

Notes of Duty to Cooperate meeting with Spelthorne Borough Council

5th December 2018, 10am at the Spelthorne Borough Council offices

Attendees:

Georgina Pacey-Runnymede Borough Council

Ann Biggs-Spelthorne Borough Council

Hannah Bridges-Spelthorne Borough Council

Jane Robinson-Spelthorne Borough Council

Meeting context

The Runnymede-Spelthorne Statement of Common Ground (SoCG) states that officers at Runnymede and Spelthorne will meet at least once every two months to discuss the cross boundary issues referred to in the Runnymede-Spelthorne SoCG. The primary purpose of these meetings is to review the progress being made to carry out the agreed actions in table 2 of the SoCG to achieve solutions to identified issues.

Table 2 of the SoCG which sets out where unresolved issues have been identified, proposed solutions for resolving issues and key milestones, is reproduced on the following page with an additional column added to summarise the discussions at the meeting and the actions agreed.

Please note that prior to publication, these minutes were shared with the elected members at Runnymede and Spelthorne Borough Councils who attend the Runnymede-Spelthorne Joint Member Liaison Group (JMLG). Officers recommended that there were no issues from the 5th December officer meeting which required escalation to Member level. On review of the minuted discussions, the elected Members of both Local Authorities agreed with this officer recommendation and no subsequent meeting of the JMLG has therefore been convened.

Time and date of next meeting:

It was agreed that the next officer level DtC meeting would be arranged for late February 2019 following the stage 2 hearings being held into the soundness of the Runnymede 2030 Local Plan. Currently, provisional dates for these stage 2 hearings had been set for 5th-7th February and 19th-21st February. The Runnymede Local Plan Inspector would confirm in early January whether the stage 2 hearings would go ahead on these dates (contingent on Runnymede demonstrating sufficient progress in resolving outstanding matters with Highways England).

AOB:

Spelthorne BC advised that a satellite compound was being considered at Littleton Lane to serve both the River Thames Scheme and London to Southampton Pipeline projects. Spelthorne advised that the project team for the London to Southampton Pipeline project was keen to produce Statement of Common Ground with partners to set out matters of agreement and disagreement and asked who the relevant contact at RBC would be to progress this matter. **POST MEETING NOTE:** It can be confirmed that the relevant officer at Runnymede to speak to about these two strategic

projects and a potential Statement of Common Ground is Marcel Steward, Strategic Projects Manager whose contact details are as follows: marcel.steward@runnymede.gov.uk | Tel: 01932 425502(direct line)

Table 2: Where there are unresolved issues, what are key timescales/ milestones and at what point are key decisions likely to be made and progress made in meeting of 5th December 2018

Key Further Issue Taken from Table 1	Proposed solution	Next steps / Milestones	Summary of discussions at 5th December officer DtC meeting
<p>Housing The approach to meeting unmet needs within the Housing Market Area (HMA) in the first instance, and in the area surrounding the HMA has not been agreed at the time of writing. However Runnymede has concluded that at the current time it is unable to identify a supply for 27 units over the latter part of the period of its Local Plan which would prevent it from meeting its proportion of the Objectively Assessed Need in full.</p>	<p>That any unmet housing need be monitored as part of the Local Plan delivery and reconsider in the regular review of Local Plans and this Statement</p>	<p>To be reviewed as part of regular review of Local Plans and this Statement</p>	<p>The two Local Authorities reflected on the discussions from the Runnymede 2030 Local Plan stage 1 hearings on this point. A summary of the key points is as follows:</p> <p>RBC Local Plan examination hearings in November had considered whether the Council’s overall assessment of housing needs for the Plan (not including detailed examination of the types of housing needed which would be dealt with in the second stage of hearings) was robust, and whether the plan’s target figure for housing provision would meet objectively assessed needs. There was a fair amount of discussion at the hearings in terms of whether Runnymede BC should be planning for additional homes given uncertainty at the current time about whether Spelthorne would be able to meet its identified needs in full. A number of attendees also suggested that Runnymede’s Plan period also needed to be extended. Both would require additional sites with Runnymede Borough to be identified.</p> <p>RBC’s position was that Spelthorne BC was still at a relatively early stage of Plan preparation (Issues and Options consultation had been carried out during 2018 but Preferred Approaches would not occur until Summer 2019) and Spelthorne’s evidence base was still to be completed. As such, it was not appropriate at the current time for Runnymede to provide additional homes to meet some</p>

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			<p>possible (but unquantified) unmet need from Spelthorne. Runnymede BC would keep working with Spelthorne through the Duty to Cooperate and if it became apparent that Spelthorne would be unable to meet its identified need in full after turning every stone, then Runnymede would, at this point in time, consider whether it was necessary to review its Local Plan.</p> <p>Runnymede BC was yet to receive feedback from its Inspector in terms of the adequacy of its housing target and in terms of whether it should be uplifting its target to accommodate unmet needs from Spelthorne. ACTION: Runnymede BC to inform Spelthorne when their Inspector issues her conclusions on this point.</p> <p>In the DtC meeting, officers from Spelthorne confirmed that the following key pieces of evidence were yet to be completed and published:</p> <ul style="list-style-type: none"> -Green Belt Assessment stage 2 -Site Selection work -Housing mix work <p>It would only be following the completion of these pieces of work (and other parts of the evidence base relating to employment, infrastructure and transport) that Spelthorne would be in a position to confirm if they would be able to meet their objectively assessed needs in full. Spelthorne anticipated completing and publishing these pieces of work (at least in draft form) in readiness for their Preferred Approaches consultation.</p>

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<p>Housing Whether Spelthorne Borough Council will be able to meet its proportion of the OAN for the HMA in full over the period of its Local Plan. Through the Strategic Land Availability Assessment (SLAA) 2018 it is anticipated that the Borough will be able to provide an annual average of 428 dwellings per annum over the next 15 years of its Local Plan (2018-2033). Spelthorne Borough Council has additional work streams to complete before it will be in a position to confirm whether it will be able to meet or exceed its proportion of the OAN. These work streams are as follows:</p> <ul style="list-style-type: none"> - Green Belt Assessment Stage 2 - Housing Trajectory 	<p>It is proposed that these additional pieces of work are completed before conclusions are drawn on whether Spelthorne will be able to meet or exceed its proportion of the OAN in full over the period of its Local Plan.</p>	<p>Spelthorne Borough to confirm timetable for additional work streams of site identification work by the end of Q1 2018/19.</p>	<p>See text above in relation to timescale for completion of the relevant parts of Spelthorne BC's evidence base.</p> <p>Officers discussed the potential implications of the Government's current 'technical consultation on updates to national planning policy and guidance' which was due to close on 7th December. If the consultation measures came into force, this would mean that Local Authorities could no longer rely on the 2016 based household populations in calculating their objectively assessed housing needs (which would significantly reduce the level of housing need in Spelthorne) and would instead need to rely on the 2014 based projections. Officers agreed to discuss the implications for Spelthorne once the Government's intentions were known.</p> <p>Officers at Spelthorne confirmed that they were currently producing a methodology for their Site Selection work which they intended to consult Duty to Cooperate partners on in due course. There was a general discussion at the meeting on the approach that Spelthorne thought it may take and also on Runnymede's methodology which they had used in the preparation of their 2030 Local Plan. The officer from Runnymede advised that whilst their Site Selection work had been discussed at its stage 1 Local Plan hearings, this discussion had been fairly high level and a more detailed discussion on the adequacy of its methodology was likely to take place at the stage 2 hearings in February when individual site allocations would be discussed and the basis on which the Council had selected them over alternatives.</p>

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			<p>ACTION: Officers at Runnymede BC would let Spelthorne know when it had its stage 2 questions and when it had been confirmed if the hearings about site selection/site allocations would go ahead as provisionally scheduled on 5th February in case anyone from Spelthorne wanted to attend to listen to the discussion.</p> <p>Runnymede BC advised that it was due to publish its Annual Monitoring Report (AMR) by the end of December and would include similar text to that which Spelthorne had included in its own AMR to factually set out housing completions across the whole Housing Market Area.</p>
<p>Housing A suitable housing target for Spelthorne BC to include in its Local Plan has not yet been agreed given the relatively early stage that Spelthorne is at with the production of its Local Plan.</p>	<p>To wait for Spelthorne BC to complete its housing supply and site selection work before concluding what a suitable minimum housing target is for the new Spelthorne Local Plan.</p>	<p>To confirm emerging housing target by the end of Q2 2018/19</p>	<p>No change in position from last meeting. Spelthorne BC confirmed that it was unlikely that a housing target would be consulted on until Spelthorne's Preferred Options consultation which is now due to take place in Summer 2019.</p>
<p>Economic Development Spelthorne Borough Council has not yet assessed its economic floorspace needs and as such it is not yet possible for it to be confirmed if the 2 authorities are in agreement about the level of need. More widely, work through the Heathrow Strategic Planning Group (HSPG) to produce a joint evidence base for the local</p>	<p>To wait for Spelthorne Borough Council to complete its Employment Land Review. Spelthorne will then consult Runnymede Borough Council on the findings so that RBC has the opportunity to confirm if it supports that the evidence is robust.</p>	<p>Completion of Spelthorne's Employment Land Needs Assessment in March 2018</p>	<p>No update from last meeting. The Spelthorne Employment Land Needs Assessment (ELNA) was shared with Runnymede BC following the September officer DtC meeting and has been published.</p> <p>It had been agreed that Spelthorne BC would update the ELNA reference to employment space in Staines (which includes part of Runnymede) to Spelthorne in the next iteration.</p>

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<p>authorities surrounding Heathrow (including Runnymede and Spelthorne) on the potential economic development and labour market arising from possible expansion of the airport and how that relates to the background growth for which the authorities are already planning is not yet complete. Again this makes it difficult to confirm whether economic needs in the Heathrow Functional Economic Area (FEA) will be met in baseline and expansion scenarios.</p>	<p>To wait for the completion of the HSPG joint evidence base and infrastructure study (JEBIS) before deciding how to proceed.</p>	<p>The JEBIS is timetabled to be completed in Summer 2018. Following completion, the HSPG partners will meet to discuss the potential implications and next steps.</p>	<p>The Joint Evidence Base and Infrastructure Study (JEBIS) had now been finalised.</p> <p>The Heathrow Strategic Planning Group (HSPG) had agreed that Runnymede could publish parts of the JEBIS in support of their responses to its stage 1 Inspector's questions. As such, parts of the JEBIS were now published on Runnymede's examination webpage.</p> <p>Spelthorne was in active discussions with Heathrow Airport Limited about their masterplan proposals and how this could impact on Spelthorne in terms of the 'ask' that Spelthorne accommodates a certain amount of employment floorspace as one of the host authorities to support Heathrow expansion. Spelthorne BC was still considering the wider implications of the Heathrow proposals on its wider housing/employment balance and how locally vs regionally driven employment needs interacted for their Borough and should be addressed through their new Local Plan.</p>
<p>Economic development A suitable economic floorspace target for Spelthorne BC to include in its Local Plan has not yet been agreed given the relatively early stage that Spelthorne is at with the production of its Local Plan and given that its ELR has not yet been completed.</p>	<p>To wait for Spelthorne Borough Council to complete its Employment Land Review and spatial strategy work to feed into its Local Plan.</p>	<p>To confirm emerging economic floorspace target by the end of Q2 2018/19</p>	<p>The Spelthorne ELNA has been completed and published.</p> <p>In terms of the current position on employment matters, see text above. Further, as discussed at the last meeting, Spelthorne BC had reviewed the responses received to the Issues and Options consultation and was considering the consultation feedback and Sustainability Appraisal in developing its Preferred Option to be consulted on in Summer 2019.</p>

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<p>Economic Development The approach to meeting unmet needs within the FEA in the first instance and in the area surrounding the FEA has not been agreed at the time of writing.</p>	<p>The most suitable mechanism to resolve any issues associated with unmet needs across the FEA is considered to be through discussion and agreement through the HSPG.</p>	<p>The JEBIS is timetabled to be completed in Summer 2018. Following completion, the HSPG partners will meet to discuss the potential implications (including in relation to unmet needs for economic floorspace)) and next steps.</p>	<p>See text above regarding the Joint Evidence Base and Infrastructure Study. Now that the work has been completed, the outcomes and potential future impacts across the Heathrow area of influence are being discussed through the Heathrow Strategic Planning Group. The JEBIS work will also help to determine if a joint spatial planning framework can be developed for the sub region.</p>
<p>Economic Development Runnymede and Spelthorne, working with other key FEA partners will need to consider whether the housing/jobs balance proposed is appropriate once the evidence base of the relevant local authorities has been completed, as well as the joint evidence base being completed by the HSPG.</p>	<p>To wait for Spelthorne Borough Council to complete its Employment Land Review and Local Plan site selection work.</p>	<p>To review position at the end of Q2 2018/19.</p>	<p>Spelthorne ELNA completed and published (May 2018). Spelthorne BC's Green Belt Assessment Stage 2 and site selection work will underpin its Preferred Approaches consultation (June/July 2019).</p>
	<p>To wait for the completion of the HSPG joint evidence base and infrastructure study (JEBIS) before reviewing the housing/jobs balance.</p>	<p>The JEBIS is timetabled to be completed in Summer 2018. Following completion, the HSPG partners will meet to discuss the potential implications (including housing/jobs balance) and next steps.</p>	<p>Joint Evidence Base and Infrastructure Study complete and the implications are being discussed with partners through the Heathrow Strategic Planning Group.</p>
<p>Retail 4-Runnymede has identified that it is highly unlikely that it will be able to meet its identified retail needs for Egham (1499sqm) over the</p>	<p>It is suggested by Runnymede Borough Council that the 1499sqm of unmet retail need arising from Egham should be met</p>	<p>Runnymede BC to formally request that Spelthorne BC plans for an additional 1499sqm of retail provision in</p>	<p>RBC confirmed that there had been no material change in its position in that at the current time in that due to budgetary constraints, it is unable to commence further retail work until the start of the next financial year. It was noted that this work was not critical to the next 5 years as RBC has an</p>

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<p>period of its Local Plan. How this unmet need will be met needs to be agreed.</p>	<p>in Staines-Upon-Thames in Spelthorne Borough due to the relative positions of Egham and Staines upon Thames in the retail hierarchy and given that Egham is located in the Staines upon Thames catchment.</p>	<p>Staines upon Thames in their Local Plan to help meet unmet needs from Runnymede. This request to be made in response to Spelthorne BC's first local plan consultation.</p>	<p>adequate pipeline supply and stock of vacant units. The Council's Local Plan Inspector had yet to pose any questions about retail matters.</p>
	<p>Runnymede BC will review the retail forecasts to ensure that retail floorspace forecasts remain up to date</p>	<p>Spelthorne BC to respond to Runnymede request to confirm their intention to plan for the additional floorspace as part of ongoing discussions</p>	
		<p>No later than Q3 2018/19</p>	
<p>Infrastructure Spelthorne Borough Council has not yet assessed if infrastructure requirements to support growth over the period of its Local Plan. As such, at the current time it is not possible for any agreement to be reached in relation to the adequacy of Spelthorne's evidence base at the current time.</p>	<p>To wait for Spelthorne Borough Council to complete its Infrastructure Needs Assessment and Infrastructure Delivery Plan (and any other relevant assessments). Spelthorne will then consult Runnymede Borough Council on the findings so that RBC has the</p>	<p>Spelthorne to confirm timescales being worked to by the end of Q2 2018/19</p>	<p>Spelthorne BC advised that, as set out in September 2018 Duty to Cooperate meeting, they did not yet have a timetable to produce their Infrastructure Delivery Plan (IDP) but the work would be carried out prior to the Spelthorne Preferred Approaches consultation and would be shared with RBC.</p>

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	opportunity to confirm if it supports that the evidence is robust.		
<p>Infrastructure Runnymede has not to date been able to identify sufficient Suitable Alternative Natural Greenspace (SANG) to support the delivery of its proportion of the HMA's OAN. How this matter will be resolved is yet to be agreed.</p>	<p>Runnymede is currently exploring a range of sites (two of which are Council owned) to increase its SANG capacity in the Borough to support growth in its Local Plan. If the Council is unable to identify sufficient sites to support growth in the Borough in the latter part of the plan period (post 2027) Spelthorne will be approached to see if there are any sites which may be suitable for use as SANG which could support growth in Runnymede.</p>	<p>None at the current time. Runnymede has sufficient SANG supply to support the level of housing growth anticipated up to 2027. This is considered to give the Council a sufficient period of time to robustly explore other opportunities and options for SANG provision in the Borough. Runnymede Borough Council will review its SANGs supply position at its first review of the Local Plan (circa 2023) and if it becomes apparent that sufficient SANG still cannot be identified at this time, Runnymede will make a formal approach to Spelthorne. Spelthorne has advised that if Runnymede is unable to identify</p>	<p>RBC reiterated that it could demonstrate a 5 year supply of SANG land to support the anticipated growth in its Local Plan. At the first review of the Runnymede Local Plan, if sufficient supply of land could not be identified to continue to support growth, Runnymede BC may approach Spelthorne BC for assistance.</p> <p>Runnymede had carried out further work on SANGs related matters in support of its stage 1 Local Plan hearings in response to questions posed by its Inspector. The responses to the relevant questions are published on the Council's examination webpage at: https://www.runnymede.gov.uk/article/16273/Runnymede-2030-Local-Plan-Examination-</p> <p>In its response to question 3.1 (d), the Council had confirmed that it estimated that at as July 2018, there will be an unmitigated supply of housing across the Plan period (up to 2030) of 624 dwellings. Having undertaken a detailed review of sites with planning permission and where and when allocations and other sites are expected to come forward, supply is expected to run out in 2025. However, one of the allocation promoters has confirmed that they intend to pursue a bespoke SANG solution to support the development of their site and it was possible that others could do the same. The Council set out that it had also identified other possible sites in the Borough which may be suitable for use as SANG and a number of these sites</p>

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		sufficient SANG capacity at this time, it has identified a site in its Borough (Sheepwalk) which could be considered further for SANG designation.	had been discussed in principle with Natural England. These discussions would continue.
<p>Transport</p> <p>Spelthorne Borough Council has not yet assessed the impacts of the growth proposed through the Borough local plan on the highway network. As such, at the current time it is not possible for any agreement to be reached in relation to the adequacy of Spelthorne's evidence base at the current time.</p>	<p>To wait for Spelthorne Borough Council to complete Strategic Highways Assessment Report. Spelthorne will then consult Runnymede Borough Council on the findings so that RBC has the opportunity to confirm if it supports that the evidence is robust.</p>	<p>Spelthorne Borough Council's Transport Assessment modelling is due to commence in September 2018. Spelthorne Borough Council to advise Runnymede of emerging findings at the end of Q2 2018/19.</p>	<p>Spelthorne BC confirmed that it was still on course to commission Surrey County Council to undertake its transport modelling to underpin its Local Plan in the early part of 2019. Spelthorne BC advised that once this work was completed in draft form, they would share the emerging findings with Runnymede if cross boundary issues were identified.</p> <p>Runnymede BC advised that it has had, and continues to have ongoing issues with Highways England who take issue with certain aspects of Surrey County Council's Strategic Highway Model. Runnymede BC advised Spelthorne that it had agreed a Statement of Common Ground with Highways England which summarises their concerns and which can be viewed at: https://www.runnymede.gov.uk/article/16273/Runnymede-2030-Local-Plan-Examination- (see Council document RBCLP_10, section 5 in particular). Runnymede BC is the first local authority to use Surrey County Council's new strategic model and is concerned that Spelthorne could face similar issues with Highways England on the basis that their current issues with the Surrey model remain unresolved. Suggested that Spelthorne BC discusses Highways England's concerns about the County model with Surrey CC as soon as possible</p>

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			<p>and engages with Highways England from an early stage in the transport modelling process.</p> <p>Runnymede BC also advised that through its stage 1 hearings, Highways England had also raised concerns about the cumulative impacts of development on junction 13 of the M25 which is located in Spelthorne Borough. Again this could present as an issue for Spelthorne in the preparation of its Local Plan. Runnymede BC is working to resolve the Junction 13 concerns at the current time and will update Spelthorne BC on its progress at the next Duty to Cooperate officer meeting.</p>
<p>Green Belt At the current time, Spelthorne Borough Council has not completed its site selection work. As such it is unclear if parcels AC-4 or AC-5 will be allocated for development in the Spelthorne Local Plan. This will require clarification and if one or both of these parcels are proposed for release, the implications would need to be discussed with Runnymede BC.</p>	<p>Spelthorne Borough Council will confirm whether it intends to progress with parcel AC-4 or AC-5 following the conclusion of its Issues and Options consultation and following the completion of its Green Belt Assessment (Stage 2). We will include potential release of weakly performing GB sites as options for our first consultation but no further decisions will be made until we receive the findings of our Stage 2 assessment.</p>	<p>Spelthorne Borough Council is to undertake its Issues and Options consultation in April/May 2018.</p> <p>The Green Belt Assessment (Stage 2) is scheduled for completion in summer 2018.</p> <p>As such, Runnymede and Spelthorne to discuss further at the end of Q1 2018/19.</p>	<p>As set out earlier in these minutes, Spelthorne Borough Council's Green Belt Assessment stage 2 will be considered as part of its wider Site Selection work and published in readiness for its Preferred Approaches consultation. Any potential cross boundary implications which arise from the study will be discussed with Runnymede BC.</p>