

Spelthorne Local Plan

PREFERRED OPTIONS CONSULTATION POLICIES



Spelthorne Takes Shape

November 2019



Contents

| | |
|---|-----------|
| Abbreviations | ii |
| 1. Strategic..... | 1 |
| Policy ST1: Presumption in Favour of Sustainable Development | 1 |
| Policy ST2: Planning for the Borough..... | 3 |
| 2. Spatial | 7 |
| Policy SP1: Staines-upon-Thames..... | 7 |
| Policy SP2: Ashford, Shepperton and Sunbury Cross | 10 |
| Policy SP3: Stanwell and Stanwell Moor | 14 |
| Policy SP4: Local Centres, Shopping Parades and Isolated Retail Units..... | 17 |
| Policy SP5: Colne Valley Regional Park..... | 20 |
| Policy SP6: River Thames and its Tributaries..... | 23 |
| Policy SP7: Heathrow Airport | 26 |
| 3. Housing..... | 29 |
| Policy H1: Homes for All..... | 29 |
| Policy H2: Affordable Housing..... | 35 |
| Policy H3: Gypsy, Traveller & Travelling Showpeople Pitches and Plots | 39 |
| 4. Environment | 43 |
| Policy E1: Green Belt | 43 |
| Policy E2: Flooding | 46 |
| Policy E3: Environmental Protection..... | 50 |
| Policy E4: Green and Blue Infrastructure..... | 56 |
| Policy E5: Open Space | 59 |
| 5. Economy | 62 |
| Policy EC1: Meeting Employment Needs | 62 |
| Policy EC2: Retail Needs | 67 |
| Policy EC3: Leisure and Culture..... | 70 |
| 6. Design | 73 |
| Policy DS1: Place shaping | 73 |
| Policy DS2: Sustainable Design and Renewable/Low Carbon Energy Generation..... | 77 |
| Policy DS3: Heritage Conservation and Landscape | 81 |
| 7. Infrastructure and Delivery | 84 |
| Policy ID1: Infrastructure and delivery | 84 |
| Policy ID2: Sustainable Transport for New Developments..... | 88 |

Abbreviations

| | |
|-------|---|
| AQMA | Air Quality Management Area |
| ARD | Airport Related Development |
| ASF | Airport Supporting Facilities |
| BOAs | Biodiversity Opportunity Areas |
| CCHP | Combined Cooling and Heating Power |
| CHP | Combined Heating and Power |
| DCO | Development Consent Order |
| EA | Environment Agency |
| ELNA | Employment Land Needs Assessment |
| GPDO | General Permitted Development Order |
| GTAA | Gypsy and Traveller Accommodation Assessment |
| HAL | Heathrow Airport Limited |
| HMA | Housing Market Area |
| HMO | House of Multiple Occupation |
| LGS | Local Green Space |
| LPA | Local Planning Authority |
| MHCLG | Ministry of Housing, Communities and Local Government |
| ONS | Office for National Statistics |
| NPPF | National Planning Policy Framework |
| PPG | Planning Practice Guidance |
| PPTS | Planning Policy for Traveller Sites |
| RTPI | Royal Town Planning Institute |
| SFRA | Strategic Flood Risk Assessment |
| SHMA | Strategic Housing Market Assessment |
| SNCI | Site of Nature Conservation Importance |
| SPA | Special Protection Area |
| SSSI | Sites of Special Scientific Interest |
| SuDs | Sustainable Drainage Systems |
| TER | Target Emission Rate |

1. Strategic

Policy ST1: Presumption in Favour of Sustainable Development

1. When determining development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF). The Council will work proactively with applicants with the aim of finding solutions that mean that proposals can be approved wherever possible, in order to secure development that improves the economic, social and environmental conditions in the Borough.
2. Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in any neighbourhood plans adopted in the future) will be approved without delay, unless material considerations indicate otherwise.
3. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision, then the Council will grant permission unless material considerations indicate otherwise, taking into account whether:
 - a) the application of policies in the National Planning Policy Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - b) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | + | + | 0 | 0 | 0 | + | + | 0 | + | + | + | + |
| Medium Term | + | + | 0 | 0 | 0 | + | + | 0 | + | + | + | + |
| Long Term | + | + | 0 | + | + | + | + | + | + | + | ? | + |

Reasoned Justification

The NPPF emphasises that all Local Plans should be based upon and reflect the presumption in favour of sustainable development. The principle informs both the policies and site allocations contained within the 'Local Plan: Strategy and Sites' and will be used to guide decision makers.

Local Planning Authorities are encouraged to include a policy within their Local Plan that embraces the presumption in favour of sustainable development. Policy ST1 meets this requirement and adopts the model wording suggested. When

implementing Policy ST1, local circumstances will be taken into account to respond to different opportunities for achieving sustainable development. In accordance with policies in the NPPF that protect important natural and heritage assets, the presumption will not automatically apply to: habitats sites (including sites protected under the Birds and Habitats Directives) and/or designated as Sites of Special Scientific Interest (SSSIs), development requiring appropriate assessment because of its potential impact on a habitats site, land designated as Green Belt, or Local Green Space, designated heritage assets, and or locations identified as at risk of flooding.

Key Evidence

- National Planning Policy Framework (NPPF) 2019

Sustainability Appraisal Alternative Options

| | |
|--|--|
| Alternative Option 1: Include a policy which promotes the presumption in favour of Sustainable Development, in accordance with the NPPF. | National policy indicates that Local Plan policies should follow the approach of the presumption in favour of sustainable development. It was therefore considered that there were no alternatives to the inclusion of sustainable development within the policy as a 'do nothing' approach was not considered reasonable. |
|--|--|

Policy ST2: Planning for the Borough

Spatial Development Strategy

1. The housing requirement for Spelthorne is 603¹ dwellings per annum over the plan period (2020 – 2035), a total of 9,045. During the plan period, provision has been made for at least 9,057 new homes. Table 1 shows the contribution of all sources of housing supply.
2. Provision has been made for at least 15,000 sqm of office and research and development (B1a and b) floorspace (net) and for at least 14,000 sqm of storage and distribution (B8) (net); and approximately 22,000 sqm² of comparison retail floorspace (gross).
3. Provision has been made for 20 permanent pitches for Gypsies and Travellers and 15 permanent plots for Travelling Showpeople (as defined by Planning Policy for Traveller Sites) within Spelthorne between 2020 and 2035.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | + | 0 | - 0 | 0 | - | 0 | 0 | 0 | 0 | 0 | 0 ? | - ? |
| Medium Term | + | + | - 0 | 0 | - | - | 0 | - | 0 | 0 | 0 ? | - ? |
| Long Term | + | + | - | - | - | - | - | - | 0 | + | 0 ? | - ? |

Reasoned Justification

National policy requires that we meet objectively assessed housing needs, including any unmet needs from neighbouring authorities, where it is practical to do so and consistent with achieving sustainable development. Spelthorne's objectively assessed housing need has been based on the Government standard methodology set out in the NPPF 2018 and accompanying Planning Practice Guidance.

Spelthorne's total housing supply over the plan period (2020-2035) is indicated in the table below and will comprise homes from a variety of sources in addition to the Local Plan's site allocations.

¹ As calculated using the standard method for assessing housing need. The Council will review the local housing need figure as and when appropriate, guided by the Government's approach to assessing housing need.

² This is subject to the former Waitrose unit at Two Rivers not being occupied by a convenience goods retailer.

Table 1: Sources of supply over the plan period: 2020 – 2035 (net number of homes)

| Source | Approx. number of units | Comments |
|---|-------------------------|--|
| Allocations | 4,320* | 1,649 in Green Belt 2,671 in Urban area |
| SLAA sites (> 5 units) | 1,897** | 5% under-delivery discount applied |
| Windfall: Small sites | 555 | 37 per annum x 15 years |
| Windfall: Office to residential permitted development | 280 | 37 per annum in 6-10 years 19 per annum in 11-15 years |
| Under construction | 405 | As of 1 April 2019 |
| Staines opportunity area | 1,600 | Dependent upon delivery of Staines Masterplan Approx. 100 units per annum |
| Total | 9,057 | |
| Average per annum | 604 | |

* No under-delivery discount applied as dependent upon further discussions with landowners on availability and deliverability. Yields identified in the Allocations Document supersede that identified in the SLAA for allocated sites.

** Excluding sites identified for allocation in the Local Plan

Spelthorne has an annual requirement for 603 homes per annum, which has been determined using the Government's standard methodology for calculating local housing need (LHN). The methodology uses the official 2014 household projections with an uplift to take account of local affordability.

The Council has produced a Strategic Land Availability Assessment (SLAA) to identify which parcels of land in the urban area could help to meet development needs and has also undertaken a Green Belt Assessment to determine which areas are weakly performing and could be released from the Green Belt. These evidence base documents have informed the sites identified for potential allocation in the Local Plan.

Not all sites identified in the SLAA have been allocated in the Local Plan due to their non-strategic nature and the lack of benefits identified from an allocation. As such they are expected to be delivered as windfall development. In addition, an allowance for small sites and office to residential permitted development has been identified based on past trends. Sites under construction as of 1 April 2019 are included within the supply, with a 16 year period accounted for from 2019 to 2035.

It is anticipated that the residual need will be addressed through the Staines Masterplan. This is in the early stages of development and figures will be updated once this work progresses.

Spelthorne sits within a housing market area (HMA) with Runnymede Borough Council and the two boroughs also form a Functional Economic Market Area (FEMA). Runnymede has recently had its Local Plan examined. The Runnymede Local Plan will make provision for a minimum of 7,480 net additional dwellings over their plan

period, a 20,000sqm business park in New Haw and a 79,025sqm (7,350sqm net) office/business park at the Longcross Enterprise Zone. They are also seeking to deliver a minimum of 7,540sqm net retail floorspace and a minimum of 60,260 sqm net employment floorspace delivered in Runnymede Borough's Strategic Employment Areas.

Monitoring Indicators

| Indicator | Target | Data Source |
|---|--|-----------------------------|
| Net number of new homes delivered per annum | 603 (net) | In house Council Monitoring |
| Net number of additional permanent pitches for Gypsies and Travellers and 15 permanent plots for Travelling Showpeople | 20 permanent pitches for Gypsies and Travellers 15 permanent plots for Travelling Showpeople | In house Council Monitoring |
| Net additional office and research and development (B1a and b) floorspace Net additional of storage and distribution (B8) floorspace | 15,000 sqm of (net) office and research and development (B1a and b) 14,000 sqm of storage and distribution (B8) (net) | In house Council Monitoring |
| Additional comparison retail floorspace | 22,000 sqm (gross). | In house Council Monitoring |

Key Evidence

- Strategic Housing Market Assessment (2015) and SHMA update (2019)
- Gypsy and Traveller Accommodation Assessment (2018)
- Employment Land Needs Assessment (Spelthorne Borough Council, 2018)

Sustainability Appraisal Alternative Options

| | |
|---|---|
| Alternative Option 1: Aim to meet all need for housing, including affordable and G&T pitches, employment and other development in the urban area without amending Green Belt boundaries. Increase densities, prioritise housing need and build on open space and re-provide sports and recreation facilities in the Green Belt. | Reject alternative. Unlikely to meet full OAN and would result in the loss of uses other than housing in town centres. |
| Alternative Option 2: Amend the Green Belt boundary significantly to meet housing and employment need. This option would include safeguarding land in the Green Belt for future need | Reject alternative. This would result in the loss of a significant amount of strongly and moderately performing Green Belt. |

| | |
|--|---|
| beyond the plan period. The Green Belt designation would only be retained for sites that are strongly performing and/or perform a strategic Green Belt function. | |
| Alternative Option 3: Focus new development in Staines upon Thames by making use of a Master Plan approach for development that increases opportunities for new high rise residential buildings. Significantly increase densities in the Staines area; prioritise housing need by allowing employment sites to be redeveloped; allocate sites for housing elsewhere in the Borough but only at an appropriate density. | Reject alternative. Approach unlikely to meet all needs. Negative impacts expected on social SA objectives. |
| Alternative Option 4: Increase densities in town centres and near transport facilities where the character can accommodate it, allowing high rise development where appropriate and where they are of high quality design. Release some weakly performing Green Belt that would not adversely affect the integrity of the strategic Green Belt. Make use of a masterplan approach for Staines. | Preferred approach. This option provides the opportunity to meet all development needs and distributes growth across the Borough. |
| Alternative Option 5: Consider Kempton Park Garden Village as an alternative option. Allow as much need as possible in the urban area and release the site to provide 3,000 new homes. Develop sites identified in the Strategic Land Availability Assessment as suitable in the urban area in addition. | Reject alternative. This option is likely to have significantly negative impacts on the environment and transport given the proposed scale of development concentrated in one location. |

Core Strategy 2009 policies to be replaced

- Strategic Policy SP1: Location of Development

2. Spatial

Policy SP1: Staines-upon-Thames

Strategy

1. Recognising its size, location and significant opportunity for further regeneration, Staines-upon-Thames will be a key focus for housing, employment and retail development in the Borough. The guidance for how the town grows sustainably and coherently will be provided within a new Masterplan for Staines to deliver development to meet need.

Infrastructure

2. Growth of the town will be dependent on enhanced infrastructure, particularly to capitalise on the proximity to Heathrow Airport. The Council will support proposals that facilitate new and improved public and sustainable transport links, education facilities, healthcare services, and social and community uses in accessible locations, working with infrastructure providers to identify projects for funding.

Retail and Leisure

3. New development should support the position of Staines at the top of the retail and leisure hierarchy within the Borough. Proposals that contribute to culture, the arts and access to the River Thames will be considered favourably in accordance with the Masterplan.
4. Mixed-use development that has the potential to introduce new community and healthcare uses to the centre will be encouraged which increase foot-fall and contribute to the vitality and viability of the centre.

Character

5. The Staines Conservation Area (shown on the Policies Map) will be preserved and enhanced. New development in Staines is likely to be high density within the town centre to maximise efficient use of land but will be expected to achieve high quality design in accordance with the Masterplan.

Opportunities

6. Southern Rail Access to Heathrow that includes a station at Staines, and Southern Light Rail as the Council's preferred solution, is considered essential for the town to maximise benefits of the proposed Heathrow expansion.
7. Tall buildings will be designed to reflect the redefined character of Staines and the design is to be of high standard. There are opportunities to improve existing local leisure facilities.
8. There are opportunities for attractive riverside development and public realm enhancement. Improved access will be encouraged in order to maximise the asset that is the River Thames-side location.
9. Renewable and low carbon energy solutions will be expected to be incorporated in all new development³, including opportunities for combined heat and power (CHP) and district heat networks.

³ All new development is for non-residential uses of 1000 sqm or greater and is for 10 or more dwellings

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | + | + | 0 | + | 0 | 0 | 0 | 0 | 0 | + | 0 | 0 ? |
| Medium Term | ++ | + | 0 | + | + | 0 | 0 | 0 | + | + | 0 | 0 ? |
| Long Term | ++ | + | 0 ? | ++ | ++ | 0 | + | + | ++ | ++ | + | 0 ? |

Reasoned Justification

Staines-upon-Thames is the main town centre within Spelthorne and therefore sits top of the centre hierarchy in the Borough. In this role, Staines is required to support a variety of uses, including shops, offices, leisure and entertainment facilities. It is therefore necessary to consider how to ensure Staines continues to perform its function as part of the Masterplan. Through this, Staines has the opportunity to grow and develop into a thriving town that can take advantage of its close proximity to Heathrow Airport, and proposed new public transport schemes are likely to enhance its connectivity further. Identified as a 'Step up Town' by the EM3 Local Enterprise Partnership, Staines is already on the map and its growth is sustainable and meets the needs for residents, businesses and visitors. For this reason, the Staines-upon-Thames Masterplan will deliver an ambitious and viable vision for the transformation and regeneration of the whole town. The Masterplan will be adopted as a Supplementary Planning Document to guide decision-making and allocations, supporting the Local Plan and this policy.

As well as accommodating growth, Staines also has significant character through the Staines Conservation Area and the proximity to and views of the river. There is therefore an expectation that any new development which affects the setting of the Conservation Area or the river will respect the character and enhance this.

The growth of Staines will allow opportunities to improve public realm and pedestrian linkages through the town centre. This will also provide opportunity to take advantage of the river and the footpath network through the Thames Path where possible. Utilising this asset is therefore a key strand of enhancing Staines and justifies its inclusion as part of the policy.

Mixed-use development within Staines town centre will reduce the need to travel and provide homes close to transport hubs. Mixed-use development presents opportunities to make good use of community combined heat and power, as the different types of use spread demand for heat and power over the day, evening and night. The buildings are likely to be in close proximity and reduce the cost of developing the heat network. Leisure and retail facilities can provide a base demand to help the efficiency of the system. Taller buildings will require piling for deep foundations which may provide opportunities for ground source heat.

Monitoring Indicators

| Indicator | Target | Data Source |
|--|--------|-----------------------------------|
| Amount of floorspace for main town centre uses | N/A | Planning applications and appeals |
| Number of dwellings completed each year within Staines | N/A | Planning applications and appeals |

Key Evidence

- Staines-upon-Thames Masterplan (forthcoming)
- Retail and Town Centre Study 2018
- Enterprise M3 LEP

Sustainability Appraisal Alternative Options

| | |
|--|---|
| Alternative Option 1: Don't include a policy specific to Staines. Let the market decide the quantity and location of development. | Reject alternative. This would offer no control over development and could negatively impact character and the settlement hierarchy. |
| Alternative Option 2: Include a policy that specifically outlines how development should be accommodated in Staines. Direct growth to the most appropriate areas, prioritising those near employment and transport links. Consider the hierarchy of settlements to inform growth patterns. | Preferred approach. Having localised policies in the Plan is considered to ensure that each area of the Borough accommodates an appropriate amount of growth and each area can be planned for effectively across the plan period. |

Core Strategy 2009 policies to be replaced

- Policy TC1: Staines Town Centre

Policy SP2: Ashford, Shepperton and Sunbury Cross

Strategy

1. Ashford, Shepperton and Sunbury Cross offer the potential for development opportunities to help meet identified needs. There are opportunities to maximise the efficient use of land by raising densities whilst ensuring high quality design, particularly around public transport interchanges.

Infrastructure

2. The Council will support proposals that seek to improve infrastructure to support the anticipated level of development in the centres. The Council will work with infrastructure providers to identify projects for funding. Improvements will be sought for:
 - a) public transport and sustainable and active travel opportunities,
 - b) education facilities and healthcare services,
 - c) social and community uses including open space provision in accessible locations

Retail and main town centre uses

3. The Council will seek to preserve and enhance the retail offer and other uses in Ashford, Shepperton and Sunbury Cross to strengthen the vitality and viability of each centre. Development proposals are expected to be consistent with the scale and function of each centre and will be directed to the Primary Shopping Areas for each centre as shown on the Policies Map (forthcoming).

Character

4. The Conservation Areas around Shepperton (shown on the Proposals Map) will be preserved and enhanced, along with heritage assets. Proposals will be supported that protect and enhance the local character of the area.

Opportunities

5. Sunbury Cross offers an opportunity to improve the safety and connectivity for active and sustainable modes of travel, whilst improving the public realm and helping to improve air quality, particularly around Sunbury Cross roundabout.
6. Ashford offers the opportunity to enhance the local level retail and leisure offer including health and fitness facilities and children's play spaces.
7. Shepperton would benefit from improved local connectivity, particularly improvements to bus services where there is currently a limited service.
8. Renewable and low carbon energy solutions will be expected to be incorporated in all new development⁴, including opportunities for combined heat and power (CHP) and district heat networks.

⁴ All new development is for non-residential uses of 1000 sqm or greater and is for 10 or more dwellings.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | + | + | 0 | + | 0 | 0 | 0 | 0 | 0 | + | 0 | 0 |
| Medium Term | + | ++ | + | + | 0 | 0 | 0 | 0 | 0 | + | 0 | 0 |
| Long Term | + | ++ | + | + | + | 0 | 0 | + | + | ++ | + | 0 |

Definitions

Primary Shopping Area is a defined area where retail development is concentrated.

Public Transport interchanges are defined as rail stations and bus stations within the Borough and are shown on the Policies Map (forthcoming). For the district centres, Ashford rail station, Sunbury rail station and Shepperton rail station are relevant. Standalone bus stops are not included within the definition of public transport interchanges.

Reasoned Justification

Ashford, Shepperton and Sunbury Cross are identified in the centre hierarchy as district centres offering retail facilities to their communities but without the range of retail offer provided in Staines. Ensuring vitality in the centres involves bringing unused retail units back into occupation and seeking to provide a diverse range of stores. Encouraging expansion where appropriate within the Primary Shopping Areas of each centre would allow for growth in this sector.

Ashford, Shepperton and Sunbury Cross each have their own mainline train station to provide connectivity into central London via Richmond and Kingston. This accessibility makes the three district centres attractive places to live. Providing housing around transport interchanges such as rail stations accords with the NPPF in making effective use of land. Whilst this approach would lead to higher densities, it is also important to ensure that the quality of design and standards are maintained.

Each of the three district centres have their opportunities where improvements could be sought and these have been identified within the policy. In addition to these, the three centres have more general infrastructure needs which will increase should growth occur and place greater pressures on existing services. This issue has been highlighted as a key component of delivering growth in the centres. Infrastructure improvements will need to be in an accessible location to cater for all sections of the local community and ensure that this can be fully utilised.

Monitoring Indicators

| Indicator | Target | Data Source |
|---|--|--|
| Number of ground floor retail (A1) uses lost to other use classes within the Primary Shopping Area | N/A | Annual retail surveys |
| Permissions granted for retail uses (A1) | None | Annual retail surveys, planning applications and appeals |
| Permissions granted for change of use from A1 to other uses that would result in a net loss of A1 uses in a Primary Shopping Area | None | Planning applications and appeals. |
| Number of new dwellings completed in the three district centres | N/A | Planning applications and appeals |
| Quantity of open space | No loss of open space, identified deficiencies met by end of plan period | Planning applications and appeals |

Key Evidence

- Retail and Town Centre Study 2018
- Annual Retail Surveys
- Open Space Assessment (Spelthorne BC, 2019)
- Playing Pitch Strategy

Sustainability Appraisal Alternative Options

| | |
|--|---|
| Alternative Option 1: Do not include a specific policy for Sunbury, Shepperton and Ashford. Let the market decide the quantity and location of development. | Reject alternative. This option would provide limited control over development and could negatively impact character and the settlement hierarchy. |
| Alternative Option 2: Include a policy that specifically outlines how development should be accommodated in Sunbury, Shepperton and Ashford. Direct growth to the most appropriate areas, prioritising those areas near employment and transport links. Consider the hierarchy of settlements to inform growth patterns. | Preferred approach. Having localised policies in the Plan will help to ensure that each area of the Borough accommodates an appropriate amount of growth and each area can be planned for effectively across the plan period. |

Core Strategy 2009 policies to be replaced

- Policy TC3: Development in Ashford, Shepperton and Sunbury Cross
- Policy TC5: Proposals for Retail Development
- Policy CO2: Provision of Infrastructure for New Development

Policy SP3: Stanwell and Stanwell Moor

Strategy

1. The Council will support the communities of Stanwell and Stanwell Moor and will ensure that adverse impacts of Heathrow expansion are minimised whilst seeking to secure economic and environmental benefits locally.

Infrastructure

2. The Council will work with infrastructure providers, developers and other key stakeholders to identify long term sources of funding and secure proposals for new infrastructure which offer sustainable transport links including active travel and public transport to improve access into and out of Heathrow Airport and other employment areas.
3. The Council will support the provision of new social facilities including education and healthcare services as well as new leisure facilities to meet identified local needs.
4. The Council will support proposals which enhance the function and setting of the local watercourses and river corridors and the rights of way network throughout the area.

Retail

5. The Council will protect the role that local retail facilities play in providing for the needs of the communities in Stanwell and Stanwell Moor. Development proposals for A1 (retail) use will be supported, where the scale is considered to complement the existing role and function.

Character

6. The Council will support the preservation and enhancement of the Stanwell Conservation Area and other heritage assets in the locality and will seek to ensure that the areas of current and former mineral working and other open land are fully restored or enhanced to provide an appropriate setting for recreation and nature conservation.

Opportunities

7. The Council will support opportunities for new and enhanced open spaces within Stanwell and Stanwell Moor and will encourage improved linkages as part of the wider green infrastructure network to promote walking and cycling.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Medium Term | 0 | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Long Term | 0 | + | 0 | 0 | 0 | 0 | 0 | + | + | 0 | 0 | 0 |

Reasoned Justification

Stanwell and Stanwell Moor are communities to the north of the Borough which are less well connected to the rest of Spelthorne. Stanwell is more developed to the south and links with the northern-most part of Ashford, whilst Stanwell Moor has a more distinct, rural character. Both Stanwell and Stanwell Moor are heavily impacted by Heathrow Airport. There is therefore a requirement for these communities to benefit from new and improved facilities and infrastructure where this can be secured.

Clare Road in Stanwell is identified as an important shopping parade which supports its local community. There is therefore a need to ensure that the vitality and viability of this parade is maintained and enhanced where appropriate. Stanwell Moor has a small area of retail provided on Horton Road, the offer for which is limited and further improvements could be sought.

Stanwell and Stanwell Moor would benefit from improved local connectivity with other parts of the Borough and with Heathrow Airport. These improvements would focus around enhanced public transport and opportunities to encourage sustainable and active travel through cycle ways and improved pedestrian linkages.

Monitoring Indicators

| Indicator | Target | Data Source |
|--|------------------------------|---|
| Permissions granted for new shops (A1) or change of use to shops (A1) | N/A | Planning applications and appeals |
| Area of land restored or enhanced | No derelict or degraded land | Survey and minerals and waste planning applications |
| Number of schemes in Conservation Areas providing positive enhancement | No loss of heritage assets | Planning applications and appeals Surveys |

| Indicator | Target | Data Source |
|------------------------|--|-----------------------------------|
| Quantity of open space | No loss of open space, identified deficiencies met by end of plan period | Planning applications and appeals |

Key Evidence

- Register of Heritage Assets
- Listed Buildings (statutory list)
- Local List of Buildings and Structures of Historic Interest
- Open Space Assessment (Spelthorne BC, 2019)
- Assessment of Leisure Needs
- Playing Pitch Strategy

Sustainability Appraisal Alternative Options

| | |
|--|--|
| Option 1: Don't include a policy specific to Stanwell and Stanwell Moor. Let the market decide the quantity and location of development. | Reject alternative. This would offer no control over development and could negatively impact character and the settlement hierarchy. |
| Option 2: Include a policy that specifically outlines how development should be accommodated in Stanwell and Stanwell Moor. Seek to minimise the impact from the Heathrow Airport expansion. | Preferred approach. Having a localised policy in the Plan is considered to ensure that Stanwell and Stanwell Moor are planned for holistically and specific impacts from Heathrow Airport are addressed. |

Core Strategy 2009 policies to be replaced

- Policy TC4: Local Shopping Centres and Parades

Policy SP4: Local Centres, Shopping Parades and Isolated Retail Units

Strategy

1. Spelthorne has a number of local centres and a series of shopping parades which are defined on the Policies Map.
2. Local Centres:
 - Charlton
 - Laleham
 - Lower Sunbury
 - Upper Halliford
3. Shopping Parades:
 - Clare Road, Stanwell
 - Convent Road and Feltham Hill Road junction, Ashford
 - Edinburgh Drive, Staines
 - Feltham Road, Ashford
 - Green Lane, Shepperton
 - Green Street, Sunbury
 - Groveley Road, Sunbury
 - Laleham Road, Shepperton
 - Stainash Parade and The Broadway, Kingston Road, Staines
 - The Avenue, Lower Sunbury
 - Staines Road West, Ashford
 - Vicarage Road, Sunbury Common
 - Victoria Parade, Kingston Road, Staines
 - Woodlands Parade, Ashford Common
4. The Council seeks to protect the role that these Local Centres and shopping parades play in providing for local shopping and service needs of the community. Development proposals for A1 (retail) will be supported, where their scale is appropriate to the centre and will complement its existing role and function.
5. Development proposals (new and change of use) for other town centre uses will also be supported provided they maintain:
 - a) an active frontage,
 - b) the overall role of the centre in meeting day-to-day retail needs,
 - c) customer choice,
 - d) the vitality and viability of the centre or parade, and
 - e) the scale and function of the centre.
6. The loss of a retail unit (within use class A1) that provides for everyday needs, will only be acceptable if evidence is provided of active and comprehensive marketing of the site for its current use for a minimum of 12 months, prior to submission of a planning application.
7. Proposals for residential development on the upper floors, which will enhance the local vitality, will be considered positively.

Opportunities

8. The Council will support opportunities to improve the relationship between the shopping area and the wider environment including public realm and landscaping.
9. There are opportunities to improve connectivity, particularly for active and sustainable modes of travel and the infrastructure to support these.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | + | + | 0 | 0 |
| Medium Term | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | + | + | 0 | 0 |
| Long Term | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | + | + | 0 | 0 |

Definitions

Local centres are smaller residential areas with some retail uses which help meet the day-to-day needs of the area. These centres are generally located in more remote locations and are less well connected to either the main town centre or the three district centres.

Shopping parades are rows of shops providing a variety of facilities for their local neighbourhood. These parades can be of varying sizes but generally help to contribute to meeting some or all of their local communities' everyday needs. The list provided in the policy is not exhaustive and all parades will be shown on the forthcoming policies map.

Active and comprehensive marketing requires demonstration of a marketing campaign for a continuous period of at least 12 months as a minimum. Marketing must be undertaken through a recognised commercial agent at a price that genuinely reflects the market value of the current or most recent use of the site. It must be demonstrated to the Council's satisfaction that marketing has been unsuccessful for all relevant floor space proposed to be lost through re-development or change of use.

Reasoned Justification

The Borough has a number of local centres which support a smaller population when compared to the town and district centres. The local centres play an important role in supporting their communities. These centres have a few shops which help to provide for local people's basic day-to-day needs but lack the diversity of more established retailers or uses such as banking facilities, supermarkets etc. However, the role these centres play within their communities is important and maintaining the vitality of these is a key challenge. Therefore the Council is justified in protecting these centres and encouraging the development of additional A1 uses where appropriate.

In addition, the Borough also has a vast number of shopping parades dispersed across residential areas. These parades also play a key role in helping to support their communities where there is an absence of a district or local centre. Many of these parades provide homes for local businesses and are of importance to the communities which they serve. The Council will seek to maintain these parades to help them to continue to fulfil their functions and encourage the re-use of vacant units to ensure vitality within the parades.

Spelthorne also has a small number of isolated shops which provide an important service, such as post offices or local convenience stores. As such, these units often provide for everyday needs. These units could be vulnerable to development pressures and therefore, due to the key role they play within their communities, seeking significant justification for proposals affecting these is considered necessary.

Monitoring Indicators

| Indicator | Target | Data Source |
|---|--------|-----------------------------------|
| Permissions granted for change of use of shops (A1) | Nil | Planning applications and appeals |

Key Evidence

- Annual retail survey

Sustainability Appraisal Alternative Options

| | |
|--|---|
| Option 1: Do not include a policy specific to local centres, shopping parades and isolated retail units in Spelthorne. Let the market dictate the role of these assets. | Reject alternative. This would offer no control over development and could negatively impact character and the settlement hierarchy. |
| Option 2: Include a policy that specifically outlines how development should be accommodated in local centres, shopping parades and isolated retail units and their role. Consider the hierarchy of settlements to inform growth patterns. | Preferred approach. Having a localised policy in the Plan is considered to ensure that each area of the Borough accommodates an appropriate amount of growth and each area can be planned for effectively across the plan period. |

Core Strategy 2009 policies to be replaced

- Policy TC4: Local Shopping Centres and Parades
- Policy CO1: Providing Community Facilities

Policy SP5: Colne Valley Regional Park

1. The extent of the Colne Valley Regional Park within the Borough is defined on the Policies Map (forthcoming).
2. The Council will expect proposals for development within the Colne Valley Park to make a positive and sustainable contribution towards implementing the objectives of the Park. The Council will support in principle development within the park where it can be demonstrated that it will:
 - a) maintain and enhance the landscape and historic environment of the Park and its overall amenity value;
 - b) contribute to the objectives of the Park;
 - c) conserve and enhance biodiversity within the Park through the protection and management of its species, habitats and geological features;
 - d) provide opportunities for countryside recreation and ensure that facilities are accessible to all;
 - e) contribute to a vibrant and sustainable rural economy within the Park; and
 - f) encourage community participation, including volunteering and environmental education, and promote the health and social well-being through high quality green space.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | + | 0 | 0 | 0 | + | + | + | 0 | + | 0 | 0 |
| Medium Term | 0 | + | 0 | 0 | 0 | + | + | + | 0 | + | 0 | 0 |
| Long Term | 0 | + | 0 | 0 | 0 | + | + | + | 0 | + | 0 | 0 |

Reasoned Justification

The Colne Valley Regional Park covers over 10,000 hectares to the west of London. It forms a narrow corridor of countryside, much of it within the Green Belt, stretching from Rickmansworth in the north to Staines and Wraysbury in the South where the River Colne joins the Thames. It is some 14 miles long and 3 miles wide at its widest point. It straddles a number of local authority boundaries. The area within Spelthorne covers some 1,000 hectares and comprises three major reservoirs, Staines Moor, Hithermoor and the settlement of Stanwell Moor.

The Colne Valley Regional Park was conceived in the 1960's with the broad aim of providing for informal recreation in a countryside setting. The original objectives remain just as valid today, although they have been updated, modified and extended over the last 50 years:

1. To maintain and enhance the landscape, historic environment and waterscape of the Park in terms of their scenic and conservation value and their overall amenity.
2. To resist urbanisation of the Colne Valley Park and to safeguard existing areas of countryside from inappropriate development.
3. To conserve the biodiversity resources of the Park through the protection and management of its diverse plant and animal species, habitats and geological features.
4. To provide opportunities for countryside recreation including appropriate accessible facilities.
5. To achieve a vibrant and sustainable rural economy, including farming and forestry, underpinning the value of the countryside.

The Council supports the objectives of the Park and will seek to ensure that land within it is kept open and available for informal recreation where possible and that any proposals for development make a positive contribution to the setting of the Park, its landscape and recreational potential.

Monitoring Indicators

| Indicator | Target | Data Source |
|--|--|---|
| Land lost to inappropriate development in the Green Belt within the boundaries of the Park | No loss of Green Belt to inappropriate development | Planning applications and appeals |
| Provision of recreational facilities within the Park | Net gain of recreational facilities | Survey and planning application records |
| Changes to biodiversity | Net gain of biodiversity areas and/or designations | Survey and published data |
| Landscape enhancement/restoration schemes completed | Net gain of land under active management for agriculture, recreation and leisure | Survey and planning application records |

Key Evidence

- Current facilities
- Area of land in agricultural use
- Area of land in recreational use
- Area of land subject to restoration schemes
- Rights of Way and Permissive paths
- SSSIs and SNCIs

Sustainability Appraisal Alternative Options

| | |
|--|--|
| Alternative Option 1: Do not have a local policy on the Colne Valley Park. | Reject alternative. This will not allow the Council to positively respond to |
|--|--|

| | |
|---|--|
| Rely on other policies to protect and enhance the Park and its role. | impacts on the Colne Valley Park. This has negative environmental impacts. |
| Alternative Option 2: Have a localised policy on the Colne Valley Park. | Preferred approach. This will enable the Colne Valley Park to be effectively maintained and enhanced with regard for local circumstances. This has positive environmental impacts. |

Core Strategy 2009 policies to be replaced

- No relevant policies.

Policy SP6: River Thames and its Tributaries

1. The River Thames is a strategically important and iconic feature of Spelthorne. It is an important natural and cultural asset providing leisure, ecological, environmental, landscape and economic benefits. This role will be protected and promoted. The special character and setting of the River Thames as defined on the Policies Map (forthcoming) will be conserved and enhanced, and appropriate development proposals associated with river related activities and employment will be supported.
2. The Council supports opportunities to increase the use of the river for tourism and improving river-based and riverside recreation and leisure activities. All development proposals should protect and enhance the river and its setting as a valuable resource for biodiversity, wildlife and as an SNCI. Where possible and where there will be no adverse effect on the SNCI, development proposals should support infrastructure such as boatyards, moorings, jetties and safety equipment etc.
3. Proposals for riverside development and improved facilities will need to demonstrate that there will be no unacceptable impact upon navigation, biodiversity, flood risk and landscape setting.
4. Development proposals on the riverside should preserve or enhance the waterside character, heritage value and setting, and provide physical and visual links with the surrounding areas (including views along the river).
5. The Council is supportive of river-related business uses (for example boat yards) and supports their continued presence in a river-side location.
6. The Council will support and promote new links across the river which support active and sustainable travel and leisure uses of the river.

New Mooring Facilities

7. A mooring or other floating structure will be supported if it complies with the following criteria:
 - a) it does not harm the character, openness and views of the river, by virtue of its design and height;
 - b) the visitor mooring allows use for a period of less than 24 hours;
 - c) there is no interference with the recreational use of the river, riverside and navigation; and
 - d) the proposal is of wider benefit to the community.

River Thames Scheme

8. The Council supports proposals for the wider River Thames Scheme and welcomes the proposed new footpath connection in Laleham as part of the recreational benefits the scheme will bring. The proposed route is shown on the Policies Map (forthcoming).

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | + | 0 | 0 | 0 | + | + | + | 0 | + | 0 | 0 |
| Medium Term | 0 | + | 0 | 0 | 0 | + | + | + | + | + | 0 | 0 |
| Long Term | 0 | + | 0 | 0 | 0 | + | + | + | + | + | + | 0 |

Reasoned Justification

The River Thames forms a large part of the southern boundary of the Borough between the neighbouring boroughs of Runnymede and Elmbridge. It is a significant local and regional amenity. The Thames is the longest river in England measuring 215 miles; it begins in the Cotswold Hills (Gloucestershire), meandering eastwards through Spelthorne before passing through the city of London and ending in the North Sea. The River Thames is regarded as a key asset of the Borough, and the Council is keen to maximise its potential. The river brings great benefits from tourism, leisure, recreation and ecological perspectives, and is also beautiful.

Policy SP6 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.

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.

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.

Monitoring Indicators

| Indicator | Target | Data Source |
|--------------------------------|--------------------|-----------------------------|
| Number of new visitor moorings | No specific target | In house Council Monitoring |

Sustainability Appraisal Alternative Options

| | |
|---|---|
| Alternative Option 1: Rely on national policy relating to flooding. Do not have a policy on the River Thames. Rely on other policies to protect and enhance | Reject alternative. This approach would have little regard for local circumstance and would fail to recognise the integral nature of the River to the Borough's |
|---|---|

| | |
|---|--|
| the River Thames and its role in Spelthorne. | character. It is uncertain if other policies on leisure and recreation would sufficiently safeguard the River Thames. |
| Alternative Option 2: Include a policy on the River Thames covering mooring, navigation, character, recreation and design factors. Recognise the setting of the River Thames and its significance to the Borough. Recognise the River Thames Scheme within the policy. Safeguard and promote economic uses associated with the River Thames. | Preferred approach. This will enable the Council to consider impacts on the wider River Thames when making decisions and recognise the positive impacts it has on the environment, economic opportunities it presents and social benefits. |
| Alternative Option 3: Include a policy on the River Thames covering navigation and recreation only. | Reject alternative. This approach recognises the active role of the River Thames in terms of boating and leisure/recreation but fails to take account of the specific character and design of the area. |

Core Strategy 2009 policies to be replaced

- Policy EN9: River Thames and its Tributaries
- Policy EN10: Recreational Use of the River Thames

Policy SP7: Heathrow Airport

The Council will support in principle the sustainable expansion of Heathrow Airport by:

- a) working strategically with local authorities around Heathrow Airport.
- b) permitting development proposals outside the airport or Development Consent Order (DCO) Limits boundary⁵ in the Borough for Airport Supporting Development (ASD)⁶ particularly those that support economic development provided that they:
 - i. protect and enhance designated areas of existing environmental character including Sites of Nature Conservation Importance, areas of landscape value, the Borough's historic and cultural heritage (including historic buildings and Conservation Areas), habitats particularly within Biodiversity Opportunity Areas and open space of amenity and recreation value;
 - ii. demonstrate ecological offsetting and mitigation measures;
 - iii. ensure safeguards are in place to mitigate air, noise, light and other pollution in the Borough; and
 - iv. offer the highest quality design of buildings and structures.
- c) resisting inappropriate development in the Green Belt unless the harm is outweighed by very special circumstances.
- d) supporting initiatives that encourage modal shift towards more sustainable forms of transport such as:
 - i. promoting sustainable transport choices which reduce the need to travel;
 - ii. improving surface access to minimise airport related traffic (congestion) in the Borough as a whole;
 - iii. promoting initiatives such as car sharing/clubs, the use of electric vehicles, low emission cars and colleague shuttle buses from the surrounding areas; and
 - iv. supporting southern rail access including the promotion of the Southern Light Rail (SLR) where there is benefit to communities in the Borough and the wider strategic network.

⁵ Development Consent Order (DCO) Limits boundary is the overall boundary of the Heathrow Expansion project which includes land Heathrow intends to construct buildings, infrastructure and much of the extensive landscape mitigation areas, and land where Heathrow may potentially require property and other rights for landscape mitigation areas (Heathrow, 2019).

⁶ Airport Supporting Development (ASD) describes a range of development that is related to the airport's operation, and includes uses such as airport operations, cargo, maintenance, industrial, freight forwarding, hotels and offices (Heathrow, 2019).

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | 0 ? | 0 | 0 | - | - | - | - | - | + | - | ? |
| Medium Term | 0 | 0 ? | 0 | 0 | - | - | - | - | - | + | - | ? |
| Long Term | 0 | 0 ? | 0 | 0 | - | - | - ? | - | - | + | - | ? |

Reasoned Justification

The policy sets out the Council's position on Heathrow's expansion and reinforces the local importance the airport has on the Borough's economy. The Council supports the proposed expansion (future expansion) in principle and recognises the potential economic benefits and opportunities that the expanded airport (future expansion) could bring to Spelthorne, the wider South East and the UK as a whole. However, its support is entirely dependent on Heathrow Airport Limited (HAL) making sure that the proposed scheme comprehensively and effectively mitigates the impacts it will have on our communities, businesses, services and environment.

The main objective of this policy is for the Council to ensure that the expanded Heathrow Airport (future expansion at Heathrow Airport) secures and provides the best possible outcomes for its residents and businesses, and in particular those most directly affected in the Stanwell Moor and Stanwell communities.

Heathrow Airport, the UK's main and busiest airport lies immediately north of the Borough. Currently the proposed expansion plans, which entail major changes to the layout of the airport and the infrastructure surrounding it, will encroach into Spelthorne.

Heathrow Airport is an important contributor to the local economy as 7% of Spelthorne's population works at the airport which is around 3,525 people.⁷ There is also a concentration of airport supporting facilities (related developments and activities), including freight forwarding services to the north of the Borough.

Due to the Borough's close proximity to the airport, it experiences air and noise pollution and other environmental impacts. Over 92% of Heathrow employees who live in the Borough reach the airport by car rather than public transport which highlights poor connectivity. Undoubtedly the Borough is also affected by activities related to the operation of the airport and its associated businesses, such as logistics and distribution, which impact on air quality, noise, the efficiency of the local and strategic road network.

Given the economic benefits and opportunities Heathrow Airport brings to Spelthorne, the Council will work in partnership with HAL and other service providers

⁷ Source: Heathrow - Community Investment Programme 2018 - Spelthorne

to ensure the safe and efficient operation of the airport and seek to avoid and mitigate any potential adverse environmental impacts on the Borough and its surrounding areas.

Monitoring Indicators

| Indicator | Target | Data Source |
|------------------------------------|---|-------------------------------|
| Extent of the 66 Leq noise contour | Reduction in areas affected by the 66 Leq noise contour | BAA, DfT, The Borough Council |

Key evidence

- SHMA Update 2019
- Heathrow Economic Strategy

Sustainability Appraisal Alternative Options

| | |
|---|--|
| Alternative Option 1: Do not include a policy on Heathrow Airport. The airport is outside of the Borough boundary therefore the Local Plan should not address it. | Reject alternative. This approach would limit the Council's ability to have an input on airport expansion-related matters. This option would not address airport related development within Spelthorne. Due to uncertainty the DCO boundaries could alter and change the impacts on the Borough. |
| Alternative Option 2: Include a policy on Heathrow Airport. Recognise the potential impacts of expansion and plan to accommodate change through appropriate mitigation measures. Consider the impacts of expansion on the area outside of the Development Consent Order boundary. | Preferred approach. This will allow the Council to effectively manage the potential impacts of Airport growth on the Borough. At present an airport expansion is likely therefore the Local Plan is recognising the potential impacts. |

Core Strategy Policies to be replaced

- No relevant policies.

3. Housing

Policy H1: Homes for All

Housing Need

1. The Council will make provision for at least an additional 603⁸ homes per annum in Spelthorne Borough for the period 2020 to 2035.

Housing Mix and Standards

2. New residential development is required to deliver a wide choice of homes to meet a range of accommodation needs. New development should provide a mix of housing tenures, types and sizes appropriate to the size, characteristics and location.
3. Development proposals will be expected to contribute to meeting identified housing needs by providing a housing mix as set out in the Strategic Housing Market Assessment or any similar evidence for market and affordable units.
4. All new residential development across all tenures (under use class C3) will be expected to meet with the minimum space standards as set out by the Ministry of Housing, Communities and Local Government (MHCLG). Houses of Multiple Occupation (HMOs) will be expected to comply with HMO space standards defined by the Council.
5. Where studio developments come forward that are smaller than the space standards but offer purpose built, innovative and unique accommodation to address a specific need of the community, the Council will consider such proposals on their merits.
6. The Council will permit housing provided that it does not result in a net loss of units (C2 use class or C3 use class accommodation or traveller accommodation).

Accessible Homes

7. All new build dwellings will, as a minimum, be constructed in accordance with the requirements of Building Regulations Part M4 (2) and any subsequent updates, unless it can be demonstrated that it is unfeasible to do so.
8. Unless it can be demonstrated that it is unfeasible to do so, in major residential schemes, at least 10% of dwellings will be constructed in accordance with the requirements of Building Regulations Part M4 (3) and any subsequent updates.

Specialist Accommodation

9. The provision of well-designed specialist forms of accommodation, including sheltered housing, care homes and other appropriate forms of accommodation for the elderly and those with particular needs, will be permitted provided that the development:
 - a) Meets demonstrable established local community need;
 - b) Is in a sustainable location, with access to appropriate services and facilities where these are not provided on site. This includes public transport, shops, local services, community facilities and social networks.

⁸ As calculated using the standard method for assessing housing need. The Council will review the local housing need figure as and when appropriate, guided by the Government's approach to assessing housing need.

10. Where specialist accommodation falls within use class C3, an appropriate proportion of affordable housing in accordance with Policy H2 will be required, with the mix of tenures negotiated by the Council having regard to advice from appropriate specialist bodies.

11. For developments of 100 or more units, specialist accommodation should be provided unless it can be demonstrated as unfeasible to do so.

Self and Custom Build Housing

12. In accordance with the NPPF the Council will make provision for Self-Build and Custom build housebuilding if the proposed development does not adversely affect the local character. Development proposals for more than 100 dwellings should provide at least 5% of the total homes as serviced plots for sale to custom builders whilst there is an identified need. Higher density residential sites for development of flats are unsuitable for self-build and custom housebuilding plots; they are therefore exempt from the requirement to provide plots.

13. The delivery of housing on these plots will:

- In terms of the mix of plots, be negotiated by the Council as informed by the Council's self-build and custom housebuilding register;
- Be required to be completed within 3 years of a custom builder purchasing the plot;
- Where plots have been made available and marketed appropriately for at least 12 months and have not sold, the plot(s) will be expected to remain on the open market as self-build or custom build or be offered to the Council or a Housing Association before being built out by the developer.

14. Development proposals for individual self-build or custom build housebuilding below this threshold will be assessed on their individual merits in light of the prevailing policies of this Plan and any other material considerations.

[Thresholds subject to viability work]

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | ++ | + | 0 - | - | - | - | 0 | 0 | + | + | 0 | + |
| Medium Term | ++ | + | 0 - | - | - | - | 0 | - | + | + | + | + |
| Long Term | ++ | + | - | - - | - | - | 0 | - | + | + | + | + |

**It should be noted that this scoring relates solely to meeting housing need. A more detailed Sustainability Appraisal for the topic of housing is present in the Sustainability Appraisal document.*

Definitions

- Specialist Housing: Housing that has been specifically designed to meet the needs of people with particular requirements. It can refer to housing that has

been purpose designed or designated for a particular client group to assist tenants to live independently.

- Self-Build and Custom Housebuilding: The building or completion by a) individuals, b) associations of individuals, or c) persons working with or for individuals, of houses to be occupied as homes by those individuals; but does not include the building of a house on a plot acquired from a person who builds the house wholly or mainly to plans or specifications decided or offered by that person.
- M4(2) Housing: Accessible and adaptable dwellings as set out in Building Regulations. Where a new dwelling makes reasonable provision for most people to access the dwelling and incorporates features that make it potentially suitable for a wide range of occupants, including older people, those with reduced mobility and some wheelchair users.
- M4(3) Housing: Wheelchair user adaptable dwellings as set out in Building Regulations. Where a new dwelling makes reasonable provision, either at completion or at a point following completion, for a wheelchair user to live in the dwelling and use any associated private outdoor space, parking and communal facilities that may be provided for the use of the occupants.

Reasoned Justification

The Council wants to deliver a wide variety of high quality homes that provide all tenures, types and sizes of housing to meet the needs of the community. The Council will seek to enable housing delivery which meets the needs of different groups including families, older people, younger people, people with disabilities, people requiring more specialist accommodation, the Gypsy and Traveller community and Travelling Showpeople community. The Plan will also seek to make provision for self-build/custom build projects and starter homes.

Housing Need

In September 2017 the Government published a consultation document 'Planning for the right homes in the right places'. This put forward a standard approach to assessing local housing need, in the interests of simplicity, speed and transparency. It is based on a formula that uses affordability ratios and average household growth over a 10 year period, with the current year being the first year from household projections. Planning Practice Guidance confirms that local authorities should use the 2014-based household projections to set the baseline. In the long term the Government proposes to review the formula with a view to establishing a new method.

Using the standardised methodology, Spelthorne has a need of 603 new dwellings per annum. The Government makes clear that local planning authorities should be able to rely on the evidence used to justify their local housing need for a period of two years from the date they submit their Plan.

Housing Mix and Size Requirements

The need for different types, sizes and tenures of homes required has been assessed through the Strategic Housing Market Assessment (SHMA) 2015 and SHMA update 2019. This includes accommodation needs of families, older people, people with disabilities, service families, people wishing to build their own homes and students. The Gypsy and Traveller Accommodation Assessment has assessed the need for traveller accommodation. The Council will have regard to the findings of the latest SHMA when determining the right balance of homes in new development and

would encourage applicants to discuss housing mix with the Council's Planning and Housing Officers.

The SHMA 2015 and SHMA update 2019 indicate that:

- There is a need for 35-40% one bedroom, 25-30% two bedroom, 25-30% three bedroom and 5-10% four bedroom affordable rented ownership housing
- There is a need for 15-25% one bedroom, 40-45% two bedroom, 25-35% three bedroom and 5-10% four bedroom affordable home ownership housing
- There is a need for 0-5% one bedroom, 20-25% two bedroom, 50-55% three bedroom and 20-25% four bedroom market housing
- There is an ageing population in Spelthorne with the number of residents aged over 65 projected to increase by 41.4% up to 2035
- With an ageing population the number of people with disabilities is expected to increase substantially in the future
- Need for 37 registered care bed spaces per annum
- Need for 93 specialist accommodation for older people per annum
- There are approximately 12,781 households with dependent children
- There are approximately 4,433 households with non-dependent children

A flexible housing stock will help meet the wide range of accommodation needs so the Council will expect all new homes to be flexible, accessible, adaptable and age friendly. New homes should support the changing needs of individuals and families at different stages of life. National Planning Policy requires local planning authorities to plan for a mix of housing, taking account of local demographic trends, market trends and the needs of different groups of the community. Local planning authorities should identify the size, type, tenure and range of housing that is required in their area.

The minimum size for a bedroom is defined by the Housing Act 1985. The Licensing and Management of Houses in Multiple Occupation and Other Houses (Miscellaneous Provisions) (England) Regulations 2006 require kitchens, bathrooms and WCs to be of adequate size. If there are no communal living areas, bedrooms need to be larger.

Accessible Homes

The NPPF requires local planning authorities to have a clear understanding of housing needs in their area, including those for people with specific housing needs. Part M4(3) relates to wheelchair accessible dwellings; Part M4(3)(2)(a) relates to dwellings which can be adapted for wheelchair users in the future and M4(3)(2)(b) relates to dwellings which are built to be accessible to wheelchair users.

Specialist Accommodation

Some of the community require accommodation that caters for their specific needs. This is often for more vulnerable members of our society, such as the frail, elderly or those needing specialist social support, who would benefit from on-site support. To create inclusive communities, this type of accommodation should be located in accessible areas with links to public transport and local facilities. The Council will

work with specialist providers and bodies, such as Surrey County Council, to identify and secure provision of suitable sites for specialist housing.

The Council is aware of companies and organisations specialising in the provision of innovative, well designed residential units which would not be compliant with the space standards. Whilst such units are smaller than ideally would be required, it is acknowledged that such products are designed to offer high quality living spaces to meet specific needs and demands.

Self and Custom Build Housing

There is a legal responsibility to keep a register of individuals or interested associations that are seeking a plot of land to construct a self-build or custom build house as a sole or main residence. Paragraph 61 of the NPPF requires local planning authorities to plan for the needs of different groups, including people who wish to commission or build their own homes. The requirement to provide self-build and custom housebuilding plots on sites of an appropriate threshold will help to meet identified needs, where they exist.

Higher density residential sites for development of flats are unsuitable for self-build and custom housebuilding plots; they are therefore exempt from the requirement to provide plots.

Monitoring Indicators

| Indicator | Target | Data source |
|--|---|------------------------------------|
| Permissions granted for different size and types of housing compared to the identified mix in the SHMA. | To deliver the identified mix of housing sizes, types and numbers as set out in the latest Strategic Housing Market Assessment. | Planning applications and appeals. |
| Permissions granted for new or extended older persons' specialist housing or general specialist housing. | To meet the need identified in the latest Strategic Housing Market Assessment. | Planning applications and appeals. |
| Number of planning permissions for self-build or custom build housing. | To meet the need as set out in the Self-build and Custom housebuilding register. | Planning applications and appeals. |

Key Evidence

- Strategic Housing Market Assessment (2015) and SHMA update (2019)
- Gypsy and Traveller Accommodation Assessment (2018)
- Strategic Land Availability Assessment (2018 & 2019)
- Spelthorne Self and Custom Build Register

Sustainability Appraisal Alternative Options

| | |
|---|--|
| Alternative Option 1: To have a policy which aims to meet housing requirements defined using the standard methodology to calculating housing need. | Support approach. There are not considered to be any exceptional circumstances to use an alternative method to calculate housing need in Spelthorne. |
| Alternative Option 2: Do not meet the set target – reduce the housing target for the Local Plan to take account of environmental constraints. | Reject alternative. This option would fail to provide a sufficient quantity of homes and would risk not meeting the specific needs of the community. |
| Alternative Option 3: Make an upward adjustment to meet over and above Spelthorne's need, as well as the need of neighbouring authorities by considering any land not subject to an absolute constraint. Discount policy constraints. | Reject alternative. This option is expected to have significantly negative impacts on the environment and may result in unsustainable development. |

**It should be noted that this scoring relates solely to meeting housing need. A more detailed Sustainability Appraisal for the topic of housing is present in the Sustainability Appraisal document.*

Core Strategy and Policies (2009) policies to be replaced

- Policy HO1: Providing for New Housing Development
- Policy HO4: Housing Size and Type
- Policy HO5: Density of Housing Development
- Policy HO6: Sites for Gypsies and Travellers
- Policy HO7: Sites for Travelling Showpeople

Policy H2: Affordable Housing

1. The Council will require at least 40% affordable housing units on all schemes of 10 units or more.
2. Planning permission will be granted provided that satisfactory arrangements have been made to secure affordable housing as determined by the following principles:
 - a) The sizes, types and tenure of homes provided will be determined on the basis of local need as identified in the Strategic Housing Market Assessment or subsequent affordable housing needs evidence.
 - b) Where viability evidence submitted by applicants demonstrates that the full amount of affordable housing cannot be delivered the Council will employ a sequential approach to provision:
 - i. Where on-site provision is not viable, affordable housing contributions will need to be provided off-site⁹. This is expected to enable the same amount of additional affordable housing as would have been delivered on-site.
 - ii. Where viability evidence demonstrates that the full amount of affordable housing cannot be delivered the Council will negotiate a level of on-site affordable housing that can be delivered taking into account the mix of unit size, type and tenure, in addition to a financial contribution. If this cannot be accommodated on-site then the Council will seek a suitable level of off-site provision in addition to a payment in lieu.
 - iii. The Council will only accept a financial contribution in lieu of affordable housing provision where it can be satisfactorily demonstrated that on-site or off-site provision is neither feasible nor viable.
 - c) The Council will have regard to the whole development site in determining the appropriate level of affordable housing provision on-site. This includes where an applicant has sub-divided, fragmented or phased a site or it is not being developed to its full potential so as to fall under the affordable housing threshold. The affordable housing requirement will need to reflect that which would be provided if the whole site were to come forward as a single scheme.
 - d) The tenure and number of bedrooms of the affordable homes provided on each qualifying site must contribute towards meeting the mix of affordable housing needs identified in the Strategic Housing Market Assessment or subsequent affordable housing needs evidence. This currently includes a tenure split of 75% affordable/social rent, with the remainder being other forms of affordable housing. A minimum of 10% of the homes provided on each site must be available for affordable home ownership, except where an exemption applies in the NPPF.
 - e) Planning obligations will be used to ensure that the affordable housing will remain as such in perpetuity, where practicable, and only to those with a demonstrable housing need.

⁹ Site suitability will be dependent upon compliance with policies in the Local Plan.

- f) Where provided within a market housing scheme, affordable housing will be well integrated with and appropriately designed to complement the market housing. Equal access to facilities and amenities will be required for all groups of the community.
- g) The requirement to provide affordable housing will apply to all residential development falling under Use Class C3 with the exception of Gypsy & Traveller Pitches or Travelling Showman Plots.

[Thresholds subject to viability work]

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | + | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Medium Term | + | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Long Term | + | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

Definitions

The definition of affordable housing which is applied in this Policy will be the definition as set out in the NPPF. To be affordable, the cost of housing must be low enough for eligible households to afford based on local incomes and house prices.

Reasoned justification

Spelthorne is a well-located borough, situated immediately to the south of Heathrow Airport and adjacent to west London. The Borough offers a good quality of life with strong transport links to London. Whilst this has many positive impacts, the desirability of the location does mean that affordability is negatively affected.

The NPPF states that local authorities should assess the size, type and tenure of housing needed for different groups in the community, including those who require affordable housing, and should reflect this in policy. The importance of housing delivery is a central objective of the Local Plan since housing costs in the Borough and neighbouring areas, for purchase and for rent, are generally very high. The provision of affordable housing is necessary to ensure that housing is available to local people in priority housing need who are unable to afford adequate housing on the open market.

There is significant pressure on the affordability of housing in the Borough with median house prices being 11.1 times median workplace-based annual earnings¹⁰. The SHMA update 2019 indicates that there is a need for 459 affordable homes in the Borough per annum over the plan period. While the affordable housing need identified in the SHMA is a considerable percentage of the overall housing need, it is

¹⁰ ONS, 2018. House price to workplace-based earnings ratio 2017.

not a like for like comparison and does not directly correlate, therefore it is recommended the Council seek as much affordable housing need as is viably possible. Consideration will be given to the latest affordable housing evidence and the Council will have due regard for the priority needs of the Borough, as set out in the Housing Register maintained by the Council.

The objective of this policy is therefore to provide a deliverable framework within which affordable housing can be secured from new development in the Borough in accordance with national planning policy and responding to local identified needs. It will help the Borough to bridge the gap between the supply of affordable housing and the identified housing need.

Given the level of local housing need, the Council will seek 40% of housing on qualifying sites to be affordable either by means of on-site provision, off-site provision or by a financial contribution and to be delivered as part of a mix of housing types and tenures as set out in Policy H1. This will ensure that the required housing mix is reflected across the whole development scheme as far as possible. This arrangement will also contribute towards the creation of sustainable, inclusive and mixed communities and a wide choice of housing on new development sites. Developments that include an element of affordable housing will need to ensure that all groups of the community are given equal access to new or improved facilities and amenities. This includes, but is not limited to, playgrounds, open space or community infrastructure.

The Council aims to secure the delivery of affordable housing on-site or where it can be demonstrated that it is not viable or feasible to provide any affordable housing on-site, the Council will consider accepting off-site provision and/or financial contributions in lieu of on-site provision.

Given the viability work [to be undertaken] in preparation of the Local Plan, it is considered that the 40% affordable housing contribution and tenure splits in Policy H2 are viable and realistic in most development locations in the Borough. It is, however, recognised that there may be sites where on-site provision would not be viable or would be impractical (due to its size or location), therefore financial contributions in lieu may be accepted. Any relaxation in the provision of affordable housing must be the minimum to make the scheme viable. The applicant will be expected to provide a viable amount of affordable housing on-site with the rest provided via financial contribution. This payment is expected to be of broadly equivalent value relative to on-site provision.

Any claims that a site cannot be developed viably with an affordable housing contribution must be justified with clear and robust evidence which stands up to scrutiny and independent review (which must be carried out at the expense of the applicant).

Evidence in the SHMA update 2019 indicates that single key workers are likely to require social rental accommodation or support from Local Housing Allowance in order to get a home of their own.

Monitoring Indicators

| Indicator | Target | Data source |
|--|---|-----------------------------------|
| Number of affordable units (net) approved and delivered each year by tenure and type | Achieve mix set out in the SHMA. Over the lifetime of the Plan achieve 40% of dwellings to be affordable. | Planning applications and appeals |
| Percentage of all new affordable homes that are for rent | 75% | Planning applications and appeals |
| Value and allocation of contributions to secure delivery of affordable housing each year | To ensure that contributions are spent to secure the delivery of affordable housing. | In house monitoring |

Key evidence

- National Planning Policy Framework (2018)
- Planning Practice Guidance
- Strategic Housing Market Assessment (2015) and SHMA update (2019)
- Spelthorne Borough Council Housing Register

Sustainability Appraisal Alternative Options

| | |
|--|--|
| Alternative Option 1: Include a policy on affordable housing and include a threshold for schemes of 10 units or more in line with the NPPF. Where on site provision is impractical, seek a financial contribution to provide affordable homes elsewhere. | Support option. This option sets the threshold according to viability evidence to ensure that all development can realistically provide an appropriate level of affordable housing. This option is in line with national policy. |
| Alternative Option 2: Include a policy on affordable housing but do not include a threshold so that all housing schemes must contribute to affordable housing provision. | Reject option. This is not likely to be viable and is contrary to national policy. |

Core Strategy 2009 policies to be replaced

- Policy HO3: Affordable Housing

Policy H3: Gypsy, Traveller & Travelling Showpeople Pitches and Plots

1. National planning policy for Gypsy, Traveller and Travelling Showpeople is set out in the National Planning Policy Framework (NPPF) and Planning Policy for Traveller Sites. The Equality Act 2010 requires Councils to take steps to meet the needs of people who have relevant protected characteristics, such as Romany Gypsies and Irish and Scottish Travellers.
2. The Council will make provision for additional Gypsy and Traveller pitches and additional plots for Travelling Showpeople to meet the accommodation needs in the Borough which are identified in the most up-to-date GTAA. Provision will be made for 20 permanent pitches for Gypsies and Travellers and 15 permanent plots for Travelling Showpeople within the Borough between 2020 and 2035¹¹.
3. The Council will safeguard existing authorised pitches and plots for Gypsies, Travellers and Travelling Showpeople and the loss of these to other uses will be resisted unless it can be demonstrated that there is a surplus supply of traveller pitches and plots for Gypsies, Travellers and Travelling Showpeople in the Borough. The Council will ensure that any new sites are located in sustainable locations.
4. In addition to site allocations in this Plan, planning permission for Gypsy and Traveller and Travelling Showpeople accommodation will be granted provided that all of the following criteria are met:
 - a) There is an identified need for the pitch or plot provision;
 - b) There is good access to local services, including education, health and welfare services, and shops;
 - c) There is safe access to the highway, public transport services and other sustainable transport options;
 - d) Adequate onsite facilities are provided for parking, storage and waste collection;
 - e) The potential for successful integration between travelling and settled communities can be demonstrated.
5. Where a site allocation is required to make an onsite provision but is unable to do so, offsite provision will be considered. Offsite provision will only be considered appropriate where all of the following criteria are met:
 - a) The exceptional circumstances demonstrating that on-site provision is not feasible are proven;
 - b) The alternative site provides for at least the same quantity of provision as required by the relevant allocation policy;

¹¹ Current need is set out in the Spelthorne Borough Council Gypsy and Traveller Accommodation Assessment (GTAA), 2018. The GTAA also identified a need for between 0 and 7 permanent pitches to meet potential additional need of Gypsy and Traveller households of unknown planning status, and between 0 and 2 Travelling Showpeople households of unknown planning status. An updated GTAA will be commissioned within five years to seek further information on this potential need.

- c) The alternative site is considered as sustainable in regards to access to services, location and size as allocation on site;
- d) The alternative site complies with the other policies of this Plan, including Green Belt policies; and
- e) The site can be developed within the timeframe of the housing allocation.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | ++ | ++ | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Medium Term | + | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Long Term | + | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

Definitions

For the purposes of this planning policy, 'Travellers' means 'Gypsies and Travellers' and 'Travelling Showpeople' as defined below.

- Gypsy and Travellers: Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such.
- Travelling Showpeople: Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependents' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above.

For the purposes of this planning policy, 'pitch' means a pitch on a 'Gypsy and Traveller' site and 'plot' means a pitch on a 'Travelling Showpeople' site (often called a 'yard'). This terminology differentiates between residential pitches for 'Gypsies and Travellers' and mixed-use plots for 'Travelling Showpeople', which may/will need to incorporate space or to be split to allow for the storage of equipment.

A pitch is an area normally occupied by one household, which typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. For Travelling Showpeople, the most common descriptions used are a plot for the space occupied by one household and a yard for a collection of plots which are typically exclusively occupied by Travelling Showpeople.

Reasoned Justification

National planning policy for Gypsy, Traveller and Travelling Showpeople is set out in the National Planning Policy Framework and Planning Policy for Traveller Sites and the Council will expect all new sites to meet the requirements of national policy. New pitches and plots should have adequate utility services and amenity space, safe turning space and parking and be in areas with reasonable access to schools, health services and local services. Travelling Showpeople sites may also need space for related business storage.

The Planning Policy for Traveller Sites (PPTS) requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of sites against their own, locally-set targets. The Council published a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) in 2018 which has identified the need for Traveller pitches and Travelling Showpeople plots in the Borough over the Plan period. The Housing Act 2004 requires local authorities to take account of the needs of travelling people and to create strategies to meet those needs. National policy requires local planning authorities to identify and if necessary allocate sufficient sites to meet the needs of these groups within their local plans.

Households who do not travel fall outside the planning definition of a Traveller. However Romany Gypsies, Irish and Scottish Travellers may be able to claim a right to culturally appropriate accommodation under the Equality Act (2010). In addition, provisions set out in the Housing and Planning Act (2016) now include a duty (under Section 8 of the 1985 Housing Act that covers the requirement for a periodical review of housing needs) for local authorities to consider the needs of people residing in or resorting to their district with respect to the provision of sites on which caravans can be stationed.

The Council recognises the value of closer working relations with the local Traveller community. Often a socially excluded group, the community has a significantly lower life expectancy, lower educational attainment, and strikingly, a Gypsy and Traveller child is three times more likely to be taken into care than a child from the settled community¹². The Council recognises the contribution that decent permanent culturally suitable accommodation can have to the overall wellbeing of Traveller families.

Gypsy and Traveller sites can either be publically or privately owned residential sites. Pitches on public sites can be obtained through signing up to a waiting list, and the costs of running the sites are met from the rent paid by the licensees (similar to social housing). The alternative to public residential sites are private residential sites and yards for Gypsies, Travellers and Travelling Showpeople. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing. Generally, the majority of Travelling Showpeople yards are privately owned and managed.

¹² <https://www.gypsy-traveller.org/wp-content/uploads/2017/03/A-guide-for-professionals-working-with-Gypsies-and-Travellers-in-the-public-care-system.pdf>

Monitoring Indicators

| Indicator | Target | Data source |
|---|--|------------------------------------|
| Number of pitches or plots granted planning permission for Gypsy, Traveller and Travelling Showpeople measured against the targets set out in this policy or, if applicable, an updated accommodation assessment. | To meet the need for Gypsy, Traveller and Travelling Showpeople accommodation as set out in this policy, or the latest Traveller Accommodation Assessment or any document which replaces this. | Planning applications and appeals. |

Key Evidence

- Spelthorne Borough Council Gypsy and Traveller Accommodation Assessment (GTAA) 2018

Sustainability Appraisal Alternative Options

| | |
|---|---|
| Alternative Option 1: Have a policy that safeguards existing sites and ensures new sites are allocated in sustainable locations. | Preferred approach. Positive impacts are expected on housing objectives. This option will allow gypsy and traveller pitches to be provided with some certainty. |
| Alternative Option 2: Do not have a specific policy for Gypsy and Traveller sites, which would include not specifically allocating sites for needs. | Reject alternative. There is a requirement, as there is for market, affordable and other types of homes, to ensure that adequate provision is made for Gypsies and Travellers through the plan-making process. If provision is not made for these groups over the plan period, this would be contrary to the Equalities Act 2010, for example, other legislation, and national policy. The plan would likely fail the legal and soundness tests at the examination stage. |

Core Strategy Policies to be replaced

- Policy HO6: Sites for Gypsies and Travellers
- Policy HO7: Sites for Travelling Showpeople

4. Environment

Policy E1: Green Belt

1. The Green Belt boundary is defined on the Policies Map (forthcoming). In order to uphold the fundamental aims of the Green Belt to prevent urban sprawl and to keep land within its designation permanently open, inappropriate development will not be approved unless very special circumstances can be demonstrated. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm is clearly outweighed by other considerations.

Replacement and extension of buildings in the Green Belt

2. The Council will permit the replacement of a building in the Green Belt provided the new building:
 - a) would be in the same use,
 - b) is not materially larger than the one it replaces,
 - c) is sited on or close to the position of the existing building, unless an alternative position would benefit the openness of the Green Belt, and
 - d) does not have a materially greater impact on the openness of the Green Belt.
3. The Council will permit the extension and alteration to a building in the Green Belt provided the addition:
 - a) is not disproportionate to the size of the original building, and
 - b) does not have a materially greater impact on the openness of the Green Belt.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | 0 | 0 | 0 | 0 | 0 | 0 | + | 0 | 0 | 0 | 0 |
| Medium Term | 0 | 0 | 0 | 0 | 0 | 0 | 0 | + | 0 | 0 | 0 | 0 |
| Long Term | 0 | 0 | 0 | 0 | 0 | 0 | 0 | + | 0 | 0 | 0 | 0 |

Reasoned Justification

The Metropolitan Green Belt plays a key role in Spelthorne to protect its character by preventing the immediate outward sprawl of London, to ensure settlements do not merge into each other, encouraging development of previously developed land and safeguarding the countryside from encroachment. In developing this Local Plan, a two-stage review of the Green Belt was undertaken to assess the extent to which

land in the Borough fulfils these purposes. As a result, some land was considered not to perform these functions to the extent that warranted retaining the Green Belt designation and the decision was made to amend the boundary to remove areas that did not perform well and should be developed for other uses instead. The current area of Green Belt following removal of those sites is shown on the Policies Map (forthcoming).

The original building will be determined based on its size as existing on 1 July 1948 or first built if later than this date. This is to enable the effect of cumulative development to be taken into account when a building has been extended previously. The cumulative impact of a series of small extensions can be just as great as a single large addition. The size of the plot is not relevant when considering whether a replacement building is materially larger or an extension results in disproportionate additions. Guidance is provided on percentage increases that will be considered 'material' in the case of replacement buildings and 'disproportionate' for extensions to assist applicants on the likelihood of permission being granted.

This Policy applies to dwellings within the former Plotland Areas. Other policies that protect the character of the riverside will be relevant to these dwellings even though the former Plotlands designation no longer applies. The removal of the designation is a key change to this Local Plan. It was considered that the application of policies on Plotland Areas was inconsistent across the local authorities that have or had the designation, as some applied it in addition to Green Belt policy and some applied it instead of Green Belt policy. Spelthorne previously applied the policy in addition to Green Belt policy and set out design based criteria to protect the distinctive character of the river and is not strictly relevant to Green Belt, which can be covered instead by design policies for riverside development.

Proposals within the Green Belt will also be expected to comply with all other Local Plan policies, particularly those that cover design, amenity, landscape, biodiversity and flooding.

Monitoring Indicators

| Indicator | Target | Data Source |
|--|--------|-----------------------------------|
| Permissions granted for inappropriate development in the Green Belt without very special circumstances | Nil | Planning applications and appeals |

Key Evidence

- Green Belt Assessment Stage 1, 2017
- Green Belt Assessment Stage 2, 2019

Sustainability Appraisal Alternative Options

| | |
|--|---|
| Alternative Option 1: Rely on national policy for strategic and small scale development within the Green Belt. | Reject alternative. This option would result in there not being a specific local policy approach. This option would however help to safeguard the Green |
|--|---|

| | |
|---|---|
| | Belt and results in minor positive impacts. |
| Alternative Option 2: Have a policy which sets out the Council's approach to the extension, alteration and/or replacement of buildings in the Green Belt including size restrictions. Include specific size restrictions to aid the assessment of proposals that are 'materially larger'. | Reject alternative. This approach will allow the Council to safeguard the Green Belt but will not give consideration to proposals on a case by case basis and may not fully take account of the merits of individual cases. |
| Alternative Option 3: Have a policy which sets out the Council's approach to the extension, alteration and/or replacement of buildings in the Green Belt. Give support to proposals within the Green Belt provided they do not have a materially greater impact on the openness of the Green Belt. Do not include size or permitted development restrictions and give consideration to proposals on a case by case basis. | Preferred approach. This policy will enable decisions to be made by taking account of the individual merits of proposals. This option removes the prescriptive and mechanistic approach to deciding what would be 'materially larger' and allows some flexibility. This approach is considered to be consistent with the national policy. |

Core Strategy 2009 policies to be replaced

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

Policy E2: Flooding

1. The Strategic Flood Risk Assessments (SFRA 1 and 2) will be used to inform the location of future development within the Borough.
2. New development will be guided to areas of lowest flood risk from all sources of flooding through the application of the sequential test. The exception test will continue to be applied where national planning policy advises that this is necessary. Where individual sites contain different flood zones, the layout of the site will also be expected to minimise flood risk.
3. All development proposals are required to demonstrate that land drainage will be adequate and that they will not result in an increase in surface water run-off. The Council will expect incorporating SuDs (Sustainable Drainage Systems) to manage surface water drainage, unless it can be demonstrated that they are not appropriate. Where SuDs are provided, arrangements must be put in place for their management and maintenance over their full lifetime.
4. Development in Flood Zones 2 and 3a¹³ will be permitted provided that:
 - a) the vulnerability of the proposed use is appropriate for the level of flood risk on the site;
 - b) the proposal passes the sequential and exception test (where required) as outlined in the NPPF and Government guidance;
 - c) a site-specific flood risk assessment demonstrates that the development, including the access and egress, will be safe for its lifetime (taking into account climate change) without increasing flooding elsewhere, and will (where possible) reduce flood risk overall;
 - d) the scheme incorporates flood protection, flood resilience and resistance measures appropriate to the character and biodiversity of the area and the specific requirements of the site;
 - e) applications include appropriate flood warning and evacuation plans and have been approved, and
 - f) site drainage systems are appropriately designed, taking account of storm events and flood risk of up to 1 in 100 year event with an appropriate allowance for climate change.
5. Applications must be supported by Flood Risk Assessments where appropriate that demonstrate the development will be safe, not increase flood risk elsewhere, and maximise opportunities to reduce flood risk.
6. Within the 1 in 20 year (5% AEP) extent, existing infrastructure or solid buildings that resist water ingress are not included within the definition of Flood Zone 3b Functional Floodplain and the associated planning requirements do not apply. Small scale or re-development of these buildings may be considered, subject to the following:
 - a) Re-development must not increase the footprint of the buildings that are resistant to water ingress, and where appropriate should reduce the footprint;
 - b) Change of use to a higher vulnerability classification is not permitted;

¹³ As identified on the latest Environment Agency flood risk maps and the Council's latest Strategic Flood Risk Assessment

- c) Increase in the number and/or vulnerability of occupants of the site is not permitted;
 - d) Where possible, development vulnerability should be reduced;
 - e) Raising finished floor levels;
 - f) Reducing surface water runoff rates and volumes from the site;
 - g) Increasing floodplain storage capacity and creating space for flooding to occur by restoring functional floodplain;
 - h) Reducing impedance to floodwater flow and restoring flood flow paths;
 - i) Incorporating flood resilient and/or resistance measures;
 - j) Ensuring development remains safe for users in time of flood (this may refer to the timely evacuation of properties prior to the onset of flooding in accordance with an individual Flood Warning and Evacuation Plan for the site);
 - k) Basements, basement extensions, conversions of basements to a higher vulnerability classification or self-contained units are not permitted.
7. With the exception of the provision of essential infrastructure, 'undeveloped' Flood Zone 3b will be safeguarded for flood management purposes.
- River Thames Scheme**
8. The Council supports proposals for strategic flood relief measures (including any associated enabling works), including the proposed flood channel through the Borough as part of the wider River Thames Scheme. The proposed route of the channel and the land adjacent to it, as shown on the Policies Map (forthcoming) will be safeguarded for this purpose¹⁴.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | + | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | + | 0 |
| Medium Term | 0 | + | + | 0 | 0 | 0 | 0 | 0 | 0 | 0 | + | 0 |
| Long Term | 0 | + | + | 0 | 0 | 0 | 0 | 0 | 0 | + | + | 0 |

Definitions

Flood Zones in Spelthorne are based on definitions contained within National Planning Practice Guidance and the Council's Strategic Flood Risk Assessment (Level 1):

¹⁴ As set out in para 157 (b) of the NPPF.

- **Flood resistance:** Flood-resistant construction can prevent entry of water or minimise the amount that may enter a building where there is short duration flooding outside with water depths of 0.6 metres or less. This form of construction should be used with caution and accompanied by resilience measures, as effective flood exclusion may depend on occupiers ensuring some elements, such as barriers to doorways, are put in place and maintained in a good state.
- **Flood resilience:** Flood-resilient buildings are designed and constructed to reduce the impact of flood water entering the building so that no permanent damage is caused, structural integrity is maintained and drying and cleaning is easier and the building can be re-occupied more quickly.

Planning Practice Guidance states that flood resistance and resilience measures should not be used to justify development in inappropriate locations.

Flood Zones

| Flood Zone | Definition |
|-----------------------------------|--|
| Zone 1 Low Probability | Land having a less than 1 in 1,000 annual probability of river or sea flooding. (Shown as 'clear' on the Flood Map – all land outside Zones 2 and 3) |
| Zone 2 Medium Probability | Land having between a 1 in 100 and 1 in 1,000 annual probability of river flooding; or land having between a 1 in 200 and 1 in 1,000 annual probability of sea flooding. |
| Zone 3a High Probability | Land having a 1 in 100 or greater annual probability of river flooding; or land having a 1 in 200 or greater annual probability of sea flooding. |
| Zone 3b The Functional Floodplain | This zone comprises land where water has to flow or be stored in times of flood. Local planning authorities should identify in their Strategic Flood Risk Assessments areas of functional floodplain and its boundaries accordingly, in agreement with the Environment Agency. |

Note: The Flood Zones shown on the Environment Agency's Flood Map for Planning (Rivers and Sea) available on the Environment Agency's web site, do not take account of the possible impacts of climate change and consequent changes in the future probability of flooding. Reference should therefore also be made to the [Strategic Flood Risk Assessment](#) when considering location and potential future flood risks to developments and land uses.

Flood Zone 3b Functional Floodplain

The definition of Flood Zone 3b Functional Floodplain for Spelthorne Borough Council includes all buildings which have not been designed to exclude floodwater and do not resist water ingress, such as garages and warehouses, as well as roads, other linear features and other areas for car parking or recreational use which may provide important flow routes and flood storage functionality.

Reasoned Justification

In Spelthorne there are areas within the 1 in 20 (5%) or greater flood extent that are already developed and are prevented from flooding by the presence of existing infrastructure or solid buildings. Whilst these areas may be subject to frequent

flooding, it may not be practical to refuse all future development. As such, and in accordance with the PPG, in some instances the Council will consider existing building footprints, where they can be demonstrated to exclude floodwater, not to be defined as Flood Zone 3b Functional Floodplain.

The approach the Council will take to development within the 1 in 20 year (5%) flood outline recognises the importance of pragmatic planning solutions that will not unnecessarily 'blight' areas of existing development, the importance of the undeveloped land surrounding them and the potential opportunities to reinstate areas which can operate as functional floodplain through redevelopment to provide space for floodwater and reduce risk to new and existing development.

The consideration of whether a building resists water ingress will be considered on a case-by-case basis as part of the planning application process, having regard to the presence of existing buildings on the site and the existing routing of floodwater through the site during times of flooding.

Monitoring Indicators

| Indicator | Target | Data Source |
|---|---|---------------------|
| Number of planning decisions, including appeals, granting permission not in accordance with Policy E2 | No planning permissions that are not in accordance with Policy E2 | In house monitoring |

Key Evidence

- Local Flood Risk Management Strategy (Surrey County Council, 2014)
- Draft Strategic Flood Risk Assessment (Spelthorne Borough Council, 2018)
- Spelthorne Water Cycle Study (Spelthorne Borough Council, 2019)

Sustainability Appraisal Alternative Options

| | |
|--|---|
| Alternative Option 1: Do not have a specific policy on flooding in the Local Plan. Instead rely on national planning policy and guidance; on flood alleviation schemes such as the River Thames Scheme; and rely on developers entering discussion with the Environment Agency at the application stage. | Reject alternative. Due to the uncertainty created by relying on discussions between developers and the Environment Agency, the approach is considered to have unknown impacts. This approach does not allow for flood risk to be planned for holistically in Spelthorne. |
| Alternative Option 2: Have a local policy, reflecting the context of Spelthorne and influenced by the Strategic Flood Risk Assessment. | Preferred option. This approach would significantly reduce the risk of flooding and take account of the local context for Spelthorne. |

Core Strategy 2009 policies to be replaced

- Policy LO1: Flooding

Policy E3: Environmental Protection

Air Quality

1. The Council will seek to improve and protect the Borough's air quality by ensuring all development¹⁵ proposals prevent further deterioration of existing poor air quality and are 'air quality neutral' as far as reasonably practicable. For development proposals that could potentially cause or exacerbate air pollution, the Council will expect that mitigation and compensation measures are incorporated to ensure that all major developments are sustainable from an air quality perspective. Where on site measures alone are not possible or are insufficient to reduce the impact on air quality, applicants should consider the scope for offsetting the impact by contributing to funding of other initiatives that improve air quality. An applicant will be required to submit an air quality assessment for development proposals where the proposed development falls within an Air Quality Management Area and/or where the Council considers that air quality is likely to be compromised. Planning permission will not be granted for proposals where adverse effects on air quality are of a significant scale, either individually or in combination with other proposals and/or the effects cannot be appropriately and effectively mitigated.

Water Quality

2. The Council will ensure new development located near ground and surface water has the appropriate measures in place to mitigate any adverse impact on water quality and water features. Planning permission will not be granted to new developments which do not demonstrate the incorporation of water efficiency measures such as water recycling and collection features. Wherever practical, Sustainable Drainage Systems (SuDS) should be incorporated to minimise the discharge of surface water to the sewer system.

Noise

3. The Council will look to protect and improve local noise conditions as far as reasonably practicable. The Council will ensure that development proposals that may generate unacceptable noise, or be unacceptably impacted by noise sources, incorporate appropriate attenuation measures to minimise the effects on new and existing residents. The adverse impacts of noise are to be reduced to acceptable levels through good design, layout and orientation of sites and buildings, and adequate noise insulation. The Council will require an acoustic report to accompany an application for development proposals that may be sensitive to noise sources, or might cause unacceptable noise for residents, businesses or the environment.

Light

4. The Council will require developments that may result in light pollution to incorporate appropriate lighting and other energy efficiency measures to provide the right lighting levels necessary. Planning permission will not be granted for light generating development proposals that may have an adverse impact on residential developments, amenity, wildlife and biodiversity.

Land Contamination

5. The Council will ensure that development proposals affecting contaminated land demonstrate the suitability of the proposed use in relation to the condition of the site and take into account the receptor's sensitivity to pollutants. In all cases, the Council will require that an appropriate site investigation and treatment of contamination is undertaken prior to the development. Through the incorporation of mitigation measures and/or support for decontamination

and soil remediation initiatives, land contamination will be minimised or even avoided.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water | |
|----------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|---|
| Short Term | 0 | + | 0 | + | + | ? | + | 0 | + | 0 | 0 | + | + |
| Medium Term | 0 | + | 0 | + | + | ? | + | 0 | + | 0 | 0 | + | + |
| Long Term | 0 | ++ | + | + | + | ? | + | 0 | + | 0 | 0 | + | + |

Reasoned Justification

Air Quality

Air quality is an important environmental issue for Spelthorne. The Council's Air Quality Action Plan designates the whole Borough as an Air Quality Management Area (AQMA). This reflects that the whole Borough is in particular need to improve air quality therefore the Council will ensure that any new development in the Borough is consistent with the local air quality action plan.

Road traffic has been identified as the biggest single contributor to poor air quality in Spelthorne and results in other adverse environmental and health effects. Transport modelling and highways data suggest that the main road corridors are the worst affected areas. Some areas in the Borough with poor air quality below EU standards for nitrogen dioxide remain notably alongside the A308 at Sunbury Cross and the A30 at the Crooked Billet roundabout. The level of particulates (known as PM10s) is also a concern adjoining the M25 and Heathrow Airport.

The Council has a statutory duty to work towards the Government and European Union's air quality standards. Though the Council has little or no influence over traffic, there is scope to reduce reliance on cars and trips that have origins or destinations within the Borough to ensure that air quality impacts are kept to a minimum. The Council, with other stakeholders, will develop and implement a strategy to decrease the reliance on cars, promote sustainable modes of transport and reduce congestion and environmental impacts. The Council will ensure that there are mechanisms such as additional air quality monitoring stations in the Borough to capture current levels and to assist in managing air quality improvements. The Council will require an 'air quality assessment' to be undertaken where the development proposed is in an Air Quality Management Area, generates significant levels of pollution, increases traffic volumes or congestion, is for non-residential uses

¹⁵ All development is applicable where development is proposed in an Air Quality Management Area, generates significant levels of pollution, increases traffic volumes or congestion, is for non-residential uses of 1000 sqm or greater, is for 10 or more dwellings and/or involves change of use of a development sensitive to poor air quality.

of 1000 sqm or greater, is for 10 or more dwellings and/or involves change of use of a development sensitive to poor air quality.

Individual developments are often shown to have a very small air quality impact. The cumulative impact of many individual schemes, deemed insignificant in themselves, can contribute to a 'creeping baseline'. Therefore, good practice to reduce emissions and exposure should be incorporated into all developments at the outset, at a scale commensurate with the emissions. Consideration of air quality neutrality should focus on both NO_x and PM₁₀ emissions, the energy sources used within buildings and emissions from the vehicles associated with the use of the development. Mitigation measures to reduce emissions may be applied on or off-site.

In many cases, the impact of the development being assessed will have a cumulative effect with other planned developments, which may or may not have planning permission. Where these developments have been granted planning permission and are therefore 'committed' developments, their impacts should be assessed cumulatively with those of the application site. The contribution of these committed developments should be accounted for in the 'future baseline', provided that their contributions can be quantified. It is difficult to include other planning applications yet to be determined, as the outcome is not certain – the number and type of traffic movements may not be quantifiable and the site layout and end users may be unknown. Circumstances with scenario assessment for proposed development without planning permission will be rare.

In some circumstances, there will be an existing permission for development on the site that has not yet been exercised. In the planning system, the estimated emissions from the existing permission could be considered as part of the future baseline and thus a revised application for the site would give rise to an incremental change in emissions from that associated with the extant permission. The Council's approach, in line with best practice guidance, is that impacts be assessed for the new permission sought against the current baseline for the site, disregarding the extant permission; this will reflect the 'real world' increase experienced by receptors.

Water Quality

The Borough's surface and ground water resources are extremely important for a range of uses and consumers including domestic, commercial, industrial and agricultural. The water industry is a major user of land in the Borough with four large reservoirs: the Queen Mary, Wraysbury, King George VI, Staines North and Staines, and treatment works at Ashford.

Due to the Borough's proximity to the River Thames, a significant area is at risk from flooding, with Staines and Shepperton being the worst affected areas. The Borough's ground water is particularly susceptible to pollution from contaminated run-off, storm sewerage and misconceptions of sewerage to surface water drains. As such, there is the need for practical measures to be taken to protect, restore and enhance the quality of the Borough water resources and its water features without compromising sustainable development.

Therefore, the Council in conjunction with the Environment Agency will seek to resist any development proposal that threatens water quality but will support initiatives that result in improving water quality and the capacity of surface water to support wildlife. As stipulated in the European Water Framework Directive, the Council will also ensure that the Borough's waterbodies achieve good ecological status and protection

for drinking water sources and protected sites such as Sites of Specific Scientific Interest.

The possibility of adverse impacts on water quality, and the impact of any possible discharge of effluent or leachates which may pose a threat to surface or underground water resources, directly or indirectly through surrounding soils, depends on the nature and scale of the development proposed as well as the local topography, the size and sensitivity of the water body. Therefore risks to water quality will need to be considered on a case by case basis rather than through application of a generic distance buffer.

Noise

Some 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 and schools, are proposed in these areas sound attenuation measures will be required to ensure an acceptable environment is created for residents of the development. Planning permission will be refused where the impact of noise cannot be minimised to an acceptable level. Applicants should seek advice from the Council's Environmental Health team to ensure that 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 Policies Map.

Noise sensitive uses proposed in areas that are exposed to noise from existing or planned industrial or commercial sources, will only be permitted where future users will not be exposed to an unacceptable noise impact that would result in creation of a statutory nuisance. Noise generating development will be permitted where it can be demonstrated that any nearby noise sensitive uses (as existing or with planning permission), will not be exposed to noise impact that will adversely affect the amenity of users of surrounding noise sensitive premises. In urban areas the density of industrial plant and air handling units (including kitchen extracts, air-condition units and refrigeration plant) has a cumulative effect of increasing the overall background noise level. To prevent this level continually increasing to the detriment of the local residential amenity in those locations there will be an expectation that all new noise sources would be expected to operate at a Rating Level (BS4142) of 10dB below the background noise level measured as an LA90.

Noise pollution from Heathrow Airport is of particular concern to the Council as the airport is close to major built up areas which means a large number of people in the Borough suffer noise disturbance from aircraft using the airport. Approximately, 300,000 people are affected by aircraft noise from Heathrow as defined by the 57Leq noise contour. In residential areas close to the airport, only one-for-one replacement of existing housing will be allowed within the 66Leq noise contour. The worst affected areas are in the north of the Borough in Stanwell and Stanwell Moor.

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. 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. 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.

Light pollution

This policy 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. Applicants developing proposals for lighting will be required to assess the impact of the lighting scheme and demonstrate there are no unacceptable adverse impacts.

Land contamination

This policy seeks to ensure land which is likely to be affected by contamination is minimised.

Less stringent pollution control and less careful site management in the past has led to a substantial legacy of sites contaminated by former uses. In particular, 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. 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. Contaminants may also be present on land where there are no specific records of contaminating uses, such as in made ground where unsuitable fill has been used.

A fundamental principle of sustainable development is that the condition of land, its use and its development should be protected from potential hazards. Failing to deal adequately with contamination could cause harm to human health, property and the wider environment. Where development is proposed, the developer is responsible for ensuring that development is safe and suitable for use for the purpose for which it is intended. A potential developer will need to satisfy the Council that unacceptable risk from contamination will be successfully addressed through remediation without undue environmental impact during and following the development. The developer is also responsible for ensuring submission of adequate site investigation information and comprehensive risk assessment, prepared by a competent person (with a recognised relevant qualification and demonstrable experience in contaminated land).

Failure to provide sufficient information, according with best practice guidance, may result in permission being refused and/or is likely to result in delays in clearance of planning conditions and unnecessary cost implications. Prior to implementation of remediation, a remediation method statement will be required to be agreed with the Council. Following any remediation, evidence must be included in a validation report on how remediation works have been carried out and verified to demonstrate that the remediation has been successful.

As a minimum, after carrying out the development and commencement of its use, the land should not be capable of being determined as contaminated land under Part IIA of the EPA 1990.

Monitoring Indicators

| Indicator | Target | Data source |
|---|--|---|
| Number of monitored sites exceeding the annual air quality objective for nitrogen dioxide (40ug/m) ³ | Reduce nitrogen dioxide levels to below (40ug/m) ³ at monitored sites | The Borough Council, Surrey County Council, Highways Agency |
| Net additional dwellings permitted within 66 Leq noise contour | No new dwellings should be permitted within the 66Leq noise contour | The Borough Council |

Key evidence

- Air Quality Action Plan 2005
- Air Quality Annual Status Report 2019
- Contaminated Land Inspection Strategy 2017

Sustainability Appraisal Alternative Options

| | |
|---|--|
| Alternative Option 1: Rely on existing national policy, legislation and the Council's Planning Application Validation list. Conform to statutory pollution levels. | Reject approach. This does not cover the full range of receptors and further detail is required by the NPPF. By dealing with applications on a case by case basis the impacts on health and pollution are uncertain. |
| Alternative Option 2: Include a policy which has regard for the local context, setting out the general approach to environmental protection. Seek to minimise pollution and go beyond statutory pollution levels. | Preferred approach. This will ensure that development takes account of its local environment and impacts on or to a range of receptors. |

Core Strategy Policies to be replaced

- Policy EN3 (Air Quality)
- Policy EN11 (Development and Noise)
- Policy EN12 (Noise from Heathrow)
- Policy EN13 (Light Pollution)
- Policy EN15 (Development affecting Contaminated Land)

Policy E4: Green and Blue Infrastructure

Biodiversity

1. The Council will encourage development proposals which restore, maintain and enhance habitat connectivity and will seek opportunities for habitat creation particularly within Biodiversity Opportunity Areas. Development proposals will be expected to contribute to biodiversity through clearly demonstrating improvements when submitting a planning application as part of securing biodiversity net-gain.

Green Infrastructure

2. The Council will require development to contribute to the delivery and maintenance of a high quality green infrastructure network by requiring proposals to provide and make enhancements to on-site assets. If a robust and evidenced case can be made that on-site provision is neither feasible nor viable, a financial contribution towards provision and enhancement may be sought in exceptional circumstances.

Blue Infrastructure

3. The Council will protect and enhance the ecological, landscape and recreational value of watercourses and reservoirs. Development proposals which will have an adverse impact on the functions and setting of a watercourse and its corridors will not be permitted. Development proposals must demonstrate how they will support the provision and enhancement of blue infrastructure, in accordance with the Water Framework Directive.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open Space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | + | + | + | + | + | 0 | ++ | + | 0 | + | + |
| Medium Term | 0 | ++ | + | + | + | + | 0 | ++ | + | 0 | + | + |
| Long Term | 0 | ++ | + | ++ | + | ++ | + | ++ | + | + | + | + |

**It should be noted that this scoring relates solely to Green and Blue Infrastructure. A more detailed Sustainability Appraisal for the topic, including Biodiversity, is present in the Sustainability Appraisal document.*

Definitions

Biodiversity Opportunity Areas (BOAs) are identified as the most important areas for biodiversity in the Borough. BOAs represent the basis for an ecological network where improved habitat management as well as efforts to restore and create habitats will be most effective in enhancing connectivity to benefit species recovery.

Green Infrastructure is a network of multi-functional green space in both urban and rural settings, which is capable of delivering a wide range of environmental and biodiversity benefits for communities.

Blue Infrastructure is the network of watercourses and other bodies of water which provide ecological, landscape and recreational value to the Borough. This also includes the banks and corridors immediately along the watercourse which can provide significant biodiversity benefits.

Reasoned justification

Paragraph 170 of the NPPF states that planning policies and decisions should contribute to and enhance the natural and local environment through protecting and enhancing valued landscapes and sites of biodiversity. Paragraph 174 of the Framework sets out that local plan policies should identify, map and safeguard components of local wildlife-rich habitats and wider ecological networks. Spelthorne has a number of international, national and locally designated biodiversity sites which justify protection.

Biodiversity net-gain is an approach which aims to leave the natural environment in a measurably better state than beforehand. This approach has been included as part of the Government's Draft *Environmental (Principles and Governance) Bill* 2018. Biodiversity net gain will be sought on sites where existing green assets can be improved or enhanced or where these are lost, such as on greenfield sites, proposed development will provide significant replacements.

BOAs are key areas where priority habitat can be created, improved or restored and there are two significant areas identified in Spelthorne where opportunities for restoration and creation of habitats exist:

- Staines Moor to Shortwood Common (TV03)
- Shepperton to Thorpe¹⁶ (TV04)

As such, this justifies the inclusion of a policy to seek to achieve these objectives where possible.

The Water Framework Directive¹⁷ requires rivers and water-bodies in the UK to achieve good ecological status by 2027. This includes resisting the establishment and spread of non-native invasive species which can have a significant detrimental impact on native species.

Many of the water-bodies in the Borough support recreational uses which are required to be carried out within tight environmental restrictions and are regulated. Recreational uses are supported provided that they respect the ecological and landscape values of the water-bodies and the associated corridor.

¹⁶ https://surreynaturepartnership.files.wordpress.com/2014/11/biodiversity-opportunity-areas_surrey-nature-partnership_20151.pdf

¹⁷ http://ec.europa.eu/environment/water/water-framework/index_en.html

Monitoring Indicators

| Indicator | Target | Data Source |
|---|--|-------------------------------------|
| Gains in biodiversity provided by development | All developments to provide biodiversity gains | Planning applications and appeals |
| Condition of European and National sites | Continual improvement in condition | Natural England surveys |
| Condition of local sites | Continual improvement in condition | SNCI surveys |
| Progress towards Water Framework Directive objectives | Achieve 'good ecological status' at earliest opportunity and by 2027 at the latest | Data provided by Environment Agency |

Key Evidence

- Biodiversity Opportunity Areas: the basis for realising Surrey's ecological network (Surrey Nature Partnership, 2015)
- Spelthorne Biodiversity Action Plan
- Water Framework Directive (2000)
- Draft Environment (Principles and Governance) Bill 2018
- Biodiversity net gain: updating planning requirements (Department for Environment, Food and Rural Affairs)

Sustainability Appraisal Alternative Options

| | |
|--|---|
| Alternative Option 1: Do not have a specific policy on green and blue infrastructure but include the provision of green infrastructure in a design policy. | Reject approach. This approach would provide opportunities for green infrastructure but may give less weight to its importance as it would form part of a more generic policy. |
| Alternative Option 2: Have a policy that ensures development provides or contributes to the provision or enhancement of green and blue infrastructure. | Preferred approach. The NPPF stipulates that Local Plans and planning policy should set out a strategic approach for the creation, protection, enhancement and management of networks of biodiversity and Green Infrastructure. |

**It should be noted that this scoring relates solely to Green and Blue Infrastructure. A more detailed Sustainability Appraisal for the topic, including Biodiversity, is present in the Sustainability Appraisal document.*

Core Strategy 2009 policies to be replaced

- EN7 - Tree Protection
- EN8 – Protecting and Improving the Landscape and Biodiversity

Policy E5: Open Space

Existing Open Space

1. The Council will seek to protect, maintain and where possible, enhance existing open spaces in the Borough and encourage quality and accessibility improvements.
2. Open Space (including all open spaces within urban areas and all land and water that provides opportunities for sport and recreation and playing fields) will be protected from development in accordance with the NPPF.

Provision of new open space

3. Proposals for new residential development will be expected to make provision for open space having regard to the standards as set out in the most up-to-date Open Space Assessment. Reference should be made to the local accessibility standards highlighted in the most up-to-date Assessment at the time of the submission of a planning application.
4. Proposals for open space should be firstly directed to areas where there are deficiencies of such space as identified within the most up-to-date Open Space Assessment and Playing Pitch Strategy.

Local Green Space

5. The Council will give protection to spaces designated as Local Green Space and development will only be permitted where very special circumstances can be demonstrated which outweigh the harm.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open Space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | + | 0 | 0 | 0 | ? | 0 | ++ | 0 | 0 | 0 | 0 |
| Medium Term | 0 | + | 0 | 0 | 0 | ? | 0 | ++ | 0 | 0 | 0 | 0 |
| Long Term | 0 | + | 0 | 0 | 0 | ? | 0 | ++ | 0 | 0 | 0 | 0 |

Definitions

Open Space is defined as all types of spaces, including areas of water such as rivers, lakes and reservoirs, which provide areas for sport and recreation and can act as amenity value. The Open Space Assessment provides a qualitative and quantitative audit of publicly accessible open space in the Borough. This assessment (or any successor document) should be used as the starting point when considering open space requirements for new developments.

The Playing Pitch Strategy will provide a robust and up-to-date assessment of the need for playing pitches in Spelthorne as well as identifying opportunities for new provision.

Reasoned Justification

Open Space is important due to the positive contribution it makes to the character of settlements and health and social well-being. Open Space forms the basis of the Borough's green infrastructure network supporting residents and other users. Therefore, it is considered that cumulatively, these spaces form valued assets of strategic importance which should be protected as a priority. Open spaces within urban areas provide relief from the urban environment for residents. Urban open spaces also provide breaks in the built environment. Policy E5 identifies all open space within urban areas as open space for the purposes of this policy and the protection afforded to these.

The NPPF in paragraph 96 states that access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities and opportunities for new provision.

Given the importance of these spaces, there is justifiable reason for the inclusion of a policy which seeks to protect existing provision as a minimum and ensure provision of spaces in which there are identified deficiencies over the plan period.

The NPPF allows for the designation of land as Local Green Space (LGS) through the preparation of the Local Plan. The designation is suitable for spaces of particular local significance or have community value. By designating as LGS the spaces will be protected from development in a manner which is consistent with Green Belt policy. Open spaces which do not meet the requirements of the LGS designation will be protected through the NPPF as stated in Policy E5.

Monitoring Indicators

| Indicator | Target | Data Source |
|------------------------|--|---|
| Quantity of open space | No loss of open space, identified deficiencies met by end of plan period | Planning applications and appeals Open Space Assessment and Playing Pitch Strategy |

Key Evidence

- Open Space Assessment (Spelthorne BC, 2019)
- Playing Pitch Strategy (2019)
- Local Green Space Assessment methodology (October 2019)

Sustainability Appraisal Alternative Options

| | |
|--|---|
| Alternative Option 1: Do not include a policy in the Local Plan. Rely on the NPPF to guide open space provision and protection. | Reject approach. This approach limits control over open space provision. This option fails to take account of local evidence on open space. |
| Alternative Option 2: Introduce a policy mechanism to ensure provision of open space across the Borough is supplied in the future. | Preferred approach. This will take account of recent evidence on open space in the Borough. Trends are already being monitored and kept under review. |

Core Strategy 2009 policies to be replaced

- Policy CO3: Provision of Open Space for New Development
- Policy EN4: Provision of Open Space and Sport and Recreation Facilities

5. Economy

Policy EC1: Meeting Employment Needs

1. In order to meet local needs and deliver around 900 additional B class jobs by 2035, a net gain of approximately 15,000 sqm of floorspace for office and research & development (B1a and B1b) and approximately 14,000 sqm for industrial (B8) uses is required. This will accommodate the predicted future growth in jobs in the Borough required to help to secure sustained growth of the local economy.

| Use Class | Required change in floorspace 2017-2035 (sqm) |
|---------------|--|
| B1a and B1b | 15,300 |
| B2 | -20,800 |
| B8 (general) | 13,700 |
| Total B Class | 8,200 |

2. To support the retention, creation and development of local businesses, promote business competitiveness and allow for flexibility to cater for the changing needs of the economy, the Council will:
 - a) Support proposals to redevelop outmoded employment floorspace to cater for modern business needs;
 - b) Encourage a range of types and sizes of new employment floorspace;
 - c) Support the retention, creation and development of small local businesses by encouraging a range of types and sizes of new premises including incubator units, managed workspace and serviced office accommodation and the provision of essential ancillary employment facilities close to places of employment.

Strategic Employment Areas

3. The six designated employment areas (as shown on the Policies Map (forthcoming)) that together make up the Borough's current core supply of employment land will be protected as Strategic Employment Areas and changes of use of land and/or buildings from employment to non-employment use will be resisted. The refurbishment and redevelopment of sites in these areas for employment use, and proposals for the intensification of sites for employment use will be permitted.
 - Bedfont Road, Stanwell
 - BP, Chertsey Road, Sunbury
 - Hanworth Road
 - London Road, Staines
 - Shepperton Studios
 - Windmill Road, Sunbury
4. Redevelopment or change of use to a non-employment use will only be acceptable if evidence is provided of active and comprehensive marketing of the site for its current use for a continuous period of at least two years for a Strategic Employment Site prior to submission of a planning application.

Office and Research & Development

5. Proposals for new office and research & development (B1a and B1b) floorspace will be directed sequentially to Staines-upon-Thames town centre and the Strategic Employment Areas. Only if sites cannot be found in these locations should edge of centre sites and locations within 500m of a public transport interchange be considered.

Industrial, warehousing and storage

6. Proposals for new industrial, warehousing and storage (B1c, B2 and B8) floorspace will be directed to the industrial Strategic Employment Areas, any of the existing industrial estates and any sites where this use class of floorspace is included in the site allocation in the Local Plan.

Outside of the designated employment sites

7. Outside of the designated employment sites, employment floorspace will be protected in line with the latest needs assessment and the loss will be resisted unless the site is allocated for an alternative use within the Local Plan.
8. Redevelopment or change of use to a non-employment use will only be acceptable if evidence is provided of active and comprehensive marketing of the site for its current use for a continuous period of at least 12 months prior to submission of a planning application. If the site is allocated for an alternative use within the Local Plan, the marketing period will not be required.

Heathrow

9. The Council provides in-principle support for the sustainable expansion of Heathrow Airport, subject to the provisions set out in Policy SP7. Development proposals outside the airport or Development Consent Order (DCO) Limits boundary¹⁸ will be determined on their merits and it is recognised the floorspace permitted in the plan period may exceed the local need set out in paragraph 1¹⁹ to meet the additional need generated as a result of the expansion.

¹⁸ Development Consent Order (DCO) Limits boundary is the overall boundary of the Heathrow Expansion project which includes land Heathrow intends to construct buildings, infrastructure and much of the extensive landscape mitigation areas, and land where Heathrow may potentially require property and other rights for landscape mitigation areas (Heathrow, 2019).

¹⁹ The floorspace need is based on the forecasts for Spelthorne Borough set out in Employment Land Needs Assessments (ELNA). These did not take into account the potential for the expansion of Heathrow Airport.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | - | + | 0 | 0 + | 0 | 0 | 0 | 0 | + | + | + | + |
| Medium Term | - | + | 0 | 0 + | + | 0 | 0 | 0 | + | + | + | + |
| Long Term | - | + | 0 | 0 + | + | 0 | 0 | 0 | + | + | + | + |

Definitions

Active and comprehensive marketing requires demonstration of a marketing campaign for a continuous period of at least 12 months. Marketing must be undertaken through a recognised commercial agent at a price that genuinely reflects the market value of the current or most recent use of the site. It must be demonstrated to the Council's satisfaction that marketing has been unsuccessful for all relevant floor space proposed to be lost through re-development or change of use.

Transport interchanges are defined as rail stations and bus stations within the Borough and are shown on the Policies Map (forthcoming). The 500m catchment around each interchange are shown on maps (forthcoming). The transport interchanges are:

- Ashford rail station
- Shepperton rail station
- Staines bus station (rear of Elmsleigh Centre)
- Staines rail station
- Sunbury rail station
- Upper Halliford rail station
- Kempton Park rail station

Transport interchanges do not include standalone bus stops.

Reasoned justification

The NPPF is clear that there are three dimensions to sustainable development, one of which is economic. One of the roles of the planning system is to contribute to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth, innovation and improved productivity.

Our Corporate Plan (2016-2019) highlights economic development as one of the Council's four key priorities. The key aim is:

"To stimulate more investment, jobs and visitors to Spelthorne to further the overall economic wellbeing and prosperity of the Borough and its residents".

The Employment Land Needs Assessment (ELNA), identified a need for a fairly small additional amount of floorspace over the plan period in order to meet the anticipated

level of jobs which will be created. Meeting this will meet the identified local Spelthorne need. However, it is anticipated that land within the Borough will be required to meet both the construction and operational needs of Heathrow and the relocation of any businesses. We are keen to benefit from the economic benefits that our close proximity to an expanded Heathrow will bring.

Spelthorne has significant strengths with a large business base and a wide range of business sectors represented, including a significant presence of businesses of national and international renown. This is further strengthened by its proximity to Heathrow Airport and its good communication links to London and the rest of the UK. It has a significant retail sector which is focussed largely on meeting the needs of local residents.

In November 2017 the Government launched an Industrial Strategy designed to strengthen the five foundations of productivity: ideas, people, infrastructure, business environment and places. Our Economic Strategy recognises those ambitions and references them. The health of the Spelthorne economy has shown remarkable growth over a number of years, as evidenced by our position in the top quarter of local authorities in the UK for competitiveness, 17th best location for high tech occupations and with Staines-upon-Thames identified as the fastest growing town in the UK for new start-up businesses.

Spelthorne possesses the foundations envied by other locations, particularly given its proximity to London and Heathrow, forming part of a powerful functional economic area. The M3, M4 and M25, which help drive the prosperity of the south east, all run through or are in close proximity to Spelthorne. Members and Officers of the Council are united in working hard to ensure that economic growth and the associated benefits to our community continue to grow and Spelthorne can compete with the best.

We are already witnessing significant developments in the Borough, particularly in Staines-upon-Thames where over the course of this strategy we will see a new hotel, residential accommodation and additional retail space. This will further add to the attraction of the Borough to those who wish to locate their business or indeed, live, work or shop in Spelthorne.

Monitoring Indicators

| Indicator | Target | Data Source |
|---|--|---|
| Net change in permitted and completed B1 (a, b, c), B2 and B8 floorspace (sqm) in the Borough | Net increase of 15,000 sqm completed B1 (a and b) use class floorspace by 2035. Net increase of 14,000 sqm completed B8 use class floorspace by 2035. Net reduction of around 21,000 sqm of B2 floorspace by 2035. | Planning applications and appeals and building completions data |
| Amount of employment floor space (sqm) lost to non-B class uses | N/A | Planning applications and appeals and building completions data |

| Indicator | Target | Data Source |
|--|---------------------------------------|--|
| Number of employee jobs (total and by industry) in the Borough | 4,100 additional B class jobs to 2035 | Published data e.g. ONS Business Register Employment Survey (BRES) |

Key Evidence

- Employment Land Needs Assessment (Spelthorne Borough Council, 2018)
- Spelthorne Local Economic Assessment, 2016
- Spelthorne Economic Strategy 2017-2022 – 2018 Update
- Spelthorne Corporate Plan 2016-2019
- A Strategic Economic Plan for the Enterprise M3 Area 2018-2030 (enterprise M3)

Sustainability Appraisal Alternative Options

| | |
|---|---|
| Alternative Option 1: Introduce a policy in the Local Plan to meet employment needs by allocating and recognising strategic employment sites and locally important employment sites. Recognise the potential impacts of Heathrow Airport expansion. | Preferred option. The Council's evidence demonstrates that there is a need for specific employment uses and providing this will allow for sustainable growth in suitable locations. |
| Alternative Option 2: Make an upward adjustment to meet over and above Spelthorne's need, as well as the need of Heathrow Airport/other local authorities by considering any land not subject to an absolute constraint. Discount policy constraints. | Reject alternative. Due to competing land uses this approach is expected to have significant negative impacts on housing, with providing homes a key a priority of the Local Plan. This approach will also have negative environmental impacts due to the disregard for policy constraints. |
| Alternative Option 3: Do not introduce a policy. Instead allow the market to dictate the accommodation provided and the location. | Reject alternative. Not allocating sufficient employment land of the correct size and quality is deemed a substantial risk to the economic future of the Borough. |

Core Strategy 2009 policies to be replaced

- SP3: Economy and Employment Land Provision
- EM1: Employment Development Policy
- EM2: Employment Development on Other Land

Policy EC2: Retail Needs

1. The Council will seek to meet identified retail needs within the Borough through maintaining and enhancing the vitality and viability of Staines-upon-Thames, as the main town centre and Ashford, Shepperton and Sunbury Cross as the Borough's district centres.

Locations for Development

2. The Council will ensure that Staines-upon-Thames will be the preferred location for the development of main town centre uses²⁰, including retail. Retail proposals in Ashford, Shepperton and Sunbury Cross will be supported where the scale and design of the proposal is considered appropriate.
3. The Council will maintain and enhance retail provision within Staines-upon-Thames to ensure that the town centre remains competitive as a shopping destination within Surrey.
4. The Council will maintain and enhance, where possible, retail provision within Ashford, Shepperton and Sunbury Cross to retain their role as viable centres supporting their local populations.
5. The Council will support development which improves the viability and vitality of shopping parades within the Borough which support their local communities.
6. The Council will support the retention of existing isolated shops which continue to meet a local need.
7. Proposals for main town centre uses that are located outside Staines-upon-Thames and Ashford, Shepperton and Sunbury Cross will be subject to the sequential test as set out in the NPPF. In this instance, the applicant will need to:
 - a) determine that the proposal satisfies the sequential test and flexibility has been demonstrated on issues such as format and scale;
 - b) undertake a retail impact assessment for proposals which exceed 500sqm, to ensure that there are no adverse impacts on existing retail uses in the Borough's centres as set out in the NPPF.

Primary Shopping Areas

8. Within the town centre, proposals for development within the Primary Shopping Areas will be permitted where they improve the quality and mix of the retail offer to enhance the role of the centre as a destination and strengthen its vitality and viability.
9. The Council will seek to maintain retail uses (A1) within the defined Primary Shopping Areas in the main town centre and district centres. Development proposals will be considered for non-retail uses (use classes A2 – A5) which maintain active frontages and attract footfall within the Primary Shopping Areas.
10. Appropriately designed and located proposals for residential development on upper floors will be encouraged.

²⁰ Main town centre uses are defined in the NPPF as retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars, pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, cultural and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open Space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | + 0 | + | 0 | 0 | 0 | 0 | 0 ? | 0 | + | + | ? | 0 |
| Medium Term | + 0 | + | 0 | 0 | 0 | 0 | 0 ? | 0 | + | + | ? | 0 |
| Long Term | + 0 | + | 0 | 0 | 0 | 0 | 0 ? | 0 | + | + | ? | 0 |

Definitions

Primary Shopping Areas: Defined area where retail is concentrated shown on the Policies Map (forthcoming).

Shopping parades: Centres which provide shopping and other facilities for their local community and which are located some distance from existing centres. These include, but are not limited to, Clare Road in Stanwell, The Avenue in Lower Sunbury, Thames Street in Lower Sunbury, Stainash Parade in Staines, School Road in Ashford and Woodlands Parade in Ashford.

Isolated shops include those in residential areas which are less well connected to the main town centre and the district centres and where there may only be a single newsagent or post office or similar use.

Reasoned Justification

The Council has defined a hierarchy of centres as required by the NPPF and will seek to promote their long-term vitality and viability. Staines-upon-Thames is the Borough's main town centre, where main town centre uses should be directed principally. Ashford, Shepperton and Sunbury Cross are district centres which act as key providers for their respective catchments. As such, the Council will ensure that identified retail needs, as well as those of other main town centre uses, will be met using the centre hierarchy.

Paragraph 85 of the NPPF states that LPAs should set out policies that allow centres to grow and diversify in a way that can respond to rapid changes in retail and leisure industries. LPAs should define the extent of the centres and primary shopping areas. Paragraph 85 also states that policies should retain and enhance existing markets and, where appropriate, re-introduce or create new ones.

As a result of increased competition from online retailers and increasing flexibility in respect of changes of use introduced through amendments to the General Permitted Development Order (GPDO), there is an increased risk of the reduction in numbers of retail units (A1) within town and local centres. The Council will ensure the retention of as many retail units (A1) within the centres as possible to maintain their attractiveness as shopping destinations and to ensure, in the case of the local centres, that they continue to provide for the day-to-day needs of their populations.

Monitoring Indicators

| Indicator | Target | Data Source |
|---|--------|--|
| Number of ground floor retail (A1) uses lost to other use classes within the Primary Shopping Area | N/A | Annual retail surveys |
| Permissions granted for retail uses (A1) | None | Annual retail surveys, planning applications and appeals |
| Permissions granted for change of use from A1 to other uses that would result in a net loss of A1 uses in a Primary Shopping Area | None | Planning applications and appeals. |

Key Evidence

- National Planning Policy Framework (NPPF) 2018
- Retail and Town Centre Study 2015
- Retail and Town Centre Study Update 2018
- Annual retail survey

Sustainability Appraisal Alternative Options

| | |
|---|---|
| Alternative Option 1: Let the market decide. Do not include a policy on retail. | Reject alternative. This approach allows for flexibility but would leave existing retail uses in the Borough vulnerable to other uses. |
| Alternative Option 2: Include a policy which supports the vitality and viability of town centres. | Preferred approach. This approach takes account of the local context and would help to maintain the viability and vitality of the Borough's shopping areas. |

Core Strategy 2009 policies to be replaced

- Policy TC1: Staines Town Centre
- Policy TC2: Staines Town Centre Shopping Frontage
- Policy TC3: Development in Ashford, Shepperton and Sunbury Cross Centres
- Policy TC5: Proposals for Retail Development

Policy EC3: Leisure and Culture

1. The Council will seek to improve the leisure and cultural offer through increasing the contribution that tourism, arts, cultural heritage, sports and health and fitness make to quality of life and social and cultural well-being.
 - a) The Council will support:
 - i. the provision of new and enhanced leisure and cultural attractions, in accordance with the sequential test as outlined in the NPPF for main town centre uses;
 - ii. the provision of new accommodation and conference facilities for tourist and business visitors in accordance with the sequential test; and
 - iii. the replacement of existing leisure facilities and cultural attractions, including entertainment facilities, hotels and indoor sports venues provided that facilities of an equivalent or better standard are proposed in locations which are equally as accessible to the existing facility's catchment area and where there is an identified need.
2. The Council will protect the viability of Staines-upon-Thames and the district centres of Ashford, Shepperton and Sunbury Cross by ensuring that proposals for new leisure space located outside these towns provide an impact assessment.
3. Development which involves the loss of leisure and cultural facilities, or their change of use, will be required to demonstrate that:
 - a) the existing use is not required and has been actively and comprehensively marketed for its existing and an alternative leisure or cultural use prior to the submission of a planning application;
 - b) no other leisure or cultural provision is required or is appropriate in the area;
 - c) the development is for an alternative leisure or cultural provision, the need for which clearly outweighs the loss and it can be demonstrated that there are no reasonable alternative sites available.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | - 0 | + | 0 | 0 | 0 | 0 | 0 ? | ? ? | + | + | ? ? | ? ? |
| Medium Term | - 0 | + | 0 | 0 | 0 | 0 | 0 ? | ? ? | + | + | ? ? | ? ? |
| Long Term | - 0 | + | 0 | 0 | 0 | 0 | 0 ? | ? ? | + | + | ? ? | ? ? |

Definitions

Leisure uses include cinemas, restaurants, retail, bars and pubs, nightclubs, casinos, health and fitness centres, gyms and studios, indoor bowling centres, indoor sports provision and bingo halls. Cultural uses include theatres, museums, libraries, galleries and concert halls, hotels and conference facilities.

Active and comprehensive marketing requires demonstration of a marketing campaign for a continuous period of at least 18 months. Marketing must be undertaken through a recognised commercial agent at a price that genuinely reflects the market value of the current or most recent use of the site. It must be demonstrated to the Council's satisfaction that marketing has been unsuccessful for all relevant floor space proposed to be lost through re-development or change of use.

Reasoned justification

Leisure uses play a key role in maintaining the vitality and viability of the town and local centres within the Borough. Staines, as the main town centre, provides the primary leisure uses which include a mix of shops, restaurants and a cinema. There are also a range of sports facilities located across the Borough including the two Council-owned leisure centres in Staines and Sunbury, private gymnasiums and sports grounds to help to promote active lifestyles. The Borough also benefits from Kempton Park racecourse which offers regular race meetings as well as hosting many other activities such as antique markets and music events, therefore playing a key role in providing for leisure activities and encouraging visitors to the Borough.

The Council considers that the leisure and cultural experience in the Borough has the potential to contribute to Spelthorne's future growth. As such, the Council will continue to protect existing leisure and tourism facilities. Where appropriate, new facilities will also be supported to enhance the Borough's attractiveness to its residents and visitors.

The sequential testing of proposed leisure developments will help to ensure that the vitality and viability of the main town centre and the three district centres within the Borough are protected. Only where there are no town centre or edge of centre sites available will out-of-centre locations be accepted. Applicants proposing new leisure uses outside Staines-upon-Thames and Ashford, Shepperton or Sunbury Cross will be required to submit an impact assessment. The assessment should clearly identify and explain the proposed development's likely impact on the vitality and viability of the centre.

Spelthorne's proximity to Heathrow Airport, London and a number of large-scale tourist attractions means that there is potential for visitors to use facilities within the Borough, particularly in respect of hotels. This also presents the opportunity to enhance this provision to improve tourism opportunities within the Borough.

Monitoring Indicators

| Indicator | Target | Data Source |
|--|--|--|
| Net change in the floorspace for leisure uses within the Borough | Increase in the leisure provision within the Borough | Planning applications and appeals Leisure study |

Key Evidence

- Spelthorne Leisure Needs Assessment
- Spelthorne Economic Strategy 2017 – 2022
- Local Economic Assessment
- Surrey Hotel Futures Report (June 2015)

Sustainability Appraisal Alternative Options

| | |
|---|--|
| Alternative Option 1: Do not include a policy in the Local Plan. Let the market decide what to provide. | Reject alternative. This option lacks certainty and does not allow the local context to be recognised. |
| Alternative Option 2: Introduce a policy mechanism to ensure provision of leisure and culture facilities. | Preferred approach. This approach is considered to have a positive impact on population health and encouraging enjoyment of leisure facilities. The approach is also considered to have a significant positive impact on access to community services and leisure provision. |

Core Strategy 2009 policies to be replaced

- No relevant policies.

6. Design

Policy DS1: Place shaping

1. 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;
 - b) respect and make a positive contribution to the street scene and the character of the area in which they are situated; and
 - c) pay due regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings and land.

Impact on neighbours

2. Proposals for new development should demonstrate that they will achieve a satisfactory relationship to adjoining properties avoiding adverse and un-neighbourly impacts in terms of loss of privacy, daylight or sunlight, or overbearing effect due to bulk and proximity or outlook.

Accessibility

3. All new development will be designed to meet the needs of all users and be accessible to all. This includes the setting of the building in the wider environment, the location of the building on the plot, the gradient of the plot, transport infrastructure and public realm.

Landscaping

4. All new development should:
 - a) incorporate landscape to enhance the setting of the development;
 - b) avoid the loss of trees and other vegetation worthy of retention and supplemented with additional high quality planting, or where retention is not feasible or desirable provide for high quality replacement planting; and
 - c) provide for suitable boundary treatment to enhance the setting.

Crime

5. All new development will ensure maximum opportunities for natural security through layout and design to reduce opportunities for crime and antisocial behaviour. Secured by Design standards should be incorporated.

Safe, connected and efficient streets

6. All new development will be designed to:
 - a) ensure it connects appropriately to existing street patterns and creates safe and accessible spaces. Particular regard shall be given to maximise opportunities for pedestrian and cycle movement and the creation of a high quality public realm; and
 - b) deliver layouts which offer safe, attractive, legible and permeable routes which are suitable for all users, linking people with places through active and sustainable travel choices delivered to best practice standards.

Major developments and allocated sites

7. Given the size, function and proposed density of major developments, particularly those exceeding 50 dwellings, tall buildings and/or allocated sites on former Green Belt land, it may not always be desirable to reflect locally distinct patterns of development. These sites should create their own identity to ensure cohesive and vibrant neighbourhoods. High rise development in appropriate locations will be expected to be supported by a visual impact assessment and demonstrate a positive contribution to the skyline through its architectural merits. In Staines, the Masterplan will provide site specific guidance on the design of larger and tall buildings. On a case-by-case basis, it may be appropriate for larger developments to be shaped by a design panel review process at the applicant's expense, and in conjunction with the Council.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | + | + | 0 | + | + | 0 | + | 0 | + | 0 | 0 | 0 |
| Medium Term | + | + | 0 | + | + | 0 | + | 0 | + | 0 | 0 | 0 |
| Long Term | + | + | 0 | + | + | 0 | + | 0 | + | 0 | 0 | 0 |

Reasoned Justification

High quality in the design and layout of new development is fundamental to achieving identified needs and creating places where people want to live and will thrive. Design is not just limited to the appearance of development, it includes many other elements such as layout and orientation which can contribute to creating safe and secure environments and will impact how much energy occupiers use over a buildings lifetime. The design of the built environment has a direct effect on how places are used. The relationship between buildings, spaces and landscape is important as well as the more detailed design and materials used. Good design will influence how people move around our settlements, how they interact and how places make people feel. When considering applications, the Council place a high value on good design because of its importance and how it affects people's daily lives.

The NPPF states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Urban design and architecture can contribute to health outcomes through encouragement of more active lifestyles. Development should be encouraged to create places that result in mixed communities. It should cater for the needs of different types of people, including the young and old, encourage walking and cycling, improve access to public transport, and ensure that new development connects with existing parks and

open spaces for recreation. Building exteriors and public realm should be designed in a way that contributes to pedestrian friendly environments.

Planning applications must be supported by design statements and the Council expects these to show how all the issues covered in the policy have been addressed. The level of detail required will be proportionate 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.

The Council's current SPD on design²¹ elaborates on this policy and is intended to be a practical guide to help achieve high standards of design. It is aimed at a wide audience which includes home owners, architects, developers and those affected by planning proposals.

Monitoring Indicators

| Indicator | Target | Data Source |
|--|--|-----------------------------------|
| Number of new developments achieving the "Built for Life" quality mark | N/A | Planning applications and appeals |
| Percentage of appeals allowed for applications originally refused for design reasons | Reduction in the percentage of appeals allowed that are considered to be poorly designed | Planning appeals |

Key Evidence

- Building for Life 12: The sign of a good place to live (Design Council, Third Edition 2013)
- By Design, Urban Design in the planning system: towards better practice (DETR, 2000)
- Active by Design: Designing places for healthy lives – A short guide (Design Council, 2014)
- Technical housing standards – nationally described space standards (DCLG, 2015)
- Secured by Design, Design Guides (Various years, available online at: <http://www.securedbydesign.com/industry-advice-and-guides/>)

Sustainability Appraisal Alternative Options

| | |
|---|---|
| Alternative Option 1: Include a policy encouraging strong local distinctiveness and require developments to have regard to the local character and context. Consider the relationship between buildings, spaces and landscape as well as detailed design and materials. Refer to specific density | Reject approach. Prescribing densities formally is likely to restrict the efficient use of land and as such there may be negative impacts on objective 4 in future. |
|---|---|

²¹ Design of residential extensions and new residential development

| | |
|---|--|
| figures similar to that in the existing Core Strategy. | |
| Alternative Option 2: Include a policy encouraging strong local distinctiveness and require developments to have regard to the local character and context. Consider the relationship between buildings, spaces and landscape as well as detailed design and materials. Include a minimum density but do not set a maximum. | Preferred approach. Whilst design and character will need to be appropriate for the wider area, referring to specific density figures is likely to negatively impact the efficient use of land and may restrict creative solutions to maximising yield. Density measures using 'dwellings per hectare' alone are considered to inadequately fully account for a range of planning factors. |
| Alternative Option 3: Do not include a policy on place shaping. Have a more flexible approach to the design of the built environment and surrounds. Rely on the NPPF. | Reject alternative. This approach would limit the extent to which development takes account of the local context. |

Core Strategy 2009 policies to be replaced

- Policy EN1: Design of New Development
- Policy EN2: Replacement and Extension of Dwellings in the Green Belt including Plotland Areas

Policy DS2: Sustainable Design and Renewable/Low Carbon Energy Generation

1. Sustainable design and construction will be integral to new development in Spelthorne borough. All planning applications²² must include evidence that the below will be addressed:
 - a) Maximising energy efficiency and integrating the use of renewable and low carbon energy (demonstrated through an energy statement);
 - b) Maximise opportunities for passive solar gain and passive cooling through the orientation and layout of development;
 - c) Incorporate sustainable construction and demolition techniques that provide for the efficient use of minerals including a proportion of recycled or secondary aggregates, and encourage the re-use of construction and demolition waste at source or its separation and collection for recycling.
 - d) In residential development (including replacements, conversions and subdivisions) achieve water efficiency of 110 litres per person per day²³ and where feasible provide rainwater harvesting techniques;
 - e) Flexibility and adaptability, allowing future modification of use or layout, facilitating future refurbishment and retrofitting;
 - f) Incorporate active electrical vehicle charging points in accordance with the latest guidance issued by Surrey County Council²⁴;
 - g) Where CHP distribution networks already exist (or are proposed), new developments are required to connect to them or be connection-ready, unless it can be clearly demonstrated that utilising a different energy supply would be more sustainable or connection is not feasible;
 - h) Incorporate measures for the secure storage of cycles and storage of waste including recyclable waste;
 - i) Protect existing biodiversity and include opportunities to achieve net gains in biodiversity as well as greening of the urban environment;
2. Applications for all development will need to be accompanied by a Sustainable Construction Checklist.
3. Proposals for zero carbon development are strongly supported and the development of renewable, low and zero carbon and decentralised energy, including (C) CHP²⁵ distribution networks, is strongly supported and encouraged.
4. All new buildings on greenfield sites are required to reduce carbon emissions by 20 per cent below the relevant Target Emission Rate (TER) set out in the Building Regulations 2010 (as amended) (Part L). This should be achieved through the provision of appropriate renewable and low carbon energy

²² With the exception of applications for advertisement consent or prior notification

²³ through compliance with the Building Regulations which state that planning conditions can set the requirement to 110 litres rather than 125 litres.

²⁴ Currently incorporated in Surrey CC Vehicular and Cycle Parking Guidance (January 2018).

²⁵ * (C)CHP refers to both combined cooling heating and power (CCHP) and combined heating and power (CHP).

technologies in the locality of the development and improvements to the energy performance of the building.

5. Applications for major development are expected to include information setting out how the energy hierarchy has been applied and how sustainable design and construction practice will be incorporated. Smaller developments (including refurbishment, conversion and extensions to existing buildings) should include information proportionate to the scale of the development proposed.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | + | 0 | + | + |
| Medium Term | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | + | 0 | + | + |
| Long Term | 0 | + | 0 | 0 | + | 0 | 0 | 0 | + | + | ++ | ++ |

Definitions

- Zero carbon development means development where emissions from all regulated energy use are eliminated or offset. This definition may be reviewed in the future.
- The definition of major development includes residential development of 10 dwellings or more (gross) and non-residential development of 1,000 sqm gross new floorspace or more.
- Sustainability and energy statements should set out a level of detail proportionate to the scale of development.

Reasoned Justification

The Royal Town Planning Institute (RTPI) considers climate change to be one of the most crucial issues facing our communities today, and the increasing occurrence of severe climate-change related weather events is just a reminder of the urgency of this issue. The RTPI have asked the Government must reintroduce the requirement for all new-build homes to be zero-carbon²⁶ and resources should be made available to help existing homes become carbon neutral.

The Council considers that sustainable design is indivisible from good design and that requiring sustainable design features in development is justified. The NPPF (para 148) sets out that the planning system should help to shape places in ways that

²⁶ A zero-carbon homes policy was axed in 2015 by then business secretary Sajid Javid, without consultation, a year before the policy was supposed to be introduced.

minimise vulnerability and improve resilience and support renewable and low carbon energy and associated infrastructure. The NPPF also sets out that planning should provide net gains in biodiversity.

The Planning Policy Guidance note titled Housing: Optional Technical Standards, sets out standards which can be adopted in Local Plan policies which go beyond the mandatory requirements of the Building Regulations for water efficiency and accessibility.

The South East of England is likely to face significant challenges from changing climate and weather patterns. To avoid the costs associated with retrofitting and replacement new buildings should be future proofed, suited to, and easily adaptable for, the range of climate conditions and weather patterns we are likely to see over the next century, and adaptable to new technologies. The buildings we build today are likely to be with us into the next century, therefore it is beneficial to build adaptable and efficient developments.

The UK Government is seeking to meet the UK's climate change commitments cost-effectively, including promoting innovation to make a cost-effective transition to a low carbon economy. As part of its strategy, the Government is keeping energy efficiency standards under review, recognising that existing measures to increase energy efficiency of new buildings should be allowed time to become more established. Policy DS2 supports making sustainable construction and design integral to new developments in Spelthorne, to assist with a cost-effective transition to a low carbon economy.

The purpose of the checklist is to highlight sustainable construction matters that developers can consider. It is not intended to duplicate the elements of sustainable construction that are incorporated into the building regulations. It will enable the Council to assess which sustainable construction principles have been considered in development proposals for new build and/or refurbishment of existing buildings, but does not seek to prescribe a set standard or requirement. The Council encourages a holistic approach where sustainable construction considerations are taken fully into account from initial project thinking through to development completion. This approach should achieve high quality sustainable development which is responsive to people's needs and can help avoid unnecessary project delay.

Evidence

RTPI (2018): Rising to the Climate Crisis: A Guide for Local Authorities on Planning for Climate Change:

<https://www.rtpi.org.uk/media/3152143/Rising%20to%20the%20Climate%20Crisis.pdf>

Monitoring Indicators

| Indicator | Target | Data Source |
|--|--------------------|--|
| Megawatts of installed small scale low and zero carbon energy capacity | Increase in number | Ofgem Feed in Tariff quarterly reports |
| Low and zero carbon decentralised energy networks | Increase in number | Planning applications and appeals |

| | | |
|---|---------------------------------------|---|
| Number of new dwellings complying with higher water efficiency standard | All new homes to comply with standard | Building regulations final certificates |
|---|---------------------------------------|---|

Key Evidence

- RTPI (2019) Planning for a Smart Energy Future

Sustainability Appraisal Alternative Options

| | |
|--|--|
| Alternative Option 1: Do not include a policy and consider proposals on a site by site basis, having regard to other policies in the local plan. Rely on the national policy and guidance. | Reject alternative. Such an approach is not considered to be appropriate as national policy requires us to consider the impact of renewable energy schemes. This approach offers less certainty to developers. |
| Alternative Option 2: Include a policy which requires a development's energy to be obtained from renewable/low carbon sources, connect to decentralised sources where reasonable, and support community led schemes. | Preferred approach. This approach provides more positive impacts in terms of pollution, climate change, transport and water. |

Core Strategy 2009 policies to be replaced

- No relevant policies.

Policy DS3: Heritage Conservation and Landscape

1. The Council will seek to preserve, conserve and enhance as appropriate the architectural, historic and landscape character of the Borough. The Council will also expect all new development proposals to make a positive contribution to the environment and local distinctiveness of the Borough.

Heritage

2. Proposals for development which may affect any heritage asset (designated or undesignated) will be required to demonstrate, through the submission of appropriate appraisals and investigations and in a Design and Access Statement, that the asset and its setting will be conserved and enhanced.
3. Proposals for new development which may harm any heritage asset (designated or undesignated) will only be granted where it can be demonstrated that the harm or loss of the asset is necessary to achieve other gains or substantial public benefits that outweigh the harm or loss having regard to all other possible options for retaining the asset.
4. The Council will keep under review all non-designated assets identified as being of local importance or distinctiveness and will, as necessary, identify new assets which contribute to the local character or distinctiveness of the area.
5. Where any heritage asset appears to be at risk, either through neglect, decay or other threats, and where its loss would cause significant harm, the Council will take appropriate action to secure the future of the asset through the identification of viable uses consistent with its conservation. It will also provide advice and work with owners to secure the enhancement of the asset and its setting for the benefit of the local character.

Conservation Areas

6. The Council will continue to preserve and enhance the character and setting of the existing conservation areas. The Council will expect proposals for new development to demonstrate that they will make a positive contribution to the setting and local distinctiveness of the conservation area and will preserve and enhance its character.

Landscape

7. The Council will ensure that, wherever possible, new development has full regard to the existing landscape character of the area, avoids harm, and provides for the positive enhancement of the landscape by the design, scale and setting of any new building.
8. Development which would have a significant detrimental effect on the landscape setting of the Borough will only be permitted where it can be demonstrated that the harm is outweighed by substantial public benefits or other benefits that outweigh the harm to or loss of the landscape setting.
9. The Council will work with its partners in the public, private and voluntary sectors to develop and secure the implementation of projects designed to improve and maintain the landscape, particularly areas which have become degraded, derelict or contaminated and where remediation is necessary to provide opportunities for landscape enhancement and public enjoyment.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | 0 | 0 | 0 | 0 | 0 | ++ | + | 0 | + | 0 | 0 |
| Medium Term | 0 | + | 0 | 0 | 0 | 0 | ++ | + | 0 | + | 0 | 0 |
| Long Term | 0 | + | 0 | 0 | 0 | 0 | ++ | + | 0 | + | 0 | 0 |

Reasoned Justification

The Borough contains an important legacy of historic buildings including nearly 200 statutorily Listed Buildings and a further 160 buildings and structures of local architectural or historic interest. Many of these are located within the eight Conservation Areas.

The NPPF requires local authorities to identify opportunities for the conservation, enjoyment and enhancement of heritage assets and their setting whilst having regard to the need to reflect and enhance local character and distinctiveness.

The NPPF also requires that new development is visually attractive and contributes to and enhances the natural and local environment and is sympathetic to local character and landscape.

Monitoring Indicators

| Indicator | Target | Data Source |
|--|------------------------------|---|
| Number of buildings on EH Risk Register | No loss of Heritage Assets | UK Heritage at Risk Register |
| Number of buildings repaired and refurbished | No loss of Heritage Assets | Planning applications and surveys |
| Number of schemes in Conservation Areas providing positive enhancement | No loss of Heritage Assets | Planning applications and surveys |
| Area of land restored or enhanced | No derelict or degraded land | Survey and minerals and waste planning applications |

Key Evidence

- Register of Heritage Assets
- Listed Buildings (statutory list)
- Local List of Buildings and Structures of Historic Interest

- UK Heritage at Risk Register
- Conservation Areas
- Landscape Character Areas

Sustainability Appraisal Alternative Options

| | |
|---|---|
| Alternative Option 1: Do not include a local policy on heritage conservation and landscape. Instead rely on national legislation and guidance. | Discount option. This is not considered a feasible option. It is vital to protect the culture and heritage of the Borough, through maintaining good design practises and preserving historically important areas. This option does not have regard for the local context of Spelthorne. |
| Alternative Option 2: Include a policy on heritage, taking account of the local context. Encourage opportunities for enhancement and preservation of heritage assets. Recognise the value and role of conservation areas. | Preferred approach. This would support the protection and enhancement of the landscape, buildings, sites and features of archaeological, historical or architectural interest and their settings. |

Core Strategy 2009 policies to be replaced

- Policy EN5 Building of Architectural and Historic Interest
- Policy EN6 Conservation Areas, Historic Landscapes, Parks and Gardens
- Policy EN8 Protecting and Improving the Landscape and Biodiversity

7. Infrastructure and Delivery

Policy ID1: Infrastructure and delivery

1. The Council will work with infrastructure providers, developers and other key stakeholders to support the delivery of the infrastructure necessary to enable the development set out in the Local Plan. To achieve this, the delivery of development may need to be phased to reflect the delivery of infrastructure.
2. Planning permission will be granted subject to the provision of (or appropriate funding towards) the required level of infrastructure to support the development. This will be secured through by entering into an appropriate legal agreement and/or the use of Grampian conditions²⁷.
3. The collection of the Community Infrastructure Levy (CIL) will continue to be required as set out in the most up-to-date charging schedule.

Existing social and community facilities

4. The Council will resist the loss or change of use of existing facilities where it can be demonstrated that:
 - a) the facility is no longer needed for its existing purpose or viable for any other social or community use;
 - b) the services can be re-provided in a facility of better quality on the same site or in an alternative location that is equally accessible to the community served; and
 - c) there is no requirement from any other public or voluntary service provider for an alternative community or social facility that could be met through a change of use or redevelopment.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water | |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|---|
| Short Term | + | ++ | ++ | 0 | ? | 0 | 0 | 0 | + | ? | 0 | ? | 0 |
| Medium Term | + | ++ | ++ | 0 | ? | 0 | 0 | 0 | + | ? | 0 | ? | 0 |
| Long Term | + | ++ | ++ | 0 | ? | 0 | 0 | 0 | + | ? | 0 | ? | 0 |

²⁷ i.e. prohibiting development authorised by the planning permission or other aspects linked to the planning permission (eg occupation of premises) until a specified action has been taken (such as the provision of supporting infrastructure). Such conditions should not be used where there are no prospects at all of the action in question being performed within the time-limit imposed by the permission.

Definitions

Infrastructure is a broad term and includes but is not limited to:

- **Transport and physical infrastructure:** local and strategic road network, cycling and pedestrian infrastructure, rail network and stations, bus services, utilities, telecommunications, flood risk minimisation, waste water treatment.
- **Social and community facilities:** 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.

Reasoned Justification

The provision of suitable, adequate infrastructure is vital to the well-being of the Borough's population and economy. The Spelthorne Infrastructure Delivery Plan (forthcoming) outlines the capacity and quality of existing infrastructure, including planned improvements. Growth within the Borough has often out-paced the provision of necessary infrastructure and there are parts of Spelthorne where existing infrastructure is at or near capacity or of poor quality and in need of improvements.

In order to redress this, the infrastructure will be provided in a timely manner to support the new occupants and/or mitigate the impacts of the development. Where it is demonstrated that individually or cumulatively there is anticipated to be a significant impact on the existing community, development will be phased to ensure provision meets demand and needs.

Maintenance of infrastructure and expansion to meet requirements is generally the responsibility of the relevant infrastructure provider. Most providers operate to statutory requirements and have set timescales for plans.

The planning system allows the Council to ensure that there is adequate infrastructure in place to support new development. Developers, where required, will have to demonstrate that their proposed developments incorporates adequate wastewater capacity and surface water drainage both on and off site. Where there is an infrastructure capacity constraint, the Council will require the developer to clearly set out the appropriate improvements required to facilitate the development and how this will be delivered. The planning system has mechanisms to secure timely provision such as through the imposition of Grampian-style conditions which relate to restricting development to phases.

To ensure the scale of development set out in the Local Plan can be delivered, the impacts of the Plan policies and other requirements must be viability tested. As part of this, the Council require that these impacts and related costs are accounted for in the price for the land (or any agreement in place to acquire the land). In line with paragraph 57 of the NPPF, applicants will be required to justify the need for a viability assessment at the application stage and these should be made publicly available.

The Council have adopted the Community Infrastructure Levy (CIL) in order to fund the provision, improvement, replacement, operation or maintenance of infrastructure to support the development of its area. The Council is required to produce an Infrastructure Funding Statement to outline the Council's spending priorities.

Monitoring Indicators

| Indicator | Target | Data Source |
|-------------------------------|---|-------------------|
| Annual CIL receipts | N/A | Annual monitoring |
| Annual CIL spending | N/A | Annual monitoring |
| Discharge of S106 obligations | To collect payments and spend as required | Annual monitoring |

Key Evidence

- The Community Infrastructure Levy Regulations 2010, as amended
- Spelthorne Infrastructure Delivery Plan (forthcoming)
- CIL Infrastructure Funding Statement (forthcoming)
- Local Plan Viability Study (forthcoming)

Sustainability Appraisal Alternative Options

| | |
|---|--|
| Alternative Option 1: Include a policy on infrastructure provision. Take a strategic approach to infrastructure provision and introduce a policy which, working with partners, enables the timely delivery of infrastructure. Where required phase development to ensure infrastructure delivery coincides. | Preferred approach. This will ensure infrastructure will be delivered when it is needed and that in some instances will be provided during or before development to take account of a gradual increase in population or where early mitigation is required. This also recognises that the Council will need to work with a range of infrastructure providers to ensure the timely delivery of facilities/ services. This approach ensures development contributes to infrastructure provision. |
| Alternative Option 2: As above but do not require phased development to coincide with infrastructure delivery. | Reject alternative. This option is not preferred as it could result in infrastructure provision being delivered too late to be effective, or where impacts are required to be addressed during or before development. |
| Alternative Option 3: Do not include a policy on infrastructure provision. Maintain the 'status quo' of current provision. | Reject alternative. Spelthorne could rely on national policy for guidance on infrastructure, however a specific local policy strengthens the ability to ensure that any proposed infrastructure is sensitive and acceptable. This may help to deliver improvements to the wider infrastructure and connectivity of the Borough. |

Core Strategy 2009 policies to be replaced

- Policy CO1: Providing Community Facilities
- Policy CO2: Provision of Infrastructure for New Development

Policy ID2: Sustainable Transport for New Developments

Development Proposals

1. The Council will expect development proposals to facilitate sustainable and active modes of travel. This will be achieved by:
 - a) provision of, or contributions towards, the improvement of public and community transport;
 - b) provision of vehicle parking standards, as set out in the Council's latest Parking SPD, and the provision of electric vehicle charging points which are set out in the latest Surrey County Council guidance (replicated below);
 - c) provision of secure, accessible and convenient on site cycle parking as set out in the Council's latest Parking SPD;
 - d) providing improvements to or contributions towards improving the capacity of cycle parking at the Borough's public transport interchanges;
 - e) providing funding to deliver the transport projects and highways improvements required to support the spatial strategy as set out in the Infrastructure Delivery Plan (forthcoming);
 - f) providing a transport assessment and travel plan for all major development proposals, in order to promote the delivery and use of sustainable transport. The Travel Plan should set out how it will facilitate the use of sustainable and active transport modes, including but not limited to; car clubs and employee shuttle bus schemes between public transport interchanges and employment areas.

Borough-wide sustainable transport

2. The Council will work with stakeholders including Surrey County Council (as the highways authority) to promote and enable schemes and development proposals which facilitate sustainable and active travel. This will include:
 - a) provision of new and accessible, safe and attractive sustainable transport networks and routes;
 - b) provision and improvement of public and community transport;
 - c) securing improvements to cycle parking at the Borough's transport interchanges;
 - d) securing funding to deliver the transport projects and highways improvements required to support the spatial strategy as set out in the Infrastructure Delivery Plan (forthcoming);

Staines-upon-Thames

3. Development within Staines will be subject to bespoke standards, as set out in the latest Parking SPD, to take account of the anticipated level of development and provision of sustainable and active travel modes.

Sustainability Appraisal Indicators

| | 1. Homes | 2. Health | 3. Flooding | 4. Soil | 5. Pollution | 6. Biodiversity | 7. Heritage | 8. Open space/ Landscape | 9. Transport | 10. Economy | 11. Climate Change | 12. Water |
|-------------|----------|-----------|-------------|---------|--------------|-----------------|-------------|-----------------------------|--------------|-------------|-----------------------|-----------|
| Short Term | 0 | + | 0 | 0 | + | 0 | 0 | 0 | + | 0 | 0 | 0 |
| Medium Term | 0 | ++ | 0 | 0 | + | 0 | 0 | 0 | ++ | 0 | 0 | 0 |
| Long Term | 0 | ++ | 0 | 0 | ++ | 0 | 0 | 0 | ++ | + | + | 0 |

Definitions

Sustainable and active travel is defined as any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra-low emission vehicles, car sharing and public transport.

Public Transport Interchanges are defined as rail stations and bus stations within the Borough and are shown on the Policies Map (forthcoming).

Reasoned Justification

The planning process for new developments provides the opportunity to maximise the use of sustainable and active travel modes such as walking, cycling and the increased use of public and community transport. This also provides an opportunity to ensure that people with disabilities are able to access all modes of transport. This is consistent with the NPPF. Due to the relatively small nature of the Borough, cycling has the potential to replace short car journeys. By providing safe and accessible routes this will encourage the increased use of cycles to facilitate this modal shift.

The Council will work with stakeholders and Surrey County Council as part of the forthcoming Infrastructure Delivery Plan, which will set out the key infrastructure required to support the delivery of the Local Plan, including sustainable transport and highway schemes. Growth over the Plan period will give rise to increased traffic volumes and it is therefore required that this be mitigated as far as possible. The policy sets out the measures by which the Council will seek to mitigate against the impacts and will require new developments to adopt the relevant standards to achieve this.

With respect to parking, the policy takes account of the NPPF in paragraph 106. The Council's standards are set out in the latest Parking Supplementary Planning Document (SPD). This allows for the setting of maximum parking standards where there is a clear and compelling justification that they are necessary for optimising the density of development in town centres that are well served by public transport. The policy does not preclude developers from bringing forward proposals for new development that is car-free.

All major developments require the submission of a Transport Assessment and Travel Plan. These documents set out the potential transport impacts of the proposals, how these will be addressed and how sustainable travel will be delivered

in the long term. There may be occasions where smaller developments have lower impacts and therefore a Transport Statement may be necessary unless it can be demonstrated to the satisfaction of the Council that the changes are minor. Such assessments will be subject to liaison between the Council and the highway authority or authorities.

Monitoring Indicators

| Indicator | Target | Data Source |
|---|-----------------------------------|--|
| Walking, cycling, bus and rail modal share for travel to work of Spelthorne residents | Increase in modal share over time | Census – every 10 years Local surveys |
| Peak time traffic flows on local road networks | Decrease over the plan period | Annual average daily flow |

Key Evidence

- Spelthorne Borough Council Local Plan Strategic Highway Assessment Report (Surrey County Council, 2019)
- Spelthorne Local List of Information Requirements (2015)
- Vehicular and Cycle Parking Guidance (Surrey County Council, 2018)

Sustainability Appraisal Alternative Options

| | |
|--|--|
| Alternative Option 1: Have a transport policy that seeks to prioritise active and sustainable travel over private motor vehicles. Seek opportunities to minimise private vehicle use and promote active and sustainable travel and clean technology. | Preferred approach. This approach encourages the use of more sustainable modes of transport. It is expected to have a positive impact on improving the population's health, on pollution and transport. |
| Alternative Option 2: Do not include a policy on transport. Maintain the 'status quo' of current provision. | Reject alternative. This approach would not support improvements to public transport, walking or cycling in policy and would be contrary to the NPPF. This option would lead to negative impacts on health, pollution, transport and climate change. |

Core Strategy 2009 policies to be replaced

- Policy CO2: Provision of Infrastructure for New Development
- Policy CC2: Sustainable Travel
- Policy CC3: Parking Provision