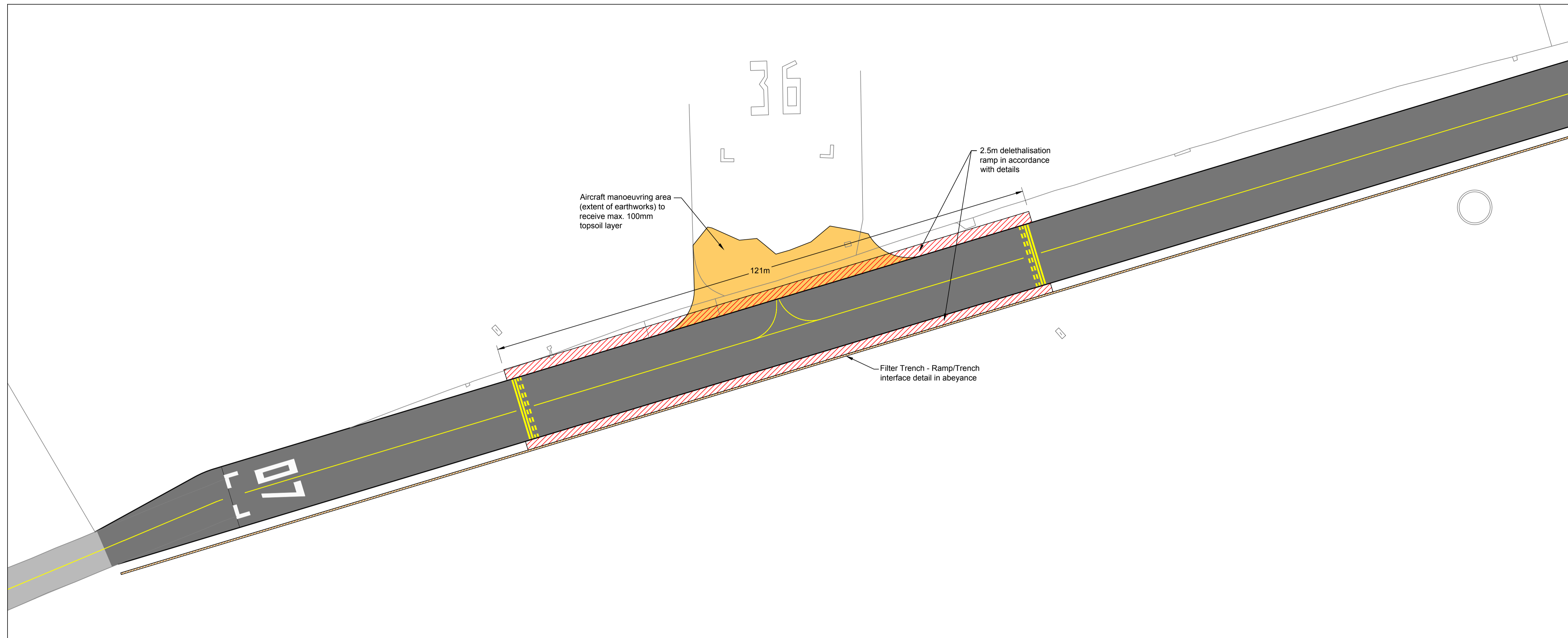
Dwg no 222802/001	Revision	
08 April 2016	Drawn by: JC	Checked by: NT
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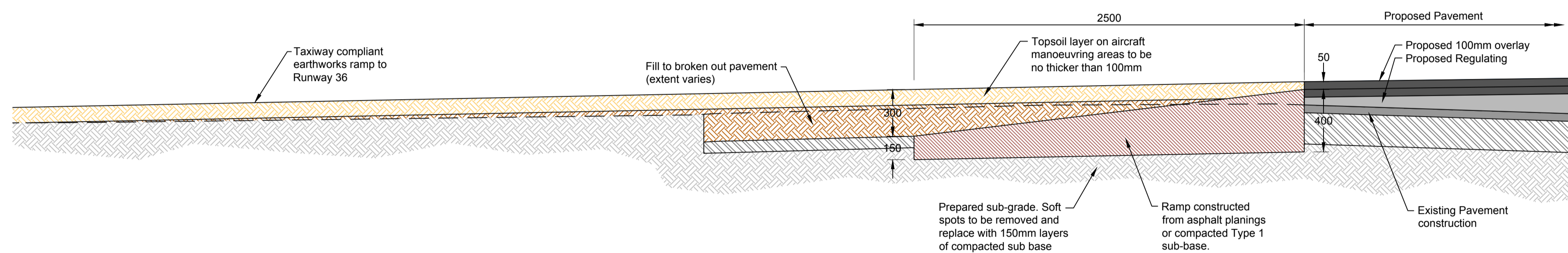
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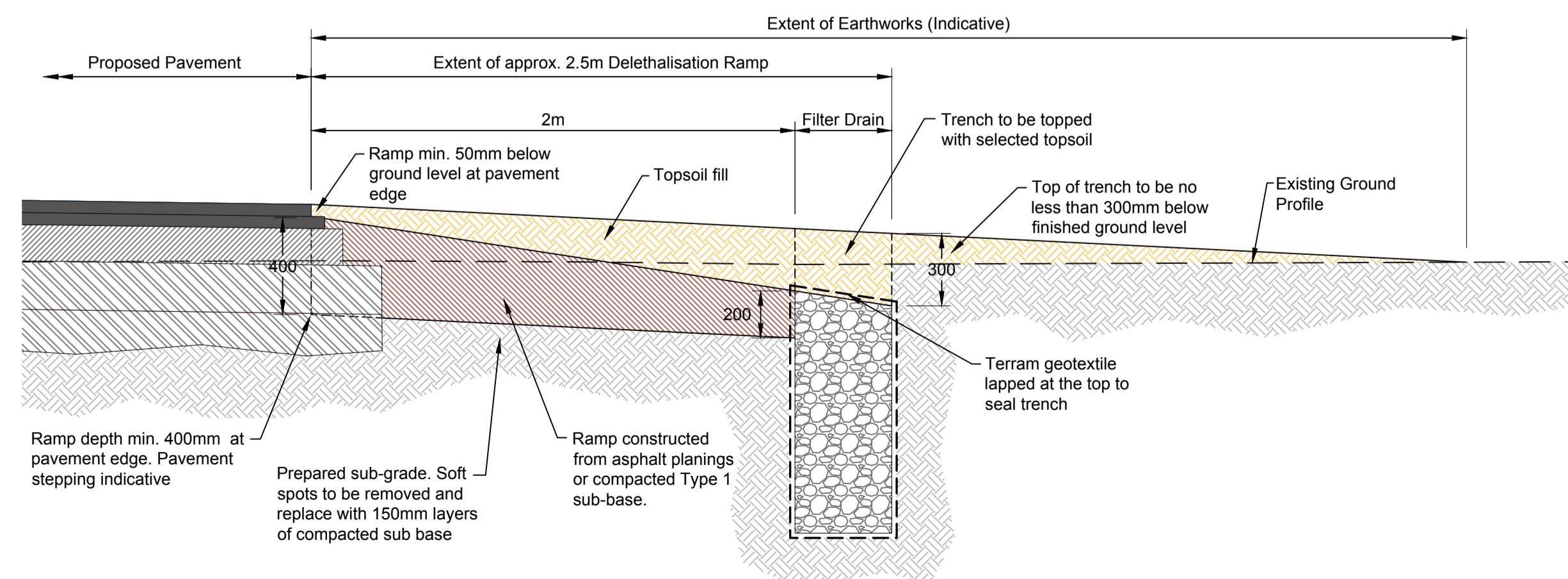
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Delethalisation Ramp Location Plan  
Scale 1:500



North Side Delethalisation Ramp  
Scale 1:20



South Side Delethalisation Ramp - Filter Drain Interface  
Scale 1:20

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**FINAL ISSUE**

A	Status upgraded to Final Issue	22.01.16
Rev.	Description	Date

Client:



Project:

Redhill Aerodrome  
Taxiway Realignment

Drawing Title:

Delethalisation Ramp Details

Project No.	Drg No.	Rev.
1064	SK600	A

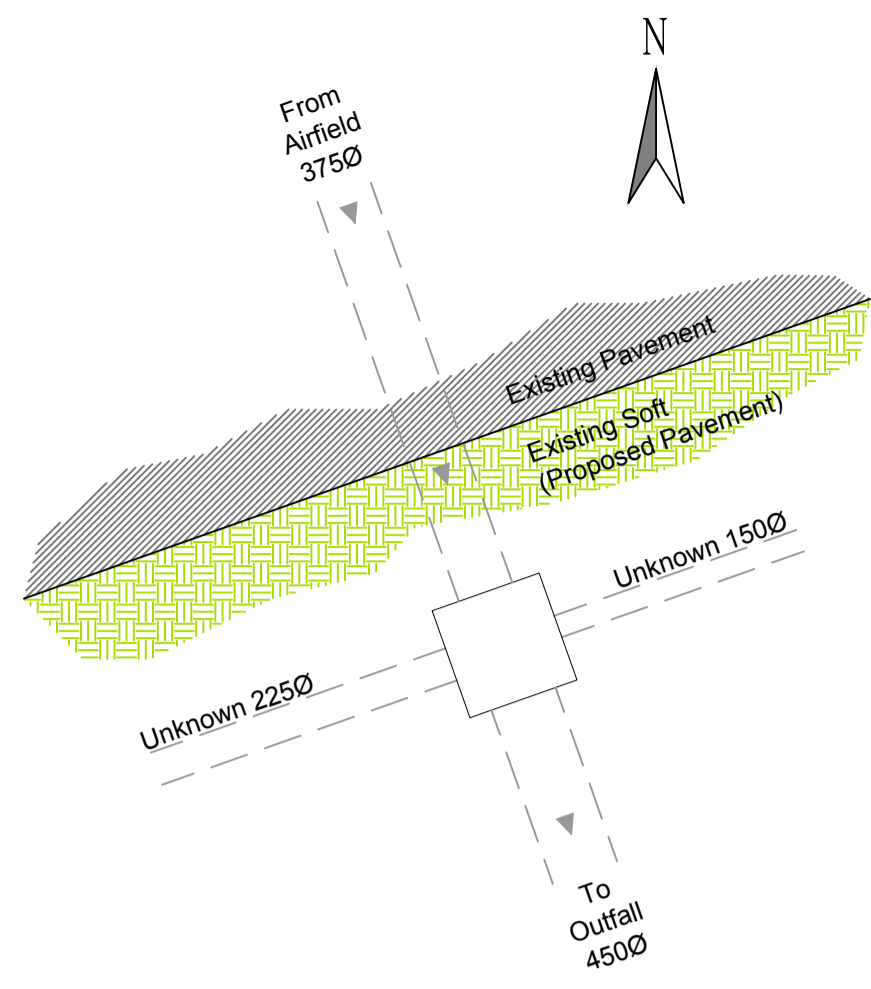
Scale	Paper Size	Date
1:500	A1	23.10.15

Dwn / Ckd / App:	Status:
PD / AW / ACEL	Construction

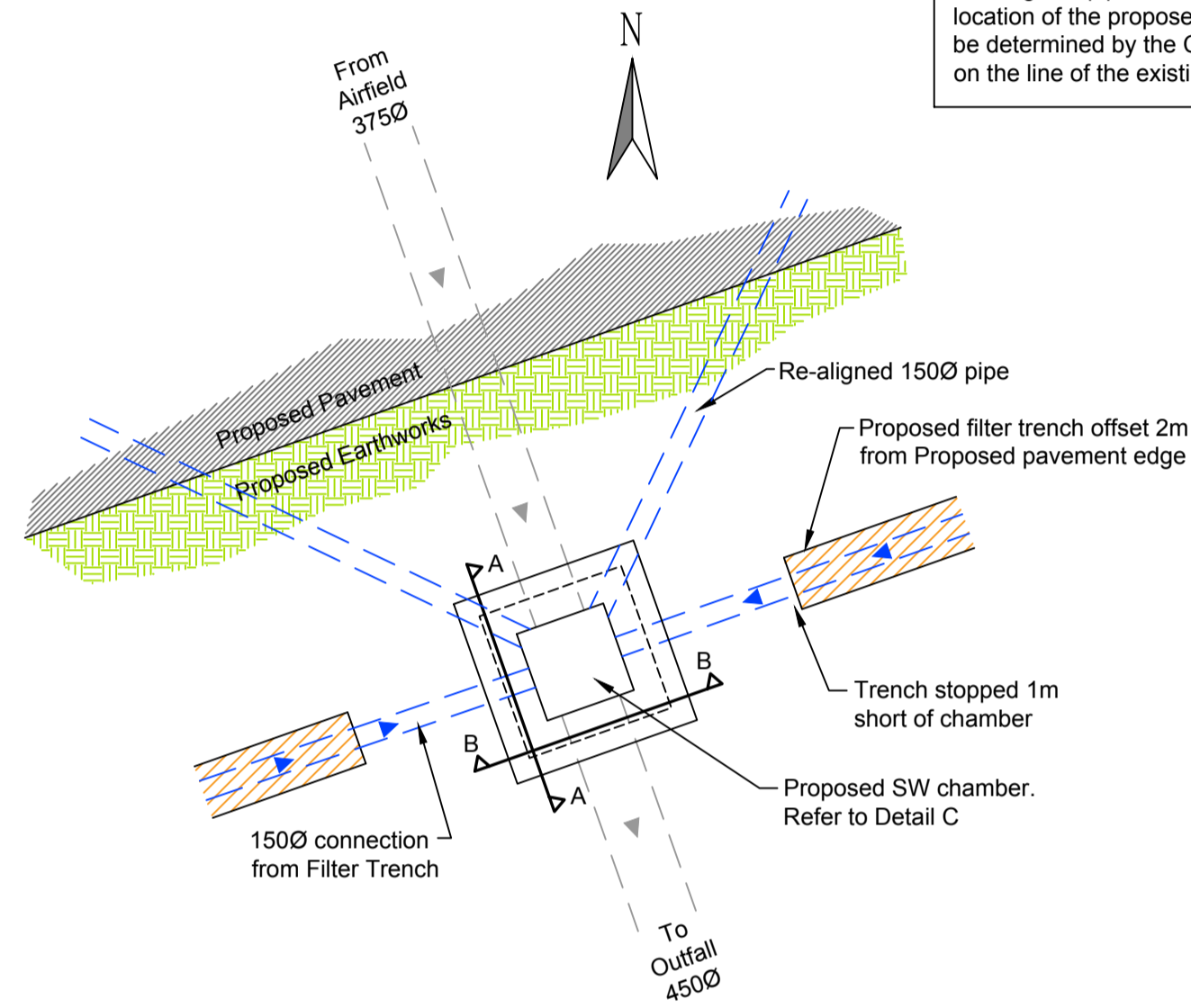


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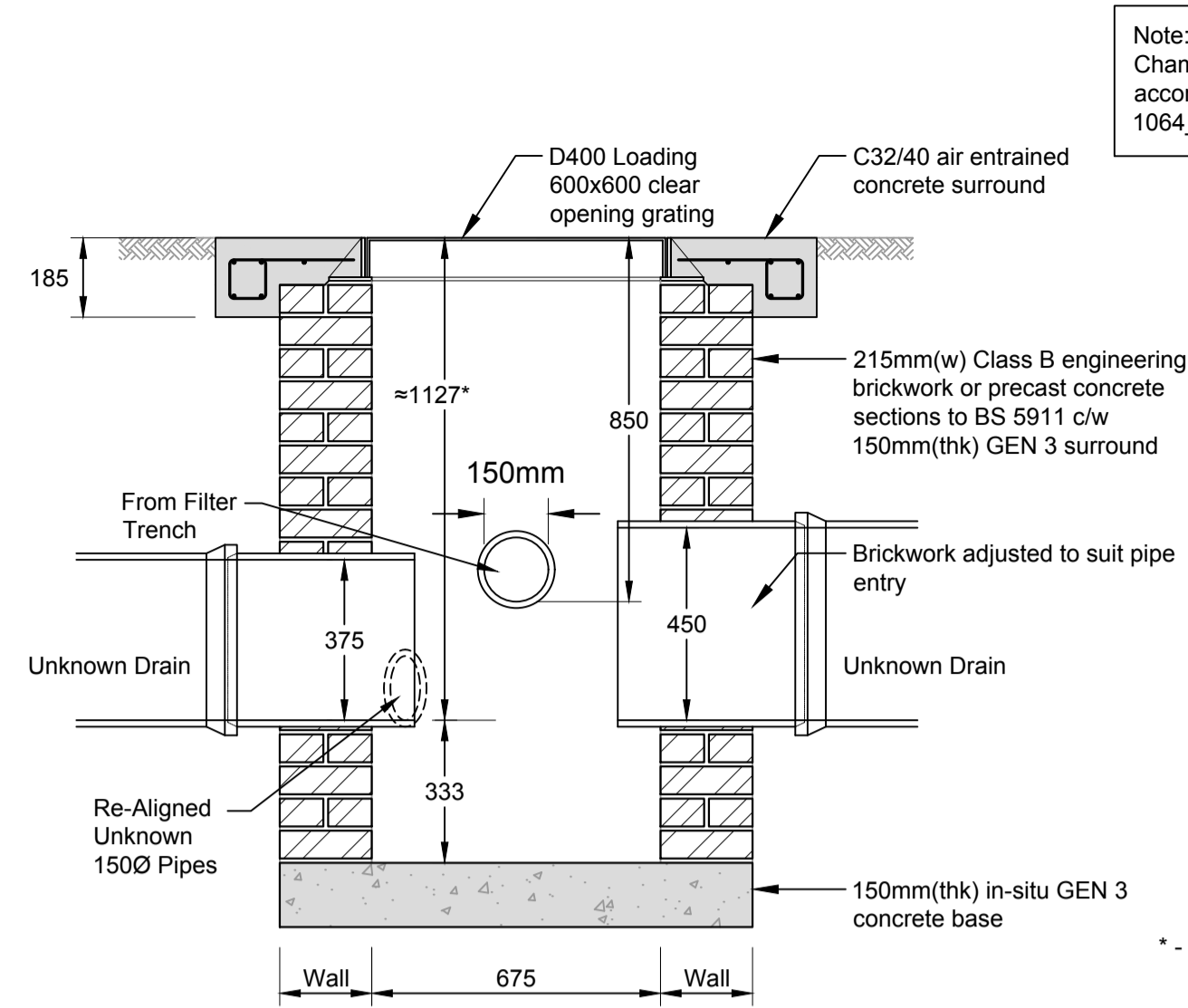


**Detail A**  
Plan on Existing SW Chamber  
Scale 1:50

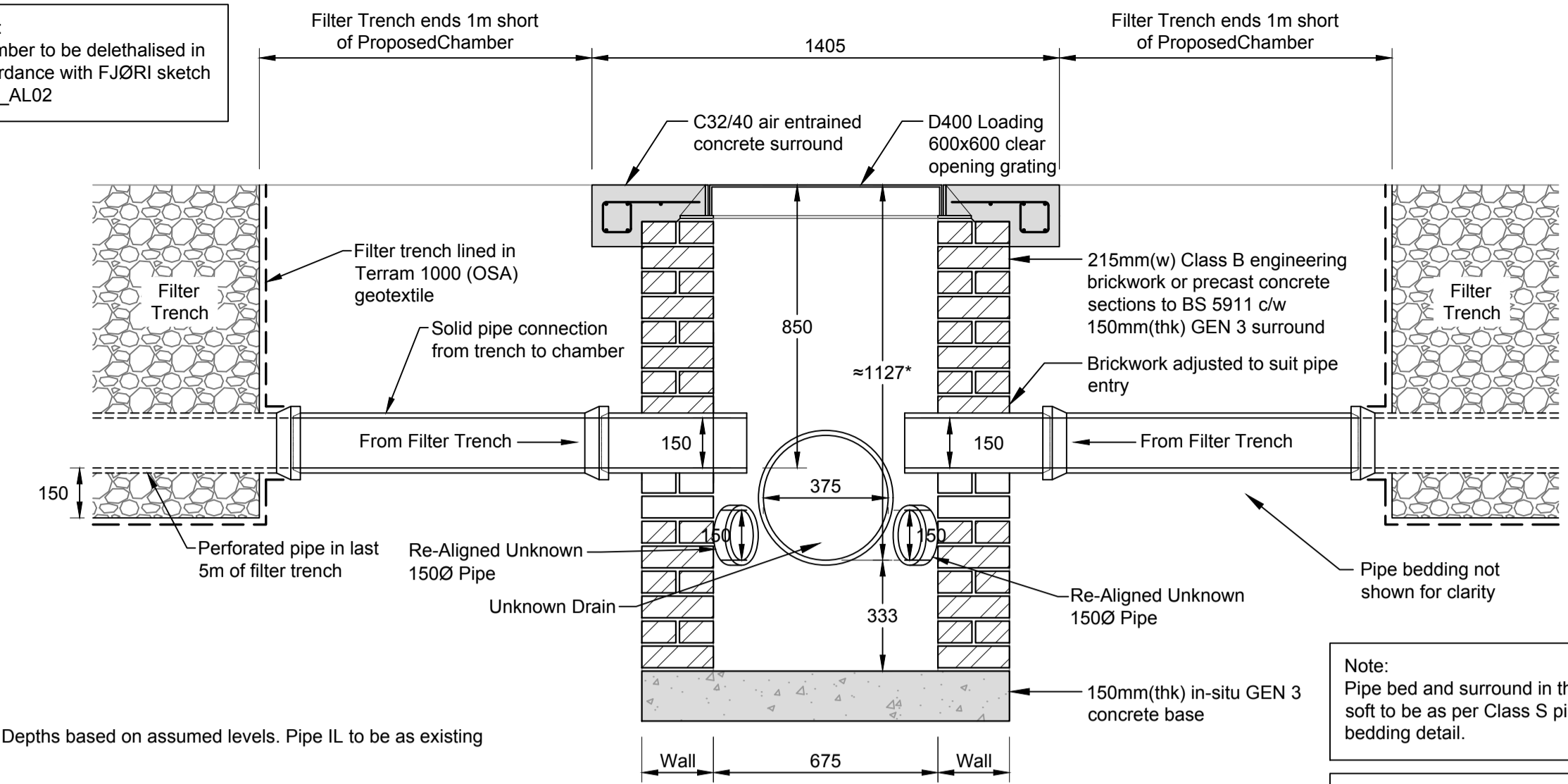


**Detail B**  
Plan on Proposed Replacement SW Chamber  
Scale 1:50

Note:  
Existing SW pipe is uncharted. Final location of the proposed chamber is to be determined by the Contractor based on the line of the existing pipe.

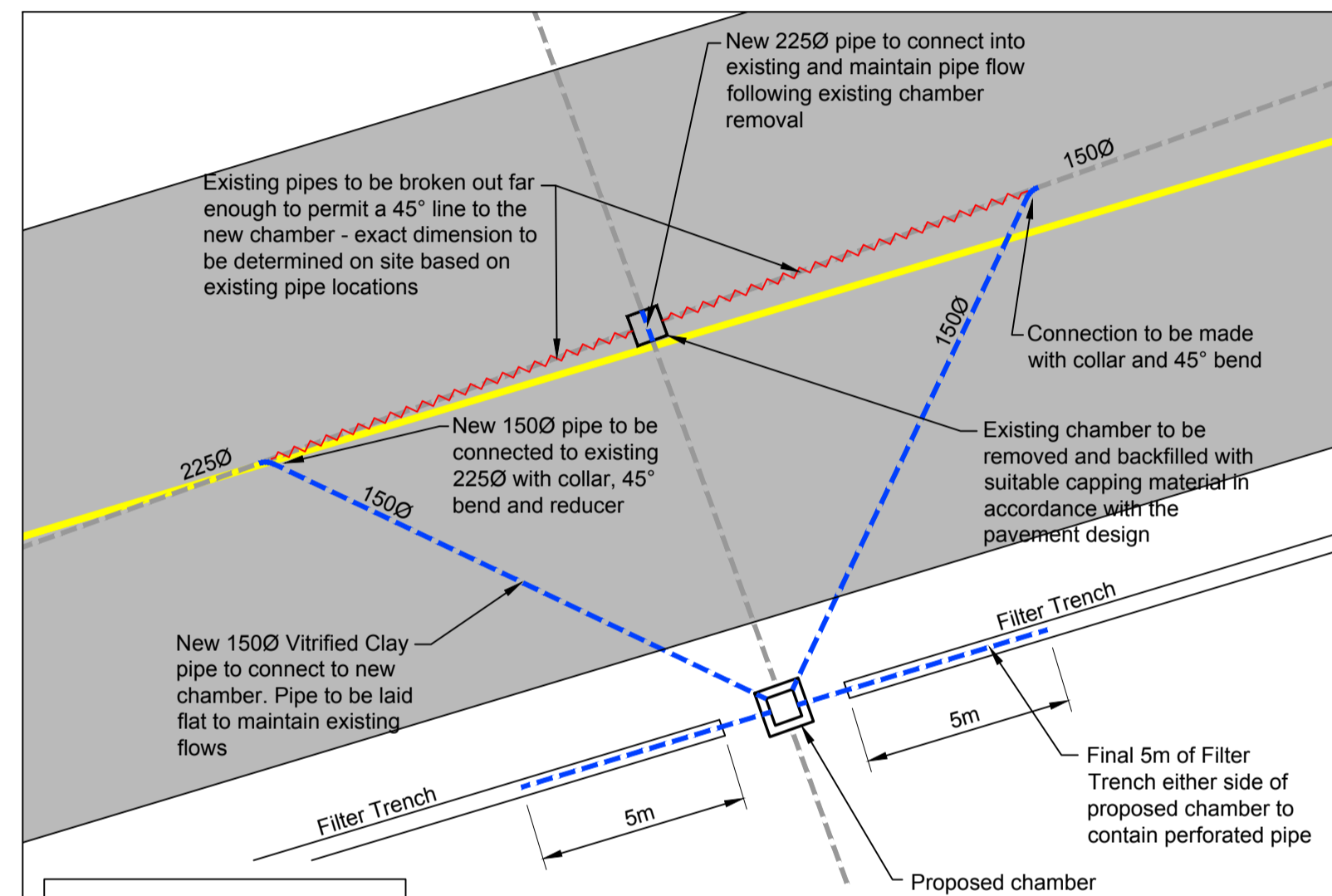


**Section A-A**



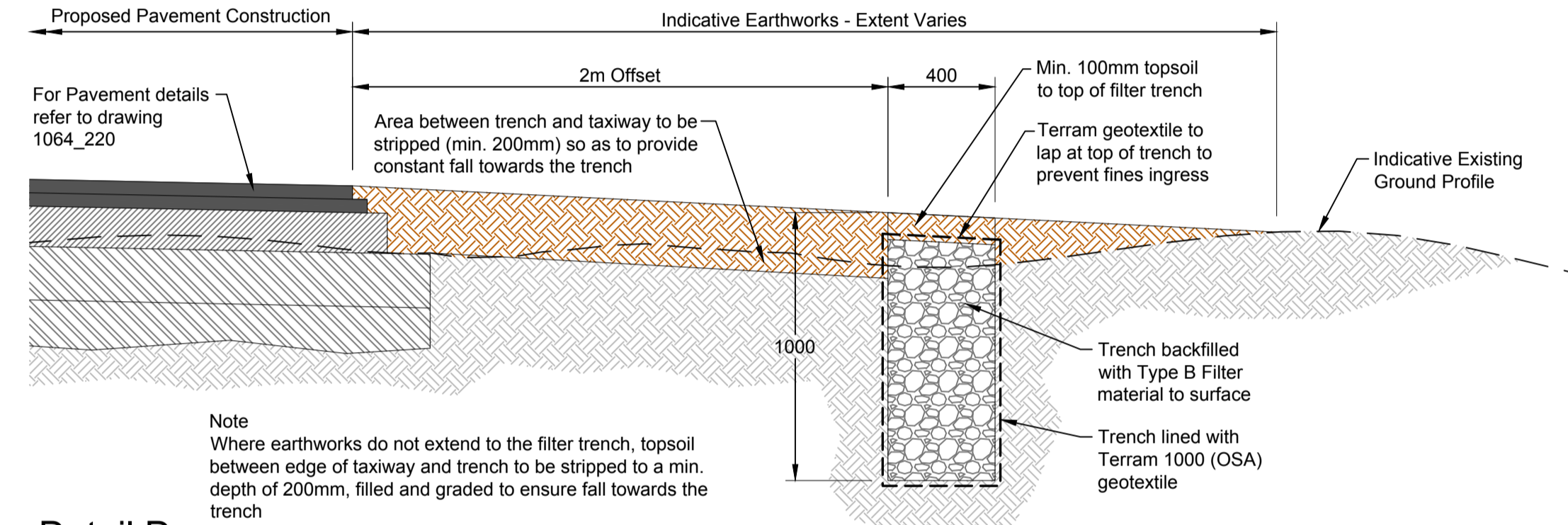
**Section B-B**

**Detail C**  
Typical Chamber Construction Details  
Not to Scale

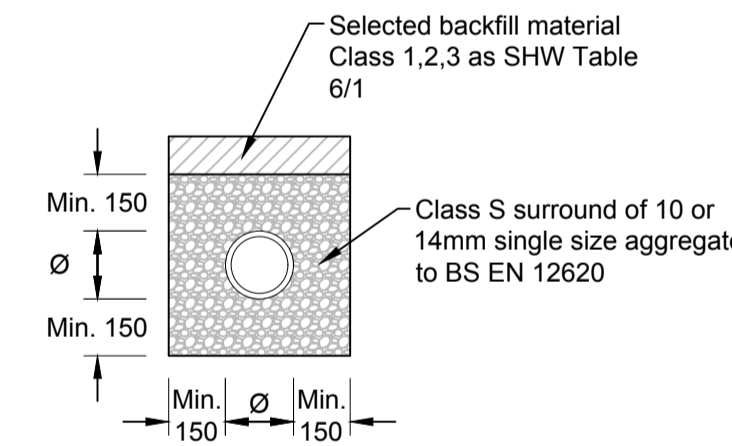


**Plan of Works to SW Chambers**  
Not to Scale

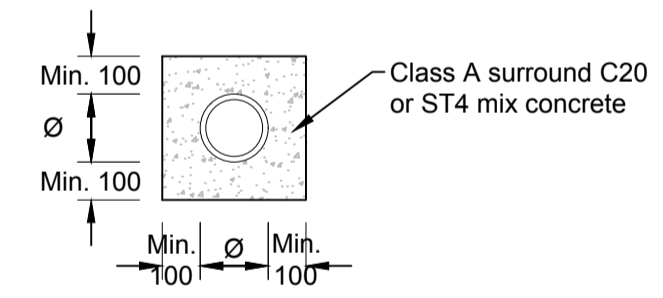
Note:  
All pipes under new pavements to received Class A surround  
All pipes in the soft to receive Class S surround. Refer to Details.



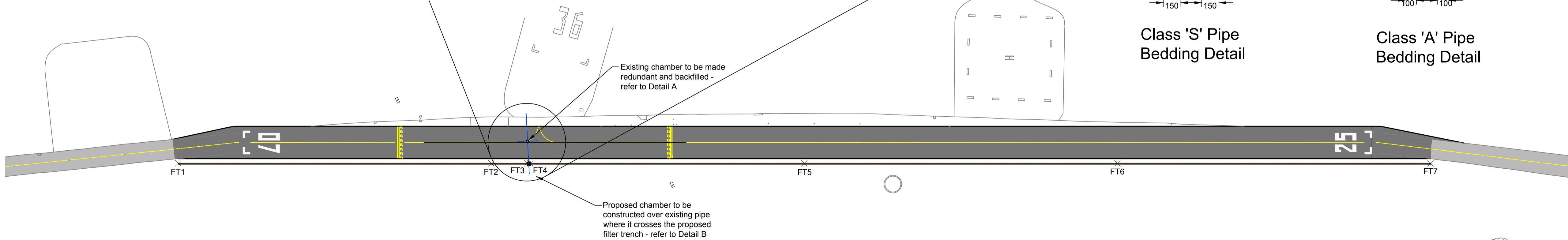
**Detail D**  
Typical Section Through Run Off Filter Trench  
Scale 1:20



**Class 'S' Pipe Bedding Detail**



**Class 'A' Pipe Bedding Detail**



**Filter Trench Setting Out Plan**  
Scale 1:1000

FILTER TRENCH COORDINATES			
REF NO.	EASTING	NORTHING	COMMENTS
FT1	529811.730	147341.058	-
FT2	529941.227	147380.091	-
FT3	529956.048	147384.558	SW Chamber location to be confirmed on site.
FT4	529957.390	147384.962	SW Chamber location to be confirmed on site.
FT5	530070.724	147419.123	-
FT6	530200.222	147458.156	-
FT7	530329.719	147497.188	-

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**FINAL ISSUE**

Rev.	Description	Date
B	Status upgraded to Final Issue	22.01.16
A	Filter drain detail amended.	28.10.15

Client:



Project:  
**Redhill Aerodrome Taxiway Realignment**

Drawing Title:  
**Filter Trench & Drainage Details**

Project No.	Drg No.	Rev.
1064	405	B

Scale	Paper Size	Date
1:1000	A1	05.10.15







Dwn / Ckd / App: PD / HA / ACEL  
Status: Construction

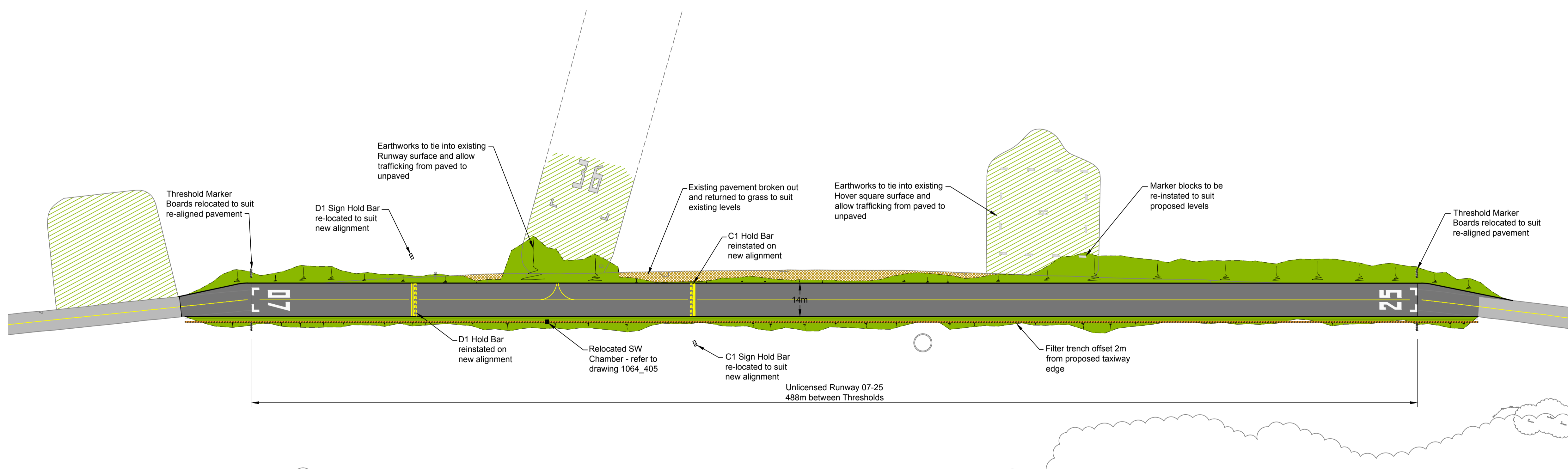
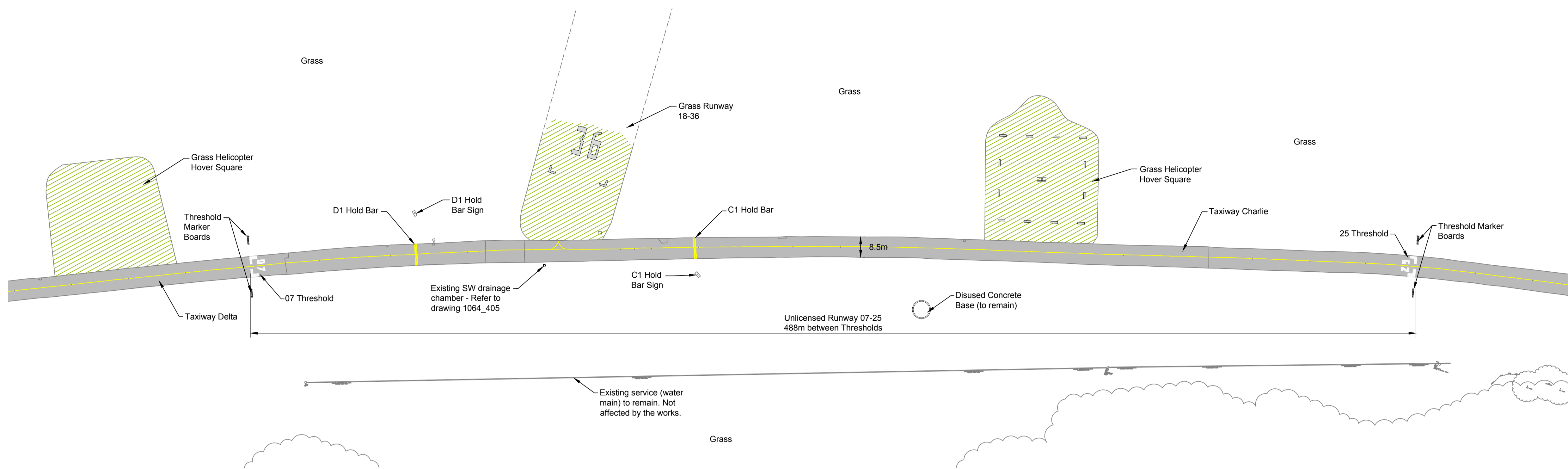


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-  Existing Taxiway Pavement
-  Existing Grass Manoeuvring Areas
-  Proposed Taxiway Pavement
-  Proposed Earthworks
-  Existing Pavement broken out and returned to grass
-  Filter Drain & Soakaway



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**FINAL ISSUE**

B	Status upgraded to Final Issue	22.01.16
A	Filter drain location clarified. Existing and relocated SW chambers noted.	05.10.15
Rev.	Description	Date

Client:



Project:

**Redhill Aerodrome Taxiway Realignment**

Drawing Title:

**Existing & Proposed General Arrangements**

Project No.	Drg No.	Rev.
1064	100	B
Scale	Paper Size	Date
1:1000	A1	30.04.15
Dwn / Ckd / App:	Status:	
PD / AW / ACEL	Preliminary	

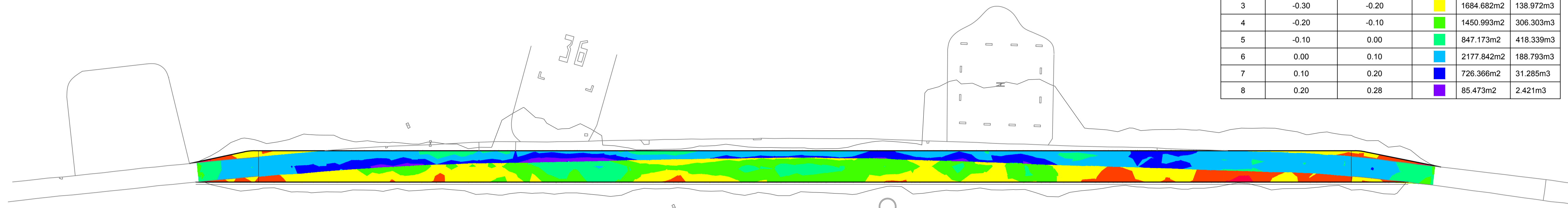


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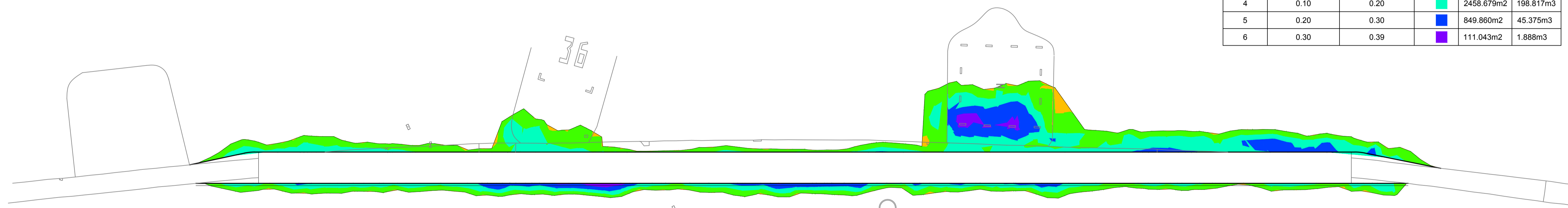
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SURFACE LEVEL DATA - PAVEMENT					
NUMBER	MINIMUM LEVEL	MAXIMUM LEVEL	COLOUR	AREA	VOLUME
1	-0.46	-0.40	Red	37.290m <sup>2</sup>	0.671m <sup>3</sup>
2	-0.40	-0.30	Orange	556.928m <sup>2</sup>	22.843m <sup>3</sup>
3	-0.30	-0.20	Yellow	1684.682m <sup>2</sup>	138.972m <sup>3</sup>
4	-0.20	-0.10	Light Green	1450.993m <sup>2</sup>	306.303m <sup>3</sup>
5	-0.10	0.00	Green	847.173m <sup>2</sup>	418.339m <sup>3</sup>
6	0.00	0.10	Light Blue	2177.842m <sup>2</sup>	188.793m <sup>3</sup>
7	0.10	0.20	Blue	726.366m <sup>2</sup>	31.285m <sup>3</sup>
8	0.20	0.28	Purple	85.473m <sup>2</sup>	2.421m <sup>3</sup>



Pavement Cut & Fill Plan  
Scale 1:1000

SURFACE LEVEL DATA - EARTHWORKS					
NUMBER	MINIMUM LEVEL	MAXIMUM LEVEL	COLOUR	AREA	VOLUME
1	-0.13	-0.10	Red	0.074m <sup>2</sup>	0.001m <sup>3</sup>
2	-0.10	0.00	Orange	160.833m <sup>2</sup>	2.068m <sup>3</sup>
3	0.00	0.10	Yellow	3109.603m <sup>2</sup>	498.633m <sup>3</sup>
4	0.10	0.20	Light Green	2458.679m <sup>2</sup>	198.817m <sup>3</sup>
5	0.20	0.30	Green	849.860m <sup>2</sup>	45.375m <sup>3</sup>
6	0.30	0.39	Light Blue	111.043m <sup>2</sup>	1.888m <sup>3</sup>



Earthworks Cut & Fill Plan  
Scale 1:1000

NOTE  
Quantities shown have been calculated between proposed Formation level and Existing Survey Levels. No Bulking Factor has been applied.

Cut & Fill Quantities:  
Pavement Cut = 888m<sup>3</sup>  
Pavement Fill = 223m<sup>3</sup>  
Earthworks Cut = 3m<sup>3</sup>  
Earthworks Fill = 745m<sup>3</sup>

**Total Cut = 891m<sup>3</sup>**  
**Total Fill = 968m<sup>3</sup>**

For pavement breakout areas refer to Site Clearance drawing 1064\_130

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**FINAL ISSUE**

Rev.	Description	Date
A	Status upgraded to Final Issue	22.01.16

Client:



Project:

**Redhill Aerodrome  
Taxiway Realignment**

Drawing Title:

**Cut & Fill Plan**

Project No.	Drg No.	Rev.
1064	300	A

Scale	Paper Size	Date
1:1000	A1	18.05.15

Dwn / Ckd / App: PD / AW / ACEL  
Status: Preliminary



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