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| Report Title:                                | <b>Heathrow Strategic Planning Group (HSPG) Joint Spatial Planning Framework (JSPF) , Statement of Common Ground and Economic Development Vision and Action Plan (EDVAC)Documents</b> |
| Contains Confidential or Exempt Information? | No - Part I   |
| Member reporting:                            | Councillor Clark, Lead Member for Transport and Infrastructure  |
| Meeting and Date:                            | Cabinet - 27 February 2020  |
| Responsible Officer(s):                      | Russell O’Keefe Executive Director<br>Chris Joyce, Head of Infrastructure, Sustainability and Economic Growth   |
| Wards affected:                              | All   |

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## REPORT SUMMARY

1. The development consent order for the Heathrow Expansion will be submitted to the Planning Inspectorate in 2020. As part of the pre-application phase, the council has been working with neighbouring local authorities and other stakeholder organisations through the HSPG.
2. Two strategies have been developed by HSPG to express the joint aspirations of the group in regard to the spatial planning for future development in the area (JSPF) and the economic development vision and action plan (EDVAP). To accompany these strategies is a statement of Common Ground expressing the commitment of the members of HSPG to the joint strategies. All documents demonstrate effective commitment to the duty to co-operate required by the National Planning Policy Framework (NPPF). These documents will provide an effective platform to test the elements of the Heathrow expansion proposals through the DCO examination and to inform future decision making by developers, stakeholders and local authorities.
3. These documents are not development plan documents and while influential they do not bind individual authorities in undertaking their statutory planning functions. It is recommended that the Cabinet endorse the strategies and agree to sign the statement of common ground.

## 1. DETAILS OF RECOMMENDATIONS

**RECOMMENDATION:** That Cabinet notes the report and:

- i) **Endorses the Joint Spatial Planning Framework and the Economic Development Vision and Action Plan as non-statutory strategic planning guidance for the purposes of set out in the appended documents**
- ii) **Agrees to sign the Statement of Common Ground (SoCG) and to approve for inclusion in the SoCG, the statement of specific interests for the Royal Borough as set out in the report.**

## 2. REASON(S) FOR RECOMMENDATION(S) AND OPTIONS CONSIDERED

### Options

**Table 1: Options arising from this report**

| <b>Option</b>  | <b>Comments</b>   |
|--|---|
| Approve the documents as per the recommendation<br><b>This is the recommended option</b>           | This will support the continued strong co-ordinated response of most of those Local Authorities closest to Heathrow to planning for future challenges and especially those posed by the proposed development of a third runway at Heathrow.   |
| Develop an independent spatial planning and economic development<br><b>This is not recommended</b> | The council is already working through the process of adopting its own local plan. The matters covered by the documents cover a wider geographic area and are not appropriately dealt with independently.   |
| Delay approval and signature of the documents and SoCG<br><b>This is not recommended</b>           | The current timetable for the submission of the Airport expansion development consent order application by the end of 2020.<br><br>It will be most advantageous to have the joint documents in place to support the collective response to the DCO application. Delay risks preparedness for the DCO. |
| Do Nothing<br><b>This is not recommended</b>   | The Airport Expansion proposals will have both impacts and opportunities beyond the immediate area of the airport. These joint strategies will enable a comprehensive response to the proposals.  |

### Heathrow Strategic Planning Group

- 2.1 Heathrow Strategic Planning Group was established in 2015 with the aim of providing a means of dealing efficiently with the demands that will come when Heathrow Airport Limited submit a Development Consent Order to expand the airport. The Royal Borough has been a formal member of the group since 2018
- 2.2 HSPG has been useful in establishing a dialogue between Heathrow Airport Limited (HAL), the local authorities and other agencies. The group is structured with a core team of specialists and a secretariat. It has capacity to challenge and develop coordinated responses to the evolving proposals for Heathrow Expansion on behalf of the member organisations.

- 2.3 There are a number of specialist area sub groups involving representatives from all the member authorities and agencies. These sub groups consider Heathrow proposals and strategies, hold the Heathrow teams to account and also develop joint statements of interest. These express the aspirations of the HSPG member organisations for the development of the area.
- 2.4 The governance structure for HSPG is based on a voluntary agreement, known as 'the Accord'. This acknowledges that there are a range of formal policy positions relating to the expansion of Heathrow Airport amongst the local authorities represented. The Leaders Board, provides the political leadership of the group, providing strategic direction and facilitating political discussions with Heathrow Airport and government.

### **Heathrow Airport Expansion Development Consent Order (DCO)**

- 2.5 The Heathrow Expansion Development consent Order will be determined by the Planning Inspectorate. The final decision will be made by the Secretary of State for Transport. The DCO will consider the development within the 'red line' shown on plans and the necessary mitigation that HAL commit to delivering through s106 and other undertakings and agreements.
- 2.6 Reflecting the complexity of this long term development project, many of the impacts cross local authority boundaries. They have the potential to impact the future growth and character of all the areas surrounding the airport. HSPG has a significant voice in setting out the impact of the DCO proposals on behalf of most of the areas surrounding the airport. The views of the council are stronger when made in partnership with our neighbouring authorities.

Local Authorities and other affected parties will be required to submit a Local Impact Report as part of the DCO process. This will provide an opportunity for the Borough to set out how its communities, economy and local environment will be impacted by the development and to seek further mitigation or compensation. The Royal Borough's officers are actively engaged in bilateral discussions with the airport regarding issues that specifically impact the local authority area.

### **HSPG Joint Strategies**

- 2.7 In order to provide an agreed basis for a co-ordinated response to the DCO , HSPG has developed a number of agreed statements that express the aspirations of its member organisations. The most significant of these are the two documents which are the subject of the current report, for which Cabinet endorsement is sought.
- 2.8 These strategies are not statutory planning documents. They will not form part of the development plan. Neither will they bind the Borough in terms of future plan making. They do have the benefit of being based on a collective evidence base and using the most up to date projections currently available and will therefore be influential.

- 2.9 Their dual purpose is to set out the collective vision and outcomes for managing and getting the best from the future growth of the area is
- a) to provide an agreed framework against which the DCO proposals can be contrasted during the DCO process and
  - b) to inform future decision making and local plan making by individual authorities
- 2.10 The Joint Spatial Planning Framework (**JSPF**) considers the impact of Heathrow Expansion outside the red line of the DCO. This includes the need to provide for businesses, the quality of places such as town centres and residential areas, the development of quality green and blue infrastructure and the means of getting people to and from the places they want to go.
- 2.11 This provides an overarching spatial framework for the sub-region. The framework includes thematic strategies for the economy, connectivity, the environment and local communities. It also outlines the strategic transport and other infrastructure that needs to be delivered in order to manage and support wider growth. It covers the period up to 2050, with actions identified for the short, medium and long term.
- 2.12 The framework is not envisaged as a static document. Rather this is seen as the first iteration with future updates and revisions being agreed as requirements and circumstances change. It may also be that follow-on documents focussing on specific tasks or specific geographic areas may be developed in the future.
- 2.13 The Economic Development Vision and Action Plan (**EDVAP**) expresses the common vision to ensure that the economic benefits of expansion of the airport will benefit the local area. The strategy considers the ways in which the current policies and delivery plans of a multitude of stakeholders could be brought together. The purpose is to ensure that: sufficient commercial space is available; business and job support programmes are developed to deliver additional jobs; and any catalytic growth from businesses whose prosperity is enhanced by the advantages of having a major international transport hub.
- 2.14 The EDVAP places these strategies in the context of retaining and enhancing the quality of place for its local communities. It contains a series of actions to 2050. For each stage of expansion, the delivery partners are identified in the action plans, including what will be expected from HAL and from other agencies including local and central government.

### **3. KEY IMPLICATIONS**

- 3.1 The National Planning Policy Framework (NPPF 2019) sets out that local planning authorities are under a duty to co-operate with each other. In order to demonstrate effective and ongoing joint working, strategic policy making authorities should prepare and maintain statements of common ground documenting the cross boundary matters being addressed and progress in cooperating to address these. Both the JSPF and the EDVAP, are documents which will fulfil the requirements of National Policy as explained above.

3.2 By endorsing these documents and signing the statement of common ground, the Royal Borough will be demonstrating the commitment to its planning policy duty. It will also be providing a platform for an effective response to the overarching issues raised by the DCO and will strengthen its position when producing the local impact report required by national infrastructure process.

**4. FINANCIAL DETAILS / VALUE FOR MONEY**

4.1 There are no financial implications of the reports implications. The work in developing the JSPF and EDVAP jointly through the HSPG is met under the funding agreements with Heathrow Airport Limited under the voluntary agreement known as the Accord signed by the Royal Borough in 2018.

**5. LEGAL IMPLICATIONS**

5.1 Neither the JSPF nor the EDVAP form part of the ‘Development Plan’ as defined in the Planning and Compulsory Purchase Act 2004 (as amended). Both documents are therefore referred to as non-statutory. Neither have been subject to formal Sustainability Appraisal or Habitats Assessments as would be required for them to have significant status within the planning system.

5.2 The endorsement of all member authorities is being sought for the framework. It is explicitly acknowledged in the document that individual authorities will have their own policies and proposals for future development growth and responses to proposals for the expansion of Heathrow Airport. However in providing a shared vision for future planning issues based on a shared evidence base, the JSPF provides the basis for current a future joint working with our neighbouring authorities.

**6. RISK MANAGEMENT**

6.1

**Table 2: Impact of risk and mitigation**

| <b>Risks</b>  | <b>Uncontrolled risk</b> | <b>Controls</b>   | <b>Controlled risk</b>   |
|---|--------------------------|---|--|
| Reduced capacity to respond flexibly to changes of circumstance in the future, thereby disadvantaging the Borough’s communities | MEDIUM RISK              | These are non-statutory planning documents, therefore it will be possible to take account of changed circumstances. | LOW RISK<br>The documents explicitly acknowledge that this comprises the first iteration of the JSPF. Future updates and revisions are envisaged |
| All members of HSPG may not endorse the document  | MEDIUM RISK              | The documents have been developed on the basis of a shared evidence base and through inclusive                      | LOW RISK<br>The documents will continue to have weight in  |

| <b>Risks</b>   | <b>Uncontrolled risk</b> | <b>Controls</b>  | <b>Controlled risk</b> |
|--|--------------------------|--|------------------------|
|  |                          | discussions involving all member authorities and relevant such as statutory agencies and LEPs.                       | future discussions     |
| The approaches taken in the documents will not be accorded appropriate weight as part of the DCO process | LOW RISK                 | The documents respond to duties to cooperate under the NPPF and therefore will be accorded weight in the DCO process | LOW RISK               |

## 7. POTENTIAL IMPACTS

- 7.1 **Equalities.** These documents are overarching strategic framework and vision documents. A cross cutting theme within the JSPF is Liveability and Inclusion which seeks to ensure that the broad diversity of communities within the sub-region will be taken account of in a focus on health and wellbeing of residents
- 7.2 The detailed implementation of these policies will largely occur through the local plans of individual authorities and their economic development strategies. These will be prepared in conformity with the Equalities Act 2010.
- 7.3 **Climate change/sustainability.** These documents are overarching strategic framework and vision documents. A cross cutting theme of the JSPF is sustainability and resilience. The Framework commits to minimising environmental harm and to maximise benefits for the area's communities. Actions and outcomes will seek and embody best practice in sustainable development and will contribute to achieving the UK net zero target by 2050.
- 7.4 **Data Protection/GDPR.** No personal data has been collected or processed in the preparation of these strategies..

## 8. CONSULTATION

- 8.1 The Documents have been developed as part of collaborative work programme under the umbrella of HSPG. The HSPG membership includes most local authorities lying within the area of influence of Heathrow Airport, other organisations who are full members of HSPG. In addition, observer participants include the West London Alliance and Highways England who will be signatories to the statement of common ground. Other key stakeholders have participated in the development of the documents. The table below sets out the participants.

## 8.2 Table 3 Signatories and participants

|  |
|--|
| <b>Local Authorities and Other members of HSPG</b>                                 |
| London Borough of Ealing   |
| London Borough of Hounslow   |
| Spelthorne Borough Council   |
| Runnymede Borough Council  |
| South Bucks District Council   |
| Slough Borough Council   |
| Royal Borough of Windsor and Maidenhead  |
| Elmbridge Borough Council  |
| Surrey County Council  |
| Buckinghamshire County Council   |
| Thames Valley Berkshire Local Enterprise Partnership                               |
| Buckinghamshire Thames Valley Local Enterprise: Partnership                        |
| Enterprise M3 Local Enterprise Partnership   |
| Colne Valley Regional Park Authority   |
| <b>Observer participants who are signatories to the statement of Common Ground</b> |
| West London Alliance   |
| <b>Highways England</b>  |
| <b>Other Key Stakeholders in development of the documents</b>                      |
| Heathrow Airport Limited   |
| Department for Transport   |
| Environment Agency   |

8.3 The London Borough of Richmond Upon Thames, London Borough of Hillingdon, and the Greater London Authority all have an open invitation to join HSPG but are not currently members.

## 9. TIMETABLE FOR IMPLEMENTATION

Implementation date if not called in:

**Table 4: Implementation timetable**

| <b>Date</b>                    | <b>Details</b>  |
|--------------------------------|---|
| 20 <sup>th</sup> February 2020 | HSPG Leaders Board to provide sign off for the JSPF and EDVAP |

## 10. APPENDICES

10.1 This report is supported by three appendices: (Available online only)

- HSPG Joint Spatial Planning Framework
- HSPG Economic vision and Action Plan
- Statement of Common Ground in relation to the HSPG Joint Spatial Planning framework

## 11. CONSULTATION (MANDATORY)

| Name of consultee    | Post held                                    | Date sent | Date returned |
|----------------------|--|-----------|---------------|
| Cllr Gerry Clark     | Lead Member for Infrastructure and Transport | 31/01/20  | 31/01/20      |
| Cllr David Coppinger | Lead Member Planning and Maidenhead          | 31/01/20  | 03/02/20      |
| Duncan Sharkey       | Managing Director                            | 31/01/20  | 31/01/20      |
| Russell O'Keefe      | Executive Director                           | 31/01/20  |               |
| Terry Neave          | S151 officer                                 | 31/01/20  |               |
| Elaine Browne        | Head of Law                                  | 31/01/20  | 11/02/20      |
| Mary Severin         | Monitoring Officer                           | 31/01/20  |               |
| Nikki Craig          | Head of HR, Corporate Projects and ICT       | 31/01/20  | 14/02/20      |
| Louisa Dean          | Communications                               | 31/01/20  |               |
| Kevin McDaniel       | Director of Children's Services              | 31/01/20  |               |
| Hilary Hall          | Director Adults, Commissioning and Health    | 31/01/20  |               |
| Karen Shepherd       | Head of Governance                           | 31/1/20   | 03/02/20      |
| James Carpenter      | Head of Planning (Interim)                   | 31/01/20  |               |

### REPORT HISTORY

| Decision type:   | Urgency item? | To Follow item? |
|--|---------------|-----------------|
| Key decision:<br>Included in the forward plan 26 November 2019 | No            | No              |
| Report Author: Phillipa Silcock/ Chris Joyce                   |               |                 |