



# **Statement of Common Ground in relation to the HSPG Joint Spatial Planning Framework**

**February 2020**

## List of Contents

1. Introduction, scope and purpose
2. List of the parties
3. The HSPG
4. Signatories
5. Strategic geography
6. Strategic matters
7. Specific joint interests and comments of the signatories
8. Other key stakeholders – comments
9. Governance arrangements
10. Timetable for review and ongoing cooperation
11. Endnotes and references

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## 1. Introduction, scope and Purpose

This Statement of Common Ground (SoCG) supports the Joint Spatial Planning Framework (JSPF) and related policies and guidance being taken forward by the Heathrow Strategic Planning Group (HSPG). This SoCG sets out the scope of its work to support these, including co-sponsorship of the Joint Evidence Base and Infrastructure Study (JEBIS) and other related evidence prepared jointly by or for the signatories and/or by the HSPG, working with partners and promoters including Heathrow Airport Limited (HAL). The signatories may also refer to this SoCG in their submissions as part of their involvement in the development, submission and examination of any Development Consent Order(s) (DCO), in local plan preparation and as a material consideration in taking and defending planning decisions under the Planning Acts<sup>1</sup>. This SoCG establishes the process, governance, purpose and status of the JSPF and JEBIS related documents and, in particular, how these are used as a basis for consensus building across its membership.

This SoCG establishes the process, governance, purpose and status of the JSPF and JEBIS related documents and, in particular, how these are used as a basis for consensus building across its membership.

The HSPG is a voluntary partnership of local authorities, local economic partnerships and other agencies and stakeholders interested in ensuring there is a robust sub-regional scale response and spatial planning policy framework to influence future growth in the sub regional area around Heathrow Airport, whether the proposed Northwest Runway expansion of the airport proceeds or not. This will help influence the development of any proposals for the expansion of Heathrow Airport to help ensure these support the management of sustainable growth in the area covered by its membership and more widely, having regard to the context of background or baseline growth in the sub-region. The Introductory Chapter 1 of the JSPF expands on the case for this joint approach, the benefits of collaboration, the nature of the Heathrow expansion proposals and background growth (evidenced in the JEBIS), and the purpose of the JSPF. The JSPF is an action-orientated spatial strategy which should be read as a whole and with the associated HSPG Economic Development Vision and Action Plan.

The airport expansion development proposals of concern to HSPG members include Nationally Significant Infrastructure Projects (NSIP) and Associated Development (AD) consented through the DCO process, and the Planning Acts. The DCO consenting process may include construction of a Northwest Runway, provision of additional terminal and operational capacity, supporting transport and other physical, blue and green infrastructure works.

The HSPG is one of the largest and most comprehensive partnerships of its kind, with a membership of organisations which each have individual policy stances in regard to the principal of airport expansion. The partnership reflects a shared recognition that the airport expansion proposals will have major implications for a wide area of Southeast England that already faces significant development pressures, infrastructure strains and deficits and challenges in ensuring and maintaining high quality natural and built environments. These issues manifest themselves in different ways locally, but shared strategic approaches and tools

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<sup>1</sup> **Planning Acts** means and includes the “planning Acts” as defined in section 117 of the Planning and Compulsory Purchase Act 2004 together with that Act and all other legislation from time to time imposing controls on the development or use of land;

will strengthen local spatial planning and related social, economic and environmental strategy preparation and implementation through the DCO and other town and country planning processes over the period to around 2050; (the period currently envisaged as being required for completion of expansion at Heathrow). The JSPF addresses three delivery phases: Now (2020-2028); New (2029-2035); and Next (2036-2050). These are explained in Section 1.7 of the JSPF. Our aim is to lock-in a positive, sustainable legacy that benefits the people and places our members represent – now, and into the future.

A principal source of policy guidance on the determination of any DCO(s) for airport expansion at Heathrow is the Airports National Policy Statement (Aviation NPS). However, other NPSs are material to aspects of the scheme, as is the National Planning Policy Framework, the Mayor of London's spatial development strategy and adopted and emerging local plans and the EIA (PEIR and PTIR) process. The local authority members of the HSPG believe that JSPF is also an important (non-binding) material consideration to be taken into account and given appropriate weight in the taking of planning decisions.

The HSPG is not a formal joint committee. The JSPF is not intended to be a *local development document* (within the terms of section 17 of the Planning and Compulsory Purchase Act 2004 (as amended)). But both the JSPF and JEBIS are intended to be a resource that can be drawn on by those with formal responsibility for producing statutory development plans and for planning decision making. Given this status of the JSPF, while there is no formal requirement to observe the statutory duty to cooperate under section 33A of the 2004 Act (as amended) or to prepare a SoCG, it has been decided to prepare one as a matter of best practice; to help evidence the rigour of the process for preparing the JSPF and to assist member authorities in demonstrating compliance with their statutory duties.

The JSPF and this SoCG have been prepared with regard to relevant national policies, guidance and best practice in relation to the use of Statements of this kind in joint strategic spatial planning, cross-boundary planning and collaboration in development plan making (duty to cooperate) and nationally significant infrastructure.

The JSPF is a 'living document' which will be updated as required. To support this the HSPG expect that there will be a need to jointly commission further evidence studies, to produce further 'daughter' documents focussing on detailed aspects and policy areas, and for future reviews of the JSPF. This will be useful in preparation of jointly prepared Local Impact Reports and submissions in response to emerging DCO applications for NSIP and AD projects to deliver the expansion of Heathrow Airport.

This first iteration of the JSPF is written with an emphasis on Priority Actions which include further joint working with partners and stakeholders to resolve issues, some of which are identified in this SoCG.

The governance and organisation of the Heathrow Strategic Planning Group is addressed under Section 2.

### **In the event the Northwest Runway scheme does not proceed?**

In the event that the current expansion proposals do not go ahead, HSPG members will decide on the future of this joint programme of work in light of the circumstances at the time of cancellation and any proposals that might be made for smaller-scale changes at Heathrow. In doing so, factors including the likelihood, nature and scale of any changes proposed at the airport, the response of the Mayor of London and other political leaders, the views of

neighbouring authorities, and action necessary to achieve Net Zero Carbon by 2050 and address the need to mitigate and adapt to climate change.

HSPG members are clear that the Group has proven to be a most useful new form of partnership for collaboration and joint strategic planning of a functional economic area where many concerns and opportunities are shared including Green Belt. Members consider that there is a good case to consider continuing with this approach whatever the outcome at Heathrow, both as part of the statutory Duty to Cooperate and as a way of devising practical approaches to dealing with cross-borough strategic spatial development issues facing a sub-region which is commonly heavily influenced by the functional economy around Heathrow impact, and of critical importance to the country's prosperity, well-being and sustainable development.

## 2. List of parties involved:

*List of the different types of parties referred to*

The parties include the **Full Members of HSPG** (those bodies that are signatories to the HSPG Accord, specifically the following **local planning authorities**:

- London Borough of Hounslow
- London Borough of Ealing
- Spelthorne Borough Council
- Runnymede Borough Council
- South Bucks District Council\*
- Slough Borough Council
- Royal Borough of Windsor and Maidenhead
- Elmbridge Borough Council

**Other organisations** who are Full Members of the HSPG:

- Thames Valley Berkshire Local Enterprise Partnership
- Buckinghamshire Thames Valley Local Enterprise Partnership
- Enterprise M3 Local Enterprise Partnership
- Surrey County Council
- Buckinghamshire County Council\*
- Colne Valley CIC

In addition, the following **observer participants** to some HSPG activities are also signatories to the SoCG:

- West London Alliance
- Highways England

**Other key stakeholders** have been participants in the production of the JSPF including Heathrow Airport Limited (HAL) and government departments, in particular representatives of the Department for Transport (DfT). The relationships and participation and / or agreements with such parties are noted below (section 6) and in various other publications. However, these key stakeholders are not signatories to this joint SoCG.

To date, the London Borough of Hillingdon and Mayor of London, who are eligible for membership, have decided not to participate in the work of the Group.

The geographic extent of the membership is shown in Figures 1.2 and 1.3 of the JSPF.

*\*These two authorities are in the process of forming into a single unitary authority with effect of April 2020. SBDC and BCC are members of HSPG and signatories of the HSPG Accord however it will be the responsibility of the new Buckinghamshire Council to formally make a decision on whether to sign up to the JSPF.*

### 3. The Heathrow Strategic Planning Group

*About the organisation, purpose, status, resourcing*

The Heathrow Strategic Planning Group (HSPG), has been formed voluntarily by many of the local authorities and other public organisations responsible for the sustainable development and environmental improvement of much of the sub-region surrounding Heathrow Airport. The HSPG Accord<sup>i</sup> sets out the Purpose and Scope (section 2.0) and the expected Outputs of the HSPG (section 3.0).

These include:

- Identification of the essential strategic infrastructure needed to sustainably support a successful DCO application for airport expansion including construction of the Northwest runway at Heathrow. This will extend beyond Heathrow expansion and related early enabling works to take account of other major schemes and developments in the area of influence.
- Identifying the type of development and employment that will be generated by the proposals and when and where these will locate across the sub region.
- Developing a non-statutory joint planning 'strategy' supported by a joint evidence base across the HSPG area to shape and frame the HAL DCO application and ensure that the application, including related development and growth proposals which may be brought forward by the market and planned for in Local Plans and supported by LEPs, are planned and executed in a timely, effective and sustainable way across the Heathrow "Core Area" (see JSPF Figure 1.2 'Areas of Influence Around Heathrow Airport').

The HSPG may also provide a basis for discussions with authorities and agencies beyond the area covered by its member authorities, including about strategic spatial development issues of cross-boundary significance, such as strategic infrastructure and availability of land to accommodate development relating directly or indirectly to Heathrow expansion. This includes involvement in other regional and sub-regional strategic planning (including the new London Plan) on behalf of HSPG members.

The purpose and status of the JSPF is further addressed in Sections 1.4 and 1.5 of the JSPF.

This work supports the local planning authorities in the collaboration and engagement required by the 'duty to cooperate' in development plan making and enables them to help demonstrate compliance with the duty. Other HSPG activities include providing 'pre-application' advice to HAL in relation to their DCO proposals over and above any advice given bilaterally by member bodies to HAL, in relation to proposals specifically affecting their area. .

A HSPG secretariat provides a dedicated core team of administrative and technical advisor support. This coordinates the provision of pre-application advice from the respective local authorities and other bodies, including a system of Work Requests funded by HAL or any other request). Working arrangements were initially established through a Memorandum of Understanding (from June 2017), then a Service Level Agreement (2018) signed by Slough Borough Council acting as the host (known as the 'Accountable Body') on behalf of the Full Members of the group. (Some HSPG members have further direct funding arrangements with promoters.)

The work of the group to prepare the JSPF is funded by a substantial government grant through the Planning Delivery Fund Annex A: Joint Working Fund programme to support joint strategic planning by local planning authorities (awarded February 2018). The bid was secured on the basis of the following:

- "to ensure the Group has the capacity to work proactively and, where necessary, independently of HAL,
- ensure that joint work has the necessary reach and breath to fill 'gaps' and address all dimensions of sustainable development,
- equip HSPG to take forward a Joint Spatial Planning Framework (subject to governance) which can be used to align the next iteration of future local plans across the 'area of impact' <sup>ii</sup>

The working arrangement of the HSPG set out under the terms of an HSPG Accord have been subject to minor adjustments in the light of experience and further local authorities have joined to become Full Members since first inception. Revised future working arrangements are under active consideration.

The Full Members choose to make joint representations, jointly adopt policies and position statements, and to articulate these through the core team secretariat on behalf of the members. Such statements are the jointly agreed view of the local planning authorities and other bodies that are Full Member signatories to this SoCG (unless there are minority views qualified in a specific clarifying statement). This agreement however does not infer any diminution of rights of members to make individual representations in parallel to those made by HSPG on behalf of the whole group.

#### **4. Signatories**

*Organisation, name, position, signature – subject to specific comments issues outlined in section 5 (Details to be added by each member organisations and added to the draft)*

##### **Local planning authorities:**

- London Borough of Hounslow

Name and position Niall Bolgar – Chief Executive



## Signature

- London Borough of Ealing

Name and position Cllr Peter Mason, Portfolio Holder

## Signature

- Spelthorne Borough Council

Cllr Ian Harvey, Leader

## Signature

- Runnymede Borough Council - *tba*

Name and position

## Signature

- South Bucks District Council\*

Name and position - *tba*

## Signature

- Slough Borough Council - *tba*

Name and position

## Signature

- Royal Borough of Windsor and Maidenhead - *tba*

Name and position

## Signature

- Elmbridge Borough Council

Councillor Stuart Selleck - Leader

## Signature

**Other organisations** as Full Members of the HSPG:

- Thames Valley Berkshire Local Enterprise Partnership

Name and position - *tba*

## Signature

- Buckinghamshire Thames Valley Local Enterprise Partnership

Name and position - *tba*

## Signature

- Enterprise M3 Local Enterprise Partnership

Name and position - *tba*



Signature

- Surrey County Council

Cllr Mike Goodman, Cabinet Member for Environment and Waste

Signature

- Buckinghamshire County Council\*\*

Name and position not applicable\*\*

Signature

- Colne Valley CIC

Name and position - *tba*

Signature

In addition, the following **observer participants** in the HSPG:

- West London Alliance
- Highways England

The signatories are also listed at Section 1.3 of the JSPF.

South Bucks District Council identify this agreement as a Legacy Issue for the new Buckinghamshire Council to address however have given in principle endorsement to the JSPF approach as part of Duty to Cooperate.

\*\* Protocols in place at BCC preclude the entry into new agreements at this time. From 1 April 2020, Buckinghamshire Council will replace the existing councils, Aylesbury Vale District Council, Buckinghamshire County Council, Chiltern District Council, South Bucks District Council and Wycombe District Council. The Buckinghamshire Councils will therefore not be in position to be a signatory to the JSPF as presented to the HSPG Leaders Board on 20 February 2020. After elections in May 2020, the new Council may wish to consider its position on the JSPF.

## 5. Strategic Geography

*A map, short description and justification for the strategic planning area the SoCG covers*

The geographical extent of the group (and therefore the membership) broadly accords with the Heathrow Travel to Work Area (see Figure 1.2); further justification for the area can be found in the Stage 1 Report for the Joint Evidence Base and Infrastructure Study (October 2018)<sup>iii</sup>. The sub-region comprises a network of urban and economic centres and their hinterlands (including substantial areas of Green Belt/Metropolitan Open Land). It straddles the Greater London boundary, linking London boroughs with adjoining county, district and unitary authorities in the county Surrey and former Berkshire and Buckinghamshire. .

In relation to expansion proposals at Heathrow Airport, a range of different geographies have been taken into account in the Group's work, including:

- The existing operational airport and adjacent airport campus;
- The expanded operational airport and adjacent airport campus proposed by HAL;
- Emerging NSIP application 'red line' boundaries that include all land parcels beyond the operational airport that the applicant (HAL) has identified as required to make the proposals acceptable in planning terms (including land for infrastructure, associated development and environmental mitigation measures);
- An 'Interaction Area' is the area immediately surrounding the emerging DCO application boundary, which interacts with the communities and natural environment adjacent to the airport and where the direct effects from expansion will be most acutely felt;
- A 5-mile 'Core Assessment Area' identified in evidence base documents prepared by HAL, which is the area where the greatest concentration of existing airport-related uses is located and/or where uses are located for which proximity to Heathrow Airport is a principal business location factor; and
- The HSPG area and the wider context beyond this.

The 'core area' addressed is reflected in Figure 1.3 of the JSPF. However comprehensive evidence has been gathered for JEBIS and JSPF that covers the full extent of the HSPG membership area, including the three LEP areas and counties of Buckinghamshire and Surrey (the parts of the former county of Berkshire which now comprises unitary authorities). Members' engagement with further neighbouring bodies and partnerships including the West London Alliance, supports wider collaboration of the HSPG with a spread of local authorities over a wider area and coordination of its work with wider spatial development initiatives.

## 6. Strategic Matters

*Define the issues, (see National Planning Policy Framework (NPPF) Para 20 for strategic matters) including housing requirement and distribution, unresolved issues and how the authority plans to manage these or alternatively the implications if these matters remain unresolved.*

The NPPF states that strategic policies in local plans should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for the following:

- a) housing (including affordable housing), employment, retail, leisure and other commercial development;
- b) infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- c) community facilities (such as health, education and cultural infrastructure); and
- d) conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.

Responding to this, the JSPF is structured (see Figure 1.5) around four Vision Statements forming the basis of themed chapters sitting within a Strategic Spatial Framework (Sections 2.2 – 2.4 and a key diagram Figure 2.1). The JSPF addresses a series of Key Challenges (summarised at Section 2.5), followed by themed chapters and Priority Actions identifying actions for the members, DCO promoters and other stakeholders.

The JSPF is focussed on what the Group have identified as being the most important strategic and cross-boundary issues linked to and arising from the expansion of Heathrow Airport, giving rise to significant demands for space, environmental impacts and infrastructure needs. We recognise that these will have wider impacts on places and uses, which will in turn affect demand for land, patterns of spatial development and the ability to meet planning policy objectives across our area and beyond. This means that in order to provide context and understanding of baseline or background growth and change to be planned for, a 'light touch' reference is made to a wider range of strategic issues.

There is strategic interest in adopting common approaches and sharing best practice across the sub-region. The approach to strategic matters will be to inform shared issues that may inform or be distinct from local responses. In particular, authorities may utilise the HSPG to help agree the scope and operation of future monitoring, mitigation, enforcement and compensation bodies or funds (such as the Community Compensation Fund). These actions go beyond the scope of the JSPF.

### **Housing**

Based on the assumption that population led housing need will be met where it arises and in full the JEBIS concluded Heathrow expansion will not add to the level of existing housing need. The situation may need to be monitored and this conclusion reviewed in light of future experience and practice. The construction period does produce significant demand for short-term housing for waves of construction workers. The HAL PEIR suggests some construction workers will be accommodated on specialised sites, but others will take up residence in private rented accommodation across the area.

The airport proposals also lead to the direct permanent loss of some 750 homes (through compulsory and voluntary property purchase schemes with the WPOZ) and market demand and the property purchase scheme will lead to further displacement of existing residents, local housing markets and impacts on community cohesion. Our member authorities are all working to ensure identified housing needs are met and there is no shortage of national, regional and local policy coverage of these issues.

Given this background, the JSPF will not identify any new targets for housing. In particular, it does not seek to identify the level of housing provision necessary to meet the scale of provision suggested by the MHCLG national housing need methodology, the London Plan or local development plan objectives. This is in order to avoid duplication and focus on where action at strategic level will add value. It therefore focusses on joint strategies to help ensure the opportunities created by Heathrow expansion can assist the timely delivery of the required housing growth provision to meet existing target figures and as a basis for further, more detailed, joint action.

Our jointly-commissioned evidence assesses the likely impact of Heathrow expansion on the demand for housing.

The respective housing figures for each authority are summarised in the JEBIS and will be updated in the JEBIS 2.0 in the Summer 2020; this will include: Local Plan housing targets, MHCLG standard methodology figures, locally-identified objectively assessed need (OAN).

JSPF Priority Action 10.1 addresses initiatives to support local authorities in meeting their housing 'targets', 11.1 addresses a positive legacy approach to provision of construction worker accommodation.

There is strategic interest in adopting common approaches and sharing best practice across the sub-region, but this will be to inform local policy responses. In particular, authorities will use the HSPG to help ensure the proposed Community Compensation Fund and take other joint actions to address these matters further; these actions are likely to go beyond the scope of the JSPF.

### **Industrial land, logistics and other employment uses**

It is estimated that the expansion of operations at Heathrow could lead to a near doubling of air cargo, adding to the substantial baseline growth in the logistics sector serving the western side of London and adjacent areas. There are other industrial activities, offices and other employment uses that will be displaced and/or which will see additional demand as a result of expansion. This in turn may lead to price changes and further displacement effects over a wider area.

Although policies and site allocations to address these needs will be primarily matters for each LPA, there is strategic interest in adopting common approaches and sharing best practice across the sub-region. Agreeing forecasts of the scale of demand and the potential land requirements to meet them, identifying opportunities, constraints and potential supply within the area and coordinating and supporting local plan strategies, policies and delivery in response is a key area of joint work through the JSPF and JEBIS. It is a joint concern of the parties to understand precisely what level of logistics space is included in the airport expansion proposals so that the extent of, and potential phasing of, “residual” demand can be jointly understood, and then planned for. This will in turn inform discussions with neighbouring authorities about accommodating any need that cannot be met sustainably and consistently with other spatial priorities within the area. These matters will be reviewed as part of JEBIS 2.0 and pursuant to Priority Action 2.1 of the JSPF.

### **Transport and other infrastructure**

The Airports NPS approved by Parliament requires that expansion should only proceed on the basis of achieving critical targets for travel mode shift by passengers and airport staff, as well as (HAL’s pledge) of ensuring that expansion will not lead to additional airport related traffic on the roads. Air quality should improve. HAL are preparing proposals to reflect these requirements but the HSPG is concerned that this is likely to be inadequate in addressing the full implications of expansion and to fail to be adequately integrated into planning of the wider networks of transport and place. HSPG members are highway and/or traffic authorities in addition to their wider spatial planning functions, and ensuring a coordinated approach is taken to the transport network across and onto the sub-region is a key priority.

The JSPF will reflect the positions agreed by HSPG in these regards. HSPG members are agreed that new transport infrastructure, services and management approaches will be essential to achieve the Airports NPS requirements and demands of wider airport expansion related growth integrated with baseline growth. Essential new infrastructure will include the new rail lines and services, bus and new formats (e.g. demand responsive buses, ‘personal service network’) of provision for integration and movement of freight and a comprehensive network for walking and cycling. That ‘active travel’ network is also essential to ensure attractive recreational routes. The JSPF will set strategy and actions for detailed actions including by HAL, local authorities and others. Priority Actions 3.1, 3.2, 4.1 – 4.4 focus on these issues.

Similar concerns arise with utilities (including digital infrastructure), waste management, flood risk management, blue, green and social infrastructure. The JSPF will address the strategic, cross-boundary aspects of these to ensure the sustainable development of the area.

### **Conservation, environmental improvement and climate change**

The JSPF will set strategy and actions for detailed actions for a range of stakeholders including by HAL (and other scheme promoters), local authorities and others. It is for LPAs and others to review statutory designations of natural, built and historic environment, landscape quality and to designate urban management tools such as Green Belt and Metropolitan Land.

The JSPF will set out strategic aims and approaches to be developed collaboratively within the HSPG area; with actions for HAL, HSPG members and others, notably at Priority Action 6.1 -6.2, 7.1, 8.1 and 9.1.

### **Community facilities**

The JSPF does not make provision for facilities such as schools, health and cultural infrastructure; these are matters for Local Plans and substantially a function of levels of local housing growth, population change and economic activity. The jointly agreed strategy is to focus growth to sustainable town centre locations (see Priority Action 13.) provide a coordinated approach to community infrastructure delivery (Priority Action 12.1) and emphasise the importance of town centres and high street regeneration (Priority Action 13.1)

### **Environmental quality, health and wellbeing**

There are a diverse range of environmental and related impacts on people's health and wellbeing associated with Heathrow expansion that need to be addressed. The DCO application must also reflect relevant international obligations and statutory requirements. Many are given inherent regard here, and while outside the scope of the JEBIS have some bearing on and reference in the JSPF

### **Green Belt**

The Theme of Sustainability and Resilience (JSPF Section 2.6) runs throughout the JSPF is improve the quality and accessibility of green open space networks (including the Green Belt), maximising environmental benefits for local people, and embedding the principle of 'net environmental gain' for any development. The JSPF does not seek to review Green Belt.

### **Any non-strategic but cross-boundary matters to be included within scope?**

*None raised at the present time*

## **7. Specific joint interests and comments of the signatories**

*Short outline of the development plan documents and relevant strategies for each party*

### **Local planning authorities:**

#### **London Borough of Hounslow**

Hounslow is a 'Host' authority in relation to HAL's emerging DCO application.

The council have an adopted Hounslow Local Plan (2015) the London Plan (Mayor of London's Spatial Development Strategy (as amended 2018) forms part of the development plan for the Borough. The council has completed Regulation 19 consultation (July-Sept 2019) on two area focussed reviews of the Local Plan; one for the West of the Borough (surrounding Heathrow) and one for the Great West Corridor, both of which relate to London

Plan Opportunity Areas with the potential for significant further additional housing and employment growth. Both could be significantly impacted by airport expansion and the growth and infrastructure proposals addressed included in the JSPF.

Key issues include the need to recognise the progression of Hounslow's Local Plan work, and need for joint understanding of the implications for employment and housing growth. Key infrastructure requirements identified include Southern access to the Airport (SAth), the West London Orbital Railway, Southall-Brentford rail link and Piccadilly Line upgrades.

### **London Borough of Ealing**

***To be finalised with EBC***

Local Plan to be progressed as the scope and requirements of the new London Plan and any review become clearer (Summer 2020?)

Promoting active travel/bus corridors to Southall, Northolt/Greenford (aimed at employee clusters) and Ealing/Northfields

Potential mixed-use intensification of industrial areas

### **Spelthorne Borough Council**

***To be finalised with SBC***

*We will need to consider how we best refer to the current light rail proposal being promoted by Spelthorne as part of any "Southern Access" route.*

*We need to get the balance right between the essential active travel routes to support access and how this is integrated with the green loop*

*Heathrow Interaction Area should reference to Ashford and Staines under the enhanced Active Travel links.*

*We need to get the balance right between the essential active travel routes to support access to the airport and how this is integrated with the green loop proposals which may be seen as primarily for recreational purposes.*

### **Runnymede Borough Council**

The emerging Runnymede 2030 Local Plan is currently out to consultation on Main Modifications. The plan includes the vision for the Borough; objectives; detailed strategic policies, including allocations and designations; and development management policies. Once adopted, it will provide the development strategy for the Borough up to 2030.

### **South Bucks District Council**

***To be finalised with SBDC***



Draft emerging Local Plan and identified 'legacy issues' being fed onto the new Bucks authority,

Significantly improved surface access:

WRLtH

North-South access

Slough northwards into South Bucks.

### **Slough Borough Council**

Slough is supportive of the expansion of Heathrow based on the economic benefits for the Borough (employment, business rates, connectivity, access to new markets, apprenticeships and innovation for example). The Council also considers the scale of the proposals also provides the opportunity to deliver an equivalent legacy of improvements to mitigate the social and environmental impacts.

Airport related economic growth in Slough is inherently connected with employment (jobs on and off airport); employment land; and transport accessibility between them, and it's affordability. Economic benefits will also be affected by external influences such as market forces, global economic cycles, and increased automation.

The JEBIS set out predictions regarding the numbers and distribution of employment (jobs) and employment land based on existing physical operations at Heathrow and the latest population projections. It is important to view the conclusions in this context and note the masterplans are delivering significant changes to the local road network which are altering connectivity.

The JSPF, JEBIS and EDVAP are welcome and will be utilised including to

- i) ensure that the economic benefits of expansion and surface access proposals are spatially equitable, including that business and residential communities in Slough most affected by the airport are proportionately compensated:
  1. Preferential public transport alternatives are provided to address the severance resulting from the road realignments and vehicle access charges (and address the public transport preference skewed to London).
  2. Employment land displaced is re-provided for in Poyle, or support for the Local plan to release Green Belt to do to this is addressed
  3. Support is given to direct new hotels and a conference centre to Slough Town Centre
  4. The impact of the CPO, WPOZ and construction phase on communities in Colnbrook, Poyle and Langley is mitigated
- ii) Support the emerging Local Plan. Accommodating the proposed third runway at Heathrow is one of five key elements of the Emerging Preferred Spatial Strategy. The following principles are set out its planning principles in the Council's planning strategy for Colnbrook and Poyle (available at [www.slough.gov.uk/localplan](http://www.slough.gov.uk/localplan)).
  1. Protect Colnbrook and Poyle villages in a "Green Envelope" and enhance the Conservation Area and built realm
  2. Prevent through traffic, including in Colnbrook village, but provide good public transport and cycle routes to the airport



3. Provide for the replacement of Lakeside energy from waste plant and the rail depot north of the new runway
4. Ensure that there are good public transport links into Heathrow from Slough (including bus lanes on the diverted A4 and A3044, and the Western Rail Link).
5. Enlarge the Poyle Trading Estate for airport related development but with access only from the M25.
6. Provide mitigation for the Colne Valley Park and ensure that existing connectivity is maintained through Crown Meadow.
7. Develop tangible measures to improve air quality in the area affected
8. Ensure that all homes in the Borough that are eligible for noise insulation are provided for under the Quieter Homes Scheme - .
9. Ensure measures to address flood risk from the proposals include mitigation to reduce the risk of existing flooding for residents and businesses in Colnbrook and Poyle.

### **Royal Borough of Windsor and Maidenhead**

The Royal Borough remains opposed in principal to the proposals for Heathrow Airport expansion.

The Borough Local Plan, which contains planning policies up to 2033 is currently at examination and is expected to be adopted in Spring 2021. The strategic policies of the plan support development around the main centres especially Maidenhead and plan to meet local housing and local employment need during this period through allocations made in the BLP.

Key issues in the strategic planning for the sub region area in the context of the airport expansion proceeding are to ensure that there is provision for:

- An integrated vision of a strategic transport network including a balanced view of need through a 360degree vision for the whole area ( i..e. acknowledging the need to overcome the gravity of the existing system towards Central London and prioritising the means of achieving modal shift by enhancing provision to the west to get across the barrier of the M25 through the Western Rail Link proposals).
- Enhanced opportunities for communities in the west to fully benefit from economic growth and development through better physical and digital connectivity to support a wide range of economic sectors including the visitor economy as well as technology and logistics-
- Assurance that any adverse impacts to the quality of life of communities affected by the proposals are mitigated as far as possible and that any compensating measures are adequate and fully delivered for the benefit of those communities
- Provision for robust monitoring of environmental targets at an appropriate local level.

### **Elmbridge Borough Council**

The Council's Local Plan consists of the Core Strategy (2011), Development Management Plan (2015) and a number of Supplementary Planning Document (SPDs). The Borough Council is in the process of preparing a new Local Plan that will set out the development strategy for the Borough up to 2035. The new Local Plan will include the vision for the Borough; objectives; detailed strategic policies, including allocations and designations; and development management policies.

As part of the preparation of the Plan, the Council has completed two Regulation 18 consultations (December 2016 and August 2019). The focus of these consultations was to seek views on potential growth strategies for how the Council could seek to meet the Council's Objectively Assessed Housing Need (December 2016) and, more recently, the Government's indicative housing target as calculated by the Standard Methodology (August 2019).

The future growth strategy for the Borough will include the optimisation of sites within the existing urban areas. Consideration is also being given to whether the exceptional circumstances exist to explore the opportunity of Green Belt release to meet development needs.

Through the preparation of the new Local Plan and its evidence base, the Council is keen to explore with its partners the opportunities that the development of Heathrow could bring and how the Borough's residents and businesses could capture / benefit from these.

#### ***Other organisations as Full Members of the HSPG:***

##### **Thames Valley Berkshire Local Enterprise Partnership**

*Insert ?*

##### **Buckinghamshire Thames Valley Local Enterprise Partnership**

*Insert?*

##### **Enterprise M3 Local Enterprise Partnership**

*Insert?*

##### **Surrey County Council**

Surrey is a 'Host' authority in relation to HAL's emerging DCO application.

The council is the Minerals Planning Authority, Waste Planning Authority, Local Highway Authority and the Lead Local Flood Authority for Surrey. The current waste local plan, Surrey Waste Plan 2008, was adopted in 2008 and a new Surrey Waste Local Plan 2019-2033 has been prepared with adoption expected in early 2020. The Surrey Minerals Plan Core Strategy DPD was adopted in 2011 and is supplemented by the Surrey Minerals Plan Primary Aggregates DPD, the Aggregates Recycling Joint DPD and the Minerals Site Restoration SPD. Some of the plans' allocated sites could be significantly impacted by Heathrow expansion and the growth and infrastructure proposals in the JSPF. There are a number of agreed minerals restoration plans that relate to some of the sites in HAL's emerging DCO application and expansion Masterplan.

The Surrey Transport Plan comprises 14 strategies on themes including congestion, rail, local buses, cycling, freight and electric vehicles and Local Transport Strategies and Forward Programmes for districts and boroughs. Surrey's 2014 Local Flood Risk Management Strategy was refreshed in 2017.

Surrey's Place Ambition 2050 is a non-statutory, place-based framework for aligning long term spatial and other priorities produced by Surrey Local Authorities working in partnership.

The aim is that the strategic priorities are reflected in Local Plans, the JSPF and investment strategies.

In line with the findings of the Airports Commission, the council considers that the case for a Southern Rail Access has been made for Heathrow Airport's existing two-runway operation. A Southern Access to Heathrow rail scheme that joins to the existing and defined national rail network needs to be delivered for when the new runway comes into operation. Improved public transport and active travel opportunities help reduce congestion, carbon emissions and air pollution and support airport expansion and wider economic growth.

### **Buckinghamshire County Council\***

BCC is a host authority in relation to HAL's emerging DCO application. Buckinghamshire has one adopted Local Plan at Wycombe, a Local Plan going through examination in Aylesbury and a further Local Plan for Chiltern and South Bucks which is at submission stage. In addition to the four existing and emerging Local Plans, BCC leads on the Minerals and Waste Local Plan and Local Transport Plan for Bucks. From April 2020 each of the five authorities will cease to exist and will then become known as Buckinghamshire Council. From April 2020 the new Buckinghamshire Authority will have a statutory obligation to commence preparations of a new Bucks Local Plan.

### **Colne Valley CIC**

The Colne Valley Regional Park (CVRP) was founded in 1965 and is the first large taste of countryside to the West of London; an area for people and wildlife that has many uses, including farming and angling. It is championed by the Colne Valley Park Community Interest Company (CVP CIC) which protects and enhances the Regional Park through six objectives which are:

- 1. To maintain and enhance the landscape, historic environment and waterscape of the park in terms of their scenic and conservation value and their overall amenity.*
- 2. To safeguard the countryside of the Park from inappropriate development. Where development is permissible it will encourage the highest possible standards of design.*
- 3. To conserve and enhance biodiversity within the Park through the protection and management of its species, habitats and geological features*
- 4. To provide opportunities for countryside recreation and ensure that facilities are accessible to all*
- 5. To achieve a vibrant and sustainable rural economy, including farming and forestry, underpinning the value of the countryside*
- 6. To encourage community participation including volunteering and environmental education. To promote the health and social well-being benefits that access to high quality green space brings.*

The CVRP forms a key part of the Metropolitan Green Belt and the designation of and objectives for the Park are consistent with Green Belt purposes. The CVP CIC helps realise the positive role local authorities are required (by government policy) to perform in Green Belt areas, as set out in paragraph 141 of the NPPF.

Heathrow expansion has a major impact on land and rivers within the Park and remaining areas need to be cherished and planned strategically, with improved connectivity and maintenance so as to function better in the future as a community and ecological resource.

There is a need for strategic recognition and careful planning of areas where the Park and Green Belt is already very narrow and could be made yet narrower by the expansion.

The environmental impact of any 'western alignment' of SAth on the Park is of concern and, if this proceeds opportunities must be taken for improvements to the Wraysbury River and active travel routes and impacts on Staines Moor SSSI and nearby areas must be minimised and adequately mitigated/ compensated for.

**In addition, the following 'Observer' participants in the HSPG:**

### **West London Alliance (WLA)**

The WLA is a sub-regional partnership between seven West London local authorities - the London Boroughs of Barnet, Brent, Ealing, Hammersmith and Fulham, Harrow, Hillingdon and Hounslow. Although the Old Oak and Park Royal Mayoral Development Corporation (OPDC) is not a member, the WLA works closely with it and it is involved in a range of the Alliance's programmes and initiatives, particularly as regards strategic planning and skills/training.

The WLA is committed to an enduring programme of collaboration and innovation to improve outcomes for West London, covering areas including: increasing sustainable and inclusive economic growth, employment and skills; supporting delivery of effective, evidence-based local planning; promoting delivery of the transport, social, information/communications technology green and blue infrastructure needed to support growth; improving health and wellbeing; delivering increased housing supply; and delivering innovation in joint working.

It is backed by the West London Economic Prosperity Board, which is a formal joint committee of all the West London boroughs other than Hillingdon. This provides a formal, democratically accountable basis for the WLA's work on growth, including planning matters; it has published a West London Vision for Growth, setting out the sub-region's priorities to ensure it remains a thriving and prosperous part of a dynamic, growing world city fit for purpose into the 2040s. It is currently developing an updated vision on "Winning in the New Economy: ensuring an Inclusive and Sustainable West London Economy".

The WLA provides a forum for joint work by West London planning authorities to ensure the planning system supports the sub-region's sustainable growth. In particular:

- It convenes regular meetings of senior officers responsible for growth (economic development and planning), chief planning officers and planning policy officers at which strategic planning matters are discussed and common approaches agreed. The HSPG is a standing invitee to the WLA's Planning Policy Officers' Group, which meets quarterly.
- It has observer status on the HSPG and has ensured distribution of papers and information relating in particular to spatial planning to those of its member boroughs that are not HSPG members.

- It is working with Transport for London in developing the business case and taking forward the West London Orbital Railway.
- It has supported preparation of a range of joint evidence base studies to help inform and support emerging planning policy, including local plan reviews. Evidence base documents published to date are the:
  - West London Strategic Flood Risk Assessment
  - West London Strategic Housing Market Assessment (October 2018)
  - West London Gypsy and Traveller Accommodation Needs Assessment (October 2018)
  - West London Strategic Housing Land Availability Assessment: Small Sites (November 2018)
  - West London Employment Land Assessment (May 2019)

The following are in preparation:

- An Affordable Workspace Study
- A West London Strategic Infrastructure Delivery Plan to identify priorities for physical, digital, blue, green and social infrastructure to support sustainable growth into the 2050s. This will include consideration of infrastructure needed to improve travel to work accessibility to Heathrow from all parts of the sub-region.

The WLA is considering a future programme of work that may include a strategic approach to availability of land for housing and employment, barriers to housing delivery, town centres and use of the planning system to secure training and employment opportunities.

## Highway England

*Further insert?*

Reference to importance of engagement with Transport Strategy for the South East

## 8. Other Key Stakeholders - comments

*Commentary on the relationship with other key stakeholders that are not party to the SoCG*

### HAL

In addition to engaging with members of the HSPG on the drafting of the application for a Development Consent Order to airport expansion (and related environmental appraisals, transport assessments and airspace change processes), HAL are working closely with the HSPG to establish baseline evidence and understanding and discuss the implications of airport growth on the sub-region.

HAL has declared a commitment to continue working jointly with HSPG to assess, manage and help to plan for the consequences of Heathrow's expansion together with other baseline growth demands in an area, looking beyond the 'redline' boundary of the DCO. This work has included the joint commissioning of the JEBIS studies and more. HAL and HSPG agree that joint working will result in more effective spatial planning and management of impacts and help maximise the benefits of and compensation from an expanded airport to the local economy, communities and the environment.

(NB. The above drafted by MT, slightly reworking text previously agreed and used in the PDF grant bid)

**DfT**

*Insert?*

**Heathrow West**

*Insert?*

***Further commentary re the Mayor of London and LB Hillingdon?***

## **9. Governance Arrangements**

*How decisions on the SCG will be managed and agreed*

Governance will be provided through the organisation of the HSPG described in Section 2 above.

**Management of the JSPF** - is provided through the Spatial Planning Sub-Group of the HSPG comprising the nominees of the LPA chief planning officers and other representatives of other Full Member and Observer organisations. Other key stakeholders are specifically invited to attend many of the Sub-Group meetings. The Sub-Group is convened by the Lead Spatial Planning Advisor to HSPG Coe Team, who normally chairs meetings or invites another to do so when more appropriate. Meetings are generally held on a monthly basis. The Sub-Group hold both formal meetings and more interactive workshop sessions to explore issues.

The Sub-Group has been established for several years and is effective in supporting collaboration in commissioning and guiding joint evidence collection for the HSPG members and HAL (principally the JEBIS), and in preparing HSPG responses, policies, documents and the JSPF. Wider membership of the HSPG and other sub-groups are invited to sessions as appropriate to ensure liaison. All parties involved need to be open and collaborative, sharing information and evidencing requirements where necessary, with all parties working towards the same collective goal. Decision making is by consensus leading to recommendations to the full meeting of the HSPG Officers Group and Leaders Board.

**Leadership of the JSPF** - is provided by the Leaders Board comprising the relevant political HSPG member body leaders (council leaders or portfolio holders or equivalents in other bodies) that can make decisions or represent the document both to their council / organisations and to the public.

**Evidence documents** - and other reports are signed-off on behalf of the HSPG by the Convenor or Sub-Group or HSPG Officers Groups depending on significance.

**Policy decisions** - are made by the Leaders Board. For the JSPF (and other key policy documents) to be formally adopted by the HSPG, the individual Full Members will be asked to secure endorsement through their own organisation's political processes before a final principle decision is made by the Leaders Board. (NB. Not all members will be signing

up at Leaders Board on 20 February and the reasons and implications of this will be to be addressed in terms of future communications to the wider public)

### **10. Timetable for review and ongoing cooperation**

*The timetable for gaining agreement and for the SoCG to be reviewed, (i.e. Document review, update and submission timetables), how strategic issues will be managed on an ongoing basis, the mechanisms being used to do this, how it will be monitored*

The first JSPF will be used as the basis of engagement with key stakeholders. It is envisaged that this together with a JEBIS Update and other new evidence work will inform an JSPF Update in late 2020.

The JSPF is prepared with three strategic phases in mind (see JSPF Section 1.7 and 7.6)

- NOW (2020-2028)
- NEW (2029-35) and
- NEXT (2036-2050).

The SoCG will be reviewed as and when further iterations and ‘daughter’ documents of the first JSPF are prepared, and to ensure it is fit for purpose to inform local plan review and preparation, typically on five years (or less) cycle. However, it is likely that a first update of the JSPF will be produced in late 2020, prior to the formal Submission of a DCO by Heathrow Airport Limited (and potentially others); this update will reflect factors including:

- Further information and changes revealed in HAL’s targeted public consultation (April-June)
- Further evidence workstreams of HSPG (to be agreed)
- JEBIS 2.0 Update (June) and contributing new evidence
- Scope of the new London Plan (to be published early Summer?)
- The availability of resources (ongoing uncertainty over the third year of PDF grant or alternative provisions)

### **The current programme of Local Plan reviews**

Full details to be included in the JEBIS 2.0 Update and list maintained on the HSPG website

## **Endnotes and References**

<sup>i</sup> HSPG Accord and Outcome Statements - October 2017 (Updated 2018)

[http://www.heathrowstrategicplanninggroup.com/application/files/4715/5983/0728/HPSG\\_Accord\\_and\\_Outcomes\\_Statement\\_.pdf](http://www.heathrowstrategicplanninggroup.com/application/files/4715/5983/0728/HPSG_Accord_and_Outcomes_Statement_.pdf)

<sup>ii</sup> HSPG Planning Delivery Fund Annex A bid – Dec 2017, awarded Feb 2018

[https://adminhspg-](https://adminhspg-my.sharepoint.com/:w:/g/personal/admin_heathrowstrategicplanninggroup_com/Ef1Qn2gmZ1FMgvjxBIHkKX8B8r7YnLenMPzBIWcwPTa3g?e=wyXoH6)

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<sup>iii</sup> Joint Evidence Base and Infrastructure Study (JEBIS) v1.1 August 2019

<http://www.heathrowstrategicplanninggroup.com/resources/spatial-planning>