

## Statement of Common Ground with Spelthorne Borough Council

### Part 1: Strategic context

**Geographical area covered by Statement of Common Ground (SoCG) and justification for why this geography is appropriate:** This SoCG covers the local authority areas of Runnymede Borough Council and Spelthorne Borough Council as shown in the map extract at Annex 1. This geographical area has been chosen as the Runnymede-Spelthorne SHMA (November 2015) determined that these two local authorities for a Housing Market Area (HMA) and HMA geography is considered to be the most appropriate starting point to produce a SoCG. It is also relevant that the evidence collated by both Local Authorities supports that Runnymede and Spelthorne have the strongest functional links from an economic perspective with each other as well as strong retail links.

**Wider relationships with Runnymede and Spelthorne:** The 2015 SHMA concluded that the Runnymede-Spelthorne HMA has notable links with overlapping local housing markets which reflects the density of transport networks, both road and rail. Links were concluded to be particularly strong with Elmbridge, Hounslow and Woking. There are also notable links between the Runnymede-Spelthorne HMA and London due to outward migration pressures and strong commuting patterns. There are also recognised links between both Local Authorities and Heathrow Airport. Indeed, both Local Authorities are considered to sit in a sub regional Heathrow Functional Economic Area.

The Spelthorne FEA analysis (March 2017) concludes that Spelthorne holds its strongest economic links with Runnymede, followed by Elmbridge and the London Borough of Hounslow. Woking and the London Borough of Richmond-upon-Thames are found to influence the FEA to a much lesser extent. It is concluded that the links that Spelthorne holds are not evenly distributed throughout each of the surrounding authorities, with the strongest ties with those areas that are immediately adjacent to its boundaries. This includes the employment areas of Heathrow Airport in Hillingdon and the Poyle and Colnbrook trading estates in Slough, in addition to the key settlements that surround the Borough of Spelthorne.

The Runnymede FEA analysis (May 2015) concludes that Runnymede holds its strongest economic links with Spelthorne, followed by Elmbridge and the Woking. Links with Hounslow and Hillingdon are found to influence the FEA to a much lesser extent and are heavily influenced by the location of Heathrow in the southern part of Hillingdon. Localised links with Surrey Heath (due primarily to the fact that the emerging Longcross Garden Village allocation straddles the shared boundary between the two local authorities) and the Royal Borough of Windsor and Maidenhead were also found.

The Spelthorne Town Centres Study 2015 referred back to earlier work carried out by the Council in 2004 which identified Staines upon Thames as a major centre with a catchment including the whole of Spelthorne and parts of Bedfont, Feltham, Addlestone, Chertsey and Egham.

The Runnymede Town and Local Centres Study 2015 found that major out of centre foodstores in Weybridge, Woking and Staines upon Thames serve as the main competing locations for food shopping for Runnymede residents. The study found that Staines upon Thames Town Centre is the main competitor for comparison goods. Woking Town Centre was also found to be a competitor for comparison goods, although to a lesser extent than Staines upon Thames.

## **Annex Statements of Common Ground**

In light of the links with adjoining and nearby Boroughs as noted in the commentary above, it is recognised by both Runnymede and Spelthorne Borough Councils that further topic or geographically specific SoCGs with other local authority partners may be required to be produced as annexes to this main document. Any annex SoCGs entered into by either party will be included at annex 2 of this SoCG.

### **How will strategic stakeholders/ statutory consultees be involved?**

Both Runnymede and Spelthorne Borough Councils have published Duty to Cooperate Frameworks which detail the other strategic stakeholders and statutory consultees which will be engaged with during the Plan preparation process. Both Runnymede and Spelthorne Borough Councils remain committed to engaging with all key duty to cooperate partners at key stages in the Plan preparation process.

It is recognised that annex SoCG /Memorandums of Understanding (MoU) with other strategic stakeholders/statutory consultees such as Highways England, the Environment Agency and Surrey County Council may also be required as part of the Plan making processes in each Local Authority area. Annex 2 of this SoCG will also include any SoCG/MoU entered into by either Runnymede or Spelthorne Borough Councils with these types of partner.

### **Agreed procedure for producing annex SoCGs**

Runnymede and Spelthorne Borough Councils have agreed that if either enter into any annex SoCGs/MoUs produced with other Local Authorities or stakeholders, whilst such agreements will be owned and agreed by the parties involved in the production of the annex agreement, the other partner Local Authority subject to this 'parent' SoCG which is not involved in the annex agreement will be consulted on the draft content of the annex agreement and provided with an opportunity to comment on any matters which would have cross boundary implications.

### **Key ambitions and strategic priorities of this Runnymede-Spelthorne SoCG.**

The following key ambitions and priorities have been identified by Runnymede and Spelthorne Borough Councils:

- Working collaboratively and on an ongoing basis to ensure that the identified Objectively Assessed Housing Need for the HMA is met in the boroughs of Runnymede and Spelthorne;
- Working collaboratively and on an ongoing basis with each other and other key partners through the Heathrow Strategic Planning Group (HSPG) to consider and manage the impacts and potential growth at Heathrow Airport;
- To establish more frequent officer and member level meetings between Spelthorne and Runnymede to discuss strategic cross boundary matters and devise timely solutions to identified issues;
- To identify and take opportunities to produce joint evidence;
- To work collaboratively to carry out more joint monitoring;

- To, where relevant, work with each other and other key partners to meet identified retail and employment needs in full over relevant market geographies (which in both cases are greater than the Runnymede/Spelthorne Local Authority areas);
- To work collaboratively to support key infrastructure providers to facilitate necessary infrastructure improvements to support sustainable growth including transport infrastructure; and,
- To continue to work in partnership with each other and other relevant partners to deliver the River Thames Scheme.

### **Key delivery mechanisms to deliver key ambitions and strategic priorities**

Runnymede and Spelthorne Borough Councils have identified the following delivery mechanisms:

-The Heathrow Strategic Planning Group (HSPG): The HSPG was established in 2015 following the recommendation of the Airport Commission which identified Heathrow as its preferred option for runway expansion in the south east. Whilst a decision from the Government was still awaited on whether it supported the Airport Commission's recommendation when the HSPG was formed, regardless of this decision it was recognised that the impact of the airport cuts across administrative boundaries and that the collaborative working of Local Authorities and other bodies surrounding Heathrow Airport will result in better spatial planning and the management of impacts, together with maximising the benefits of the airport to the local economy and community whatever decisions are made regarding growth in the future. The Group was therefore formed in response to the nature of the location straddling a number of different administrative boundaries which lack any formal mechanism for strategic or 'sub regional' planning and governance other than the Duty to Cooperate. In recognition of the strong links that both Runnymede and Spelthorne Borough Councils have with Heathrow Airport, both authorities are active participants of the HSPG.

One of the specific objectives of the HSPG is to assist essential Duty to Cooperate processes and assist in the adoption of a common range of scenarios for testing and consideration that will make all Local Plan (and London spatial development strategy) examinations more straight forward and robust.

Since it was established, a number of sub groups have also been organised including spatial planning, environment and transport sub groups. A Leaders Board has also been formed to ensure political oversight. Both Runnymede and Spelthorne Borough Councils have executed an Accord with the other HSPG members, which provides oversight of the ongoing partnership work by elected Members in regular meetings and provides a structure where by deliverable outcomes to develop and share evidence base information can be achieved.

The Terms of Reference (ToR) for the HSPG and the signed Accord can be viewed at annex 3 of this SoCG.

-The Runnymede-Spelthorne Joint Member Liaison Group: In 2014, to complement the joint working that Runnymede and Spelthorne Borough Councils were undertaking to produce a SHMA, a Joint Member Liaison Group (JMLG) was established between the two authorities to provide political oversight. The purpose of the Group was to provide a joint forum under the duty to co-operate for exploring how the objectively assessed need for housing in Runnymede-Spelthorne Housing Market

Area (HMA) could be delivered. The Group met on a number of occasions in 2014 and 2015. Meetings then ceased whilst both Local Authorities produced their housing supply work.

In the early part of 2018, both Runnymede and Spelthorne had completed their housing supply work (for Spelthorne this work is only in draft form) which provides the basis to reconvene this Group to recommence discussions on how housing needs can be met within the HMA. However, it has been agreed that to support the ongoing cooperation between Runnymede and Spelthorne Borough Councils as set out in this SoCG across a range of topic areas (including but not limited to housing matters), that the ToR for this Group be amended to cover a wider scope of issues. Both the original ToR for the JMLG (finalised in January 2015) and the newly amended and agreed ToR can be viewed at annex 3.

-Surrey Planning Officers Association: This is a group for the Chief Planning Officers in Surrey. This comprises the 11 Boroughs/Districts and the County Council. The group meets monthly to discuss joint working opportunities, to consider matters of a cross-boundary nature, and to discuss all other matters of pan-Surrey interest.

-Surrey Planning Working Group (PWG): This is a group for Planning Policy Managers in Surrey and the County Council that meets five or six times a year. Members discuss and resolve cross boundary policy issues, share relevant information and experiences, and prepare joint responses to consultations of pan-Surrey interest. From time to time, the group is required by SPOA to carry out research or projects that are directed at improving the understanding and experience of an aspect of Planning policy. The Planning Working Group has been instrumental in progressing the County's Local Strategic Statement (LSS) work (see following paragraphs for more information on the LSS).

The Terms of Reference for the Surrey PWG can be viewed at annex 3.

-Surrey Strategic Infrastructure Planning and Infrastructure Partnership Board (SSPIP):

As part of the overarching framework to facilitate co-operation, following a meeting in March 2014 attended by the Leaders, Planning Chairman/Portfolio holders, Chief Executives and Heads of Planning from all of the Surrey Districts and Boroughs and the County Council, a resolution was reached to move forward with a joint partnership to allow County wide priorities and opportunities to be identified as a way to assist in meeting the duty to co-operate.

The elected Leaders of all the 11 Boroughs/Districts and the County Council sit as the SSPIP Board, meeting as necessary to progress the LSS. The scope of the Partnership envisages the development of a planning and investment framework which will comprise:

- 1) A Local Strategic Statement (LSS) that sets out shared objectives around spatial, infrastructure and economic issues and a broad direction for spatial planning on strategic priorities;
- 2) A MoU on how councils will work together towards an LSS and more generally on strategic planning; and,
- 3) An Investment Framework to support the delivery of the strategic priorities in the LSS including a co-ordinated approach to infrastructure funding and delivery that builds on the Surrey Infrastructure Study (SIS).

The LSS, once completed will not be a statutory document, but is intended to set out a consensus around common objectives and priorities through an overarching spatial planning vision for Surrey, covering the period 2016 to 2031. It will be a key tool to help councils manage growth sustainably and will provide important evidence for Surrey boroughs and districts to demonstrate that strategic cooperation is an integral part of their Local Plan preparation. It will be informed by existing and new evidence developed to support Local Plan preparation by the boroughs and districts and the SIS. It will also reflect the Coast to Capital and Enterprise M3 Local Enterprise Partnerships (LEPs) strategic economic plans and take account of other wider relationships.

The first phase of the LSS has now been completed and agreed by Surrey Leaders.

Runnymede and Spelthorne Borough Councils have been active participants in the development of the LSS and have both signed the MoU. The interim LSS and associated MoU can be viewed at annex 2.

-River Thames Scheme partnership: The River Thames Scheme is a proposed programme of projects and investment to reduce flood risk in communities near Heathrow, including: Datchet, Wraysbury, Egham, Staines, Chertsey, Shepperton, Weybridge, Sunbury, Molesey, Thames Ditton, Kingston and Teddington. The scheme consists of:

- large-scale engineering work to construct a new flood channel between 30 to 60 metres wide and 14 kilometres long, built in 3 sections: Datchet to Hythe End flood channel; Egham Hythe to Chertsey flood channel; Laleham to Shepperton flood channel.
- improvements to 3 of the existing weirs on the River Thames
- improved flood incident response plans
- creation of over 40 hectares of biodiversity action plan habitat
- working with communities to raise flood awareness and support them in flood preparedness, response and recovery
- providing community resilience measures to homes and communities to make them more resistant to flooding

In total approximately 15,000 homes and businesses, significant local infrastructure (roads, sewerage network, power supplies) will be better protected from flooding when the River Thames Scheme has been fully implemented. The scheme will also provide economic, social and environmental benefits.

Runnymede and Spelthorne Borough Councils are working in partnership with the Environment Agency, Elmbridge Borough Council, the Royal Borough of Kingston upon Thames, the London Borough of Richmond upon Thames, Surrey County Council, the Royal Borough of Windsor and Maidenhead, the Department for Environment Food and Rural Affairs (Defra), Thames Water and the Thames Regional Flood and Coastal Committee (RFCC) to deliver the River Thames Scheme. The main groups are the Sponsor Group, consisting of representatives of the EA and Government, Elected Members and Chief Executives of the partnership bodies; the Programme Board, consisting of the EA, government advisors and Directors of the partnership authorities; a Consents &

Authorisations Advisory Group, consisting of planning and consent professionals from all partners; a Funding Group, consisting for finance professionals and elected Members of partners organisations. Runnymede Borough Council is represented on all main groups.

The ToR for the River Thames Scheme Partnership can be viewed at annex 3.

-Transport for South East: Transport for the South East is a partnership to improve the transport network for all and grow the economy of the whole South East area.

It covers an area stretching from the English Channel to the border of London, and from the Kent coast to Berkshire, Hampshire and the Isle of Wight (including Surrey). The area includes a number of major airports, ports, roads and rail routes, and adds £200 billion a year to the national economy.

The aim of Transport for the South East (TfSE) is to help support and grow the economy in the South East by choosing the right strategic transport priorities for investment. This will also mean improvements for everyone who relies on the transport system; including more reliable journeys free of congestion and the possible introduction of integrated smart ticketing across the area.

TfSE represents all the area's transport authorities and its local enterprise partnerships which will enable it to speak with a single voice on the South East's strategic transport needs, directly influence how and where money is invested and drive improvements for the travelling public.

TfSE will also involve transport operators, users and businesses – and national bodies including the Department for Transport, Network Rail and Highways England. All these will be closely consulted as TfSE develops a transport strategy for the South East.

TfSE currently operates as a shadow body. The intention is that, with Government approval, it will begin full operation in 2020.

At the current time, TfSE is producing an Economic Connectivity Review, the aim of which was to take a strategic view and identify the economic priorities for transport in the South East and make the case for investment in transport to increase productivity in the South East.

-Enterprise M3 Local Enterprise Partnership: The Enterprise M3 area stretches from the outskirts of London along the wider M3 corridor to the New Forest in the south and is one of the largest of the Local Enterprise Partnerships (LEPs) (by population) in the country with a population of 1.6m and 86,500 businesses.

The LEP's Strategic Economic Plan (2014) sets out a vision for the enterprise area to be 'the premier location in the country for enterprise and economic growth, balanced with an excellent environment and quality of life'. The Economic Plan identifies a number of interventions to bring about the vision including measures to promote enterprise and competitiveness and growth of high value industries.

The Plan recognises that to achieve the scale of growth anticipated, the measures identified require investment in physical infrastructure and placemaking. Interventions include identifying a number of towns either as growth or step up towns and the whole of the EM3 area as the primary Science and Technology corridor in the UK. Staines upon Thames has been identified as a step up town. These are areas of latent economic potential, which currently experience barriers to growth that impacts

upon the overall performance of the Enterprise M3 area. The EM3LEP Step-up Towns' Growth Packages include a series of catalytic transport and infrastructure measures to alleviate congestion and enhance capacity, town centre renewal to promote inward investment, skills centres of excellence and interventions to unlock housing sites.

The LEP's Strategy for Growth (2013) sets out a number of challenges to future growth in the LEP area including that the growth of the labour force is not keeping pace with potential growth of businesses, unreliable transport connections by road and rail with congestion on some routes, the need for essential investment in infrastructure and house building not keeping pace with the needs of the economy. To this end the Strategy contains an action plan with the aim of increasing the supply of labour, establishing an effective housing strategy and addressing congestion.

-Surrey Future: Surrey Future brings together Surrey's local authorities and business leaders to agree the investment priorities to support the county's economy and consider how to manage planned growth sustainably, both in Surrey and on its borders. Surrey Future wants to retain existing businesses and attract new ones in the right locations in the county as well as ensuring that Surrey can successfully bid for funding for large infrastructure projects. This will help to transform the county's economy in years to come. Surrey Future supports the aims of the local enterprise partnerships covering Surrey; Enterprise M3 and Coast to Capital.

In 2014, Surrey Future prepared a Congestion Programme in partnership with Surrey's districts and boroughs, and other stakeholders such as Surrey Connects, to provide a shared and agreed vision for managing congestion on Surrey's road network. The programme builds on the Congestion Strategy in the third Local Transport Plan (LTP3).

A rail strategy has also been prepared by Surrey County Council with the support of Surrey Futures to ensure that the county has the rail infrastructure needed for sustainable economic growth and to identify proposals for improvements that partners in Surrey can plan and deliver. The final version of the Surrey Rail Strategy was published in September 2013. Surrey County Council and partners will be working with the rail industry to implement the strategy and deliver an improved rail service for Surrey residents. The Surrey Rail Strategy Update (Position Statement), produced in April 2016, provides a progress update on the priorities and actions identified in the Surrey Rail Strategy (2013). The Update covers activities that have occurred since publication and identifies the further actions required to continue delivery of the Surrey Rail Strategy.

Surrey Future has a number of existing workstreams which it is working to promote. The Chief Executive Officers (CEO) from both Runnymede and Spelthorne Borough Council sit on the Surrey Future Steering Board with the CEO at Runnymede being the champion for Workstream 5-Invest in Surrey and the CEO at Spelthorne being the champion for Workstream 4 on Airport Expansion)

-Officer meetings and correspondence between the Runnymede and Spelthorne : During the preparation of their Local Plans, Runnymede and Spelthorne Borough Councils have engaged at key milestones in the process under the Duty to Cooperate. Moving forwards, this cooperation will continue. This SoCG sets out a clearer mechanism through which cooperation will be progressed and monitored.

**Part 2: Policy scope and evidence base**

This section of the SoCG seeks to set out the key strategic matters to be addressed through Duty to Cooperate activities undertaken by Runnymede and Spelthorne Borough Councils and confirm the main evidence-base to be relied upon (please notes that whilst both Councils produce Annual Monitoring Reports, the findings of which may influence matters for cooperation in the future, the role of the AMRs ins considered in part 4 of this SoCG which is concerned with the monitoring of this SoCG).

**Table 1: Policy scope and evidence base**

DtC Topic Area	Key objectives	Relevant Evidence base studies	Key conclusions drawn in evidence base (related to the key objectives identified)	Confirmation as to where agreement has been reached to date between RBC and SBC	Key further matters for agreement	Other potentially relevant partners where cooperation may be required to resolve localised cross boundary matters (taken from the Duty to Cooperate Frameworks produced by both Authorities).
Housing	<p>1-To agree the extent of Housing Market Area                      2-To agree the level of housing need in HMA                      3-To agree the housing supply position and anticipated distribution of housing across HMA based on a consistent methodology for assessing housing supply.                      4-To agree suitable housing targets for both authorities                      5-To agree the approach to meeting unmet needs</p>	<p>-Runnymede-Spelthorne SHMA (November 2015)                      -Strategic Housing Market Assessment-update (January 2018)                      -Runnymede-Spelthorne Joint Strategic Land Availability Assessment Methodology (December 2015)                      -Runnymede Strategic Land Availability Assessments (reviewed annually)                      -Spelthorne Strategic Land Availability Assessment (to be reviewed/updated annually from 2018)</p>	<p>1-The 2015 Runnymede-Spelthorne SHMA concludes that Runnymede and Spelthorne from a logical and pragmatic Housing Market Area.                      2-The Runnymede-Spelthorne SHMA 2015 concludes that across the HMA the overall need for housing between 2013 and 2033 is as follows:                      Runnymede:466-535dpa                      Spelthorne: 552-757dpa.                      Since this time, Runnymede BC commissioned a partial update of the SHMA to support its draft Local Plan. This concluded that the level of housing need in the Borough between 2016 and 2030 is 498dpa. In the absence of updated work being carried out by Spelthorne BC, the Government’s proposed methodology for calculating housing needs as set out in the Planning for the Right Homes in the Right Places consultation suggests that the annual housing need for Spelthorne is likely to be in the region on 590dpa between 2016 and 2026.                      3-Runnymede 2018 SLAA and updated capacity analysis confirms that between 2015 and 2030, it will be able to deliver 7480 homes, an average of 498dpa. Spelthorne 2018 SLAA anticipates that it will be able to</p>	<p>1- Runnymede and Spelthorne BCs agree that their 2 local authority areas form a logical and pragmatic HMA.                      2-Spelthorne Borough Council agrees that under the Government’s current methodology, Runnymede’s proportion of the OAN for the HMA is 498dpa up to 2030. Runnymede Borough Council agrees that under the Government’s current methodology, Spelthorne’s proportion of the OAN for the HMA is 552-757dpa, but in the region of 590 dpa based on the Government’s new methodology for calculating housing needs which was consulted upon in 2017.                      3- Runnymede and Spelthorne BCs have agreed a joint SLAA methodology to help ensure a consistency in the approach to identifying housing land supply in both Local Authority areas. Spelthorne Borough Council agrees that Runnymede has robustly assessed its housing land supply and has used its best endeavours to maximise housing delivery over the period of its Local Plan to ensure that the identified housing needs are met in the Borough over the period of its Local Plan. Runnymede and Spelthorne BC have agreed that in the first instance both authorities will use their best endeavours to meet their proportion of the overall</p>	<p>1-None                      2-None                      3-whether Spelthorne Borough Council will be able to meet or exceed its proportion of the OAN for the HMA in full over the period of its Local Plan.                      4-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.                      5-The approach to meeting unmet needs within the 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 OAN in full.</p>	<p><u>Identified Authorities:</u>                      Bracknell Forest                      Elmbridge                      Epsom &amp; Ewell                      Guildford                      Hart                      Hillingdon                      Hounslow                      Kingston-upon-Thames                      Mayor of London/GLA                      Mole Valley                      Reigate &amp; Banstead                      Richmond-upon-Thames                      Runnymede                      Rushmoor                      Slough                      South Bucks                      Surrey CC                      Surrey Heath                      Tandridge                      Waverley                      Windsor &amp; Maidenhead                      Woking</p> <p><u>Identified Bodies:</u>                      Enterprise M3 LEP                      Homes &amp; Communities Agency                      Network Rail                      Transport for London</p>































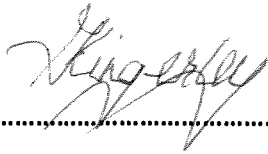
Signatories

 10<sup>th</sup> May 2018.

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Councillor Nick Prescott

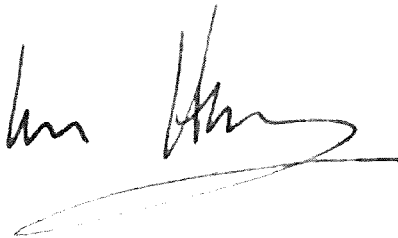
Leader of Runnymede Borough Council



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Councillor Gail Kingerley

Chairman of the Planning Committee, Runnymede Borough Council



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Councillor Ian Harvey

Leader of Spelthorne Borough Council



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Councillor Colin Barnard

Portfolio Holder for Planning and Economic Development, Spelthorne Borough Council