

SUBJECT	Heathrow Joint Spatial Planning Framework
RELEVANT MEMBER	Cllr John Read – South Bucks District Council
RESPONSIBLE OFFICER	Steve Bambrick
REPORT AUTHOR	Adrian Colwell
WARD/S AFFECTED	Whole South Bucks District

1. Purpose of Report

1.1 The Heathrow Spatial Planning Group (HSPG) is working on the creation of a Joint Spatial Planning Framework (JSPF) to guide the process of securing the wider gains from the proposed expansion of Heathrow, which do not form part of the Development Consent Order (DCO), including economic gains and other transport improvements within the region.

1.2 A statement of common ground on the Joint Spatial Planning Framework is due to be developed with member authorities for submission to the Examination of the Heathrow DCO. HSPG consider the JSPF and Statement of Common Ground are important tools for shaping the wider impact of the Heathrow development given that so much land to be impacted is outside the DCO boundary.

RECOMMENDATIONS:

1. That Cabinet consider the views from the PAG and comment on this detailed report and appended annex, which set out the purpose and content of the proposed Joint Spatial Planning Framework for securing long term opportunities from the Heathrow expansion.
2. That the comments from Cabinet are incorporated into the final response to the working draft JSPF and Statement of Common Ground submitted by the Director of Services/Acting Chief Executive on behalf of the Council in consultation with the Leader.
3. That Cabinet consider whether to recommend that the new Buckinghamshire Unitary Council, once established, endorses the final version of the JSPF and plays an active role in its implementation as an HSPG member Council to secure the economic opportunities for Buckinghamshire.

2. Executive Summary

2.1 The Heathrow Strategic Planning Group (HSPG) are collectively proposing a Joint Planning Framework covering the HAL expansion area and the wider region. This framework would be established to bring HAL (Heathrow Airport Limited) mitigation

(and funding) outside the current 'redline' (the development boundary) of the DCO which is tightly drawn to the Heathrow expansion site.

2.2 The JSPF is to be a 'non-statutory' guide to future planning to secure gains from collaborative working.

2.3 It has been supported and encouraged by the Ministry of Housing and Local Government (MHCLG) and evolved through a working group drawn from HSPG member Councils, in which South Bucks Council has been actively involved.

2.4 It is intended to influence the Planning Inspectorate (PINs) decision on the submitted DCO and to assist securing wider investment and wider connections across the region as part of the DCO approval.

2.5 The JSPF would define a wider area that is affected by the proposals and enable joint working between the Councils, LEPs and Government to implement the agreed strategy and introduce a mechanism to secure funding (new and existing sources) that could be spread over the geography of the framework for infrastructure investment.

Our Objectives

2.6 The objectives which inform our approach to the expansion of Heathrow and the proposal for a Joint Spatial Planning Framework (JSPF) are to seek to:

- Minimise the impact of the development on the communities and businesses of South Bucks.
- Ensure the expansion leads to the best development possible.
- Secure clear gains for local residents and businesses through the DCO and accompanying measures, such as the JSPF, that are monitored robustly.
- Secure sustainable development, that achieves modal shift so to ensure that the surface access strategy which supports Heathrow expansion leads to enhanced connectivity for residents and businesses and meet the targets of the Airports National Policy Statement (ANPS).
- Development which is future proofed in addressing climate change.
- Work to secure local transport improvements in the Ivers, working with Buckinghamshire County Council as the local highways' authority.

3. Reasons for Recommendations

- 3.1 The Heathrow expansion has significant implications for residents of the District and the view of the Council will be a significant issue that the Planning Inspectorate consider through their determination of the DCO application once it has been submitted to the Planning Inspectorate in 2020.
- 3.2 It is the largest DCO application in the UK to date, proposing a major expansion of the airport with consequences for the District in terms of land use, transport and quality of life. The DCO will set out detailed plans for mitigation of these direct impact and effects. The Council continue to seek the optimum mitigation from the likely impacts, should this DCO be granted permission by the Secretary of State.
- 3.3 The JSPF is seen as an important non-statutory means by which additional investment can be secured to secure wider economic and infrastructure opportunities beyond the mitigation required to address the immediate effects and impacts.
- 3.4 Whilst the Director of Services has delegated authority to respond to consultations, in view of the significant of the proposals PAG and Cabinet have been asked to consider and make comments, before a response is submitted in consultation with the relevant Cabinet Member.

4. Content of Report

4.1 This report is set out in three main sections as follows:

- Section One – Background and progress
- Section Two - Content of the draft JSPF
- Section Three - Delivering the JSPF

5. Section One: Background and progress

5.1. The Heathrow Strategic Planning Group (HSPG) was formed in 2017 and an accord was agreed between member Councils in October 2017.

'1.3 The Heathrow Strategic Planning Group (HSPG) has been formed in response to the nature of the location straddling a number of different administrative boundaries which lack a formal mechanism for strategic or 'sub regional' planning and governance other than the Duty to Cooperate. Recognising that HSPG members may have differing views on support or opposition for a further runway at the airport, HSPG seeks to ensure that if the HAL proposal is approved by the Secretary of State and is then constructed that:

- *the runway and operational facilities*
- *related development within the DCO application*
- *and the wider area*

are effectively planned sustainable development so that benefits are realised and negative impacts are reduced, mitigated against and managed during construction and operation.'

'2.1 The purpose of HSPG is essentially to work collaboratively to:

- ensure a co-ordinated planning approach across the HSPG membership area (as defined by the geographic extent of the local authorities which are signatories to the Accord) in relation to expansion of Heathrow airport. This will enable authorities to efficiently progress Duty to Co-operate obligations in relation to Heathrow and related matters through their Local Plans*
- develop and promote a 'Vision' for an expanded Heathrow and the wider 'Heathrow hinterland' or 'area of influence', which could be reflected in respective Local Plans (as defined by the geographic extent of the local authorities which are signatories to the Accord);*
- shape HAL's third runway proposals and DCO scheme to ensure a well planned and sustainable airport and surrounding wider area*
- seek to ensure that the benefits from airport expansion are realised, and negative impacts are reduced, mitigated against and successfully managed'*

5.2 The creation of a JSPF was agreed as part of the HSPG accord and outcomes statement in October 2017 in a recognition that the expansion of Heathrow would impact on the wider region and without a collaborative process between different Councils the development would be developer led and take little account of the impact on communities or the opportunity to secure a greater economic gain in the wider public interest.

5.3 The outcomes statement included the following:

'3.1 Currently the expected Outputs of HSPG are as follows. These Outputs will change from time to time and be subject to agreement under the terms of the Accord:

- a. An agreed set of 'Outcome Statements' setting out the outcomes HSPG would want to see from an expanded airport and the effects on the wider area.*
- c. Identification of the essential strategic infrastructure needed to sustainably support a successful DCO application for and construction of the 3R. This may extend beyond Heathrow expansion and related early enabling works to take into account other major schemes and developments in the area of influence. Lobbying for the successful delivery of such infrastructure*
- d. Identifying the type of development and employment that will be generated by the proposals and when and where, across the sub region, these could be located.*
- e. Developing a non-statutory joint planning 'strategy' supported by a joint evidence base across the HSPG area to shape and frame the HAL DCO application and ensure that the application, including associated development and growth proposals which may be brought forward by the market and planned for in Local Plans and supported*

by LEP Plans, are planned in a timely, effective and sustainable way across the Heathrow area of influence'

5.4 The Accord was signed by Councillor Naylor for South Bucks Council and Councillor Chapple for Buckinghamshire County Council.

Taking forward the JSPF

5.5 To implement the Accord funding was secured from MHCLG to develop the JSPF in March 2018 and work commenced on the joint economic and transport study called 'JEBIS', led by the consultancy firm Arup, which was subsequently published.

5.6 The HSPG Leaders Board agreed the scope and proposed content of the JSPF in September 2018, with detailed engagement across the HSPG member Councils deepening from May 2019 onwards.

5.7 More recently, the HSPG Leader's Board was updated on the 'direction of travel' in July 2019 and agreed the draft JSPF as a working document and next steps for detailed comments and individual authorities' approval in the November 2019.

5.8 The working draft JSPF is attached as Annex 1. Following engagement with stakeholders it will be further revised and a final version submitted to the Planning Inspectorate for consideration alongside the Heathrow DCO application that will cover the main expansion proposals.

Scope

5.9 The purpose of the JSPF is to:

- Consider the impact of the Heathrow development beyond the red line covered by the DCO application.
- Establish an overarching flexible spatial framework for the sub-region (2020 – 2050) that sets out spatial strategies on the economy, connectivity, the environment and local communities for implementation over the long term.
- Highlight the strategic infrastructure needed across the region to support economic growth.
- Set out priorities and phasing for strategic planning across the region.

5.10 The JSPF is to be presented by HSPG as part of its evidence at the examination of the Heathrow DCO to secure wider gains and opportunities in the surrounding region impacted by the Heathrow expansion.

- The JSPF identifies how the Heathrow expansion might support sub-regional spatial planning strategies.
- Presents priority actions for HAL to clearly address in the DCO for the overall Heathrow development.
- Considers potential options for how economic growth requirements beyond DCO boundary could be planned for in the subregion as transport is improved.
- Identifies the strategic infrastructure needed to support the Heathrow expansion and wider growth in the sub-region.
- The JSPF can inform the Local Impact Statements to be prepared by HSPG members as part of the DCO Examination process.
- Assists discussions on future governance for overseeing the Heathrow expansion and delivery mechanisms, including for securing potential funding streams for strategic infrastructure.

5.11 The JSPF is *not* a statutory 'development plan' and does not allocate sites for economic development (or housing development), however, it can be used to inform Member authorities' own statutory planning functions and can be used as a 'material consideration' in determination of planning applications, but that is a judgement for each HSPG member authority, as Local Planning Authority to make.

5.12 The JSPF is thus, not part of the evidence base for the Chiltern and South Bucks Local Plan as its agreement will follow the Examination of that Plan. The JSPF will be a strategy for consideration in the development of the proposed Buckinghamshire wide Local Plan, that is to be prepared following the establishment of the new Buckinghamshire Unitary Council from 1st April 2020.

5.13 The JSPF will assist the submitted Local Plan by demonstrating how the Council is meeting its 'Duty to Cooperate', through the collaborative engagement with the other Local Councils and LEPs affected by the Heathrow development.

5.14 The JSPF is not the only region wide document and strategy. There is an emerging economic strategy that is centred on Heathrow, but with considers the impact of Heathrow on the economy around Heathrow and the opportunities for improving skills and business growth associated with the development of the Airport, but also the work of Transport for the South -East and other organisations. The JSPF seeks to take account of these wider connections and relate them to the growth of Heathrow.

5.15 The benefits of this approach are seen as being:

- A means by which to help shape its wider impacts and secure opportunities. Without this framework the likelihood of securing funding is limited (without this there wouldn't be a device to take things beyond the red line)
- Establishing a framework that enables some funding to be spread more widely which might narrowly be going to a more limited number of authorities (for example business rates growth)
- Setting a strategy by which other investment/funding can be secured, as Government can see a high level of regional collaboration and spread to the geography of the framework (for example the expected new access charges, new business rates)
- The Plan emphasises the importance of improved Surfaced Access, Green Infrastructure and future Employment.
- Housing being excluded from the scope of the framework and remaining a matter for Local Plans to consider.

The HSPG Statement of Common Ground

5.16 HSPG propose to submit a Statement of Common Ground to the Examination of the Heathrow development proposals showing how the Councils have collaborated together and highlighting issues on which the Councils do not believe that Heathrow have progressed far enough in identifying appropriate mitigation.

5.17 The Statement of Common Ground as a technical document is also to cover the JSPF as a statement of collaboration and joint working to identify the most appropriate strategy for addressing the wider opportunities from the Heathrow development beyond the area of immediate impact, which the development 'red-line' will address.

5.18 As a member of HSPG that has been actively involved in shaping the JSPF it is proposed that South Bucks Council sign up to the Statement of Common Ground.

The JSPF Vision

5.19 As a long-term strategy, the JSPF proposes a vision to guide the content of the strategy.

5.20 The JSPF proposes that in 2050 the sub-region will have:

- A thriving and prosperous economy
- Connectivity as an enabler of growth and innovation

- An attractive and sustainable environment
- Liveable communities with a strong sense of place

Cross-cutting Themes

5.21 The JSPF looks ahead 30 years into the middle of the 21st Century. It is clear that the future will be very different following the rapid advancement of technological change and the intensifying environmental pressures.

5.22 The JSPF sets out actions through a series of linked, cross-cutting themes that seek to address:

- Sustainability and resilience
- Quality of place and space
- Liveability and inclusion
- Innovation led economic growth

6. Section Two: Content of the draft JSPF

Action focused

6.1. The JSPF focuses on a set of proposed actions for spatial planning and delivery that:

- are cross-boundary, covering more than one Council area, hence the need for collaboration to address the impact and secure the opportunity
- secure facilities and investments for the wider, regional benefit
- identify and prioritise
- enables communities across the region to access and maximise benefits from the Heathrow development

Delivery Phases

6.2. As the development of Heathrow will take place in a series of phases up to 2050, the long-term impact requires a long-term plan for the wider area too.

6.3. The phasing of the Heathrow development will be set out in the DCO relating to passenger growth:

- Phase 1 by 2026 – will see the rivers and motorways realigned, third runway open, no new Terminals at this point. Improved access to Terminal 5 (T5). Immigration centre moved. In addition to A4, Northern Perimeter Road is retained at this stage, and disappears in later phases. Green Infrastructure to be in place (green loop etc i.e. external) after 2026 focus shifts to build within redline.

- (By 2027 - Piccadilly line enhancements complete, Elizabeth line operational, safeguarded Western Rail Link (WRL) and Southern Rail Link (SRL). M25 realigned, A3044 realigned, new bus priority and cycle on A4).

(By 2030 - new Stanwell moor junction and new Stanwell moor access, Southern perimeter Rd, southern access tunnel (assumed all vehicles at moment) and new access via A4).

- Phase 2 by 2030 (at 115 million passengers per annum (mppa)) – to hit Airport National Planning Statement (ANPS) milestones for passengers and colleagues. (note: ‘colleagues’ is the term used by Heathrow to refer to its staff). Provide new Terminal capacity, Terminal 2 & Terminal 5 expanded, southern Parkway complete.
- Phase 3 by 2035 (at 130 mppa) - new Terminal satellite, northern Parkway to be in place.
- Phase 4 by 2050 (at 142 mppa) – Terminal 3 removed. New Terminal is open. Improved access to the north in the 2035-2040 period. No major surface access changes are anticipated as being needed from 2040 onwards.

6.4. The JSPF is also divided into a series of time periods, but not directly aligned to the development phases proposed by Heathrow:

- Quick Wins (Now). Actions for early implementation.
- Now (2020-2025). Action to be undertaken prior to the third runway at Heathrow Airport being operational. Emphasising need for funding and delivery of infrastructure supported by HSPG and already in the planning pipeline.
- New (2026-2030). Action to be delivered to accompany the third runway opening and the immediate period after. Responding to ‘known’ opportunities and challenges (eg. Related to new rail). Looking beyond many current Local Plan periods.
- Next (2031-2050). Setting longer term ambitions – capitalising on prior infrastructure delivery and setting a trajectory, including innovation opportunities.

Theme: A Thriving and Prosperous Economy

6.5 In the JSPF each of the themes for action contains a set of similar content, namely:

- Headline action & explains what this is about
- Provides a clear rationale & sets out in practical terms how HSPG will take this forward and makes clear key priorities related to Heathrow expansion
- Establishes key stakeholders that need to be involved & activities that will occur in each phase, focussed on short term priorities

THE OUTCOME WE ARE SEEKING		HOW WE PROPOSE TO DO IT
1	Well planned employment growth that optimises existing employment land and new sites	Prioritise town centres for regeneration to accommodate growth (baseline and expansion related)
		Intensify existing industrial locations
		Adopt sustainable approach to accommodating direct and indirect airport related growth
		Provide a range of employment premises - meeting needs of different sectors and businesses
2	Infrastructure investment that unlocks growth locations	Maximise the potential of places through infrastructure investment
3	A skilled labour force that has equal access to employment opportunities within the sub-region	Utilise the planning system to deliver skills and training programmes

Theme: Connectivity as an Enabler of Growth and Innovation

THE OUTCOME WE ARE SEEKING		HOW WE PROPOSE TO DO IT
4	Transport infrastructure and facilities that enable sustainable economic growth	Maximise the potential of major strategic transport infrastructure to catalyse growth (supporting WRL, SRA etc) Improve Last Mile public transport connectivity and seamless interchange at transport hubs
		Maximise the potential of major strategic transport infrastructure to catalyse growth (supporting WRL, SRA etc) Improve Last Mile public transport connectivity and seamless interchange at transport hubs
5	A well-connected sub-region enabled through the delivery of a sustainable transport network that improves air quality and achieves mode shift	Establish improved active travel networks that connect people and places via high quality pedestrian and cycle routes
		Improve the bus network across the region that achieves higher levels of

		service that better meet local needs (a HSPG sub-regional wide bus network strategy and dedicated bus and coach priority where possible) Lead in sustainable and innovative freight system networks (inc. sub-regional freight study)
		Establish improved active travel networks that connect people and places via high quality pedestrian and cycle routes
6	Improved transport data and knowledge-sharing promotes sustainable travel behaviours	Collect, share and use mobility data to better user-focused planning
		Coordinated communication strategies that influence positive travel behaviour
7	Digitally connected people, businesses and places	Coordinated investment in digital infrastructure to support business and improve access to online services for all residents

Theme: An Attractive and Sustainable Environment

THE OUTCOME WE ARE SEEKING		HOW WE PROPOSE TO DO IT
8	High quality, multi-functional blue and green infrastructure networks	Establish a network of places linked by active travel routes integrated with green and blue infrastructure
		A sub-regional approach to improving green and blue infrastructure networks (coordinating planning, design, funding and management)
		An integrated approach to delivering Colne and Crane Valley improvements
		Strengthen active travel connections to the Thameside via attractive continuous green and blue networks
9	A major step change in achieving key sustainability targets helps realise zero carbon targets	Reduce greenhouse gas emissions by applying high environmental design standards, promoting district heat networks and other decarbonisation measures
10	A coordinated approach to strategic infrastructure development planning	A coordinated approach to strategic infrastructure development planning (strategic supply and demand of utilities)
11	Sustainable water management makes the most of precious resources whilst minimising flood	A coordinated approach to water-related planning and management

	risk	
--	------	--

Theme: Liveable Communities with a Strong Sense of Place

THE OUTCOME WE ARE SEEKING		HOW WE PROPOSE TO DO IT
12	Liveable communities with adequate provision of mixed-tenure housing that meets local need and achieves greater levels of affordability	Supporting local authorities in delivering housing targets and transport investments to promote sustainable growth
13	A legacy-led approach to construction worker housing	Plan for the aggregated needs of construction worker housing with sustainable development that generates legacy benefits

7. Section Three: - Agreeing and Delivering the JSPF

Implementation and funding

7.1. The JSPF highlights actions and interventions to help secure wider economic growth. To implement this, funding is clearly needed, some of which is clearly HAL’s responsibility, and the JSPF is to be used to influence HAL and the DCO examination to secure agreement to that wider funding commitment.

7.2. But, not everything is HAL’s complete responsibility, such as the western and southern rail links which bring wider benefits, as do better strategic bus and coach links to the west, north west and south west and radial links between key town centres and transport hubs in this wider region.

7.3. There are also income sources which could help bridge the gap and pay for interventions and identified infrastructure, such as vehicle access charges and business rates. The existence of a document like the JSPF provides a clear, agreed framework to use to lobby government on these matters.

Next steps for HSPG

7.4. The JSPF has been developed through 2019 and received agreement at the Leaders Board held in November 2019 to the ‘direction of travel’ of the document.

7.5. Given the complexities of the document and the involvement of a large number of local Councils, further detail and comments are still being incorporated into a “engagement’ draft JSPF for use in discussions with key stakeholders outside HSPG membership during January 2020, followed by final approval by HSPF member organisations between January and March 2020.

- 7.6. Following engagement with stakeholders it will be further revised and a final version submitted to the Planning Inspectorate for consideration alongside the Heathrow DCO application that will cover the main expansion proposals.

8. Consultation

- 8.1. There will be an engagement stage on the JSPF with key stakeholders, but as this is not a statutory planning document wider public engagement is not judged to be necessary and is thus not proposed.
- 8.2. There have been two statutory consultation stages on the Heathrow development proposals and the Airspace Change process. South Bucks Council responded to all the formal consultations and works through the HSPG to directly shape the Heathrow development proposals.

9. Options

- 9.1 There are no alternative options. The proposed JSPF by HSPG is the culmination of the consideration of how best to secure wider gains and investment across the wider region. The Council has previously demonstrated support for the HAL expansion strategy, whilst seeking mitigation on impacts identified (October 2018); agreeing to the JSPF is consistent with that approach.
- 9.2 Not agreeing to the document, as the other HSPG members take it forwards, will ensure that South Bucks/Buckinghamshire miss out on the opportunity to shape the strategy and securing wider gains from the region and its businesses and communities. Agreement in principle to the document by South Bucks Council will become a 'legacy decision' for the new Buckinghamshire Unitary Council to consider after 1st April 2020.

10. Corporate Implications

- 10.1 Financial- there are no immediate financial implications for the Council.

The Council's response to the recent consultation on the Heathrow development proposal contained a set of 'asks' of HAL that was intended to secure the necessary mitigation required for the communities directly impacted by those expansion proposals.

The JSPF is designed to complement those 'asks' and secure longer-term economic gains.

- 10.2 Legal – there are no immediate legal implications for the Council.

As notes in the report, the JSPF is a non-statutory planning document

11. Links to Council Policy Objectives

11.1 The JSPF and the Heathrow DCO with its associated Masterplan have the potential to impact on the four objectives of the Council, given the scale of the proposed expansion and the community impacts identified.

11.2 The four key Council Policy Objectives have informed our approach to the JSPF, the Heathrow DCO and its associated Masterplan:

- Sustainable Environment
- Promote healthier communities
- Protecting our heritage
- Protecting our future

12. Next Steps

12.1 South Bucks Council will continue to work with HAL, HSPG and partners (especially with Bucks County Council) to ensure that the impacts of the DCO benefit our communities and are mitigated. Compensation will be sought for impacts that emerge in the future, given the long-time frame of the DCO and which cannot be anticipated at present and the JSPF will be used as a tool to secure the wider opportunities from the overall Heathrow development.

Annex 1	Working draft of JSPF
Background Papers:	None other than those referred to in this report.