

**Core Strategy and Policies
Development Plan Document**

Adopted 26 February 2009

**Planning and Housing Strategy
Spelthorne Borough Council
Council Offices
Knowle Green
Staines
TW18 1XB**



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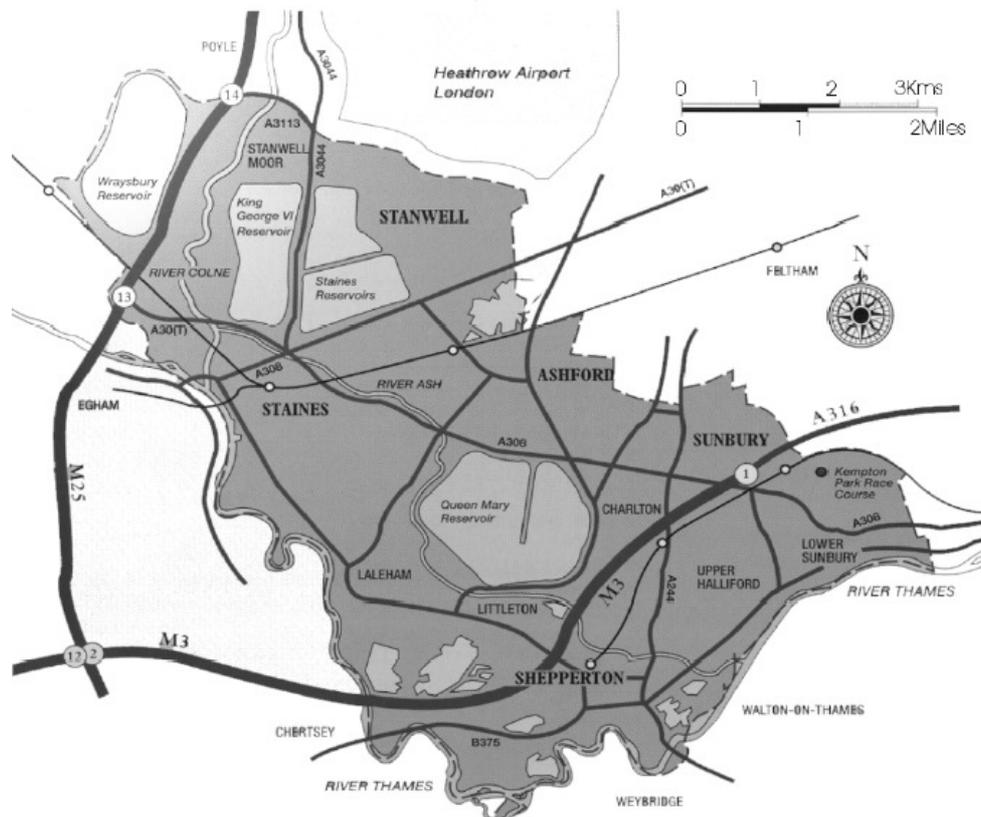
1 Introduction

- 1.1 This document is part of the Local Development Framework (LDF) and sets out the Council's core strategy and detailed policies.
- 1.2 It is a spatial plan which sets out the needs in the Borough and how they will be met. The needs have been identified from public consultation, the Council's research, and other plans and programmes of the Council and organisations with responsibilities in Spelthorne. In particular the plan seeks to assist in the implementation of the Spelthorne Community Plan.
- 1.3 It deals with the period to 2026 to cover the same timescale as the draft Regional Spatial Strategy for the South East. The document gives a spatial description of the Borough and identifies the key issues it faces. It sets out a vision, identifies objectives which need to be met in order to achieve the vision and spatial strategy and sets out policies to deliver those objectives.
- 1.4 These policies comprise seven core strategic policies and under these a total of 37 detailed policies. The policies provide a comprehensive approach to the key issues facing the Borough and rely for their implementation not only on the Council's actions, including granting planning permissions, but also the actions of other organisations through their plans and programmes.
- 1.5 The plan's preparation has been subject to sustainability appraisal to ensure it is consistent with the principles of sustainable development. Separate reports explain that process and record its findings.
- 1.6 A comprehensive list of the relevant background documents and sustainability appraisal reports which support this plan is available on the Council's website.
- 1.7 The document includes a number of technical terms which are explained in the glossary at Appendix 2.
- 1.8 The Council has produced a separate Allocations DPD which sets out proposals for the allocation of specific sites.
- 1.9 By virtue of the Planning and Compulsory Purchase Act 2004 all of the policies contained within the adopted Spelthorne Borough Local Plan 2001 expired on 27 September 2007, with the exception of those which were 'saved' by a Direction issued by the Secretary of State dated 21 September 2007. Of the eight 'saved' policies six remain extant and form part of the Development Plan for the Borough, and two, RU8 (Plotlands) and BE14 (Protected Urban Open Space) have been replaced by policies in this DPD – EN2 and EN4 respectively.

2 Spatial Description of Spelthorne

- 2.1 This chapter describes the main characteristics of the Borough and then identifies the key issues which it faces and need to be addressed in this Development Plan Document (DPD).
- 2.2 Spelthorne lies approximately 15 miles south west of Central London. It is a relatively small Borough which is some six miles long and two and a half miles wide with an area of 5,116 hectares. It is relatively densely populated with a population of approximately 92,135 in 2006. It is bounded by Heathrow Airport to the north, the River Thames to the south and London Boroughs to the east, while the M25 runs close to its western boundary. Its main urban areas are Ashford, Shepperton, Staines, Stanwell and Sunbury (see Map 1).

Map 1 Borough of Spelthorne



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- 2.3 Spelthorne is located where the continuous built up area of London gives way to a more dispersed pattern of urban areas and villages. The urban area of the Borough occupies about 35% of the total area. The larger part of the urban area of Spelthorne lies across the middle of the Borough from east to west. Stanwell, Ashford and Sunbury comprise a continuous urban area with no separation by open land and there is only a small gap between Staines and Ashford. The settlements of Stanwell Moor, Laleham, Shepperton, Upper Halliford and Charlton are separate urban areas albeit by only small distances. There is a clear belt of open land separating the urban areas of Spelthorne from outer London.

- 2.4 Land outside the urban area covers about 65% of the Borough and is designated as Green Belt. It is part of the Metropolitan Green Belt surrounding London and has an important strategic role in containing the outward spread of the capital and providing a belt of open land for air and exercise. Locally the Green Belt serves not only to contribute to the wider strategic function but also separates existing settlements within the Green Belt maintaining their distinct physical identity and character. Within the Green Belt in Spelthorne are five major water supply reservoirs and a water treatment works at Ashford Common. Some areas of the Green Belt need environmental improvement.
- 2.5 Spelthorne adjoins the River Thames and is crossed by two tributaries, the Ash and the Colne. The Borough is flat and low lying and consequently liable to flood. About 7% of the urban area is liable to flood in a 1:100 year flood event or be surrounded by flood water and over 35% of the urban area would be flooded in a 1:1000 year event. Flood risk is a very serious threat with some 2,800 homes within the 1:100 flood risk area (Zone 3). The flood risk area affects the south and west side of the Borough, including large parts of Staines and Shepperton and limits the scope for further development. The Environment Agency is currently developing proposals to reduce flood risk in Spelthorne and adjoining Boroughs.
- 2.6 The general extent of the Green Belt and the Zone 3 flood risk area are shown on the Key Diagram and Proposals Map.
- 2.7 The whole of the Borough is designated as an Air Quality Management Area because of poor air quality. The primary pollutants are nitrogen dioxide (NO₂) and particulates (PM₁₀). Both result from traffic. There are particular concentrations of pollution from NO₂ in parts of Staines and around the Sunbury Cross junction and other parts of the A308. The level of particulates is a concern adjoining the M25 and Heathrow Airport. The Council's Air Quality Management Action Plan, Community Plan and the County Council's Local Transport Plan already have policies and actions to encourage non-car use to help combat the air pollution problem.
- 2.8 In the north of the Borough there are areas suffering high levels of noise from Heathrow Airport, in particular at Stanwell Moor and the northern part of Stanwell. Housing development in the most affected areas is restricted to one for one replacement only. The northern part of Stanwell Moor is also affected by part of the public safety zone for the west end of the southern runway.
- 2.9 Spelthorne has about 39,500 dwellings and a relatively high level of owner occupation with a social housing stock of only 11.8%. It has a higher proportion of semi-detached and terraced properties and flats than the rest of Surrey. The mix of dwellings results in a higher prevailing density of housing than found in the rest of Surrey and more akin to that found in adjoining London Boroughs. Housing sites that come forward generally tend to be small and are all by way of redevelopment, infill or conversion in the urban area. House prices in Spelthorne are relatively high. There are in excess of 3,000 people on the Spelthorne Housing Register and there exists an on-going need for affordable housing.
- 2.10 Spelthorne's population is slightly older and its average household size slightly smaller than the national average. It has a relatively small ethnic minority population (5.7%), of which the largest group is Indian (2%). There are in general no particular needs arising from this group which do not arise from the population as a whole. Over the next 20 years the total population is projected to fall slightly and its composition will alter. The 0-14 age group will continue to fall as will the 24-44 age

group. All age groups over 50 will rise with a particularly significant percentage increase in the 85+ age group. Average household sizes will continue to fall requiring further housing. Almost 30% of households in Spelthorne are single person households yet 63% of the housing stock is three bedrooms or larger. The North Surrey Extra Care Housing Strategy 2005 identifies a need for 200 units of extra care accommodation in Spelthorne by 2016. Projecting this forward to 2026 would require 400 in total. Future provision will need to meet the growth in small households, including supported accommodation suitable for the elderly.

- 2.11 A relatively high proportion of the population is 'economically active' (either in work or seeking work). The unemployment rate is 1.8% (January 2009). This is above the Surrey average of 1.5% but below the South East average of 2.4%. It is also below the national average and the figures for other authorities adjoining Heathrow (Hillingdon, Hounslow and Slough). Job vacancies exceed unemployment levels. The Borough's workforce has more middle ranking intermediate and supervisory roles compared to the national average and less in both professional/managerial and unskilled workers. This is reflected in the educational qualifications of the workforce which show lower levels of educational attainment.
- 2.12 There is a substantial flow of commuting both into and out of the Borough, with a net outflow of about 8,000 workers. Most of the outflow is to major centres of employment just outside the Borough, including Heathrow Airport, which alone employs over 4,800 Spelthorne residents (10% of the workforce) (BAA Heathrow employment survey, 2004), Bedfont Lakes in Hounslow and the Poyle Trading Estate in Slough.
- 2.13 Spelthorne is an attractive location for business due to the proximity of Central London, Heathrow and the motorway network. Its own economy includes a significant legacy of industrial estates scattered throughout the Borough. The decline of manufacturing has seen some of these change to residential, while, in more accessible locations, redevelopment has taken place for offices or high tech industry. In comparison with other Surrey districts Spelthorne still has a relatively large amount of industrial floorspace. The Borough is also a significant centre for warehouse floorspace, particularly for airport-related warehousing close to Heathrow. Heathrow has a major economic impact on the area around it including Spelthorne. It employs around 75,000 people on-site and has extensive secondary employment in support services including hotels. Office employment has grown, particularly in Staines town centre, although floorspace in the Borough as a whole is still below the average for Surrey districts. There is a significant stock of permitted employment floorspace notably at Terminal 5, Shepperton Studios and in Staines town centre and there is no need to provide additional employment land to meet the Borough's needs.
- 2.14 The Spelthorne Retail Study 2004 and the 2007 update showed there is scope for further significant growth in shopping provision in the period to 2026 in Staines, particularly in non food retailing. Staines is seen as the best location in both market demand and in accessibility terms. There is physical scope for further major expansion adjoining the Elmsleigh Centre. Without growth Staines is likely to lose an increasing proportion of retail expenditure to centres outside the Borough.
- 2.15 The retail studies showed that Ashford, Shepperton and Sunbury Cross were well-used by their local communities. There is no scope for significant expansion but opportunities for improvement need to maintain their role. Local parades provide convenient shopping facilities for local communities and are important.

- 2.16 There are some relatively small areas of deprivation in parts of Stanwell, Staines, Ashford and Sunbury Common based on the Index of Multiple Deprivation (IMD). This compares data on a number of issues including income, employment, education, skills and crime and disorder to create a relative score. Income, education and employment are inextricably linked. Training and crime and disorder are issues which have received particular attention in the Spelthorne Community Plan. In general the living environment and access to housing is good in these areas.
- 2.17 Whilst the draft Regional Spatial Strategy for the South East (July 2008) housing requirement for Spelthorne over the period from 2006 to 2026 is 3320 dwellings, as described earlier, projections show that the population as a whole will be little changed and the need for additional services and infrastructure will be limited. Service providers have been asked about future requirements. There are no additional infrastructure needs in terms of water, gas, electricity and sewage disposal. Certain developments may require very localised improvements to the sewer network. Council services for the elderly have already been reviewed and the projected growth in the number of elderly taken into account.
- 2.18 There is overall good provision for open space, sport and recreation in the Borough as a whole although there are areas of more limited provision in parts of Ashford and Staines and steps are required to improve this. A study of open space, sport and recreation in 2005, and a separate study of allotments in the same year, has shown there are no sites surplus to requirements.
- 2.19 Hospital services are split between Ashford and St. Peters, Chertsey and provision is determined by the Hospital Trust, which has no need for additional land for provision in the Borough. There are five health centres, of which four need improving. The need for improvements is not related to new development but the condition and lack of flexibility of the existing buildings. Plans are already being developed for Stanwell and Shepperton and in-situ solutions are currently contemplated for Staines and Sunbury.
- 2.20 With a falling 0-14 population no additional school capacity is required. There is a need to improve the education of 16-19 year olds and reorganisation of provision is underway with Spelthorne College (Ashford) and Brooklands College (Weybridge) having recently combined. Redevelopment of the Ashford site to improve capacity and facilities is currently under consideration.
- 2.21 Spelthorne contains areas of national and international significance for nature conservation. Most of its major reservoirs form part of the South West London Waterbodies Special Protection Area, in recognition of their international significance as a habitat for two particular species of wildfowl. Additionally the Staines Commons form a substantial Site of Special Scientific Interest (SSSI), which means they are of national importance for nature conservation as well as an important historic landscape. There are also smaller SSSIs and other areas of local nature conservation importance in the Borough.
- 2.22 Spelthorne sits on river gravels, which are an important mineral resource. The open areas of the Borough contain a mixture of past workings that have been restored to varying standards including some schemes that have created new habitats and landscapes. Most mineral extraction sites are filled with inert material. Minerals and Waste disposal planning is the responsibility of the County Council and subject to a separate Local Development Framework.

- 2.23 Recreation is a significant land use in the Borough, including formal sporting sites such as Kempton Park racecourse, sailing on reservoirs and lakes, three golf courses and various parks and sports grounds as well as informal recreation including common land. The River Thames and its towpath define about 50% of the Borough boundary and attracts people from a wider area as well as being an important environmental amenity.
- 2.24 The following sections describe different parts of the Borough.
- 2.25 **Staines** is Spelthorne's major shopping centre with a catchment area covering the whole Borough and adjoining areas to the west and south. It is also the main commercial centre in the Borough. It has seen major development in recent years, including the Two Rivers shopping centre and refurbishment of the Elmsleigh Centre, which has greatly improved the range and quality of shopping available. The town centre has also seen major environmental improvements including High Street pedestrianisation and improvements to the riverside. The main residential areas of Staines are to the east and south of the town centre.
- 2.26 Staines has problems of traffic congestion and some related air quality issues and it is important that further development does not add to this. Significant parts of Staines town centre are liable to flood and the Strategic Flood Risk Assessment has evaluated the economic and social case for continued retail growth and the scope to mitigate any flood risk. There are a few significant sites which can make a contribution to future housing needs.
- 2.27 A distinctive feature of the area north and east of Staines is the extensive areas of common land, notably Staines Moor and Shortwood Common. These are of historic as well as amenity and nature conservation value.
- 2.28 **Ashford** lies in the centre of the Borough and forms its largest residential area. Its town centre, which primarily serves local needs, is linear in character and is surrounded by adjoining residential areas. Ashford has a number of commercial areas some close to housing and accessed through residential areas; the largest is at Littleton Road and contains a mix of industrial and office floorspace. Ashford Hospital is also a major employer. Ashford has a shortage of open space in some locations.
- 2.29 **Stanwell** extends from Ashford to the boundary with Heathrow. While it has an historic village centre in the north, Stanwell was mostly developed to the south, as far as the A30, in the immediate post war years with a high proportion of social housing. Much of that housing has now been sold to former tenants. In comparison with the rest of Spelthorne, parts of Stanwell suffer from relatively high levels of social deprivation. Heathrow has a substantial impact on the northern part of Stanwell due to noise disturbance and the impact of airport related development, although stretches of open land between parts of Stanwell and the airport help to maintain a separate identity for the community.
- 2.30 **Stanwell Moor** is a separate village to the west of Stanwell. It is surrounded by open land and maintains a distinct identity. It lies partly under the flight path from the airport's southern runway and is severely affected by aircraft noise.
- 2.31 **Sunbury** lies at the eastern end of the Borough. It is split in two by the M3. Junction 1 of the motorway is at Sunbury Cross, which was developed in the 1970s to include several high rise commercial and residential buildings and a shopping centre. A large Tesco superstore was constructed nearby in the early 1990s. The Sunbury Common

area north of the M3 includes the Borough's largest industrial estate at Windmill Road and another significant commercial area at Hanworth Road, both of which contain a mixture of traditional and modern premises. It also contains a major BP office and research facility. Lower Sunbury is a large residential area to the south of the M3. Parts of Sunbury have relatively higher levels of deprivation compared to the rest of the Borough. There is a particular concentration of poorer air quality around the Sunbury Cross junction.

2.32 **Shepperton** is a distinct settlement in the southern part of the Borough. It is primarily residential with a significant local shopping centre and a business park. Its major commercial site is Shepperton Studios, which lies in the north western part of the built up area.

2.33 Other smaller communities include Charlton, Laleham and Upper and Lower Halliford.

Summary of Issues

2.34 Many of the issues faced by the Borough are also common to authorities in the wider area, such as high house prices, strong economy, traffic congestion, a strong desire to protect and enhance the environment and maintaining the role of town and local centres. There are also issues facing all authorities including matters relating to climate change.

2.35 There are however, in addition, particular issues facing Spelthorne. These are:

- a) meeting future development requirements within a limited urban area which is constrained by significant flood risks,
- b) reducing the extent of flood risk,
- c) improving air quality,
- d) meeting the particular need for affordable housing,
- e) noise from Heathrow.

2.36 In addition to these major local issues there are other matters of local significance and include, housing for a growing elderly population, growth in need for smaller dwellings, supporting initiatives to increase the skills of the work force, risks within the public safety zone, the environmental and visitor issues relating to the River Thames and balancing the demands for housing with other uses of land.

2.37 These issues, particularly those identified in paragraph 2.35, are dealt with in this DPD.

2.38 Some issues apply to the Borough as a whole such as affordable housing and others to particular areas e.g. flooding, air quality, focussing development on urban areas and the role of existing centres. These issues are reflected in the vision, objectives and policies of this document.

3 Vision and Objectives

Introduction

- 3.1 The spatial description of Spelthorne in Chapter 2 sets out the nature of the Borough and the issues it faces. From this a 'vision' statement has been prepared to identify, in a succinct way, what the Council wants to achieve by 2026 in order to address the most important issues.
- 3.2 The statement seeks to give particular emphasis to three particular issues which Spelthorne faces – these are flood risk, poor air quality and the need for affordable housing. It also identifies that new development must be within the existing urban areas.

Vision

'By 2026 Spelthorne will have become a more sustainable place to live and work, the economic and social needs of all residents will be met and the environment will have been successfully protected and where possible enhanced.

There will be an appropriate mix of housing to meet needs including more affordable housing and more accommodation for an increasingly ageing population.

The significant flood risks affecting people and property will have been reduced.

Further development will have been confined to the urban area and contributed to its improvement and be sustainable. As a consequence the Green Belt will have been maintained.

Uses with the potential to generate large amounts of traffic will have been located in town and other centres and locations accessible by non-car based travel. Use of non-car based travel will have increased and contributed to reducing congestion and resulted in improved air quality – which in Spelthorne is primarily traffic related.

The economy will be strong with the overall amount of business space maintained and renewed as required to meet business needs. Businesses will be more accessibly located and the Borough's residents will be better trained.

Staines will have continued to develop its role as a major shopping centre and location for related services meeting the needs of North Surrey. The other centres of Ashford, Shepperton and Sunbury and other local centres and larger parades will have maintained their role in providing local shopping and other services.

Recycling and renewable energy generation will have significantly increased and contributed to a reduction in the generation of CO₂ and account taken of the implications of climate change.

The historic and natural environment of the Borough will be in as good a condition as now or better.'

Objectives

3.3 The following objectives set out how the vision will be achieved. Some apply to Spelthorne as a whole while others apply to specific parts of the Borough. They are not in priority order. Objectives are followed by a brief justification.

1. To protect and improve the quality of the environment, including improving the landscape, promoting biodiversity and safeguarding the Borough's cultural heritage.

This expands on the environmental aspects of the overall vision in relation to landscape, biodiversity and cultural heritage.

2. To ensure the Borough develops in a way that minimises harmful CO₂ emissions contributing to climate change and that caters for potential future climate change.

Minimising climate change impact and catering for the potential consequences of climate change is a key aspect of sustainable development.

3. To secure an improvement in the Borough's air quality.

Parts of Spelthorne suffer from poor air quality. This DPD can make a contribution to its improvement along with other plans and strategies.

4. To minimise the impact of noise on local communities and the environment

Noise is a significant factor affecting the quality of the environment in the north of the Borough, particularly due to aircraft noise from Heathrow and traffic generally on major roads.

5. To safeguard valuable urban open space and provide for open recreational uses.

Quality open space has an important role in defining the character of areas and meeting recreational needs.

6. To meet the Borough's housing requirement in the Regional Spatial Strategy for the South East.

The draft Regional Spatial Strategy for the South East (July 2008) requires 3320 dwellings or 166 dwellings per annum (2006-2026).

7. To ensure provision for housing incorporates a mix of tenure, size and type to meet local needs, including affordable housing.

The type of housing provided must seek to meet the needs of households. A substantial proportion of newly forming households cannot afford to buy on the

open market, so an element of 'affordable' housing is needed. More smaller units are needed.

8. To ensure provision is made for the needs of all sections of the community.

Different groups in the community have different needs and provision needs to ensure that no groups with legitimate requirements are excluded.

9. To ensure necessary infrastructure and services are provided.

It is important that provision of infrastructure and services keeps pace with the changing requirements of the Borough and any deficiencies in provision are met.

10. To ensure effective use is made of urban land in meeting development needs.

This reflects strategic planning guidance and is particularly relevant to Spelthorne because of the necessary constraints that limit where development can take place.

11. To ensure new development is designed to a high standard appropriate to its setting and contributes to an improvement in the appearance of the environment.

High quality design is an important element in achieving sustainable development solutions that meet development needs and also improve the environment.

12. To contribute to tackling the specific problems faced by areas of relative deprivation in the Borough.

The DPD should seek to contribute, along with other initiatives, in addressing the issues faced by these areas.

13. To seek ways to reduce flooding and its associated risks to people and property including ensuring development does not increase the risk.

Significant parts of the Borough are liable to flood and this objective aims to reduce flooding and ensure that there is no increase in the number of people at risk from flooding, no development is permitted that would make flooding worse, and the needs of those already at risk from flooding are considered.

14. To contribute to making Spelthorne a safer place.

Fear of crime and anti social behaviour is an issue reflected both in the Community Plan and in the Council's corporate priority to make Spelthorne safer.

15. To ensure development contributes to sustainable transport choices and reduces the need to travel.

Reducing reliance on the car offers congestion and air quality benefits. Locating and designing developments so that they are less car-dependent can assist in this process and contribute to a more sustainable pattern of development.

16. To prevent further urbanisation.

This objective aims to focus development in the existing urban area and prevent them from spreading.

17. To support the retention of sufficient well located employment land to enable the maintenance of the local economy and to support redevelopment of well located land to meet business needs.

18. To encourage redevelopment of poorly located employment land for housing or to meet other development needs.

Objectives 17 and 18 aim to encourage the effective use of existing well located employment land to maximise the benefit to the local economy. Subject to the retention of sufficient well located land, the use of poorer sites to meet other needs is encouraged, consistent with the principle of making effective use of urban land.

19. To provide for the continued development of Staines as a focus for a mix of town centre uses including retail, leisure and employment and to improve access to the town centre.

This objective aims to continue to develop Staines multi purpose role as the Borough's main town centre and the most accessible location by public transport. It also recognises the need to tackle congestion problems on access points to the centre.

20. To maintain the role of the centres of Ashford, Shepperton and Sunbury Cross in providing local services.

These centres play an important local role.

21. To encourage development of a sustainable transport system that supports the spatial strategy and provides for the needs of all sections of the community in an environmentally acceptable way and further improve Staines' role as a public transport interchange.

This objective recognises the importance of transport and its relationship to development and supports a sustainable approach allowing for economic, social and environmental considerations. It also recognises the role of Staines as a regionally important transport interchange.

4 Core Strategy and Policies

Introduction

- 4.1 This chapter sets out the spatial strategy of the DPD which has been developed from the spatial description of the Borough (Chapter 2) and the vision and objectives (Chapter 3). It also explains the role of the strategic and detailed policies of the DPD in delivering the spatial strategy.

Spatial Strategy

- 4.2 The spatial strategy will meet future development requirements from within the existing urban area which lies broadly across the middle of the Borough and largely constitutes a continuous built up area.
- 4.3 Housing provision will meet the requirements of the draft Regional Spatial Strategy for the South East. It will be in areas free of unacceptable flood risk with consequently a relatively greater proportion of the total additional housing provision, in comparison to the proportion of the Borough's existing stock, in Ashford (38%) and Stanwell (14%) and relatively less or the same in Staines (25%), Shepperton (11%) and Sunbury (13%). Over the plan period, whilst the population is expected to fall, decreasing household sizes require more dwellings and smaller ones. Provision will be mainly for small dwellings (80% one and two bedroom) to meet the growth in smaller households. This will include provision for a growing elderly population. At least 40% of all new housing will be affordable.
- 4.4 The Borough has a buoyant housing market and delivery will be largely market driven. Interventions by the Council and other agencies will involve promoting development through Allocations DPDs, planning briefs, providing advice and encouragement, review of the Strategic Housing Land Availability Assessment (SHLAA) to identify further larger sites if required, and the use of planning powers, e.g. CPOs. There is likely to be a greater proportion of housing in the first half of the plan period because of existing commitments, but this will assist in meeting outstanding affordable housing need in particular.
- 4.5 The requirement for at least 40% of new housing to be affordable requires provision to be made from all schemes of 15 or more dwellings.
- 4.6 Employment capacity will be maintained. Major existing employment areas will be protected and include the town and local centres of Staines, Ashford, Shepperton and Sunbury Cross and the designated Employment Areas at Windmill Road Sunbury, Hanworth Road/Country Way Sunbury, BP Chertsey Road Sunbury, Ashford Road/Littleton Road/Spelthorne Lane Ashford, London Road east of the Crooked Billet Staines, Bedford Road/Long Lane Stanwell and Shepperton Studios. Employment growth will occur in Staines, where there is particular scope for growth and this use is less constrained by flood policy, and through implementation of existing commitments, including those at Heathrow T5 just outside the Borough and Shepperton Studios. This growth will more than compensate for the loss of poorly sited employment land to be used for housing, of which a greater proportion is in the Ashford area.

- 4.7 Growth in retail floorspace needs of approximately 32,000m² will be met in Staines with the role of the other three main centres of Ashford, Shepperton and Sunbury, and other existing local centres and parades, maintained to meet local needs. The expansion of Staines' retail function will be achieved by two extensions to the Elmsleigh Centre, broadly in the first half of the plan period, and the scope in the longer term to meet retail growth by intensifying retail development on the Two Rivers site. The Elmsleigh Centre extension will be progressed by proposals in the Allocations DPD and preparation of a Planning Brief as an SPD. The Council will be working in partnership with the respective landowners and leaseholders.
- 4.8 A comprehensive approach to flood risk defines where new development can go in order to avoid unacceptable risk. This includes measures to seek to contribute to reducing the degree of flooding in the Borough through specific flood mitigation measures and betterment through development that can otherwise appropriately take place in areas of flood risk. Restrictions on development will apply particularly to the west and southern parts of the Borough covered by Staines, Shepperton and the southern part of Lower Sunbury.
- 4.9 There are some areas which are short of public open space, particularly in Ashford, which will be addressed, but otherwise there are no significant gaps in existing provision for community needs requiring resolution through this DPD. Any arising from new development will be expected to be provided or contributed to.
- 4.10 The environment is of particular importance to local people and will be maintained and improved by ensuring new development is well designed and attractive and makes a positive contribution to the locality in which it is situated. Both the historic environment and areas of landscape value and nature conservation value will be protected and enhanced. A range of actions is necessary to redress the impact of climate change and poor air quality and the contribution of traffic in Spelthorne to its adverse affects.
- 4.11 Table 1 explains how the development requirements of the spatial strategy apply to the five main areas of the Borough. The major locational issues in the Borough are shown in the Key Diagram at the end of this chapter.
- 4.12 The spatial strategy is delivered through seven strategic policies and 37 detailed policies. These are set out in Chapters 5-11.

Table 1 Development Requirements arising from the Spatial Strategy

	Housing (1)	Employment	Shopping	Major place shaping issues
Staines	Approx 25% of additional housing (820) including 4 Allocation sites - some in town centre with scope for higher densities - delivering approx 300 dwellings.	Designation for employment: <ul style="list-style-type: none"> Commercial area of town centre (32.6ha) London Road east of Crooked Billet. (4.7ha) Further employment by implementation of existing commitments and redevelopment.	Provide an additional 32,000m ² , initially in two phased extensions of the Elmsleigh Centre of a total 20,500m ² , and in the longer term through additional space north of the High Street.	Large area at flood risk. Proposals to enhance public transport interchange facilities including improvements to Bus Station. Airtrack route safeguarded. Contribution of River Thames to character of area.
Ashford	Approx 37% of additional housing (1250) including 4 Allocation sites on poorly sited employment land providing approx 189 dwellings.	Designation for employment: <ul style="list-style-type: none"> Town centre (7.7ha) Spelthorne Lane/Littleton Road. (4.7ha) 	Maintain the role of the existing shopping centre and local parades to meet local needs.	Some areas short of open space – Allocation site adj. Edward Way and requirement for open space within two larger housing Allocation sites. Area is largely free of flood risk.
Stanwell including Stanwell Moor	Approx 14% of additional housing (450) Two large sites at Holywell Way and Ashford Hospital will deliver approx 250 dwellings.	Designation for employment: <ul style="list-style-type: none"> Northumberland Close and Long Lane (10.9ha) 	Maintain the role of the existing shopping centre at Clare Road in Stanwell and local parades to meet local needs.	Aircraft noise and public safety zone over part of Stanwell Moor. Closest to Heathrow. Stanwell is largely free of flood risk.
Shepperton including Charlton and Upper Halliford	Approx 11% of additional housing (370) including an Allocation site of approx 85 dwellings.	Designation for employment: <ul style="list-style-type: none"> Shepperton centre including commercial area in Govett Avenue. (7.4ha) Shepperton Studios (11.1ha) 	Maintain the role of the existing shopping centre and local parades to meet local needs.	Large area of flood risk. Contribution of River Thames to character of area.
Sunbury	Approx 13% of additional housing (430) with an Allocation site of approx 50 dwellings.	Designation for employment: <ul style="list-style-type: none"> Sunbury Cross (5.3ha) Windmill Road (22.3ha) Hanworth Road (11.9ha) BP at Chertsey Road (14.3ha) 	Maintain the role of the existing shopping centre at Sunbury Cross, Lower Sunbury and local parades to meet local needs.	Areas of flood risk in southern part of lower Sunbury. Contribution of River Thames to character of area.

Note: The Draft South East Plan required 151 dwellings a year for Spelthorne which amounts to 3020 for the period 2006 to 2026. The Report of the Panel (August 2007), who conducted the examination of the Plan, recommended Spelthorne's allocation be increased to 166pa or 3320. In July 2008 the Secretary of State published proposed changes to the Draft Regional Spatial Strategy for the South East which confirmed the increase to 3320. The figures in this table are based on the figure of 3320 and the percentages are based on the distribution set out in the Housing Land Availability Assessment 2007 (Table 22).

Core Strategic Policies

4.13 The seven strategic policies cover the following issues:

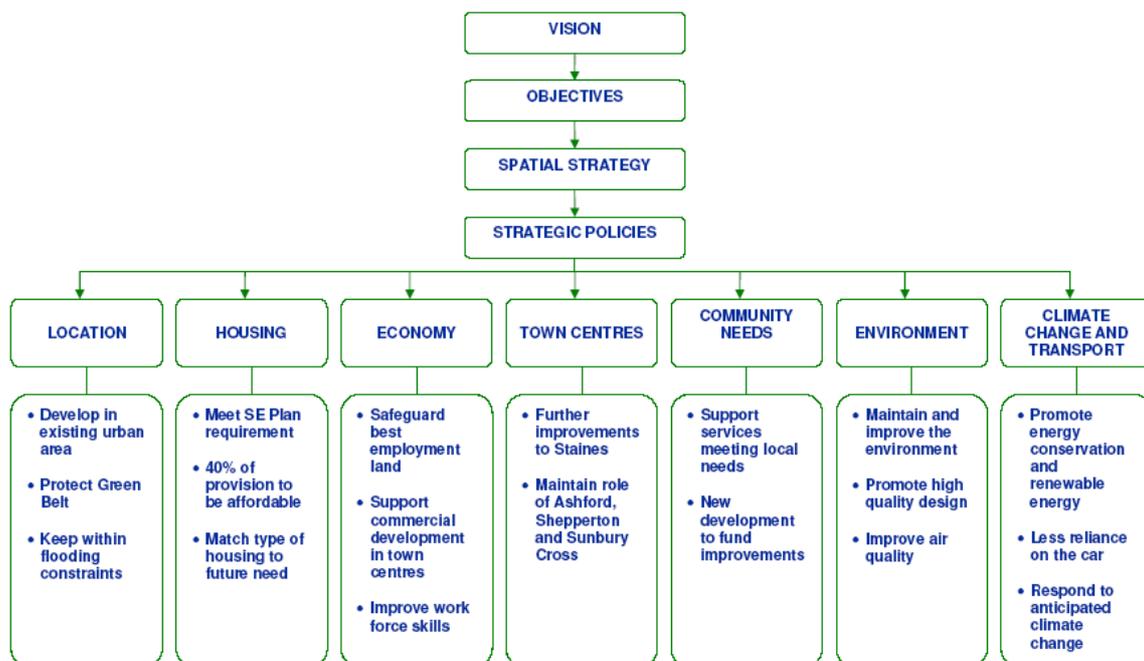
- a) general location of development,
- b) housing provision,
- c) economy and employment provision,
- d) town centres and retail development,
- e) community needs,
- f) maintaining and improving the environment,
- g) climate change and transport.

4.14 The remainder of this DPD has seven sections dealing with each strategic policy (referenced by the letters SP) with the relevant detailed policies set out after them. For each section there is a brief summary of the relevant part of the spatial strategy with a link to the relevant plan objectives. While only the most relevant objectives are listed the policy may also contribute to achieving other objectives.

Structure of the DPD

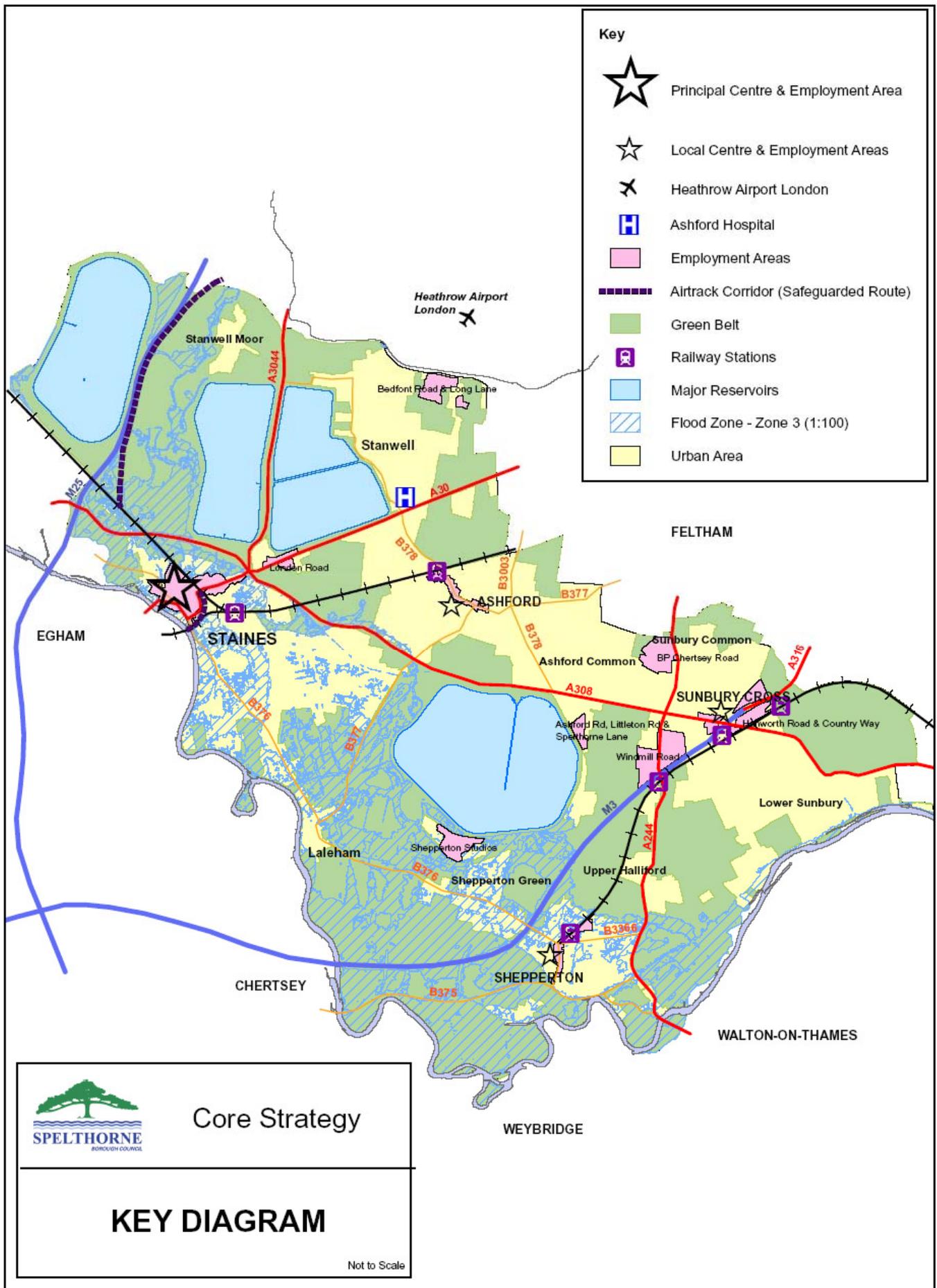
4.15 The relationship of the vision, objectives, spatial strategy, strategic policies and general scope of the detailed policies is summarised in Figure 1.

Figure 1 The Core Strategy and Policies in Summary



Detailed Policies

- 4.16 The detailed policies in each section provide more detail on how the relevant strategic policy is to be delivered. This DPD as a whole is a spatial plan in both a geographic sense, in applying to specific areas, and in its reliance on a wide range of implementation actions, including the plans and programmes of both the Council and other organisations. The policies do not, therefore, solely rely on planning applications and operation of the development control process as a means of implementation.
- 4.17 Some policies are therefore quite wide ranging in their approach to specific issues. Some detailed policies will inevitably be more 'cross cutting' in that they may be relevant to more than one single strategic policy. For example flooding has a locational dimension as well as being relevant to climate change and building design.
- 4.18 It is important that the policies are applied as a whole and the general absence of detailed cross referencing should not be taken to imply otherwise.



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5 The General Location of Development

STRATEGY

Summary

- 5.1 The strategy, which is illustrated in the Key Diagram, is to locate new development within existing urban areas, focussing development that may generate large amounts of traffic to town and local centres and major Employment Areas that are accessible by a choice of travel modes. The strategy seeks to make effective use of existing urban land while avoiding unacceptable flood risks.

Relevant Objectives

10. **To ensure effective use is made of urban land in meeting development needs.**
13. **To seek ways to reduce flooding and its associated risks to people and property including ensuring development does not increase the risk.**
15. **To ensure development contributes to sustainable transport choices and reduces the need to travel.**
16. **To prevent further urbanisation.**
17. **To support the retention of sufficient well located employment land to enable the maintenance of the local economy and to support redevelopment of well located land to meet business needs.**
19. **To provide for the continued development of Staines as a focus for a mix of town centre uses including retail, leisure and employment and to improve access to the town centre.**
20. **To maintain the role of the centres of Ashford, Shepperton and Sunbury Cross in providing local services.**

Explanation

- 5.2 New development is required to meet the needs of the community for places to live and work, and to provide for the shopping, leisure and other facilities required. The draft Regional Spatial Strategy for the South East makes clear that the primary focus for development across the South East as a whole should be in urban areas. This is reflected at national level in the focus on use of previously developed land (PDL). Spelthorne lies at the inner edge of the Metropolitan Green Belt and its Green Belt has a critical strategic role as well as an important role locally in maintaining gaps between settlements and their separation from London.
- 5.3 The Green Belt is a key element in securing sustainable development in the wider area around London by containing the outward spread of the capital, preserving open land for the benefit of all and encouraging urban renewal. Maintenance of the Green Belt is reflected in national policy (PPG2), regional planning guidance and the Surrey Structure Plan. The existing Local Plan Green Belt Policy GB1 and associated designation of the Green Belt on the Local Plan Proposals Map is 'saved'. Consequently new development will be on previously developed land.

- 5.4 The focus on urban areas means making effective use of land within urban areas for development. Therefore 100% of new housing should be on previously developed land. However, it is vital to ensure that development takes place in a sustainable way and does not mean sacrificing environmental quality or failing to provide for necessary services and infrastructure. Part of the urban focus is the need to maintain all major areas of employment development, which include the Employment Areas within existing town centres, and existing retail areas as well as seeking to provide for additional housing needs. Poorly located employment development sites in residential areas will be used for housing.
- 5.5 The Council's Strategic Flood Risk Assessment (SFRA) shows that a large part of the Borough is at flood risk. This imposes a significant constraint on the use of some urban areas. The Council has carefully assessed the needs of the Borough in relation to the risks and government guidance (PPS25) in avoiding flood risk and how the risks to existing residents and businesses may be reduced.
- 5.6 Background studies on housing, employment and retailing have examined future requirements and how they can be met from within the existing urban area and the findings have been considered in the context of the SFRA. The Council is able to meet its housing requirements without building on land within Flood Zone 3 (1:100 flood risk area) except where the risks from flooding can be overcome. It can also meet future employment and retail requirements from within the urban area, again without unacceptable flood risks, through appropriate mitigation where necessary. Flood zones are defined in Table 2.
- 5.7 Strategic Policy SP1 also aims to ensure major traffic generating development occurs in accessible locations where it can be reached by a choice of modes of travel. This will assist in implementing measures aimed at reducing reliance on the car and avoid increasing the need for travel.

Strategic Policy SP1: Location of Development

The extent of the existing urban area will be maintained and provision for all new development will be made within it. Existing residential areas will be maintained and new residential development will only be allowed in Flood Zones 1 and 2 unless it can be demonstrated that flood risks can be overcome.

The overall amount of employment development will be maintained. Larger well sited Employment Areas will be retained and increases in employment development accommodated in those locations and particularly in Staines town centre. Poorly sited employment uses in residential areas will be redeveloped for housing.

Existing retail centres will be protected to meet future retail needs.

DETAILED POLICIES

Flooding

- 5.8 Flooding has implications for the Borough not only in terms of the constraint it places on the location of new development but also as an issue which sits with other 'climate change' related matters. For this reason it is referred to in both Strategic Policies SP1 and SP7. Detailed Policy LO1 on flooding is placed within this section because of its

significant spatial implications. Policy LO1 deals with a wide range of actions to reduce flood risk and is presented in one comprehensive policy to convey clearly the Council's approach.

- 5.9 A significant area of Spelthorne lies in the floodplains of the Thames, Colne (and related river system) and Ash. The only flood defences are very limited and are on parts of the River Colne system and the River Ash.
- 5.10 The Environment Agency Thames Catchment Flood Management Plan (Thames CFMP) (September 2006) confirms the above and sets out some 'main messages':
- a) flood defences cannot be built to protect everything,
 - b) localised defences might be developed,
 - c) the ongoing cycle of development and urban regeneration is a crucial opportunity to manage flood risk,
 - d) land for future flood risk management will be identified and protected by authorities.
- 5.11 The Council's Strategic Flood Risk Assessment (SFRA), December 2006, assessed all forms of flood risk in the Borough. It concluded that fluvial flooding (from rivers) poses the greatest risk to life and property. The study identified flood risk areas based on the flood zones identified in PPS25 and set out in Table 2. Flood risk was modelled using Environment Agency data. The Agency has subsequently updated its data through the Lower Thames Flood Risk Mapping Study, February 2008 for Zone 3b and Zone 3a flood outlines, and its Flood Map for England and Wales, December 2007, for Zone 2. These outlines are shown on the Proposals Map. The Council will use this data or any subsequent more up to date flood data in applying Policy LO1.
- 5.12 Flood Zone 3 affects over 2800 residential properties and large commercial areas including about half of Staines town centre. Removing the existing flood risk from people and property by relocating development is not a realistic option because of the enormous costs and lack of alternative land outside the flood risk area. A 'sequential' approach of ensuring new development is only in areas not at flood risk would on its own fail to deal with the risks faced by those already living or having businesses in flood risk areas. Rigid adherence to the sequential approach to new development would also not realise the opportunity identified in the Thames CFMP and PPS25 to use development as a way to help manage and reduce flood risk. It would also not ensure that the continuing role of Staines in particular, as a sustainable and accessible location for many facilities including as a major shopping centre, could be fully maintained to meet the needs of local residents.
- 5.13 A comprehensive approach to dealing with flooding and its risks has been followed to avoid adding to the risks to people and property and to seek to reduce the extent of flooding that would otherwise arise from doing nothing. This has included applying the sequential approach in PPS25 which aims to steer new development to Flood Zone 1 unless there are no reasonably available sites in areas of a lower probability of flooding that would be appropriate for the type of development or land use proposed. The approach does not allow residential development within Flood Zone 3 that would put people at risk.
- 5.14 Positive support is given to flood risk management measures. The Environment Agency is currently assessing what measures might be appropriate in its 'Lower Thames Strategy'. These include possible flood alleviation channels and

management/mitigation measures. However, flood channels are unlikely to be implemented until towards the end of the plan period at the earliest and therefore any potential benefits will not be taken into account in decisions on development proposals before full implementation of such works.

- 5.15 The policy also seeks to ensure the capacity of the floodplain is both preserved and, where possible, through appropriate development, increased and impedance to the flow of floodwater is, if possible, reduced. Redevelopment of existing developed sites in flood risk areas for less vulnerable uses will be supported where it achieves a reduction in flood risk through increased flood storage capacity and reduced impedance to flood water flow. The policy takes account of the impact of climate change by not permitting highly vulnerable uses in Flood Zone 2 and requiring any development in this zone to be flood resilient/resistant.
- 5.16 More stringent controls on development are made in Flood Zone 3b (referred to in PPS25 as 'functional floodplain'). These are areas of generally fast flowing floodwater in major flood events where there are particular risks to people and property.
- 5.17 All applications covered by the provisions of the policy will require an appropriate Flood Risk Assessment. This includes in Zone 1 development on sites over 0.5ha, or for 10 dwellings or non-residential development of 1000m² or more because surface water flooding from outside the floodplain can contribute to flood risk.
- 5.18 PPS25 categorises different degrees of flood risk by zones and identifies uses appropriate to each zone by level of vulnerability. Table 2 summarises these details and indicates what will be permitted or precluded from flood risk areas in Spelthorne in line with Policy LO1.

Table 2 Degree of flood risk and appropriate use

Flood Zone	Degree of Flood Risk	Appropriate Uses
Zone 1	Low probability with less than a 1:1000 chance of flooding	No uses precluded on flooding grounds
Zone 2	Medium probability. 1:100 to 1:1000 chance of flooding	'More vulnerable' uses such as housing, 'less vulnerable' uses such as commercial uses and 'water compatible' uses such as open space
Zone 3a	High probability. Greater than 1:100 chance of flooding	'Less vulnerable uses' and 'water compatible uses'
Zone 3b	Greater than 1:20 chance of flooding. Area of fast moving water and referred to as 'functional floodplain'	Only water compatible uses

Policy LO1: Flooding

The Council will seek to reduce flood risk and its adverse effects on people and property in Spelthorne by:

- a) supporting appropriate comprehensive flood risk management measures within or affecting the Borough which are agreed by the Environment Agency,
- b) reducing the risk of flooding from surface water and its contribution to fluvial flooding by requiring all developments of one or more dwellings and all other development over 100m² of floorspace in the Borough to have appropriate sustainable drainage schemes,
- c) maintaining flood storage capacity within Flood Zone 3 by refusing any form of development on undeveloped sites which reduces flood storage capacity or impedes the flow of flood water,
- d) maintaining the effectiveness of the more frequently flooded area (Zone 3b) of the floodplain to both store water and allow the movement of fast flowing water by not permitting any additional development including extensions,
- e) not permitting residential development or change of use or other 'more vulnerable' uses within Zone 3a or 'highly vulnerable uses' within Zone 2 where flood risks cannot be overcome,
- f) supporting the redevelopment of existing developed sites in the urban area in Zones 3a and 3b for 'less vulnerable' uses where:
 - i a minimum increase of flood storage capacity of 20% can be secured (all flood storage areas to be effective at all times throughout the lifetime of the structure/use and do not create unacceptable risks to people in times of flood),
 - ii it reduces impedance to the flow of flood water where there would be flowing flood water,
 - iii appropriate access for the maintenance of water courses is maintained,
 - iv there is no adverse impact on the integrity and effectiveness of flood defence structures.
- g) requiring any development in Zones 2, 3a and 3b to be designed to be flood resilient/resistant,
- h) requiring all development proposals within Zones 2, 3a and 3b, and development outside this area (Zone 1) on sites of 0.5ha or of 10 dwellings or 1000m² of non-residential development or more, to be supported by an appropriate Flood Risk Assessment.

6 Housing Provision

STRATEGY

Summary

- 6.1 The strategy is to ensure the provision of sufficient housing to meet the allocation to Spelthorne in the draft Regional Spatial Strategy for the South East and also to ensure that, within the overall total, the differing housing needs of all sections of the community are met.

Relevant Objectives

6. **To meet the Borough's housing requirement in the Regional Spatial Strategy for the South East.**
7. **To ensure provision for housing incorporates a mix of tenure, size and type to meet local needs, including affordable housing.**
18. **To encourage redevelopment of poorly located employment land for housing or to meet other development needs.**

Explanation

- 6.2 There is strong demand for housing in Spelthorne. More housing is required to meet the needs of the existing broadly stable population. There is a particular need for more social rented housing to meet the needs of those who cannot afford to buy and also for accommodation for the elderly.
- 6.3 Spelthorne's total provision for housing is set through the regional spatial strategy. The South East Plan (March 2006) required 3020 dwellings (2006-26), equivalent to 151 dwellings per annum. The draft Regional Spatial Strategy for the South East, July 2008, requires Spelthorne to provide at least 3320 dwellings (2006-2026), equivalent to 166 dwellings per annum. Spelthorne's Housing Market Assessment has shown that whilst there is a need for different sizes and tenure of properties, existing residents are housed without any significant use of bed and breakfast facilities. In the Structure Plan period 1991-2006 provision in Spelthorne exceeded requirements by 640 dwellings. It has been concluded there is no 'backlog'.
- 6.4 The ability of Spelthorne to take further housing has been assessed by means of housing capacity studies. The Council's Housing Land Availability Assessment (Update, July 2008) demonstrates its ability to meet the requirement of the draft Regional Spatial Strategy for the South East.
- 6.5 Table 3 summarises the sources of housing supply which make up the figure of 3320. The latest housing trajectory is set out in the HLAA Update 2008, and will be updated in the Annual Monitoring Report. It shows the components of supply and the timescale over which it will come forward. It is envisaged that a greater proportion will come forward in the earlier part of the plan period.

Table 3 Housing supply in comparison with draft Regional Spatial Strategy for the South East Provision 2009-2026

Requirement	
Draft Regional Spatial Strategy for the South East Requirement 2006 – 2026 (20 years @ 166 dwellings per annum)	3320
Net completions 2006 – 2009	614
Remaining requirement 2009 - 2026	2706
Source of supply	
Existing commitments at 1 April 2009 (outstanding permissions and sites under construction) ⁽¹⁾	556
Housing from small sites (less than 0.4ha) ⁽²⁾	1764
Housing from large sites (greater than 0.4ha) (not identified as allocations) ⁽³⁾	578
Housing Allocations in the Allocations DPD ⁽⁴⁾	539
Uplift to Allocations from 2008 Assessment	308
Total supply (2009 -2026)	3745
Surplus of provision over Plan Period	1039

Notes:

- 1) Existing commitments as at 1 April 2009 from Spelthorne Borough Council monitoring
- 2) Housing figure based on the Housing Land Availability Assessment Update at 1 April 2008. The 'small sites' figure is based on trends including conversions.
- 3) Housing figure is based on the Housing Land Availability Assessment Update at 1 April 2008. The large sites figure is based on sites identified in the HLAA but not shown in the submission Allocations DPD.
- 4) The total supply from housing allocations in the submission Allocations DPD less those granted planning permission and included as commitments.

- 6.6 Within the overall total the form of housing provided must reflect local needs. These include a growth in smaller households, an increasing proportion of elderly people and meeting the requirements of other groups with specific needs.
- 6.7 The affordability of housing in Spelthorne is a significant issue. Affordable housing is social rented or 'intermediate housing' provided to households whose needs are not met by the market (a fuller definition is provided in Annex B to PPS3, and reproduced in the glossary at Appendix 2). This definition will be used in applying Strategic Policy SP2 and Policy HO3. The Surrey Structure Plan and draft Regional Spatial Strategy for the South East both have a target that 40% of all new housing should be 'affordable'. Most new affordable housing is provided by negotiating provision within market housing schemes and the 40% figure is considered reasonable taking into account the level of housing need balanced with the need to maintain the viability of development.
- 6.8 Strategic Policy SP2 sets out the strategy for the provision of housing. It makes clear a commitment to meet the requirements identified in the draft Regional Spatial Strategy for the South East, which will include providing an appropriate housing mix in terms of tenure, size and type. A specific target for affordable housing is given.

Strategic Policy SP2: Housing Provision

The Council will ensure that provision is made for sufficient numbers of dwellings to meet the draft Regional Spatial Strategy for the South East requirement for Spelthorne.

Within the overall total the Council will require a mix of tenure, size and type to meet identified housing needs, including provision to meet the needs of vulnerable groups. It will seek to ensure that 40% of the total housing provision is in the form of affordable housing.

- 6.9 In the following sub-sections of this chapter more detailed housing policies are set out which explain how various aspects of Strategic Policy SP2 will be implemented.

DETAILED POLICIES

Providing for New Housing Development

- 6.10 There are no infrastructure constraints requiring housing to be phased or controlled in the rate it comes forward. There are no very large sites of many hundreds of houses which could cause particular short-term delivery issues. The Council will take a proactive approach to ensure that the housing allocation is delivered in a way that is consistent with other aspects of the Core Strategy. Policy HO1 sets out the mechanisms the Council will use to ensure the delivery of at least 3320 dwellings over the period 2006-2026 as required by Policy H1 of the draft Regional Spatial Strategy for the South East at an average rate of 166 dwellings per annum.
- 6.11 The policy identifies a range of measures including the promotion of specific sites through Allocations DPDs, producing planning briefs, encouraging housing generally on suitable sites, including mixed use schemes, using poorly located employment land, using land effectively and resisting the loss of housing.
- 6.12 The Allocations DPD will make a significant contribution to ensuring that, with outstanding planning permissions and other large sites identified in the housing trajectory, the Council has at least 10 years worth of developable sites. Housing sites included in any Allocations DPDs will accord with the spatial strategy and policies of this DPD.
- 6.13 The Council will closely monitor the provision of housing through its Annual Monitoring Report and its housing trajectory to ensure that the draft Regional Spatial Strategy for the South East housing requirements for the Borough are met. Where a shortfall in delivery is predicted and cannot be remedied by actions identified within Policy HO1, the contingency measures identified in Policy HO2 will be followed.

Policy HO1: Providing for New Housing Development

The Council will ensure provision is made for housing by:

- a) promoting the development of specific sites for housing through Allocations DPDs,
- b) producing planning briefs where appropriate as Supplementary Planning Documents, to give further encouragement to the development of allocated sites and to give additional guidance on the appropriate form development should take,
- c) encouraging housing development, including redevelopment, infill, conversion of existing dwellings and the change of use of existing buildings to housing, on all sites suitable for that purpose taking into account other policy objectives,
- d) encouraging the inclusion of housing in mixed use schemes where housing can be accommodated in an acceptable manner without compromising other planning objectives,
- e) encouraging the redevelopment for housing of poorly located employment land provided the site is suitable for housing,
- f) encouraging the redevelopment of existing areas of poor quality housing,
- g) ensuring effective use is made of urban land for housing by applying Policy HO5 on density of development and opposing proposals that would impede development of suitable sites for housing,
- h) opposing developments that involve a net loss of housing, unless it can be demonstrated that the benefits of the development outweigh the harm.

Contingency Strategy for Meeting Housing Provision

- 6.14 The Government is encouraging authorities to include a contingency strategy in their development plans showing what measures the Council would take to ensure the strategic housing requirement would still be met if actual provision were to fall below requirements. Such measures would be triggered if actual performance, measured by the housing trajectory, went outside the acceptable range by 20% or the number of dwellings on identified sites indicated that future performance was not likely to achieve the rates set out in the trajectory over the life of the Plan.
- 6.15 The Council will monitor progress in actual housing provision against requirements and publish results in its Annual Monitoring Report. This will include information on completions and new permissions. It will carry out annual updates of its Strategic Housing Land Availability Assessment (SHLAA) to update information on longer term prospects for sites coming forward. The SHLAA updates will provide an 'early warning' of new sites emerging that offer potential to contribute to housing supply and of any changes to the likelihood or timing of development on sites previously identified.
- 6.16 The Council is confident that the available information on potential supply, coupled with the adoption of the measures in Policy HO1, will enable sufficient housing to come forward to meet requirements. Nevertheless it has identified contingency measures in Policy HO2 that can be brought forward should a possibility emerge of provision falling below requirements. This involves more active intervention to manage housing supply within the context of this DPD, including the use of planning powers to bring forward allocated land and additional Allocations DPDs to promote

the development of new larger sites, including those identified in updates of the Strategic Housing Land Availability Assessment.

- 6.17 There is no contingency to release Green Belt land for housing. The reasons for this are:
- a) it is against national Green Belt policy which expects Green Belts to be permanent,
 - b) the evidence shows that housing requirements can be met without releasing Green Belt.
- 6.18 Should the draft Regional Spatial Strategy for the South East change in the future in a way that required Green Belt release then this DPD will need to be substantially reviewed. Such a fundamental change could not be catered for by means of a contingency in the current strategy.

Policy HO2: Contingency for Meeting Housing Provision

The Council will monitor actual and forecast provision against the requirement under the draft Regional Spatial Strategy for the South East through annual updates of its housing trajectory and Strategic Housing Land Availability Assessment (SHLAA). If necessary it will:

- a) review the Strategic Housing Land Availability Assessment,
- b) use its planning powers, including compulsory purchase powers should they be needed, to ensure allocated land is brought forward for development; and
- c) prepare Allocations DPDs to bring forward additional sites for housing in locations consistent with the spatial strategy and policies of the Plan.

Providing for Affordable Housing

- 6.19 Policy HO3 sets out the approach that will be used to ensure affordable housing is provided in accordance with Strategic Policy SP2. It has had regard to the impact of seeking affordable housing generally on the viability of residential developments that come forward. A general threshold of 15 or more dwellings (or 0.5ha or more) is applied and registered social landlords (RSLs) are encouraged to bring forward sites below 15 units. The Council considers it necessary to use these measures to secure 40% of all new residential development as affordable.
- 6.20 Social rented and intermediate housing schemes can contribute to meeting affordable housing needs, but the policy aims to ensure that the majority of provision is social rented, reflecting the level of need for this tenure type. It also includes mechanisms to ensure affordable housing provision is maintained. Where, in exception, provision for affordable housing is made on another site it must be in addition to the requirement for that site.

Policy HO3: Affordable Housing

The Council's target for affordable housing is that 40% of all net additional dwellings completed over the plan period, 2006-2026, should be affordable. This will be achieved by:

- a) having regard to the circumstances of each site, negotiating for a proportion of up to 50% of housing on sites to be affordable where the development comprises 15 or more dwellings (gross) or the site is 0.5 hectares or larger irrespective of the number of dwellings. The Council will seek to maximise the contribution to affordable housing provision from each site having regard to the individual circumstances and viability, including the availability of any housing grant or other subsidy, of development on the site. Negotiation should be conducted on an 'open book' basis,
- b) encouraging registered social landlords to bring forward smaller sites of one to fourteen dwellings (gross) consisting wholly of affordable housing regardless of site size.

Provision within any one scheme may include social rented and intermediate units, subject to the proportion of intermediate units not exceeding 35% of the total affordable housing component.

Where affordable housing is provided on any site the Council will seek to ensure that it is maintained in perpetuity, normally by means of a legal agreement, for the benefit of those groups requiring access to such housing. Where such a restriction is lifted, for any reason, the Council will require any subsidy to be recycled for alternative affordable housing provision. Where the Council considers a site is suitable for affordable housing and a reasonable provision could be made, planning permission will be refused if an applicant is unwilling to make such provision.

In proposals for housing development a financial contribution in lieu of provision for affordable housing will only be acceptable where on-site provision is not achievable and where equivalent provision cannot readily be provided by the developer on an alternative site.

Where, as a means of avoiding the requirement to provide affordable housing, a proposed development site is subdivided so as to be below the site size threshold, or is not developed to its full potential so as to be below the number of dwellings threshold, planning permission will be refused.

Note: This policy is based on the definition of affordable housing in PPS3 and reproduced in the glossary at Appendix 2.

Providing for Different Types of Housing

- 6.21 Policy HO4 sets out the mechanisms for ensuring a range of housing size and types to meet community needs. It takes account of the existing stock of some 39,500 dwellings of which 65% have three or more bedrooms.
- 6.22 The Council considers that the need for smaller dwellings in the Borough would best be met by requiring a high proportion of all new housing and conversions to be 1 and 2 bedroom dwellings. The figure needs to take account of the large number of

existing dwellings that are extended every year by one or more bedrooms. Very small infill developments generally provide a disproportionate number of 3 and 4 bedroom dwellings. Therefore, on all developments of four or more dwellings a minimum of 80% 1 and 2 bedroom dwellings will be required. The Council's research suggests that about two thirds of these should be 2 bedroom dwellings. Of the remaining 20% of dwellings the greatest need is for 3 bedroom dwellings because much of the demand in the Borough for 4 bedroom dwellings and larger is met by the extensions to existing properties. It is important that the mix of dwellings in any individual development contributes to the needs identified above. The only exceptions will be where the requirements for affordable housing dictate a greater mix of larger dwellings.

- 6.23 There is a need for up to 400 units of extra care housing in Spelthorne by 2026. Because of the care requirements such housing can best be provided in larger schemes of around 40 units. Provision will be achieved by negotiation on individual sites.
- 6.24 The Council will encourage the provision of dwellings that exceed the minimum disability requirements so that they are, or can easily be made, fully accessible for disabled occupiers. In practice this will mean space for easy installation of a stair lift and facilities such as bathrooms that can easily be adapted for disabled occupiers at first floor level.

Policy HO4: Housing Size and Type

The Council will ensure that the size and type of housing reflects the needs of the community by:

- a) requiring developments, including conversions, that propose four or more dwellings to include at least 80% of their total as one or two bedroom units,
- b) encouraging the provision of housing designed to meet the needs of older people, including the provision of 400 units of extra care housing on suitable sites over the period 2006 to 2026,
- c) encouraging the inclusion within housing schemes of a proportion of dwellings that are capable of meeting the needs, as occupiers, of people with disabilities.

Density of Housing Development

- 6.25 Making efficient use of potential housing land is an important aspect in ensuring housing delivery. Higher densities mean more units can be provided on housing land but a balance needs to be struck to ensure the character of areas is not damaged by over-development.
- 6.26 Government guidance sets a minimum density of 30 dwellings per hectare (dph) as a national indicative minimum. It states that the density of existing development should not dictate that of new housing by requiring replication of style or form. The draft Regional Spatial Strategy for the South East requires an overall average density of 40dph.
- 6.27 The requirement for at least 80% of new housing development to be one or two bedrooms will enable more smaller dwellings to be built at higher densities. Schemes

involving flats can often be successfully developed at densities in excess of those in more mixed residential schemes and the range of densities in Policy HO5. This policy lists broad density ranges appropriate for four types of area:

- a) residential areas characterised by predominantly family housing,
- b) higher density residential areas, including a significant proportion of flats and/or significant Employment Areas,
- c) the centres of Ashford, Shepperton and Sunbury Cross (for the purposes of the policy this is defined by the fullest extent of the designated Shopping and Employment Areas as shown on the proposals map), and
- d) Staines town centre (for the purposes of the policy this is defined by the fullest extent of the designated Shopping and Employment Areas as shown on the proposals map).

6.28 It is important to emphasise that the density ranges are intended to represent broad guidelines. Development will also be considered against the requirements of Policy EN1 on design and higher density development may be acceptable if it complies with the criteria in that policy, which include compatibility with the character of the area. Similarly a development within the density guidelines may nevertheless prove to be unacceptable when it is assessed against the design policy. A proposed development at a density above the guidelines would suggest that a particularly careful assessment of the scheme would be required before permission could be granted.

Policy HO5: Density of Housing Development

In considering proposals for new residential development, other than conversions of existing buildings, the Council will take account of the following density guidelines together with the requirements of Policy EN1 on design of new development:

- a) within existing residential areas that are characterised by predominantly family housing rather than flats, new development should generally be in the range of 35 to 55 dwellings per hectare.
- b) within higher density residential areas, including those characterised by a significant proportion of flats and those containing significant Employment Areas, new development should generally be in the range of 40 to 75 dwellings per hectare
- c) within Ashford, Shepperton and Sunbury Cross centres new development should generally be in the range of 40 to 75 dwellings per hectare.
- d) within Staines town centre development should generally be at or above 75 dwellings per hectare

Higher density development may be acceptable where it is demonstrated that the development complies with Policy EN1 on design, particularly in terms of its compatibility with the character of the area and is in a location that is accessible by non car-based modes of travel. Development at less than 35 dwellings per hectare will not normally be acceptable.

Note: The calculation of density in this policy is based on net dwelling density as defined in PPS3 (Annex B) – see glossary at Appendix 2.

Providing Sites for Gypsies and Travellers and Travelling Showpeople

- 6.29 Gypsies and Travellers and travelling showpeople have particular accommodation requirements and the commitment in Strategic Policy SP2 to meet identified housing needs includes these groups.
- 6.30 The South East England Regional Assembly (SEERA) is undertaking a partial review of the draft Regional Spatial Strategy for the South East to assess the needs of Gypsies and Travellers and travelling showpeople and identify if and when additional site provision is required. Districts throughout the South East have undertaken surveys to inform the review. Spelthorne is working jointly with other North Surrey districts. There is not a problem of unauthorised sites in Spelthorne and no need to identify sites in advance of the partial review. If the Regional Spatial Strategy for the South East requires additional sites in the Borough a separate DPD would be prepared on the issue.
- 6.31 Policy HO6 for Gypsies and Travellers sets out the criteria for considering applications for Gypsy and Traveller sites taking account of guidance in Circular 1/2006.

Policy HO6: Sites for Gypsies and Travellers

The Council will provide for the needs of Gypsies and Travellers by:

- a) safeguarding existing authorised sites used by Gypsies and Travellers,
- b) making additional provision if needed.

Any proposals for new Gypsy or Traveller sites, including extensions to existing sites, will be assessed against the following criteria:

- c) it meets an identified need,
- d) it is reasonably accessible to local services and facilities,
- e) it is environmentally acceptable and has no adverse visual impact,
- f) it has satisfactory highway access to the site,
- g) it is large enough to allow for the planned number of caravans and provide for appropriate space for circulation and parking and amenity space.

The Council will only permit the development of new or extended sites for Gypsies and Travellers in the Green Belt where it is demonstrated that very special circumstances exist.

- 6.32 The existing Gypsy and Traveller sites are:
- a) Littleton Lane, Shepperton,
 - b) Watersplash Road, Shepperton,
 - c) Ponderosa, Leylands Lane, Stanwell Moor,
 - d) 23 Chattern Hill Road, Ashford,
 - e) 3 Chertsey Bridge Road, Shepperton.
- 6.33 Policy HO7 for travelling showpeople sets out the criteria for considering applications affecting the Borough's existing sites and any new sites. The Council takes the view that the mixed use on such sites of residential and maintenance areas is not

appropriate in the Green Belt particularly given the extent of commercial activity and associated buildings and scale of equipment.

Policy HO7: Sites for Travelling Showpeople

The Council will safeguard its existing sites for travelling showpeople from alternative uses and will permit additional sites where a need has been identified provided:

- a) the development is not in the Green Belt and would not have an adverse impact on adjoining properties,
- b) the site has safe and convenient access to the highway network,
- c) the development would not be visually intrusive or detrimental to the appearance or character of the area.

6.34 The existing sites for travelling showpeople are:

- a) The Orchard, Napier Road, Ashford,
- b) The Beeches, Grays Lane, Ashford,
- c) 29 Chatterern Hill, Ashford,
- d) 201 Feltham Hill Road/11-15 Poplar Road, Ashford.

7 Economy and Employment Provision

STRATEGY

Summary

- 7.1 The strategy for the economy and employment is to maintain the employment capacity of the Spelthorne economy. This takes into account anticipated trends in employment demand and labour supply, new employment development in town centres, particularly Staines, and in designated Employment Areas.

Relevant Objectives

- 17 **To support the retention of sufficient well located employment land to enable the maintenance of the local economy and to support redevelopment of well located land to meet business needs.**
18. **To encourage redevelopment of poorly located employment land for housing or to meet other development needs.**
19. **To provide for the continued development of Staines as a focus for a mix of town centre uses including retail, leisure and employment and to improve access to the town centre.**
20. **To maintain the role of the centres of Ashford, Shepperton and Sunbury Cross in providing local services.**

Explanation

- 7.2 Spelthorne is a significant employment location with almost 39,000 people working in the Borough and a very low level of unemployment among local residents.
- 7.3 The Economy and Employment Land Study, May 2006 and update April 2007, show that the Spelthorne workforce tends to be less well-qualified than the County or Regional average, with almost a quarter having no qualifications and less than a fifth having a degree. While the overall position is broadly compatible with the national picture and comparable with some adjoining districts outside Surrey, it does suggest there is scope for improving skills to the benefit of the local economy and the individuals concerned. The Council will support initiatives to foster skill development and will seek to support provision of any related facilities that involve development of land. The Community Plan identifies the primary role of various educational organisations, including the County Council, in delivering a comprehensive range of specific actions.
- 7.4 The Economy and Employment Land Study also shows that there are already more than enough extra jobs in the pipeline to match forecast growth in the local workforce, allowing for permissions for new development and the take up of vacant premises.
- 7.5 Also as part of the study a review of employment land has been carried out, following government guidance, to identify which sites should be retained in employment use. The plan identifies these sites for retention for future employment use and encourages their effective use through support for redevelopment and modernisation

where appropriate. The sites proposed for safeguarding under this approach are listed in Policy EM1. It allows for the loss of some smaller poorly located commercial sites in residential areas, which, in total, amount to about 6.8% of the Borough's commercial floorspace. This will be more than compensated by already approved development and vacant floorspace. There is no need to identify any new land for employment purposes to meet local needs.

- 7.6 The Borough's four main centres, particularly Staines, are also significant employment centres with a range of commercial activities. The accessibility of Staines makes it a good location for office development and further development will be supported. In other town centres the scope for commercial development is more limited and further commercial development should in any event be compatible with the scale and role of the centre concerned. The other centres have good public transport and are appropriate accessible locations for continued employment activity.
- 7.7 The Council has considered whether specific provision needs to be made for additional airport related development due to the expansion of Heathrow. The airport is currently being expanded with the construction of Terminal 5, which increases its passenger handling capacity by 30-35 million passengers per annum (mppa), from 60 mppa to 90-95 mppa. Land required for airport related development was assessed during the T5 Inquiry, under the supervision of a working group made up of BAA and local authority representatives, and specific provision was made within the airport boundary. It was concluded that airport related development requirements arising from T5 could be met without releasing additional land.
- 7.8 The Government's Future of Air Transport White Paper, 2003, expresses support for further growth at Heathrow in the form of another runway north of the existing airport provided specific requirements relating to air quality, noise and surface access are met. It suggests the runway might be available in the period 2015-2020. It also suggests changes to allow more intensive use of the existing runways should be examined, including mixed mode operation. The Government led 'Project for the Sustainable Development of Heathrow' was established to assess whether additional capacity could be provided at Heathrow whilst complying with the stringent environmental conditions set out in the 2003 White Paper. The outcome of this work was published for consultation in November 2007 and reaffirmed the Government's proposals to provide additional runway and terminal capacity at Heathrow. In January 2009 the Government confirmed its policy of supporting further growth at Heathrow by the provision of a third runway. The Council would expect the approach to airport related development established through the T5 Inquiry to be continued with any further expansion. This would involve BAA and the relevant adjoining local authorities working in partnership to consider the future needs for airport related development and assessing the most appropriate means of meeting the requirement.
- 7.9 In the absence of a final decision on further expansion there is no basis for releasing any additional employment land in Spelthorne in connection with the expansion of Heathrow beyond T5. The Council recognises that employment land requirements within and around the airport would need to be re-examined should further expansion be agreed and that this may in turn require a future review of the employment land strategy if additional land is shown to be needed. Other aspects of the spatial strategy may also require review.

Strategic Policy SP3: Economy and Employment Land Provision

The Council will maintain the employment capacity of the Spelthorne economy by maintaining well sited larger Employment Areas and supporting the renewal and improvement of employment floorspace to meet needs. It will support initiatives to improve the skills of the local workforce.

DETAILED POLICIES

Land for Employment Development

- 7.10 The strategy of maintaining the employment capacity of Spelthorne will be implemented through two main employment policies. Policy EM1 identifies 11 major Employment Areas which are to be protected. The boundaries of these sites are shown on the Proposals Map.
- 7.11 Within the designated Employment Areas land in employment use is to be retained, the net loss of employment land or floorspace will not be accepted, unless the loss of floorspace forms part of a development that is of overall benefit to an existing business operating from the site.
- 7.12 Employment development under the policy includes industry, offices, research and development, warehousing, retail, hotels and some leisure uses. Retail use will only be allowed within existing retail centres in accordance with Strategic Policy SP4. Extensions to existing retail floorspace outside retail centres will be considered in the light of the guidance in PPS6. Hotels, where appropriate, will be expected to be in existing town centres where there are the greatest opportunities for non-car based travel.
- 7.13 The Borough's four main centres of Staines, Ashford, Shepperton and Sunbury Cross are identified as Employment Areas within Policy EM1 and for these centres the policy needs to be applied in the context of Strategic Policy SP4 and Policies TC1 and TC3. These policies also recognise the role of these centres as accessible locations for retailing and other local services as well as the scope for mixed use development, which will be acceptable provided there is no net loss of employment floorspace.

Policy EM1: Employment Development

The Council will maintain employment development by:

- a) retaining the following designated Employment Areas and supporting in principle proposals in these areas for employment development:
 - i Staines town centre
 - ii Ashford town centre
 - iii Shepperton centre
 - iv Sunbury Cross centre
 - v Windmill Road, Sunbury
 - vi Hanworth Road and Country Way, Sunbury
 - vii Ashford Road, Littleton Road and Spelthorne Lane, Ashford
 - viii London Road (East of Crooked Billet roundabout), Staines
 - ix Bedfont Road, Long Lane, Stanwell (including Northumberland Close and Camgate Estate)
 - x BP Chertsey Road, Sunbury
 - xi Shepperton Studios, Shepperton
- b) encouraging proposals for redevelopment and extensions that enable business needs to be met and make the most effective use of available employment land,
- c) refusing proposals that involve a net loss of employment land or floorspace in Employment Areas, unless the loss of floorspace forms part of a redevelopment that more effectively meets needs for an existing business operating from the site or the loss of employment land is part of a mixed use development on the site which results in no net loss of employment floorspace, or it can be clearly demonstrated that the maintenance of existing levels of employment floorspace on the site is unsustainable and unviable in the long term,
- d) allowing mixed use schemes in town centres where there is no net loss of employment floorspace.

- 7.14 Policy EM2 sets out the approach to development of existing employment sites outside designated Employment Areas, which are either relatively small or have been assessed in the Economy and Employment Land Study to be poorer locations for employment development. Sites of less than 0.4ha were not considered for safeguarding as employment land under Policy EM1.
- 7.15 The presumption in favour of employment development that exists under Policy EM1 will not apply to areas that are not safeguarded. Further employment development may still be acceptable where it can take place in an environmentally acceptable way. However, where sites are poorly located, particularly in relation to adjoining residential uses or the highway, redevelopment for housing or other suitable purposes will be encouraged. The Allocations DPD includes proposals for housing on some poorly located employment sites.

Policy EM2: Employment Development on Other Land

The Council will allow further employment development on existing employment land outside designated Employment Areas where it can be demonstrated the development can take place in an acceptable way.

8 Town Centres and Retail Development

STRATEGY

Summary

- 8.1 The strategy for town centres and retailing is to provide for the continued development of Staines as Spelthorne's principal town centre, and maintaining the role of Ashford, Shepperton and Sunbury Cross as local centres and also maintaining the role of smaller centres and parades in serving their local neighbourhood.

Relevant Objectives

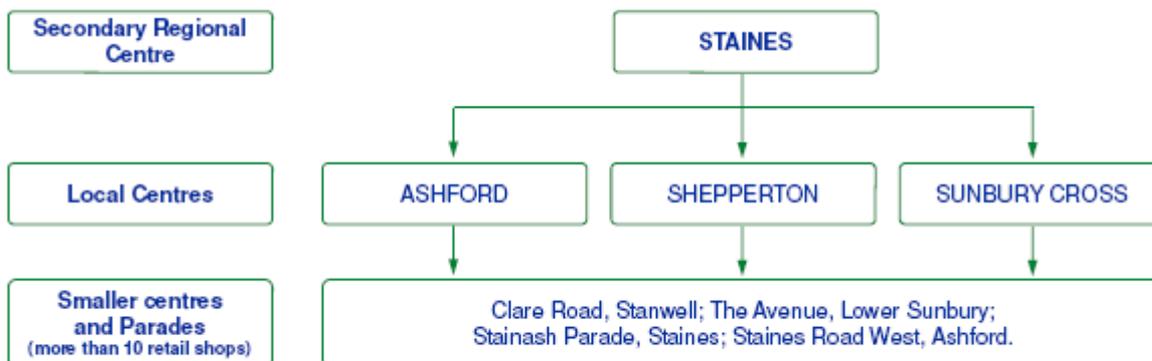
8. **To ensure provision is made for the needs of all sections of the community.**
9. **To ensure necessary infrastructure and services are provided.**
15. **To ensure development contributes to sustainable transport choices and reduces the need to travel.**
17. **To support the retention of sufficient well located employment land to enable the maintenance of the local economy and to support redevelopment of well located land to meet business needs.**
19. **To provide for the continued development of Staines as a focus for a mix of town centre uses including retail, leisure and employment and to improve access to the town centre.**
20. **To maintain the role of the centres of Ashford, Shepperton and Sunbury Cross in providing local services.**
21. **To encourage development of a sustainable transport system that supports the spatial strategy and provides for the needs of all sections of the community in an environmentally acceptable way and further improve Staines' role as a public transport interchange.**

Explanation

- 8.2 Spelthorne's town and local centres are the focus for a mix of activity, including retail, leisure, employment uses and housing. They are also a focus for public transport services and are thus relatively accessible locations for new development. Staines is the Borough's main centre. Ashford, Shepperton and Sunbury Cross are smaller centres offering a range of shopping and related facilities to their communities but without the range of large stores in Staines. Spelthorne also has a series of smaller shopping parades providing local shopping facilities for the neighbourhoods they serve. The four largest of these are Clare Road, Stanwell, Stainash Parade, Kingston Road, Staines, The Avenue, Lower Sunbury and Staines Road West, Ashford.

8.3 Figure 2 summarises the hierarchy of town and local centres in Spelthorne.

Figure 2 Hierarchy of town centres in Spelthorne



Note: Large freestanding stores are not included in the hierarchy of centres

8.4 The strategy aims to maintain the role of town and local centres as the focus for shopping. It particularly supports the further development of Staines town centre for retail and related facilities and also for employment development, to maintain and safeguard its role as the principal town centre serving north Surrey. It aims to maintain Staines' position in relation to nearby centres such as Hounslow and Woking, without seeking to compete with larger regional centres like Guildford and Kingston.

8.5 The strategy seeks to maintain the role of Ashford, Shepperton and Sunbury Cross as local shopping centres and seeks opportunities for their improvement. This would include environmental enhancements and improving the quality of existing floorspace by supporting refurbishment and extensions. The role of smaller centres and parades will be maintained to serve their neighbourhood.

8.6 The strategy does not promote out of centre retailing. Government guidance states that town centres should be the focus for retail development. It sets out a sequential approach for promoting development for which a need is identified, with preference given to town centre, then edge of centre before out of centre locations. No need is seen to promote out of centre sites in Spelthorne.

Strategic Policy SP4: Town Centres and Retail Development

The Council will ensure that town centres and local centres remain the focus for retailing in the Borough.

It will seek the continued improvement of Staines as the principal town centre serving north Surrey. It will make provision for further retailing and related services, and support employment development. Improvements in access to the town centre, particularly by non car-based modes will be encouraged.

It will maintain the role of Ashford, Shepperton and Sunbury Cross as local shopping centres and seek opportunities for their improvement. It will also maintain the role of smaller parades in serving their local neighbourhood.

DETAILED POLICIES

Staines Town Centre

- 8.7 The Spelthorne Retail Study, 2004, showed there was scope for a further 17,000m² of non food retail floorspace in Staines up to 2011, and a further 15,000m² up to 2016, subject to further monitoring and provided the initial 17,000m² development takes the form of a major scheme that enhances the overall attractiveness of Staines. The 2007 update to the study shows there is likely to be less scope for growth up to 2016 than shown in the previous study but with increasing capacity to 2026. Specifically it suggests there would be capacity for about 18,000m² up to 2016, and scope to 2026 for further development up to and possibly beyond the 32,000m² figure in Policy TC1, which is based on the 2004 Retail Study. Caution is required, however, in the use of very long term projections of retail floorspace and the figure in Policy TC1 is considered to be a robust indication of what the Council needs to plan for. There is no identified need to extend retail provision in the other centres in the Borough.
- 8.8 Development proposed in Staines is initially a partial redevelopment and extension of the Elmsleigh Centre to the south of 2,500m² of additional retail floorspace (Phase 3). Earlier phases have also involved only a limited increase in floorspace. A site specific proposal is set out in the Allocations DPD but is also described in this document because of its strategic significance.
- 8.9 Phase 3 will be followed by a larger extension to the west (Phase 4) in the form of a comprehensive development including 18,000m² of retailing. The westward extension offers a number of benefits:
- a) it creates the opportunity for a further increase in shopping provision adding to choice for people in the catchment area,
 - b) it enables the Elmsleigh Centre to grow, consolidating and enhancing its attractiveness and helping maintain a balance between shopping provision north and south of the High Street,
 - c) it creates the opportunity for a link between the Elmsleigh Centre and the western end of the High Street (including Debenhams). Together with the completed Tilly's Lane scheme it consolidates the position of this end of the High Street as part of the core shopping area and creates a circulation route linking to the north side of the High Street,
 - d) it makes effective use of a relatively under-used and unattractive site immediately adjoining the main part of the shopping centre.
- 8.10 Following the completion of these two schemes there is scope for further growth beyond 2016. Estimating growth beyond 2016 is particularly uncertain and needs to be assessed in a future retail study and the plan reviewed if additional provision is identified. Whilst no specific proposals for additional floorspace are being brought forward at this stage in an Allocations DPD, the Council recognises there is scope within Two Rivers for extensions or partial redevelopment to provide for extra floorspace.
- 8.11 Employment provision in existing town and other centres and any residential development is dealt with in the employment and housing sections of this plan.
- 8.12 To tackle problems of congestion in Staines town centre measures to improve traffic management will be encouraged and improvements in access by public transport and

other alternatives to the car will be supported. The traffic effects of new development proposals in the town centre will be assessed and developments that may otherwise lead to traffic growth will be expected to contribute to improvements.

- 8.13 The Council has assessed the town centre car parking requirements. Its approach is to give priority to ensuring adequate provision for shoppers to support the town centre economy, while making more limited provision for long stay parking, where there is greater scope for a switch to other means of travel. Control of on-street parking in and around the town centre is necessary to ensure the policy is effective and to safeguard the environment for residents living in these areas.
- 8.14 Policy TC1 is supported by the Council's joint working with partners to ensure effective town centre management.

Policy TC1: Staines Town Centre

The Council will maintain the role of Staines as the principal town centre serving north Surrey by encouraging developments that contribute to the vitality and viability of the centre and are of a scale and character appropriate to its role. In particular it will:

- a) make provision for a further 32,000m² of retail development to meet the needs of its catchment area,
- b) encourage measures to improve traffic management in the town centre and to further improve accessibility by public transport and other non car-based modes, and if necessary will require such improvements in connection with major developments in the town centre,
- c) manage its public car parks to give priority to meeting demand from shoppers and make more limited provision for long stay parking to support strategies to encourage other modes. It will also support measures to control on-street parking in the vicinity of the town centre,
- d) continue to work with its partners to ensure the effective management of the town centre and will look for opportunities for further improvements to the town centre environment.

- 8.15 Policy TC2 seeks to manage changes of use in the Staines retail frontage. It relates to primary and secondary areas. In the primary area, which includes the pedestrianised High Street, the Elmsleigh Centre and Two Rivers the dominance of retailing in the shopping frontage will be maintained to support the town's primary retail role.
- 8.16 In the secondary areas, to the east and west of the pedestrianised High Street, a wider range of uses that provide services to shoppers will be allowed. Secondary areas also provide potential opportunities for small independent retailers that widen the choice available to shoppers but which may not be able to compete for prime locations. The policy therefore aims to strike a balance by ensuring that a proportion of units remain in retail use. This is achieved through sub-point (b) of Policy TC2, which takes account of the balance between retail and non retail uses either side of the unit where a change of use is proposed. It allows for the impact of a change of use to be assessed over a reasonable length of frontage centred on the application site. Where a unit is towards the edge of a secondary area, the assessment will only

consider units within the secondary area and will be based on the run of units most nearly centred on the application site.

- 8.17 The boundary for the primary and secondary areas is shown on the Proposals Map. A general guide to use classes A1-A5 based on the Town and Country Planning (Use Classes) Order 1987 (as amended) is set out in the glossary under 'Use Class'.

Policy TC2: Staines Town Centre Shopping Frontage

Within the primary shopping area of Staines town centre uses other than retail, within Class A1, will not be permitted where this would lead to a net loss of retail floorspace.

Within the secondary shopping areas of Staines town centre the loss of Class A1 retail units will be permitted where:

- a) the proposed use is within use class A2, A3, A4 or A5 or for a launderette,
- b) no more than five out of nine consecutive units within the secondary frontage are in non-retail uses as a result of the proposal,
- c) the proposal would not harm the predominantly retail character of the town centre, either individually or cumulatively with other non retail developments,

Exceptionally a non-retail use may be accepted where it is demonstrated that it will contribute to the long term vitality and viability of the centre.

Ashford, Shepperton and Sunbury Cross Centres

- 8.18 Policy TC3 relates to development in the employment and retail areas of the three centres. It seeks to maintain their current role and give support to proposals that enhance their vitality and viability. The policy needs to be read in conjunction with Strategic Policy SP3 and Policy EM1 which seek to maintain the current level of employment floorspace within the defined Employment Areas. Subject to this, Policy TC3 also encourages in principle a mix of uses which may contribute positively to the centres. The boundaries of employment and retail areas are shown on the Proposals Map.
- 8.19 **Ashford** is the second largest shopping centre in the Borough and is the nearest centre for a substantial residential area. While the Retail Study shows it is well-used by local people, it is primarily a local centre with no scope for significant expansion although some sites may have limited scope for intensification. Redevelopment that improves the centre will be supported. Policy TC3 seeks to maintain a balance between retail and non retail uses in the shopping frontage, in which the majority of units remain in retail use.
- 8.20 **Shepperton** is a significant centre serving its local community. It is smaller than Ashford but the Retail Study shows that it is well-used by local people, although as with Ashford there is no scope for expansion. The same approach is applied towards non retail uses in the centre.
- 8.21 **Sunbury Cross** is the main shopping centre for Sunbury. It includes a parade on the north side of Staines Road West, and the 'Park N Shop' shopping centre on the south side. A Tesco superstore is linked to the centre by a pedestrian route. The centre

would benefit from widening the range of shops and services available but it is physically constrained with no scope for expansion or additional capacity in terms of retail expenditure. Opportunities to improve the centre and the environment of the area will be sought.

- 8.22 In applying sub-point (b) of Policy TC3 the assessment will be based on the nine units centred or most nearly centred on the unit being considered.

Policy TC3: Development in Ashford, Shepperton and Sunbury Cross Centres

Within the defined Employment Areas of Ashford, Shepperton and Sunbury Cross the Council will encourage mixed use development combining offices with residential and other uses that contribute positively to the centre, where development can take place in an acceptable manner and where the existing amount of employment floorspace is retained.

Within the defined shopping areas of Ashford, Shepperton and Sunbury Cross as shown on the proposals map the loss of A1 retail units will be permitted where:

- a) the proposed use is within use class A2, A3, A4 or A5 or for a launderette,
- b) no more than two out of nine consecutive units are in non retail use as a result of the proposal,
- c) the proposal would not harm the predominantly retail character of the centre, either individually or cumulatively with other non retail developments,
- d) the proposal would not result in the loss of a retail unit that is prominent in the centre either by reason of its size or position.

Exceptionally a non-retail use may be accepted where it is demonstrated that it will contribute to the long term vitality and viability of the centre.

The Council will continue to work with its partners to ensure the effective management of the centres and will look for opportunities for further improvements to their environment.

Smaller Centres and Local Shopping Parades

- 8.23 Smaller centres and parades play an important role in providing shopping and related facilities for their local communities. The largest of these centres is at Clare Road, which serves the Stanwell area. The Avenue is also a significant centre serving Lower Sunbury. Policy TC4 seeks to maintain a balance between retail and non retail uses and supports development that improves vitality and viability. Isolated shops can also be important in providing local shopping for the residential areas they serve. The policy seeks to retain such shops where they meet a local need.

Policy TC4: Local Shopping Centres and Parades

Within other centres and small parades proposals for the change of use or redevelopment of existing premises within Class A1 will be permitted where:

- a) the proposal is for a use within Class A2 A3 A4 or A5 or for a launderette,
- b) no more than four out of nine consecutive units are in non-retail use as a result of the proposal or exceptionally where it can be demonstrated that the loss of the retail unit would not cause any long term harm to the viability or vitality of the centre or parade. In parades of fewer than nine shops the requirement shall be for not more than two units in total to be in non-retail use.

In redevelopment schemes the total amount of retail floorspace and length of frontage should be maintained.

There will be a presumption against the loss of isolated shops that meet a local need.

Proposals for Retail Development outside of existing centres

- 8.24 Proposals for new retail development including extensions should be consistent with the strategy that seeks to focus development on existing centres. Any such proposals outside existing centres will be assessed in the light of the guidance in PPS6. It will also be necessary to show that retail development outside of existing centres will not conflict with other policies and proposals in this DPD.

Policy TC5: Proposals for Retail Development

The Council will expect new retail development serving the Spelthorne area to be located in Staines town centre, or in the centres of Ashford, Shepperton or Sunbury Cross if it is of a scale and character appropriate to those town centres.

9 Community Needs

STRATEGY

Summary

- 9.1 The strategy for meeting community needs is to ensure that development provision meets the needs of all sections of the community and that new developments that add to requirements for infrastructure and services contribute to necessary improvements.

Relevant Objectives

- 8. To ensure provision is made for the needs of all sections of the community.**
- 9. To ensure necessary infrastructure and services are provided.**
- 12. To contribute to tackling the specific problems faced by areas of relative deprivation in the Borough.**

Explanation

- 9.2 New development should be supported by provision of services and facilities to meet the needs of the local community. Services include utilities such as water, sewerage, gas and electricity. They also include public services like education, health services, leisure centres, libraries and museums, together with emergency services and a wide range of care facilities. These are often referred to as the local 'infrastructure'. There are also other facilities including clubs, societies, places of worship and leisure activities that meet the particular needs of specific sections of the community. Facilities also include open space and play areas.
- 9.3 Paragraphs 2.17 to 2.20 explain that, other than some areas of the Borough where there is a shortage of open space, there are no significant existing gaps in infrastructure provision. There is a small projected fall in overall population over the plan period which has a bearing on people-related services in particular, such as schools. Existing needs must continue to be met and the strategy is based on making provision for the key services to meet the needs of the community, including retention of those services and facilities that meet a local need. Policy CO1 sets out the detailed criteria that will be applied and Policy CO3 deals with the specific issues involved in providing open space.
- 9.4 The strategy also requires that new developments which add to requirements for services and infrastructure contribute to necessary improvements. There are already policies within this DPD dealing with the main requirements arising from new development, namely provision for affordable housing (Policy HO3), provision for any additional open space (Policy CO3) and any transport impacts (Policy CC2). Some developments may generate the need for site related adjustments to infrastructure to enable connections to facilities such as sewers or the creation of new accesses which will be provided as part of the development at the developer's expense. In seeking contributions account will be taken of the cumulative impacts of smaller developments that may not add to requirements on their own, but will create extra requirements

when taken together with other schemes. Spelthorne has a high proportion of relatively small developments and the approach seeks to capture the cumulative impact of these schemes. Policy CO2 makes a general requirement on developers to meet the infrastructure requirement of their schemes.

- 9.5 Supplementary guidance will be prepared within the proposed Development Control Policies Supplementary Planning Document to explain in more detail the sort of facilities that are required as outlined above. It will confirm that any requirements must be in accordance with Circular 5/2005 and other policies of this DPD and any requirements will relate only to those needs generated by the development which are justified. The guidance will also explain the administrative and legal arrangements necessary for planning obligations. The Council is not proposing a uniform tariff system of contributions under current legislation.
- 9.6 The Government is pursuing, through the Planning Act 2008, its intention to introduce a Community Infrastructure Levy (CIL) some time after March 2009. It will empower, but not require, local authorities to impose a charge on most types of new development. The Government believes that CIL should only be used to fund new infrastructure and not to remedy existing deficiencies. The provision of affordable housing will continue through the existing system of negotiated planning obligations and not through CIL. The Council will review its position on payments for infrastructure provision once the legislation is enacted.

Strategic Policy SP5: Meeting Community Needs

The Council will ensure provision is made for services and facilities to meet the needs of the community. It will also seek to retain existing services and facilities that meet a local need or ensure adequate replacement is provided.

New developments that individually or cumulatively add to requirements for infrastructure and services will be expected to contribute to the provision of necessary improvements.

DETAILED POLICIES

Providing for Community Facilities

- 9.7 Policy CO1 sets out the approach to considering proposals for new facilities serving the community and proposals for improvements to existing facilities. It also covers the approach to proposals that involve the loss of such facilities.
- 9.8 For the purposes of the policy community facilities include schools and other education facilities, health and social care facilities, libraries, museums, cultural facilities, emergency services, advice centres, clubs, societies, places of worship, sport and leisure activities, youth facilities and community centres.

Policy CO1: Providing Community Facilities

The Council will seek to ensure community facilities are provided to meet local needs by:

- a) supporting the provision of new facilities for which a need is identified in locations accessible to the community served,
- b) supporting improvements to existing facilities to enable them to adapt to changing needs,
- c) resisting the loss of existing facilities except:
 - i where it is demonstrated that the facility is no longer needed, or
 - ii where it is established that the services provided by the facility can be provided in an alternative location or manner that is equally accessible to the community served.

Infrastructure Required by New Development

- 9.9 Some types of development can require additional 'infrastructure'. This can include community facilities, open space, transport related services and services such as sewage disposal. Where development may lead to needs outside the application site the developer will be expected to assess these. Where requirements are demonstrated to be essential for the development to proceed, the provision of that 'infrastructure' will be required to be provided or, as appropriate, contributions made to their cost. Developers will be expected to enter into appropriate legal agreements.

Policy CO2: Provision of Infrastructure for New Development

The Council will require developers to provide or contribute in a timely way to the cost of infrastructure required as a result of any development they bring forward.

Providing for Open Space in New Development

- 9.10 Policy CO3 deals with provision of open space in new developments whilst Policy EN4 deals with the protection of existing open space. Further guidance on the application of policy relating to the provision of open space and amenity areas will be set out in a Supplementary Planning Document (see paragraph 12.7).
- 9.11 Open space and play areas are important facilities within all residential areas and the policy seeks to ensure that any local deficiencies in open space provision will be addressed in the consideration of proposals for new development. If provision for open space within a development is not possible or appropriate, either because the site is too small or because it is not a good location for providing communal open space, then a commuted payment will be required towards improving provision off-site. This would be in the form of a new site or, where it is agreed that would not be possible, by improving an existing site within the locality so as to increase its usability.
- 9.12 The second part of the policy requires all larger developments of family housing to provide an element of on-site open space incorporating appropriate children's play equipment. A commuted sum to provide funding for on-going maintenance will also

be required. Family housing is potentially any housing with two or more bedrooms but excludes accommodation designed specifically for older people.

- 9.13 Where development includes provision of open space to serve a wider area, the open space should be accessible to the wider area and not just occupants of the new development.

Policy CO3: Provision of Open Space for New Development

Where any new housing is proposed in areas of the Borough with inadequate public open space, or where provision would become inadequate because of the development, the Council will require either the provision of new on-site open space or a financial contribution towards the cost of new off-site provision. If on or off-site provision is not feasible the Council will require a contribution in the form of a commuted payment to improve existing sites to enhance their recreational value and capacity.

In new housing developments of 30 or more family dwellings the Council will require a minimum of 0.1ha of open space to provide for a children's play area. Such provision to be increased proportionally according to the size of the scheme.

10 Maintaining and Improving the Environment

STRATEGY

Summary

- 10.1 The strategy for the local environment is to maintain and improve the quality of the environment, safeguarding existing character and assets and seeking improvements to areas of poor quality environment, including tackling poor air quality. It also aims to ensure new development makes a positive contribution to the environment and is sustainable.

Relevant Objectives

1. **To protect and improve the quality of the environment, including improving the landscape, promoting biodiversity and safeguarding the Borough's cultural heritage.**
3. **To secure an improvement in the Borough's air quality.**
4. **To minimise the impact of noise on local communities and the environment.**
5. **To safeguard valuable urban open space and provide for open recreational uses.**
11. **To ensure new development is designed to a high standard appropriate to its setting and contributes to an improvement in the appearance of the environment.**
14. **To contribute to making Spelthorne a safer place.**
15. **To ensure development contributes to sustainable transport choices and reduces the need to travel.**
16. **To prevent further urbanisation.**

Explanation

- 10.2 The spatial description of the Borough has identified a number of specific environmental issues which need addressing. These include issues of poor air quality, areas of both the built and natural environment that need protection, including sites of international importance and areas of poorer environmental quality. Earlier consultation as part of preparing this DPD has also shown the particular importance the public attach to ensuring new development is of a high standard. These issues are reflected in the eight objectives relevant to the environment.
- 10.3 Strategic Policy SP6 identifies the key issues involved in maintaining and improving the environment and provides the strategy from which a number of detailed policies follow. Many of these may be implemented through other strategies and plans, including the Community Plan, Environment Strategy, strategies and environmental initiatives such as Green Arc (see paragraph 10.36b) and day to day management of areas such as Sites of Special Scientific Interest.

Strategic Policy SP6: Maintaining and Improving the Environment

The Council will seek to maintain and improve the quality of the environment of the Borough. It will:

- a) ensure the design and layout of new development incorporates principles of sustainable development, and creates an environment that is inclusive, safe and secure, is attractive with its own distinct identity and respects the environment of the area in which it is situated,
- b) contribute to improving air quality in the Borough,
- c) protect and enhance areas of existing environmental character including sites of nature conservation value, areas of landscape value, the Borough's historic and cultural heritage (including historic buildings and Conservation Areas) and open space of amenity and recreation value,
- d) promote the improvement of poor quality environments both within the urban area and in the Green Belt.

DETAILED POLICIES

Design of New Development

- 10.4 High quality in the design and layout of new development is fundamental to achieving the vision of both meeting development needs and also improving the environment. Design is not just limited to the appearance of development, although that is an important element.
- 10.5 The policy reflects the increased importance attached to sustainability issues in design, including issues regarding energy reduction, the use of renewable energy, waste minimisation and recycling, sustainable drainage and accessibility by occupiers and visitors. It reflects the need to integrate consideration of these issues in the overall design process so that they are taken into account from the start.
- 10.6 The policy also reflects the potential contribution of good design to creating safe and secure environments. Community safety is one of the Council's corporate priorities and it therefore attaches particular importance to the integration of safety and security considerations in the design process.
- 10.7 Planning applications must be supported by design statements and the Council expects design statements to show how all the design issues covered in the policy have been addressed in developing a proposal. The level of detail required will vary according to the scale and nature of the development and for some small scale proposals, such as domestic extensions, some of the criteria may not be relevant.
- 10.8 The Council intends to prepare a supplementary planning document on how the requirements of this policy and the other detailed policies in this section will be applied.

Policy EN1: Design of New Development

The Council will require a high standard in the design and layout of new development. Proposals for new development should demonstrate that they will:

- a) create buildings and places that are attractive with their own distinct identity; they should respect and make a positive contribution to the street scene and the character of the area in which they are situated, paying due regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings and land,
- b) achieve a satisfactory relationship to adjoining properties avoiding significant harmful impact in terms of loss of privacy, daylight or sunlight, or overbearing effect due to bulk and proximity or outlook,
- c) be designed in an inclusive way to be accessible to all members of the community regardless of any disability and to encourage sustainable means of travel,
- d) incorporate landscaping to enhance the setting of the development, including the retention of any trees of amenity value and other significant landscape features that are of merit, and provide for suitable boundary treatment,
- e) create a safe and secure environment in which the opportunities for crime are minimized,
- f) incorporate measures to minimise energy consumption, conserve water resources and provide for renewable energy generation in accordance with Policy CC1,
- g) incorporate provision for the storage of waste and recyclable materials and make provision for sustainable drainage systems (SUDS).

Replacement and Extension of Dwellings in the Green Belt including Plotland Areas

- 10.9 Policy EN2 gives specific guidance on rebuilding and extension of existing dwellings in the Green Belt and in Plotland Areas and is in addition to the requirements of Policy EN1. It aims to prevent an increase in the impact of existing buildings on the openness of the Green Belt, due either to large extensions or larger replacement dwellings. Most of these areas are also at flood risk and in the case of Flood Zone 3b no enlargement of the existing dwelling either by extension or rebuilding will be permitted (see Policy LO1).
- 10.10 In considering the scale of development that may be acceptable the policy requires comparison to be made with the scale of the original building. In this context 'original' refers to the building as originally constructed or as at 1947 whichever is the later, not the building as it exists at present. The reason for this is to enable account to be taken of the cumulative impact of the current proposal together with previous enlargements of the property that may have taken place either through past extensions or rebuilding. The cumulative effect of a series of small extensions can be just as great as a single large proposal.
- 10.11 The policy also deals specifically with development in Plotland Areas. These are developments, mostly along the Thames, that originated as weekend or holiday bungalows in the 1920s and 1930s but are now occupied on a permanent basis. There is a particular concentration in the Borough. Their distinctive character is an

important element of the overall character of the Thames-side environment in Spelthorne and control on their scale in relation to the impact on the openness of the Green Belt is important. Plotland Areas are shown on the Proposals Map.

- 10.12 The additional criteria specific to plotlands in Policy EN2 are intended to ensure that their distinctive character is maintained. The policy is not intended to prevent the provision of essential facilities or basic amenities, subject to compliance with other aspects of the policy. However, it must be remembered that these buildings originated for occasional use; the fact that they may now be permanently occupied does not justify enlargement to meet the space standards of a modern suburban dwelling.
- 10.13 It is particularly important to maintain the small scale of the dwellings, including the gaps between individual dwellings and the single storey low profile form of the structure. This is reflected in the criteria.

Policy EN2: Replacement and Extension of Dwellings in the Green Belt including Plotland Areas

The Council will only permit the rebuilding and extension of dwellings in the Green Belt where the proposal:

- a) does not significantly change the scale of the original building, regardless of the size of the plot,
- b) does not detract from the character of the area, and
- c) complies with policy EN1 on the design of new development.

Within Plotland Areas as defined on the Proposals Map the following criteria will also apply to proposed rebuilding and extension of structures and require them to be:

- d) compatible in size with traditional plotland dwellings and with the scale of adjoining properties,
- e) set in from flank boundaries to maintain existing gaps in the river frontage,
- f) single storey with a low profile roof,
- g) not projecting towards the river further than the existing building or adjoining properties,
- h) in compliance with Policy EN9 on the setting of the River Thames and its tributaries and Policy LO1 on flooding.

Policy on Air Quality

- 10.14 Air quality is an important environmental issue for Spelthorne. The whole Borough is currently an Air Quality Management Area (AQMA) which reflects the particular need to improve air quality. The Council has an Air Quality Action Plan.
- 10.15 The biggest single contributor to poor air quality in Spelthorne is road traffic, and modelling suggests that the main road corridors are the worst affected areas. Improvements to vehicle technology offer scope for benefits but nevertheless some areas of poor air quality, below EU standards for nitrogen dioxide, are forecast to remain, notably alongside the A308 at Sunbury Cross. The level of particulates (known as PM₁₀s) is also a concern adjoining the M25 and Heathrow Airport.

- 10.16 Much of the traffic on major roads in the Borough is through traffic, over which the Council has little or no direct influence. However, there is more scope to influence trips that have origins or destinations within Spelthorne. Measures to locate new development where it is accessible by non-car based modes of travel and support for initiatives such as travel plans to encourage alternatives to car use offer some scope to reduce the reliance on the car for local journeys and thereby help improve air quality.
- 10.17 There is also scope to reduce reliance on cars by the general promotion of non-car based transport through improved facilities, services and information on public transport and cycling. Developing an integrated sustainable and effective transport system is one of the six themes in the Spelthorne Community Plan and there are specific actions and targets identified in the County Council's Local Transport Plan. Car use can also be limited to an extent by reducing parking provision. The appropriate routing of lorries and low emission technology for both public service and other vehicles can also make a contribution.
- 10.18 A specific proposal the Council is promoting through its Allocations DPD is, as part of the extension of the Elmsleigh Centre, the reformatting of the Staines bus station to make it more attractive and safe for passengers and thereby encourage the greater use of bus travel.
- 10.19 New developments may affect air quality. Where development is proposed in areas of poor air quality measures will be required to ensure an acceptable environment will exist for occupiers of the development. The Council will require air quality assessments to be undertaken for development proposals and the policy identifies when these will be required.
- 10.20 The nature of the assessment will depend on local air quality circumstances. Developers are recommended to make early contact with the Council's Environmental Health section on what may be required. Where adverse impacts can be overcome by mitigation measures these will be required by condition or agreement. Where adverse impacts cannot be overcome permission will be refused.
- 10.21 Policy EN3 sets out how the aim of Strategic Policy SP6, of contributing to improving air quality in the Borough, will be achieved.

Policy EN3: Air Quality

The Council will seek to improve the air quality of the Borough and minimise harm from poor air quality by:

- a) supporting measures to encourage non-car based means of travel,
- b) supporting appropriate measures to reduce traffic congestion where it is a contributor to existing areas of poor air quality,
- c) requiring an air quality assessment where development:
 - i is in an Air Quality Management Area, and
 - ii generates significant levels of pollution, or
 - iii increases traffic volumes or congestion, or
 - iv is for non-residential uses of 1000 m² or greater, or
 - v is for 10 or more dwellings, or
 - vi involves development sensitive to poor air quality
- d) refusing development where the adverse effects on air quality are of a significant scale, either individually or in combination with other proposals, and which are not outweighed by other important considerations or effects and cannot be appropriately and effectively mitigated,
- e) refusing development where the adverse effects of existing air quality on future occupiers are of a significant scale which cannot be appropriately or effectively mitigated and which are not outweighed by other material considerations.

Provision of Open Space and Sport and Recreation Facilities

- 10.22 Open space and sport and recreation facilities have an important part to play in the well being and quality of life of people. These facilities include pedestrian and cycle routes. Sport England has a target to increase participation in sport and physical activity generally from the current 30% to 50% by 2020. This has an important role to play in generally improving the health of the nation to which the Government attaches importance. In this context the protection and improvement of existing space and expansion of facilities necessary to meet needs is important.
- 10.23 There are significant areas of open space within the Borough, including allotments, that perform a valuable role in providing facilities for sport and recreation and also in breaking up the continuity of built up areas and visually contributing to the character of the Borough's different communities. Open space sites not only have a value individually but also collectively as broader networks, and the Council supports the 'Green Arc' initiative which covers outer London Boroughs and North Surrey.
- 10.24 Policy EN4 sets out the approach to the provision, maintenance and improvement of open space and sport and recreation facilities, and also the particular approach to maintaining designated open space in urban areas to ensure that open space of amenity or recreational value is retained. Protected urban open space sites over 0.1ha in size are shown on the Proposals Map.

Policy EN4: Provision of Open Space and Sport and Recreation Facilities

The Council will seek to ensure there is sufficient open space which is well sited and suitable to meet a wide range of outdoor sport, recreation and open space needs by:

- a) providing additional space where required (see also Policy CO3),
- b) maintaining and improving provision and access to open space through the design and layout of new development, encouraging owners and users of private sites to make improvements and also improving provision on Council owned land,
- c) seeking to maintain, improve and where appropriate expand networks of green space and pedestrian and cycle routes with a recreational role,
- d) retaining existing open space in the urban area used, or capable of use, for sport and recreation or having amenity value where:
 - i there is a need for the site for sport or recreation purposes, or
 - ii the site as a whole is clearly visible to the general public from other public areas and its openness either:
 - makes a significant contribution to the quality and character of the urban area by virtue of its prominence, layout and position in relation to built development in the locality, or
 - is of particular value to local people where there is a shortage of open space in the locality.
 - iii the site is of particular nature conservation value, of at least SNCI or equivalent quality.

Exceptionally, development may be allowed on part of a site within the urban area which should otherwise be maintained for the above reasons where:

- e) the remainder of the site is enhanced so its public value in visual and functional terms is equivalent to the original site or better, or
- f) essential ancillary facilities are proposed to support outdoor recreational use of the site, or
- g) the sport or recreational use is relocated to an alternative site of equivalent or greater value in terms of quantity, quality and accessibility to users of the original site, and other factors do not justify retention.

Protecting the Historic Environment

- 10.25 Spelthorne has an important legacy of historic buildings, including about 180 buildings and other structures on the statutory list of buildings of architectural or historic interest. A further 160 buildings and structures of local interest are included on the Council's own list which was published in 2004 and will be kept under review as a Supplementary Planning Document.
- 10.26 The Council will resist the loss of listed buildings and will use advice, negotiation and refusal of consent if necessary to ensure features of architectural and historic interest are maintained and the setting of listed buildings is safeguarded. It will if necessary use its legal powers to ensure listed buildings are kept in proper repair.

10.27 Buildings on the local list do not have the same legal protection over demolition, alterations and minor extensions. However, the Council will oppose redevelopment proposals that would involve their loss, or unsympathetic proposals that would damage their character and setting. It will also provide advice on their repair and maintenance.

Policy EN5: Buildings of Architectural and Historic Interest

The Council will seek to preserve its architectural and historic heritage by:

- a) refusing consent for the demolition of a listed building unless it has been conclusively demonstrated that it is not physically possible to retain the building,
- b) requiring alterations and extensions to listed buildings to respect the host building in terms of scale, design, and use of materials, and the retention of the structure and any features of special historic or architectural importance; and refusing consent for any alteration or extension to a listed building that will not preserve the building or its setting,
- c) seeking to retain listed buildings in the use for which they were designed and built, normally only allowing changes of use where necessary to achieve the restoration or preservation of a building and where the character of the building and the amenities of the area are maintained,
- d) encouraging the retention of buildings of local architectural or historic interest and seeking to ensure that their character and setting is preserved in development proposals,
- e) providing advice to owners on the appropriate repair and maintenance of listed buildings, and on the appropriate form of development proposals, together with the use of available statutory powers to ensure listed buildings are kept in proper repair,
- f) requiring development proposals for any sites affecting the setting of a listed building to have special regard to the need to preserve its setting,
- g) applying the Council's policies in a more flexible way where justified to ensure the preservation of a listed building.

Where, exceptionally, consent is granted for the demolition or alteration of a listed building, which would destroy features of historic or architectural importance, the Council will require an adequate record to be made of the features lost, to be funded by the developer.

10.28 A Conservation Area is defined in law as 'an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'. Spelthorne has eight conservation areas, which are listed below together with the dates of designation and extension. The boundaries are shown on the Proposals Map:

Laleham	December 1970
Lower Halliford	December 1973
Lower Sunbury	July 1969 (extended Nov 1992)
Manygate Lane, Shepperton	October 2002
Shepperton	February 1970
Staines	September 1975
Stanwell	October 1972 (extended Jan 1992)
Upper Halliford	February 1993

- 10.29 Councils have a legal duty to prepare proposals for the preservation and enhancement of their conservation areas. Enhancement plans exist for all eight of the conservation areas.
- 10.30 Where development is proposed affecting a conservation area it must be shown that the development will contribute to its preservation or enhancement. To ensure sufficient information is available to make a proper assessment, planning applications will need to include detailed drawings including details of materials and the relationship to adjoining properties. Proposals for demolition will need to be accompanied by detailed plans for the future of the site. Advice and guidance will be available to owners and developers to help ensure new development and alterations to existing buildings are of a high quality.
- 10.31 Policy EN6 reflects the above issues and also seeks to maintain and enhance any historic landscapes and gardens of special historic interest.

Policy EN6: Conservation Areas, Historic Landscapes, Parks and Gardens

The Council will seek to preserve and enhance the character of conservation areas by:

- a) reviewing and implementing enhancement plans for each of the Borough's conservation areas,
- b) requiring the retention of buildings, trees and other features, including open spaces, views and vistas, which are important to the character of the area,
- c) encouraging private owners to carry out appropriate improvements to buildings and land in conservation areas, by the use of advice, guidance and statutory powers where appropriate,
- d) applying the Council's policies in a more flexible way where justified to ensure the preservation and enhancement of a conservation area.

Where new development affecting a conservation area is proposed, the Council will ensure that it contributes to its preservation or enhancement by:

- e) requiring proposals for new development to be submitted as full planning applications, including details of materials and full elevational drawings, showing where appropriate the relationship with adjoining buildings,
- f) requiring any proposal for demolition to be accompanied by detailed plans for the future of the site showing how the area will be preserved or enhanced, and controlling by legal agreements the timing of demolition and commencement of construction of the replacement building.

The Council will also seek to maintain and enhance areas of historic landscape value and gardens of special historic interest. It will seek to ensure that any proposed development within or adjacent to such an area does not detract from its character or appearance.

Tree Protection

- 10.32 Trees make an important contribution to the quality of both urban and open land areas. Tree cover in the Borough has never been extensive and in the last century the landscape was relatively open with small areas of woodland, orchards and hedgerows. More intensive development within the urban area has increased the importance of trees to enhance the landscape and, to a limited extent, improve air quality. The public in Spelthorne attach particular importance to the contribution of trees to the environment and the need for their protection. The Council has power to serve tree preservation orders (TPOs) to preserve trees of amenity value. Policy EN7 explains when orders will be served and how preserved trees will be protected.

Policy EN7: Tree Protection

The Council will promote tree preservation orders wherever appropriate to safeguard healthy trees of amenity value, giving priority to the protection of those known to be under threat. Permission will not normally be granted to fell preserved trees, but where such trees are felled replacement planting will be required.

Protecting and Improving the Landscape and Biodiversity

- 10.33 Protecting and improving the landscape and biodiversity are important aspects of Strategic Policy SP6. Spelthorne contains a number of areas of national and international importance which have statutory protection because of their nature conservation value. Spelthorne has sites which are part of a Special Protection Area and other sites designated as Sites of Special Scientific Interest:
- a) The South West London Waterbodies Special Protection Area (SPA). This covers King George VI, Staines, Wraysbury and Kempton Park reservoirs together with the Staines Moor Site of Special Scientific Interest (SSSI) and other areas in adjoining authorities. SPA is an international designation reflecting the special value of the area for waterbirds. SPAs are designated under European Union directives and any project or plan that may significantly affect their integrity requires special assessment, known as 'appropriate assessment'.
 - b) Sites of Special Scientific Interest (SSSIs). These cover the whole of the SPA and in addition Shortwood Common, Poyle Meadows (near M25 Junction 14) and Dumsey Meadow (near Chertsey Bridge). SSSIs are sites of national importance for nature conservation and there are strict policies governing their protection.
- 10.34 National policy in PPS9 'Biodiversity and Geological Conservation' sets out guidance on the protection of both national and international sites which will be followed by the Council in determining planning proposals and considering enhancement schemes. Relevant sites listed above are shown on the Proposals Map.
- 10.35 Spelthorne also has local designations identified as Sites of Nature Conservation Importance (SNCI). These are covered by 'saved' Local Plan policies.
- 10.36 In addition to protecting existing sites of nature conservation value, the Council will work with other bodies to promote and secure the implementation of improvement initiatives. Specifically it will support:

- a) The Colne Valley Park. The Colne Valley lies in the western part of the Borough and extends north from Staines into Hertfordshire. The park is a joint initiative of various local authorities along the Colne Valley aimed at providing informal recreation in a countryside setting. Environmental enhancement is an important part of the park strategy. Projects that contribute to achieving the objectives of the park will be supported and promoted.
- b) The Green Arc project. This is a joint initiative with other local authorities to improve the environment of the inner Green Belt including both Surrey districts and outer London Boroughs.
- c) Measures to improve poorly restored mineral workings and the timely restoration to a high standard of current and proposed workings. Mineral working has had a substantial impact on the landscape of the Borough and in some areas has resulted in a legacy of poorly restored land. While the County Council is the minerals planning authority Spelthorne Borough Council will support and encourage action to restore current and past workings to a high standard.
- d) Local community initiatives, through organisations such as Civic Pride. Voluntary action can bring about significant improvements and in addition enables communities to be actively involved in improving their own local environment.
- e) Initiatives to protect and where appropriate enhance common land. All commons are shown on the Proposals Map.

10.37 The Council will also look for opportunities to secure landscape enhancement and improvements to biodiversity in association with new development. It will oppose developments that would have a significant adverse impact on the landscape or features of nature conservation value.

10.38 There are extensive areas of common land in the Borough particularly to the north and east of Staines. Many are also of nature conservation importance. A management plan for Staines Moor was produced in 1990 and has recently been updated. The Council will continue to work with all bodies that have an interest in the commons, particularly the Moormasters and the Commoners, to ensure the effective management of the commons. It will oppose development that would result in the loss of Common Land or that would reduce its value.

Policy EN8: Protecting and Improving the Landscape and Biodiversity

The Council will seek to protect and improve the landscape and biodiversity of the Borough by:

- a) safeguarding sites of international and national importance,
- b) working with partners in the public, private and voluntary sectors to develop and secure the implementation of projects to enhance the landscape and create or improve habitats of nature conservation value, and to secure the more effective management of land in the Borough,
- c) ensuring that new development, wherever possible, contributes to an improvement in the landscape and biodiversity and also avoids harm to features of significance in the landscape or of nature conservation interest,
- d) refusing permission where development would have a significant harmful impact on the landscape or features of nature conservation value,
- e) safeguarding the Borough's Common Land and working with other interested parties to protect and where appropriate enhance its nature conservation and recreational value.

River Thames and its Tributaries

- 10.39 The River Thames forms a large part of the boundary of the Borough and is a significant local and regional amenity. Policy EN9 aims to ensure that the setting of the river and its tributaries is protected and where possible enhanced. This involves protecting landscape features that contribute to the setting, and protecting and enhancing views of the river.
- 10.40 Particular care will be needed in assessing the visual impact of development proposals in locations that form part of the setting of the river to ensure that the setting is not damaged and that new development makes a positive contribution to the riverside environment.
- 10.41 There is public access to much of the Thames riverside in Spelthorne, although access to the River Ash, Colne and the River Thames downstream of Shepperton Lock is more limited. Existing riverside access will be maintained and opportunities will be sought to improve access in conjunction with developments in riverside locations.

Policy EN9: River Thames and its Tributaries

The Council will seek to maintain and look for opportunities to enhance the setting of the River Thames and its tributaries. In considering development proposals it will:

- a) ensure the protection of landscape features that contribute to the setting of the rivers,
- b) seek to protect and enhance existing views of the rivers,
- c) pay special attention to the design of development located in riverside settings to ensure that it respects and makes a positive contribution to the setting of the rivers,
- d) ensure that the quality of the water environment is maintained,
- e) seek opportunities to improve public access to and alongside the rivers and ensure that existing public access is maintained.

- 10.42 The River Thames has an important recreational role and is also a tourist facility. This arises from the quality of its environment. It is important that facilities that support its use for boating are protected. These include commercial sites providing facilities, moorings, visitor facilities and access facilities for launching boats.

Policy EN10: Recreational Use of the River Thames

Facilities which support the recreational use of the River Thames will be safeguarded and promoted by:

- a) refusing development which involves the loss of facilities unless it can be demonstrated they are no longer required,
- b) supporting the maintenance and provision of visitor facilities, including those for access to the water.

Noise

- 10.43 Parts of the Borough suffer from high levels of noise, particularly due to Heathrow Airport and road traffic. There are also high noise levels close to the motorways, trunk roads and other major roads such as the A308. Where noise sensitive development, including housing, is proposed in these areas, sound attenuation measures will be required to ensure an acceptable environment is created for occupiers of the development. If noise impact cannot be reduced to an acceptable level then permission will be refused. Early advice from the Council's Environmental Health section is recommended to ensure the need for assessments and the appropriate level of detail is established at an early stage. The extent of aircraft noise from Heathrow is indicated by noise contours which are shown on the Proposals Map.
- 10.44 The noise impact of Heathrow Airport is such that the Council places particular importance on measures to contain it. The location of Heathrow Airport close to major built up areas means that far more people suffer noise disturbance from aircraft using the airport than is the case for any other UK airport. Approximately 300,000 people are affected by aircraft noise from Heathrow as defined by the 57Leq noise contour. In Spelthorne the worst affected areas are in the north of the Borough in Stanwell and Stanwell Moor.
- 10.45 The phasing out of noisier aircraft has led to some reduction in noise disturbance but the potential gains have not been fully realised because of a continuing upward trend in the total number of aircraft movements.
- 10.46 Night flights are also a potential source of great disturbance to communities. The Council will continue to support controls on night flying that achieve a progressive improvement in the night noise climate, including a limit on the total number of night flights.
- 10.47 The Council also supports the retention of noise preferential routes, aimed at ensuring flights are concentrated over more sparsely populated areas, and the maintenance of controls that limit ground noise at the airport.
- 10.48 Policy EN11 sets out the Council's general approach to minimising the adverse impact of noise by reducing noise levels from noise generating activities and locating noise sensitive development away from sources of high noise, including Heathrow. In residential areas close to the airport, only one-for-one replacement of existing housing will be allowed within the 66Leq noise contour.
- 10.49 Policy EN12 deals specifically with measures to contain the noise impact of Heathrow on surrounding areas.

Policy EN11: Development and Noise

The Council will seek to minimise the adverse impact of noise by:

- a) requiring developments that generate unacceptable noise levels to include measures to reduce noise to an acceptable level,
- b) requiring appropriate noise attenuation measures where this can overcome unacceptable impacts on residential and other noise sensitive development proposed in areas with high noise levels. Development will otherwise be refused,

and in the case of development close to Heathrow by:

- c) refusing new residential development where aircraft noise levels are at or exceed 66Leq; except in the case of the one-for-one replacement of dwellings
- d) requiring appropriate attenuation measures for development between 60 and 65Leq

Policy EN12: Noise from Heathrow Airport

The Council will support measures to minimise the impact of noise from Heathrow Airport on the Borough and will oppose changes that increase noise impact. Specifically it will seek the support of BAA, the Government and relevant statutory authorities for the following measures:

- a) maintenance of the use of noise preferential routes,
- b) controls on flying at night that will achieve a progressive improvement in the night noise climate, including a limit on the total number of flights at night,
- c) maintenance of existing controls on ground noise.

Light Pollution

- 10.50 Policy EN13 seeks to minimise the adverse impact from light pollution on the environment. It promotes the use of measures to minimise the adverse impact of lighting on surrounding areas. Those preparing proposals for lighting will be required to assess the impact of the lighting scheme and demonstrate there are no unacceptable adverse impacts.

Policy EN13: Light Pollution

The Council will seek to reduce light pollution by:

- a) encouraging the installation of appropriate lighting including that provided by other statutory bodies,
- b) only permitting lighting proposals which would not adversely affect amenity or public safety and requiring the lights to be:
 - i appropriately shielded, directed to the ground and sited to minimise any impact on adjoining areas; and
 - ii of a height and illumination level of the minimum required to serve their purpose.

Hazardous Development

- 10.51 Policy EN14 deals with development involving hazardous substances or development in the vicinity of hazardous installations. It seeks to ensure that public safety is maintained. In applying the policy account will be taken of advice from the Health and Safety Executive. It also identifies the importance of tight controls on development within the Public Safety Zone (PSZ) (as defined by the Civil Aviation Authority) at the west end of the southern runway at Heathrow where development involving an increase in number of people living, working or otherwise congregating in the zone will be refused. The PSZ is shown on the Proposals Map.

Policy EN14: Hazardous Development

The Council will refuse permission for any proposal likely to significantly increase the risks associated with any particular hazardous installation or impose conditions where necessary to avoid increased risk. Development leading to an increase in people living, working or congregating in the Public Safety Zone will be refused.

Development affecting Contaminated Land

- 10.52 Policy EN15 deals with requirements for assessing and treating land affected by contamination. Large areas of the Borough have been worked for minerals and the land subsequently filled. Although much of this activity has been on land within the Green Belt, many old sites are now occupied by, or are close to housing and commercial developments. Over 200 former mineral extraction sites dating from 1876 to 1940 have been identified from Ordnance Survey mapping. These pits were filled long before any controls existed on waste disposal and, together with former industrial sites, now present a range of unknown contamination issues which need to be addressed. The issue is dealt with in some detail in government guidance (PPS23 and related annex) which is not repeated in this plan but must be taken into account.

Policy EN15: Development on Land Affected by Contamination

The Council will ensure that where development is proposed on land that may be affected by contamination, action will be taken to ensure the site is safe or will be made safe for its intended use.

The Council will:

- a) expect development proposals to be accompanied by an assessment of risk from contamination where the development is on or adjacent to previous industrial uses or other land known to be affected by contamination, or in all cases where the proposal is for housing or other forms of development which are particularly sensitive to contamination,
- b) require applicants to provide what information is necessary to determine whether the proposed development can proceed; and
- c) impose conditions on planning permissions requiring appropriate investigation and treatment of contamination before development can proceed.

Where applicants fail to demonstrate to the Council's satisfaction that treatment of contamination will be carried out appropriately to a standard sufficient to enable the development to be safely occupied then permission will be refused.

11 Climate Change and Transport

STRATEGY

Summary

- 11.1 The strategy aims to reduce the impact of climate change through a range of actions, which include providing for development in a way that seeks to minimise additional travel recognising that transport is a major contributor to global warming, specific transport policies, containing the use of energy in development, reducing waste and requiring renewable energy provision. The strategy and detailed policies also contribute to improving air quality and aim to take account of the likely future effects of climate change.

Relevant Objectives

1. **To protect and improve the quality of the environment, including improving the landscape, promoting biodiversity and safeguarding the Borough's cultural heritage.**
2. **To ensure the Borough develops in a way that minimises harmful CO₂ emissions contributing to climate change and that caters for potential future climate change.**
3. **To secure an improvement in the Borough's air quality.**
15. **To ensure development contributes to sustainable transport choices and reduces the need to travel.**
19. **To provide for the continued development of Staines as a focus for a mix of town centre uses including retail, leisure and employment and to improve access to the town centre.**
20. **To maintain the role of the centres of Ashford, Shepperton and Sunbury Cross in providing local services.**
21. **To encourage development of a sustainable transport system that supports the spatial strategy and provides for the needs of all sections of the community in an environmentally acceptable way and further improve Staines' role as a public transport interchange.**

Explanation

- 11.2 Climate change is a worldwide issue that requires action at an international, national and local level to mitigate its worst impacts. While individual actions at a local level can only have a relatively small impact on the total emission of greenhouse gases that contribute to global warming, the achievement of national targets is dependent on the cumulative effects of local actions.
- 11.3 Although traffic is a major contributor to climate change the energy used in the construction and subsequent use of a development also contributes to climate change.

- 11.4 The strategy has been developed at a time when national policy on the issue is developing quickly and the Government is consulting on measures to accelerate the pace of change generally. The Council has therefore set an approach which should be regarded as a minimum and which may be improved upon during the life of the plan in order to meet more stringent national standards.
- 11.5 The strategy promotes energy conservation in new development and also greater use of renewable energy to replace the use of traditional fossil fuels from non-renewable sources. Implementation will be through the application of a policy setting out minimum requirements (Policy CC1).
- 11.6 In relation to transport the strategy covers two related aspects:
- a) The location of development. It aims to ensure development is located where it reduces the need to travel and in particular reduces the need to travel by car. This means locating development where it is close to the people it serves, where it is easily accessible by alternatives to the car and where it is close to similar facilities that may be visited in the same trip. This will mean retaining and providing local facilities in neighbourhood centres located centrally to the population they serve, with facilities serving a wider area in accessible town centres.
 - b) Promoting initiatives to encourage users of developments to be less dependent on the car. This includes promoting non-car based travel and requiring travel plans and improvements to access by alternatives to the car when permitting traffic generating development. This includes restricting car parking provision for new development in locations accessible by other means of travel.
- 11.7 Reducing the need to travel and reducing reliance on the car will also enable the impact of new development on traffic congestion in the Borough to be minimised. Given that large scale road building to increase capacity is not a realistic option the way forward needs to focus on containing overall traffic growth, which the strategy is seeking to achieve. The transport related element of the strategy and detailed policies will also make a contribution to improving air quality and implementation of Strategic Policy SP6 and Policy EN3.
- 11.8 Policy T8 in the draft Regional Spatial Strategy for the South East seeks to develop regional transport hubs, spokes and transport interchange points. Staines is identified as a transport interchange point within the region to recognise its bus and rail facilities and the services they support. This is reflected within Strategic Policy SP7 of this plan.
- 11.9 In the future, wetter winters and drier summers are predicted with projections of increases in flood water of up to 20% by 2050 and up to 30% by 2110. As explained in paragraphs 5.8 to 5.18, flood risk presents a twin challenge to the authority of seeking ways to reduce the extent of flooding as well as to locate and design development to avoid risks to people and property. Detailed flood risk issues are dealt with in Policy LO1. Drier summers require a range of measures to use available water wisely. This will include rain water collection, re-use of 'grey water', and efficient use of drinking water.
- 11.10 The effective management of waste can contribute to a reduction in the use of energy and scarce resources and the adverse impacts on climate change. The appropriate design and layout of development can take account of the negative and beneficial impacts of climate change.

Strategic Policy SP7: Climate Change and Transport

The Council will seek to minimise the impact of climate change. It will reduce the impact of development in contributing to climate change by:

- a) promoting the inclusion of provision for renewable energy, energy conservation and waste management facilities in both new and existing developments,
- b) ensuring development is located in a way that reduces the need to travel and encourages alternatives to car use, and its design and layout takes account of climate change,
- c) supporting initiatives, including travel plans, to encourage non car-based travel,
- d) promoting the efficient use and conservation of water resources,
- e) promoting measures to reduce flooding and the risks from flooding,
- f) supporting measures to enhance and manage Staines' role as a public transport interchange.

DETAILED POLICIES

Renewable Energy, Energy Conservation and Sustainable Construction

- 11.11 The Government has identified the implications of climate change and the serious and urgent need to take action to address its causes. It is aiming for zero carbon housing by 2016 by a staged progression of targets. This is supported by a Code for Sustainable Homes and other initiatives. The code covers a wide range of sustainability issues including water conservation and recycling. As a minimum the Government expects 10% on-site renewable energy generation and the Building Regulations will require increasing standards of energy efficiency in construction. Whilst the Government has yet to produce a code, renewable energy technologies are equally effective and appropriate for commercial development.
- 11.12 The draft Regional Spatial Strategy for the South East also contains policies to support a reduction in CO₂ emissions and increase renewable energy, including requiring provision within new developments. That plan also sets targets for the provision of renewable energy capacity in the region and sub regions. Thames Valley and Surrey is expected to deliver 140MW by 2010 and 209MW by 2016. Thames Valley Energy is the lead organisation for the sub-region. The Surrey Structure Plan sets a requirement for 10% renewable energy in larger residential and commercial developments.
- 11.13 The Council wants to encourage measures to provide renewable energy, sustainable construction and the efficient use of resources. It recognises this is a fast developing area of national policy and its requirements in Policy CC1 should be regarded as a minimum and may be superseded by further national guidance and if so, that guidance will take precedence and Policy CC1 may need to be reviewed. In addition to providing renewable energy within new development the installation of renewable energy to supply existing buildings will also be encouraged. The policy also gives general support to the provision of stand alone schemes to provide renewable energy,

where these can be developed without adverse impact on the environment or local communities.

- 11.14 Recycling and/or reusing construction material has an important role to play in reducing the amount of waste going to landfill and reliance on primary sources of supply including minerals. The policy encourages the use of recycled construction material.

Policy CC1: Renewable Energy, Energy Conservation and Sustainable Construction

The Council will support the provision of renewable energy, energy efficiency and promote sustainable development generally by:

- a) requiring residential development of one or more dwellings and other development involving new building or extensions exceeding 100m² to:
 - i optimise design, layout and orientation of development to minimise energy use,
 - ii include measures to provide at least 10% of the development's energy demand from on-site renewable energy sources unless it can be shown that it would seriously threaten the viability of the development.
- b) encouraging the installation of renewable energy equipment to supply existing buildings,
- c) encouraging appropriate freestanding renewable energy schemes,
- d) encouraging high standards of sustainable construction including the use of recycled construction material,
- e) encouraging developments to attain high energy efficiency and minimum impact on the environment to at least Code for Sustainable Homes – 3 star or BREEAM 'very good' standard.

Requirements for Locating Major Traffic Generating Development

- 11.15 The purpose of Policy CC2 is to set out the Council's approach to securing more sustainable travel patterns. This is achieved by supporting means to improve facilities for non-car based travel, which include measures in the Local Transport Plan and the Council's Community Plan and also through the location and design of new development and travel plans.
- 11.16 Where developments are proposed that are intended to attract a large number of visitors, such as large retail or leisure developments, or to be the base for a large number of employees, such as large commercial developments, there is the potential for the development to lead to a substantial increase in the number of cars on the road if its location is only accessible by car. If instead it is located where it is accessible by other modes of transport then there may be scope for some journeys to and from the development to take place by other modes reducing the increase in car travel.
- 11.17 The policy also sets out the issues the Council will consider in assessing the acceptability of development in relation to the existing highway network.

Policy CC2: Sustainable Travel

The Council will seek to secure more sustainable travel patterns by:

- a) supporting measures and specific schemes to improve facilities for non-car based travel including Staines' role as a public transport interchange,
- b) requiring development needing access by a large number of people to be located where it is or can be made accessible by non-car means of transport,
- c) requiring all major development to be accompanied by a site specific travel plan to promote and achieve sustainable travel choices,
- d) only permitting traffic generating development where it is or can be made compatible with the transport infrastructure in the area taking into account:
 - i number and nature of additional traffic movements, including servicing needs,
 - ii capacity of the local transport network,
 - iii cumulative impact including other proposed development,
 - iv access and egress to the public highway,
 - v highway safety.

Note: Major development is all non-residential development of 1000m² or more or 10 or more dwellings

Parking Provision

- 11.18 Policy CC3 sets out the Council's general approach to parking. Its parking standards are set out in supplementary guidance which sets maximum levels of provision in accordance with PPG13 'Transport'.

Policy CC3: Parking Provision

The Council will require appropriate provision to be made for off street parking in development proposals in accordance with its maximum parking standards. In considering the level of provision the Council will have regard to:

- a) the anticipated demand for parking arising from the use proposed, or other uses to which the development may be put without needing planning permission,
- b) the scope for encouraging alternative means of travel to the development that would reduce the need for on-site parking. This will be particularly relevant in areas well-served by public transport,
- c) the impact on highway safety from potential on-street parking and the scope for measures to overcome any problems,
- d) the need to make adequate and convenient provision for disabled parking.

The Council will require the provision of sufficient, safe, weatherproof, convenient and secure cycle parking within developments to assist in promoting cycle use.

Airtrack and Rail Access to Heathrow

- 11.19 Heathrow Airport is a major generator of road traffic and road journeys to and from the airport make a significant contribution to traffic on Spelthorne's roads. Heathrow has rail access but only to London via the Heathrow Express, Heathrow Connect and the London Underground. A rail link to the south connecting with the Waterloo line would represent a substantial improvement in the accessibility of Heathrow from the south by public transport. The Council therefore supports the principle of such a link.
- 11.20 However, the Council has serious concerns about the proposal known as Airtrack that is currently being promoted by a consortium of organisations and authorities. Airtrack would connect Staines with Heathrow and involve the construction of a new stretch of track in Staines town centre connecting the Reading and Windsor lines. It would then follow the route of the Windsor line to the north of Staines before turning north across Staines Moor and running alongside the M25 before leaving Spelthorne to enter Heathrow from the west. The scheme has the potential for serious adverse impacts. Specifically:
- a) in Staines town centre the new track and station risk causing disruption and disturbance to the operation of the centre, and those living near the track, in its construction and operation and the elevated section of track, alongside South Street is a potential eyesore.
 - b) on Staines Moor the works have a potential impact on a Site of Special Scientific Interest and Special Protection Area of national and international interest. It also has a potential impact on Common Land and on a visually important tree screen that shields Staines Moor from the M25
 - c) where the route follows the existing Windsor Line there is the likelihood of a substantial increase in the number of services increasing noise disturbance to residential areas close to the track.
- 11.21 In view of these concerns the Council consulted on and published the Planning Brief for the Airtrack Corridor in 2002 as Supplementary Planning Guidance. The brief identifies the potential impacts of the project and is intended to set the agenda for discussions with future promoters on how they may be addressed. The extent to which the requirements of the brief have been met will be a factor in the Council's consideration of whether to support any future proposal to construct the scheme. It has yet to be demonstrated that the impacts identified can be overcome.
- 11.22 Airtrack is included in the Regional Transport Strategy, the County Council's Local Transport Plan, the draft Regional Spatial Strategy for the South East and the Structure Plan. In order to be in general conformity with the draft Regional Spatial Strategy for the South East this DPD 'safeguards' land for the possible future construction of Airtrack. Safeguarding means that development which might prejudice the implementation of a scheme will not be determined without consultation with those promoting the scheme. The safeguarded route is shown on the Proposals Map.
- 11.23 Policy CC4 supports appropriate non-car based transport to Heathrow and 'safeguards' the route of Airtrack through Spelthorne.

Policy CC4: Non-Car Access to Heathrow and Airtrack

The Council will encourage measures to improve the accessibility of Heathrow Airport from the Borough by non car-based modes, where improvements can be achieved in an environmentally acceptable manner.

The Council will work with those involved in promoting the Airtrack scheme to ensure that potential alternatives are fully evaluated, and that the environmental impacts, particularly on Staines Moor and Staines town centre and those living near the track, are fully assessed and effective mitigation is proposed to minimize and compensate for adverse impacts. It will consider the extent to which detailed proposals overcome environmental impacts in deciding whether to support any proposal to construct the scheme that may be brought forward in the future.

The route of Airtrack through Spelthorne will be safeguarded.

12 Implementation and Monitoring

Introduction

- 12.1 Implementation and monitoring is an integral aspect of planning. This chapter explains how this DPD will be implemented and monitored.
- 12.2 Implementation of the DPD policies is dependent not only on the actions of the Council but also in many cases other agencies as well. The Council's actions fall broadly into three main areas:
- a) promoting development either on its own land or other land (e.g. housing through Policy HO1 (a)),
 - b) achieving environmental, social or economic objectives through the application of criteria based policies when determining planning applications (e.g. design of new development through Policy EN1),
 - c) working with other agencies to achieve objectives (e.g. flood management measures through Policy LO1) and through related strategies including the Council's Community Plan.
- 12.3 The implementation and monitoring framework (Table 4) identifies the main delivery agencies for each policy of the DPD. In addition this document generally identifies other relevant strategies through which issues may also be dealt with.
- 12.4 Monitoring of the policies is essential to see the extent to which they are delivering the intended vision and objectives of this DPD. Monitoring can indicate where further action may be required, particularly where implementation is dependent on joint working or specific promotion.
- 12.5 Managing the delivery of regional housing provision is given particular weight in government guidance and in Policy H2 of the draft Regional Spatial Strategy for the South East. Spelthorne is located in an area of high housing demand where there is a buoyant market and the development industry is actively bringing forward housing development. There are no significant infrastructure issues which would generally affect the phasing of housing provision. Paragraphs 6.10 to 6.18 and Policies HO1 and HO2 give a particular focus on the delivery of housing and the ways in which this will be achieved in the context of the local housing market.
- 12.6 The Council has prepared an Allocations DPD which includes nine proposals involving housing development. This represents a further proactive approach to delivery.
- 12.7 The Council's Local Development Scheme includes the preparation of several Supplementary Planning Documents including further guidance on the application of the detailed policies relating to the control of development and affordable housing. A planning brief for the extension of the Elmsleigh Centre in Staines is also proposed. These will all assist appropriate housing delivery as well as, in the case of further design guidance, promoting good development generally. Other documents, including the Local List of Buildings and Structures of Architectural or Historic Interest, will be reviewed in due course and brought forward as SPDs as necessary.

Monitoring

- 12.8 The implementation and monitoring framework (Table 4) sets out targets and indicators for each of the policies in the Core Strategy and Policies DPD and also sets out the main delivery agencies to deliver the policy targets. The information monitored will be published each year in the Annual Monitoring Report (AMR) as required by the Planning and Compulsory Purchase Act 2004. The framework follows government guidance on Local Development Framework Monitoring: A Good Practice Guide published in March 2005.
- 12.9 There is a target for every policy. The guidance defines three types of targets:
- a) Process targets – these monitor document preparation against the milestones in the LDS.
 - b) Policy targets – linked to output indicators which will provide a benchmark for measuring policy implementation – three types of Output Indicators are described below.
 - c) Sustainability Appraisal (SA) targets – linked to SA objectives and will form part of the SA Report.
- 12.10 For each policy indicators are also identified by which targets will be assessed. Indicators are in three categories:
- a) Core Output Indicators (COIs) and Local Output Indicators – the main purpose of output indicators is to measure quantifiable physical activities that are directly related to, and are a consequence of, the implementation of planning policies. Local authorities are required to monitor a set of LDF core output indicators and these are set out in the government guidance on Local Development Framework Monitoring. Local output indicators add to the pre-defined core output indicators and will monitor policies addressing other local issues.
 - b) Contextual – these provide baseline information on social, environmental and economic characteristics of local significance against which other output indicators can then be compared.
 - c) Significant effect indicators – these indicators are linked to the SA objectives and are presented as part of the SA report.
- 12.11 Most of the targets in the framework are policy targets but also include a few process targets where relevant. The indicators (output or contextual) are set out against each of the targets. SA targets and significant indicators are included in the SA Report and not in this DPD.
- 12.12 A timely review of the Core Strategy and Policies DPD will be undertaken if the strategy or the policies are no longer consistent with or reflect the detailed requirements of national policy. The need for a review will be identified through Annual Monitoring Reports and included in a future Local Development Scheme.

Table 4 Implementation and Monitoring Framework

Policy Ref	Target	Indicator (& type)	Main delivery agencies
Strategic Policy SP1 – Location of Development	Seek to achieve at least 95% of all new development on PDL local target	COI BD2: Total amount of employment floorspace on PDL – by type. COI H3: New and converted dwellings on PDL	Private developers, RSLs and the Borough Council
	Development not to have unacceptable flood risk	COI E1: Number of planning permissions granted contrary to EA advice on flooding and water quality grounds	Private developers, RSLs, the Borough Council, Environment Agency
	Maintaining existing amount of employment development and increases in employment development accommodated within designated Employment Areas particularly Staines town centre	COI BD1: Total amount of additional employment floorspace – by type. COI BD2: Total amount of employment floorspace on PDL – by type. COI BD3: Employment land available - by type Losses of employment land in Employment Areas and Local authority area COI BD4: Total amount of floorspace for ‘town centre uses’	Private developers, the Borough Council
	Poorly sited uses in residential areas redeveloped for residential use	Amount of employment land lost to residential development	Private developers, landowners, the Borough Council
	Residential development to be within 30 minutes public transport time of a GP, hospital, primary and secondary school, employment and a major health centre	Accessibility of residential development from public transport	Private developers, RSLs and the Borough Council
	100% of new retail development to be located within existing town centres	COI BD4: Total amount of floorspace for ‘town centre uses’	Private developers, the Borough Council

Policy Ref	Target	Indicator (& type)	Main delivery agencies
Policy LO1 – Flooding Implications of Development	To follow a sequential approach to flood risk in locating new development as set out in PPS25	COI E1: Number of planning permissions granted contrary to EA advice on flooding and water quality grounds	The Borough Council, developers, Environment Agency
	Support comprehensive flood risk management measures within the Borough	Implementation of flood risk management schemes/measures (local output indicator)	Environment Agency
	Reduce the risk of flooding	a) New developments of qualifying size (see policy) with SUDS installed b) Net gain in flood storage capacity	The Borough Council, RSLs, developers, Environment Agency
Strategic Policy SP2 – Housing Provision	To provide an average of at least 166 dwellings per annum in the period 2006 to 2026	COIs H1: Plan period and housing targets H2 (a): Net additional dwellings – in previous years H2 (b): Net additional dwellings - for the reporting year H2 (c): Net additional dwellings – in future years H2 (d): Managed delivery target	Private developers, the Borough Council
	40% of the total housing provision is affordable	COI H5: Gross affordable housing completions Net affordable housing completions Number of people on the housing register as a measure of the extent to which housing need is being met	Private developers, RSLs, the Borough Council
Policy HO1 – Providing for New Housing Development	Production of Allocations DPDs in line with the LDS (Process)	Allocations DPDs	The Borough Council
	Seek to achieve development of identified housing allocations	Planning permissions granted for 'allocation' sites	Private developers, RSLs, the Borough Council
Policy HO2 – Contingency for Meeting Housing Provision	Provision of at least 166 dwellings per annum in the period 2006 to 2026	COIs H1: Plan period and housing targets H2 (a): Net additional dwellings – in previous years H2 (b): Net additional dwellings - for the reporting year H2 (c): Net additional dwellings – in future years H2 (d): Managed delivery target	The Borough Council

Policy Ref	Target	Indicator (& type)	Main delivery agencies
Policy HO3 – Affordable Housing	40% of the total housing provision is affordable	COI H5: Gross affordable housing completions	Private developers, RSLs, the Borough Council
	Provision of intermediate units in any scheme not exceeding 35% of the proportion of affordable housing	Affordable housing completions by tenure (local output indicator) – linked to COI H5	Private developers, RSLs, the Borough Council
Policy HO4 – Housing Size and Type	To achieve 80% one and two bed units in schemes proposing 4 or more dwellings	Percentage of one and two bed units in schemes comprising 4 or more dwellings (local output indicator)	Private developers, RSLs, the Borough Council
	To provide 400 extra care units between 2006 and 2026	Completions of extra care units per annum (local output indicator)	Private developers, RSLs, the Borough Council
	A proportion of dwellings to meet the needs of people with disabilities	Provision of disabled access to new homes and other design elements to meet the needs of people with disabilities (local output indicator)	Private developers, RSLs, the Borough Council
Policy HO5 – Density of Housing Development	Achieve overall average density of 40dph on all completions	Percentage of new dwellings completed at (<30dph, 30-50dph and >50dph)	Private developers, RSLs, the Borough Council
	The density of any residential scheme should be a minimum of 35 dwellings per hectare	Density of residential development (local output indicator)	Private developers, RSLs, the Borough Council
Policy HO6 – Sites for Gypsies and Travellers	No loss of existing authorised sites used by Gypsies and Travellers during the DPD period	CO1 H4: Net additional pitches (Gypsy and Travellers) Number of Gypsy and Traveller sites (local output indicator)	The Borough Council
Policy HO7 – Sites for Travelling Showpeople	No loss of existing authorised sites for travelling showpeople during the DPD period	Number of travelling showpeople sites (local output indicator)	The Borough Council

Policy Ref	Target	Indicator (& type)	Main delivery agencies
Strategic Policy SP3 – Economy and Employment Land Provision	To maintain the total amount of employment floorspace in the Borough	COI BD1: Total amount of additional employment floorspace - by type	Private developers, the Borough Council
		COIs BD2: Total of employment floorspace on previously developed land – by type BD3: Employment land available – by type BD4: Total amount of floorspace for ‘town centre uses’ Net change in the total employment floorspace in the Borough (local output indicator)	Private developers, the Borough Council
		Proportion of 16-19 year olds with Level 2 qualifications (5 GCSEs A*-C or NVQ equivalent) (contextual)	Surrey County Council, Borough Council
		Percentage of working age population qualified to NVQ Level 3 or above (contextual)	Surrey County Council, Borough Council, Learning and Skills Council
	Increase in the number of adults with level two basic skills	Number of learners achieving level 2 basic skills (contextual) Number of learners on basic skills courses (contextual)	Surrey County Council, Borough Council, Learning and Skills Council
	Expand vocational options for 14-19 year olds at Spelthorne schools/colleges	Percentage increase in vocational training opportunities/places in Borough (contextual)	Surrey County Council, Borough Council, Learning and Skills Council
		Unemployment – Claimant Counts (contextual)	Surrey County Council, Borough Council
		Commercial Vacancy (contextual)	The Borough Council

Policy Ref	Target	Indicator (& type)	Main delivery agencies
Policy EM1 – Employment Development	To maintain the total amount of employment floorspace in the Borough	COI BD1: Total amount of additional employment floorspace - by type COIs BD2: Total of employment floorspace on previously developed land – by type BD3: Employment land available – by type BD4: Total amount of floorspace for ‘town centre uses’ Net change in the total employment floorspace in the Borough (local output indicator)	Private developers, the Borough Council
	No net loss of employment land or floorspace in the Employment Areas	COIs BD2: Total of employment floorspace on previously developed land – by type BD3: Employment land available – by type BD4: Total amount of floorspace for ‘town centre uses’	Private developers, the Borough Council
Policy EM2 – Employment Development on Other Land		Amount of employment development not within designated Employment Areas (linked to COI BD1 above)	Private developers, the Borough Council
Strategic Policy SP4 – Town Centres and Retail Development	100% of new retail development should be located within town and local centres	COI BD4: Total amount of floorspace for ‘town centre uses’	Private developers, the Borough Council
Policy TC1 – Staines Town Centre	Make provision for 32,000m ² of retail development in Staines town centre during the plan period	COI BD4: Total amount of floorspace for ‘town centre uses’	Private developers, the Borough Council
	Encourage sustainable forms of transport in Staines town centre	Percentage of completed non-residential developments complying with car parking standards on key facilities Percentage of new residential development within 30 min public transport time	Private developers, the Borough Council
	Increase the footfall in Staines town centre	Annual Pedestrian Survey (contextual)	Retailers, Survey by the Borough Council

Policy Ref	Target	Indicator (& type)	Main delivery agencies
Policy TC2 – Staines Town Centre Shopping Frontage	No loss of retail within primary shopping areas of Staines Town Centre	BD4: Total amount of floorspace for ‘town centre uses’ Loss of retail within primary shopping areas of Staines town centre (local output indicator)	Private developers, the Borough Council
	No more than five out of nine consecutive units within the secondary shopping area of Staines town centre are in non-retail use as a result of the proposal	Changes of use within secondary shopping areas in Staines town centre (local output indicator)	Private developers, the Borough Council
Policy TC3 – Development in Ashford, Shepperton and Sunbury Cross Centres	No more than two out of nine consecutive units within the secondary shopping area of Staines town centre are in non-retail use as a result of the proposal	Changes of use within Ashford, Shepperton and Sunbury Cross (local output indicator)	Private developers, the Borough Council
Policy TC4 – Local Shopping Centres and Parades	No more than four out of nine consecutive units are in non-retail use For parades with less than nine units – no more than two units in total should be in non-retail use	Changes of use within local shopping centres and parades (local output indicator)	Private developers, the Borough Council
Policy TC5 – Proposals for Retail Development	All new retail development should be within Staines, Ashford, Shepperton or Sunbury town centres	COI BD4: Total amount of floorspace for ‘town centre uses’	Private developers, the Borough Council
Strategic Policy SP5 – Meeting Community Needs	Targets are set under detailed policies below		
Policy CO1 – Providing Community Facilities	To ensure community facilities are provided to meet local needs	Community facilities granted or lost (local output indicator) COI BD4: Total amount of floorspace for ‘town centre uses’	The Borough Council, developers, Surrey County Council, LSP

Policy Ref	Target	Indicator (& type)	Main delivery agencies
Policy CO2 – Provision of Infrastructure for New Development	Require developers to provide or contribute in a timely way to the cost of infrastructure, where required, as a result of proposed development	Whether the development provided or contributed in a timely way to the cost of infrastructure required	Private developers, the Borough Council
Policy CO3 – Provision of Open Space for New Development	Provide a minimum of 0.1ha (increased proportionally according to scheme size) of open space in housing developments of 30 family dwellings	Area of open space provision in schemes of 30+ family dwellings	Private developers, RSLs, the Borough Council
Strategic Policy SP6 – Maintaining and Improving the Environment	Targets are set under detailed policies below		
Policy EN1 – Design of New Development	Achieve high standard in design and layout of new development	Percentage of applications refused as not being in accordance with the policy COI H7: Housing Quality – Building for Life Assessments Design	Private developers, RSLs, the Borough Council
Policy EN2 – Replacement and Extension of Dwellings in the Green Belt including Plotland Areas	To ensure the replacement and extension of properties is consistent with the Green Belt and is appropriate to the setting of the River Thames	Percentage of applications refused as not being in accordance with the policy	The Borough Council, developers
Policy EN3 – Air Quality	Reduce NO ₂ levels to below 40ug/m ³ at monitored sites	Number of monitored sites exceeding the annual air quality objective for nitrogen dioxide (40ug/m ³)	The Borough Council, Surrey County Council, Highways Agency
Policy EN4 – Provision of Open Space and Sport and Recreation Facilities	To maintain existing amount of public open space Maintain and improve the quality of open space	Net change in amount of public open space Future updates of Open Space Study (PPG17) Amount of eligible open spaces managed to a Green Flag award standard	The Borough Council, developers The Borough Council
Policy EN5 – Buildings of Architectural or Historic Interest	Preserve listed buildings	Grade II and II* buildings on English Heritage Risk Register (contextual)	The Borough Council, English Heritage

Policy Ref	Target	Indicator (& type)	Main delivery agencies
Policy EN6 – Conservation Areas, Historic Landscapes, Parks and Gardens	Review Conservation Area Enhancement Plans in accordance with the LDS	Publication of the Conservation Area Enhancement Plans	The Borough Council
Policy EN7 – Tree Protection	To promote TPOs when required	Number of TPOs made in a year (contextual)	The Borough Council
Policy EN8 – Protecting and Improving the Landscape and Biodiversity	Protect and improve the landscape of the Borough	Implementation of projects to enhance the landscape and create and improve habitats (local output indicator) Change in priority habitats and species (by type) COI E2: Change in areas of biodiversity importance	The Borough Council, partners in public, private and voluntary sectors
Policy EN9 – River Thames and its Tributaries	Use development proposals as an opportunity to enhance the setting of the river Thames and its tributaries	Percentage of applications refused as not being in accordance with the policy	Developers, RSLs, The Borough Council
Policy EN10 – Recreational use of the River Thames	Safeguard facilities which support the recreational use of the River Thames	Net change in riverside facilities	Developers, The Borough Council
Policy EN11 – Development and Noise	Minimise the adverse impact of noise No new dwellings should be permitted within the 66Leq noise contour	Number of developments where sound attenuation measures were required and met Net additional dwellings permitted within 66Leq noise contour (local output indicator)	The Borough Council
Policy EN12 – Noise from Heathrow Airport	Reduce the area of the Borough affected by the 66Leq noise contour	Extent of the 66Leq noise contour (contextual)	BAA, DfT, The Borough Council
Policy EN13 – Light Pollution	Reduce light pollution	Schemes where a reduction in light pollution is secured	
Policy EN14 – Hazardous Development	No increase in the numbers of people living, working and congregating in the public safety zone	Net change in total number of people living, working and congregating in the public safety zone	The Borough Council
Policy EN15 – Development on Land Affected by Contamination	Reduce the number of potentially contaminated sites	Number of contaminated sites (BVPI 216a) Number of sites remediated	The Borough Council, developers
Strategic Policy SP7 – Climate Change and Transport	Targets are set under detailed policies below		

Policy Ref	Target	Indicator (& type)	Main delivery agencies
Policy CC1 – Renewable Energy, Energy Conservation and Sustainable Construction	On residential developments of one or more dwellings and other development involving new building or extensions exceeding 100m ² – provide at least 10% of the energy demand of the development from on-site renewable energy sources	COI E3: Renewable energy generation	Developers, RSLs, The Borough Council, Thames Valley Energy
	Support provision of renewable energy, energy efficiency and promote sustainable development	Number of homes built to 'Code for Sustainable Homes – 3 star' or BREEAM 'very good' standards (local output indicator)	Developers, RSLs, The Borough Council, Thames Valley Energy
	Freestanding renewable energy schemes completed	Kilowatt Capacity	Developers, RSLs, The Borough Council, Thames Valley Energy
Policy CC2 – Sustainable Travel	Encourage more sustainable travel patterns	Percentage of new residential development within 30 min public transport time of key facilities	Surrey County Council, The Borough Council, developers, RSLs
		Number of permissions accompanied by a site specific travel plan to promote and achieve sustainable travel choices (local output indicator)	The Borough Council, developers, RSLs
Policy CC3 – Parking Provision	Schemes to comply with the Council's parking standards	Percentage of completed non-residential developments complying with car parking standards set out in adopted Parking Standards	Private developers, RSLs, the Borough Council
Policy CC4 – Non-Car Access to Heathrow and Airtrack	Encourage accessibility of Heathrow from the Borough by non-car based modes	Schemes which have improved non-car access to Heathrow	Airtrack Consortium, BAA, The Borough Council, Surrey County Council

Appendix 1 – Protected Urban Open Space Sites

The following protected urban open space sites are shown on the Proposals Map.

Council-owned Parks and Recreation Grounds

- A1. Alexandra Road, Ashford
- A2. Ashford Recreation Ground, Clockhouse Lane, Ashford
- A3. Cedars Recreation Ground, Green Street, Sunbury
- A4. Feltham Hill Road, Ashford
- A5. Groveley Road, Sunbury
- A6. Lauser Road (eastern end), Stanwell
- A7. Scott Freeman Gardens, Church Road, Ashford
- A8. Staines Park, Knowle Green, Staines
- A9. Stanwell Recreation Ground, Oaks Road
- A10. Village Park, Hadfield Road, Stanwell
- A11. Memorial Gardens, Staines
- A12. Spelthorne Grove, Sunbury
- A13. Holywell Way, Stanwell
- A14. Shepperton Studios
- A15. Glebeland Gardens, Shepperton
- A16. Former line of Lower Sunbury Relief Road (TP26)

Private Sports Grounds

- B1. Ashford Sports Club, Woodthorpe Road, Ashford
- B2. Lazards Sports Club, The Avenue, Sunbury
- B3. Gaflac Sports Ground + London Irish RFC, The Avenue, Sunbury
- B4. Elmsway Tennis Club, Elmsway, Ashford

School Grounds

- C1. Town Farm School Stanwell
- C2. Echelforde School, Park Road, Ashford
- C3. R/O Spelthorne College, Church Road, Ashford
- C4. Staines Prep School, Gresham Road, Staines
- C5. R/O Our Lady RC School and Kingscroft Junior School, Park Ave, Staines
- C6. Matthew Arnold School, Staines
- C7. Sunbury Manor School, Nursery Road, Sunbury
- C8. St Nicholas School, Shepperton
- C9. St Paul's School and St Teresa's Convent Sunbury
- C10. Thamesmead School, Shepperton
- C11. Halliford School, Shepperton
- C12. Springfield CF and Middle School, Sunbury

Open Land within Residential Estates

- D1. Hadrian Way/Canopus Way, Stanwell
- D2. The Royal Estate (Edinburgh Drive/Elizabeth Avenue), Staines
- D3. Beechwood Avenue/Ashridge Way, Sunbury
- D4. Belgrave Road/Batavia Road, Sunbury
- D5. Preston Road/Greeno Crescent, Shepperton
- D6. Selwood Gardens, Stanwell

- D7. Strodes Crescent, Staines
- D8. Denman Drive, Ashford
- D9. Chessholme Road, Ashford
- D10. Norman Road, Ashford
- D11. Tudor Road, Ashford
- D12. Nell Gwynne Avenue/Caesers Way, Shepperton
- D13. Catlin Crescent, Shepperton
- D14. Lime Crescent, Sunbury
- D15. Catherine Drive, Sunbury
- D16. Heathcroft Avenue, Sunbury
- D17. Feltham Hill Road/Woodlands Parade, Ashford
- D18. Elgin Avenue, Ashford

Other Land

- E1. Horton Road/Hithermoor Road, Stanwell Moor
- E2. Jordans Close/Town Lane, Stanwell
- E3. Duncroft, Wraysbury Road, Staines
- E4. Adjacent River Colne, Church Street, Staines
- E5. Knowle Green
- E6. Allotments, Staines Park
- E7. R/O Riverside Flats, Laleham Road
- E8. Penton Hall Drive, Laleham
- E9. Penton Hook Road
- E10. R/O Brookside Avenue, Ashford
- E11. Grounds of Sunbury Court, Sunbury
- E12. Flower Pot Green, Thames Street, Sunbury
- E13. Cemetery, Church Road, Shepperton
- E14. Allotments, Grove Road, Shepperton
- E15. Gordon Road/Russell Road, Shepperton
- E16. Staines Res. Aqueduct (Shortwood Common to Ashford Road)
- E17. Staines Res. Aqueduct (Ashford Road to Spelthorne Lane)
- E18. Staines Res. Aqueduct (West of Windmill Road)
- E19. Staines Res. Aqueduct (Windmill Road to M3)
- E20. St Matthews Church, Ashford
- E21. Land at Sunbury Cross between M3 and railway

Appendix 2 – Glossary

The glossary is intended to help readers understand the more technical planning terms used in this document. It also includes the most commonly used abbreviations. References in italics mean that the term is explained elsewhere in the glossary.

Affordable housing	Defined by the Government in <i>PPS3</i> 'Housing' as: 'Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should: - meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices. - include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision'.
Annual Monitoring Report (AMR)	A document, which forms part of the Local Development Framework, and which assesses the extent to which policies are being implemented successfully and reviews the progress of the <i>Local Development Scheme</i> .
Appropriate Assessment	An assessment of the effects of a plan or development proposal on designated sites of international importance for nature conservation required by Article 6 of the European Habitats Directive.
BREEAM	Building Research Establishment Environmental Assessment Method. Assessment methods and tools designed to help construction professionals understand and mitigate the environmental impacts of the developments they design and build.
Community Plan	A plan, now known as a sustainable community strategy, to coordinate the actions of different organisations in improving the well-being of their areas. The Spelthorne Community Plan is produced by the <i>Local Strategic Partnership</i> .
Conservation Area	An area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. Conservation Areas are designated by local authorities in accordance with statutory procedures.
Compulsory Purchase Order (CPO)	An order issued by the government or a local authority to acquire land or buildings for public interest purposes.

Development Plan	This consists of the relevant regional spatial strategy, plus <i>development plan documents</i> prepared by district councils, unitary authorities and, in the case of minerals and waste plans, by county councils. Planning applications must be determined in accordance with the statutory development plan unless material considerations indicate otherwise.
Development Plan Document (DPD)	Spatial planning documents that are subject to independent examination and, together with the <i>Regional Spatial Strategy</i> , form the Development Plan for the area.
Employment Area	An area which has been identified and safeguarded for employment purposes.
Flood Risk Assessment	PPS25 'Development and Flood Risk' requires Flood Risk Assessments to be carried out to the appropriate degree at all levels of the planning process, to assess the risks of all forms of flooding to and from development taking climate change into account and to inform the application of the sequential approach.
Green Belt	A designation for land around certain cities and large built-up areas, where strict planning controls apply in order to keep land permanently open and undeveloped and to check further growth of built up areas. Guidance on the purposes and use of land in the Green Belt is set out in PPG2.
Index of Multiple Deprivation (IMD)	A relative index that combines a number of indicators, chosen to cover a range of economic, social and housing issues, into a single deprivation score for defined areas. The IMD can help to identify areas for regeneration.
Key Diagram	A diagram used to illustrate the broad location of future development in a Regional Spatial Strategy or Core Strategy.
Listed Building	A building of special architectural or historic interest included on a list produced by the Government. There are additional planning controls over demolition and alteration of listed buildings.
Local Development Documents (LDDs)	Documents which, together, set out the Council's policies relating to the development and use of land. They include <i>Development Plan Documents</i> .
Local Development Framework (LDF)	The collective name for all the documents produced by the Council that together form the planning policy framework for the area. It includes <i>Development Plan Documents</i> , <i>Supplementary Planning Documents</i> , the <i>Statement of Community Involvement</i> , the <i>Local Development Scheme</i> and the <i>Annual Monitoring Report</i>

Local Development Scheme (LDS)	A document setting out the programme for preparing <i>Local Development Documents</i> in the <i>Local Development Framework</i> .
Local List of Buildings and Structures of Architectural or Historic Interest	A list of buildings and structures of local architectural or historic interest produced by the Council following consultation with relevant organisations and individuals.
Local Plan	The existing development plan that has been largely replaced by the new <i>Development Plan Document</i> except for 'saved' policies and proposals. The Spelthorne Borough Local Plan was adopted in 2001.
Local Strategic Partnership (LSP)	A formal partnership of local public, private, voluntary and community sector groups, intended to coordinate future planning and provision of services through the preparation of the Sustainable Community Strategy.
Local Transport Plan (LTP)	A plan produced by the County Council setting out a 5 year programme of transport improvements. It is used to bid for funding from the Government for transport improvements. <i>Development Plan Documents</i> produced by Spelthorne have to be consistent with the LTP.
Net Dwelling Density	Defined in PPS3 'Housing' as: 'Net dwelling density is calculated by including only those site areas which will be developed for housing and directly associated uses, including access roads within the site, private garden space, car parking areas, incidental open space and landscaping and children's play areas, where these are provided'.
Previously Developed Land (PDL)	Land that is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed-surface infrastructure. The definition covers the curtilage of the development. PPS3 Housing Annex B sets out a detailed definition.
Planning Brief	A document giving detailed advice on how a specific site should be developed.
Planning Policy Guidance (PPG)	Issued by central government setting out its national land use policies on different areas of planning. These are gradually being replaced by Planning Policy Statements.
Planning Policy Statement (PPS)	A statement of national planning policy produced by the Government. Regional and district level plans have to be consistent with Government <i>Planning Policy Statements</i> .

Proposals Map	A map showing how the policies contained in adopted <i>Development Plan Documents</i> relate to specific areas of land. It must be updated each time a new DPD is adopted.
Ramsar	Wetland sites of international importance designated under the Ramsar convention. Many Ramsar sites are also <i>Special Protection Areas</i> classified under The Birds Directive.
Regional Spatial Strategy for the South East	A plan for the future development of the South East region. It includes figures for new housing development for individual districts. The plan is currently in draft form and will eventually be approved by the Government following an independent examination. <i>Development Plan Documents</i> produced by Spelthorne have to be in conformity with the Regional Spatial Strategy for the South East.
Registered Social Landlord (RSL)	Technical name for a body registered with the Housing Corporation. Most housing associations are RSLs. They own or manage affordable homes, both social rented and intermediate.
Saved Policies	Local Plan Policies which have been 'saved' by virtue of a direction from the Secretary of State so that they continue to have effect after the expiry of the adopted <i>Local Plan</i> .
Site of Nature Conservation Importance (SNCI)	Non-statutory sites which have been identified because their flora and fauna are of County or Regional wildlife value.
Site of Special Scientific Interest (SSSI)	Area designated under the National Parks and Access to the Countryside Act, 1949, and re-notified under the Wildlife and Countryside Act, 1981, as being of special importance by reason of its flora, fauna or geological features.
Special Protection Area (SPA)	An area of international importance for bird conservation defined under the EC Directive on the Conservation of Wild Birds (79/409/EEC): The Birds Directive (see also Ramsar).
Statement of Community Involvement (SCI)	An LDF document setting out how the Council will involve the community in preparing plans and considering planning applications.
Strategic Environmental Assessment (SEA)	A report which sets out the likely significant effects of a plan or programme on the environment. SEA is incorporated into SA in the preparation of <i>DPDs</i> .

Strategic Flood Risk Assessment	An assessment of the effects of a plan on flood risk. It is distinct from an individual flood risk assessment which examines the implications for flood risk of a specific development.
Strategic Housing Land Availability Assessment (SHLAA)	An assessment required by PPS3 Housing to demonstrate how sufficient housing land will be delivered to meet a community's need for more homes.
Structure Plan	A plan for the future development of the County produced by the County Council. Structure Plans are being phased out.
Supplementary Planning Document (SPD)	An LDF document providing supplementary advice on the application of policies in <i>Development Plan Documents</i> . Supplementary Planning Documents are not subject to independent examination and cannot be used to introduce new policies.
Sustainability Appraisal (SA)	An appraisal of the economic, environmental and social effects of a plan carried out from the outset of the preparation process to allow decisions to be made that accord with sustainable development. The results of the sustainability appraisal are contained in a separate report.
Sustainable Development	Development which meets the needs of the present without compromising the ability of future generations to meet their own needs. The principle of 'sustainability' is concerned with controlling and reducing damage to the environment, including longer term interested of preserving the ozone layer and finite resources.
Urban Area	The urban areas shown on the Key Diagram comprise all land and uses which are not within the Metropolitan <i>Green Belt</i> . These include the built up areas of the Borough, together with highways land and areas of open land used for recreation and as public or private open space. The definition of urban areas does not include any isolated residential or commercial development located within and 'washed over' by the Green Belt.

Use Class

The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories. A 'use class' is a grouping together of similar land uses. The following list sets out the description of use classes A1 – A5 relating to shopping and town centre activities.

For a full list of use classes reference should be made to the full Order.

Use Class	Use / Description of development
A1 Shops	Retail sale of goods to the public – shops, post offices, travel agencies & ticket agencies, hairdressers, funeral director & undertakers, domestic hire shops, dry cleaners, sandwich bars – sandwiches or other cold food purchased and consumed off the premises, internet cafes.
A2 Financial and professional services	Financial services – banks, building societies and bureau de change. Professional services (other than health or medical services) – estate agents & employment agencies. Other services – betting shops. Principally where services are provided to visiting members of the public.
A3 Food and drink	Restaurants and cafes – use for the sale of food for consumption on the premises. Excludes internet cafes.
A4 Drinking establishments	Use as a public house, wine-bar or other drinking establishment.
A5 Hot food takeaways	Use for the sale of hot food for consumption off the premises.