



Please reply to:

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Date: 6 October 2022

Notice of meeting

Planning Committee

Date: Wednesday, 19 October 2022

Time: 7.00 pm

Place: Council Chamber, Council Offices, Knowle Green, Staines-upon-Thames TW18 1XB

To the members of the Planning Committee

Councillors:

N.J. Gething (Chairman)
M. Gibson (Vice-Chairman)
R.O. Barratt
C. Bateson
M. Beecher

A. Brar
S. Buttar
J. Button
R. Chandler
K. Howkins

O. Rybinski
R.W. Sider BEM
B.B. Spoor
J. Vinson
S.J Whitmore

Councillors are reminded that the Gifts and Hospitality Declaration book will be available outside the meeting room for you to record any gifts or hospitality offered to you since the last Committee meeting.

Spelthorne Borough Council, Council Offices, Knowle Green

Staines-upon-Thames TW18 1XB

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Planning Committee meeting

Start times of agenda items

It is impossible to predict the start and finish time of any particular item on the agenda. It may happen on occasion that the Chairman will use his discretion to re-arrange the running order of the agenda, depending on the level of public interest on an item or the amount of public speaking that may need to take place. This may mean that someone arranging to arrive later in order to only hear an item towards the middle or the end of the agenda, may miss that item altogether because it has been "brought forward" by the Chairman, or because the preceding items have been dealt with more speedily than anticipated. Therefore, if you are anxious to make certain that you hear any particular item being debated by the Planning Committee, it is recommended that you arrange to attend from the start of the meeting.

Background Papers

For the purposes of the Local Government (Access to Information) Act 1985, the following documents are to be regarded as standard background papers in relation to all items:

- Letters of representation from third parties
- Consultation replies from outside bodies
- Letters or statements from or on behalf of the applicant

AGENDA

Page nos.

1. Apologies and Substitutions

To receive any apologies for non-attendance and notification of substitutions.

2. Minutes

5 - 6

To confirm the minutes of the meeting held on 21 September 2022 as a correct record.

3. Disclosures of Interest

To receive any disclosures of interest from councillors under the Councillors' Code of Conduct, or contact with applicants/objectors under the Planning Code.

Planning Applications and other Development Control matters

To consider and determine the planning applications and other development control matters detailed in the reports listed below.

**4. Planning application 22/01017/FUL - 31 Worple Road, Staines-upon-Thames
Ward**

7 - 24

Staines South

Proposal

Erection of a single storey rear infill extension and change of use of existing dwelling (C3) to 7 bedroom House of Multiple Occupancy (HMO) (Sui Generis) with shared kitchen and dining room, associated parking and amenity space

Recommendation

To approve the application subject to conditions as set out at paragraph 7 of this report.

5. Housing Delivery Test Action Plan 2022

25 - 80

To note the published Housing Delivery Test Action Plan 2022.

6. Major Planning Applications

81 - 86

To note the details of future major planning applications.

7.	Planning Appeals Report	87 - 98
	To note details of the Planning appeals submitted and decisions received between 8 September 2022 – 6 October 2022.	
8.	Glossary of Terms and Abbreviations	

**Minutes of the Planning Committee
21 September 2022**

Present:

Councillor M. Gibson (Vice-Chairman, in the Chair)

Councillors:

C. Bateson	J. Button	J. Vinson
M. Beecher	R. Chandler	S.J Whitmore
A. Brar	R.W. Sider BEM	

Apologies: Apologies were received from Councillor N.J. Gething, Councillor R.O. Barratt, Councillor K. Howkins, Councillor O. Rybinski and Councillor B.B. Spoor

48/22 Minutes

The minutes of the meeting held on 27 July 2022 were approved as a correct record.

49/22 Disclosures of Interest

a) Disclosures of interest under the Members' Code of Conduct

There were none.

b) Declarations of interest under the Council's Planning Code

Councillor Gibson declared that she had made an informal visit to the site.

**50/22 Planning application 22/00915/HOU - 18 Bush Road Shepperton
TW17 0HX**

Description:

Erection of a side extension with a habitable space within the loft including the installation of a rear facing dormer, rooflights to the front and rear. Erection of a single storey rear extension and front porch (following demolition of existing single storey side extension). The installation of a rear facing Juliet Balcony and alterations to the existing fenestrations.

Additional Information:

There was none.

Public Speaking:

There was none.

Debate:

During the debate the following key issues were raised:

- The application was for an extension of an existing building.
- There were concerns about overlooking from the proposed dormer window, but the application was compliant with the council's policy in this regard.
- The application also complied with policies relating to the streetscene.
- The newly constructed outbuilding appeared to be permitted development and was not a relevant consideration in determining this application.

Decision:

The application was **approved** in accordance with the officer's recommendation.

51/22 Planning Appeals Report

The Chairman informed the Committee that if any member had any detailed queries regarding the report on appeals lodged and decisions received since the last meeting, they should contact the Planning Development Manager.

Resolved that the report of the Planning Development Manager be received and noted.

52/22 Major Planning Applications

The Planning Development Manager submitted a report outlining major applications that may be brought before the Planning Committee for determination.

Resolved that the report of the Planning Development Manager be received and noted.



22/01017/FUL - 31 Worple Road, Staines-upon-Thames. TW18 1EF

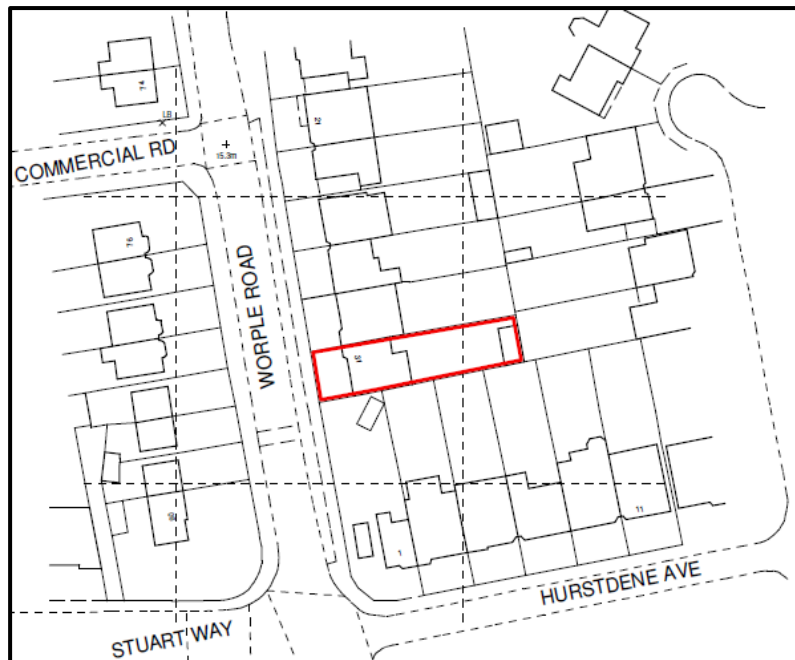
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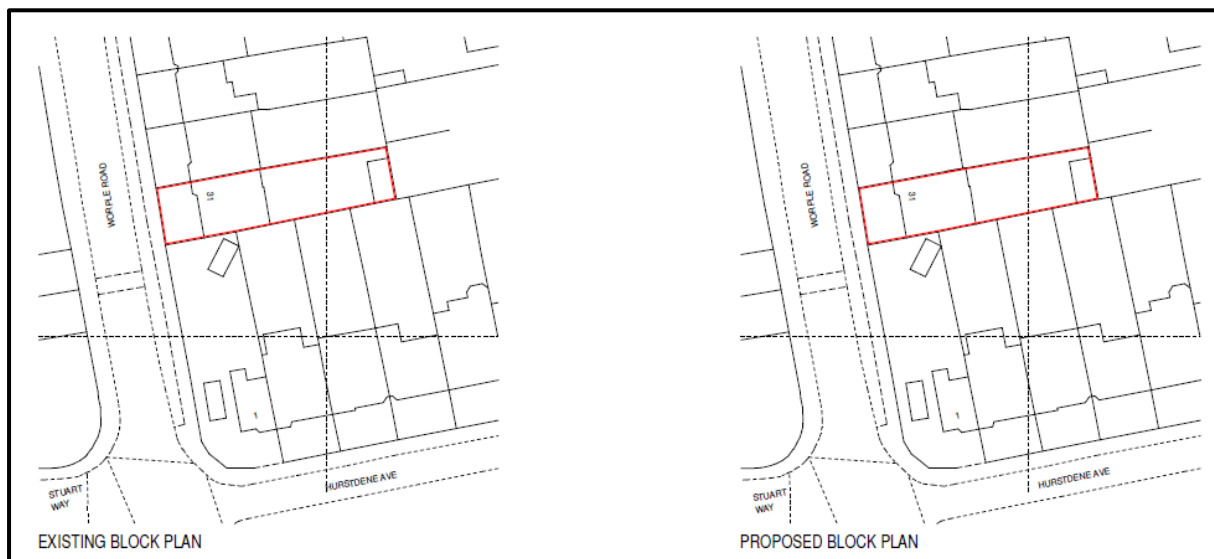


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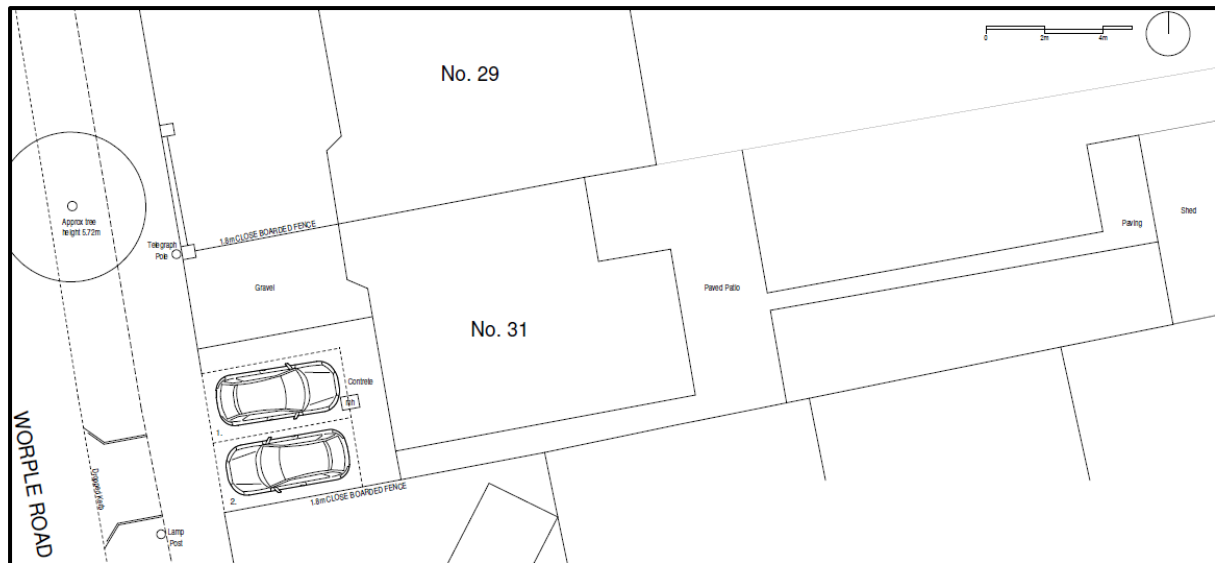
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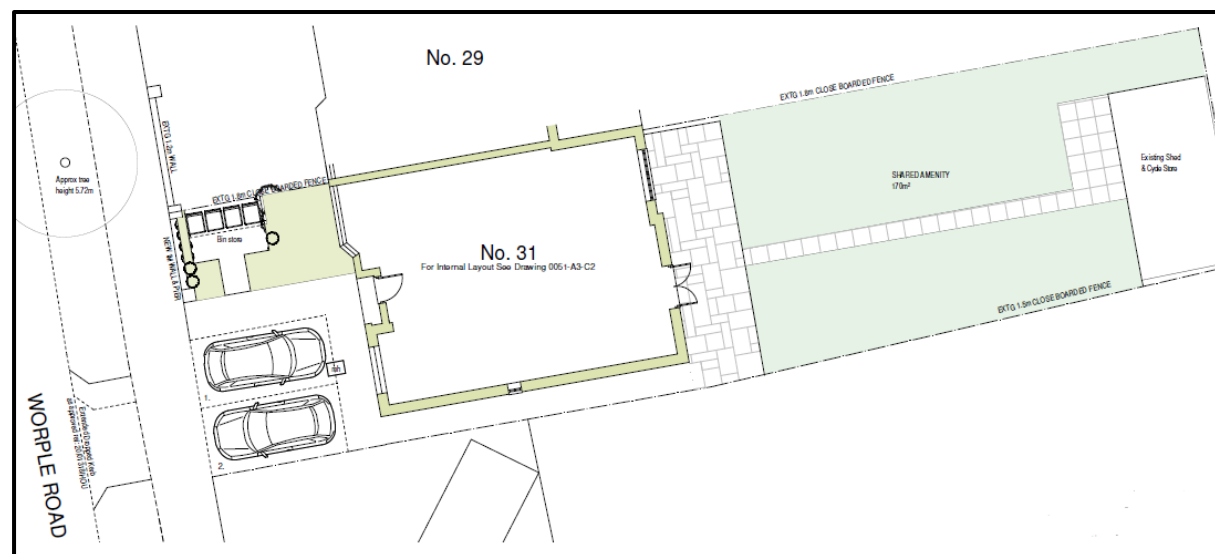
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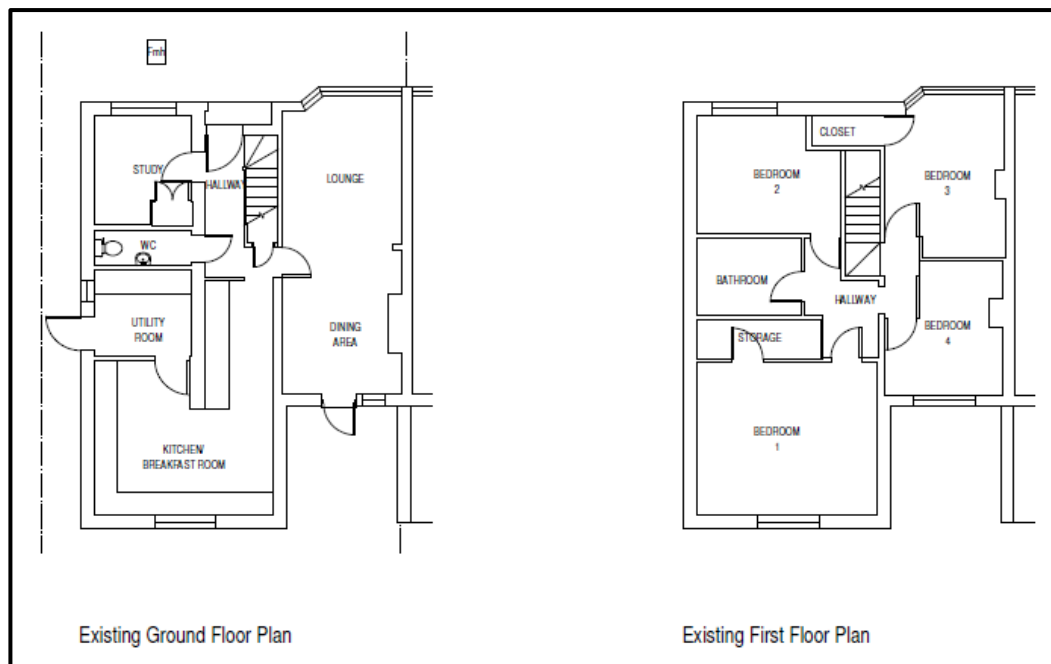
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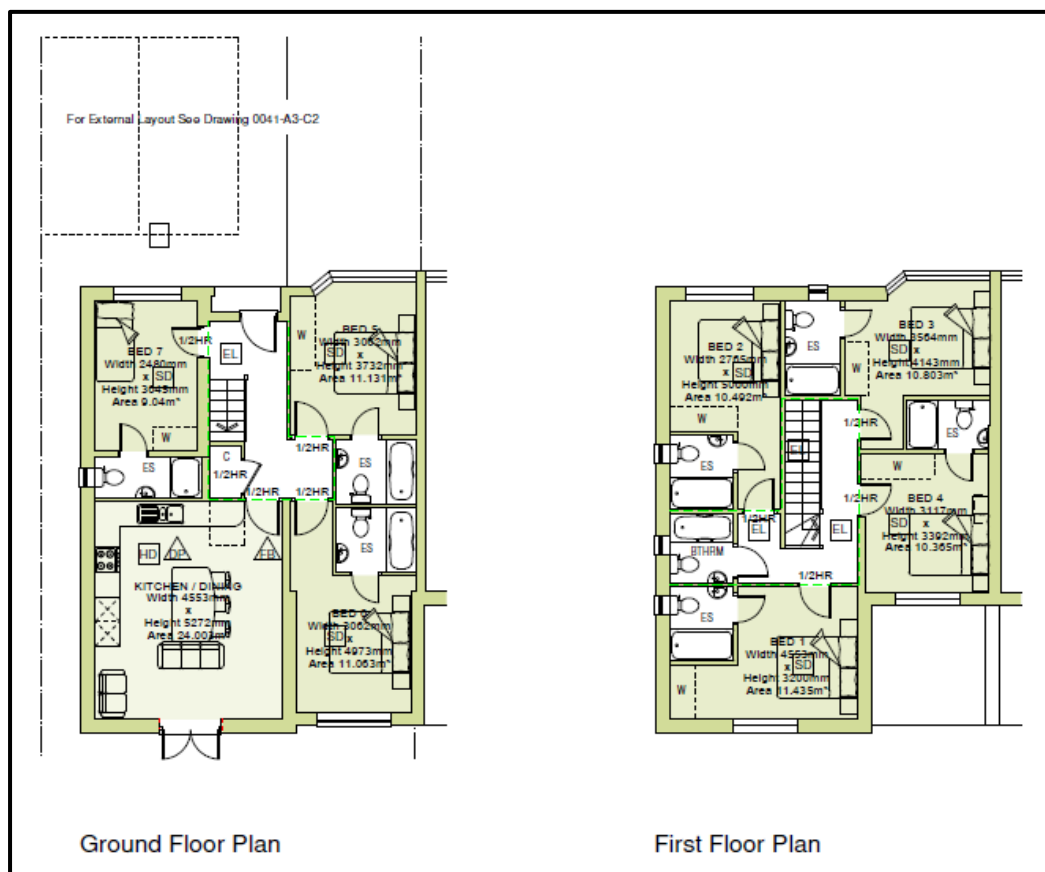
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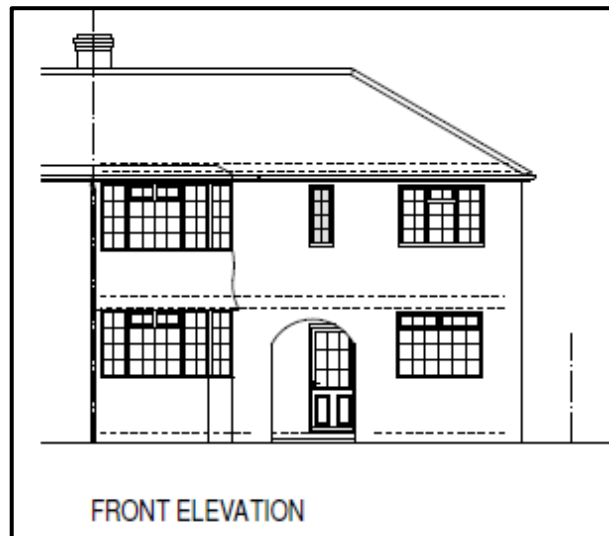
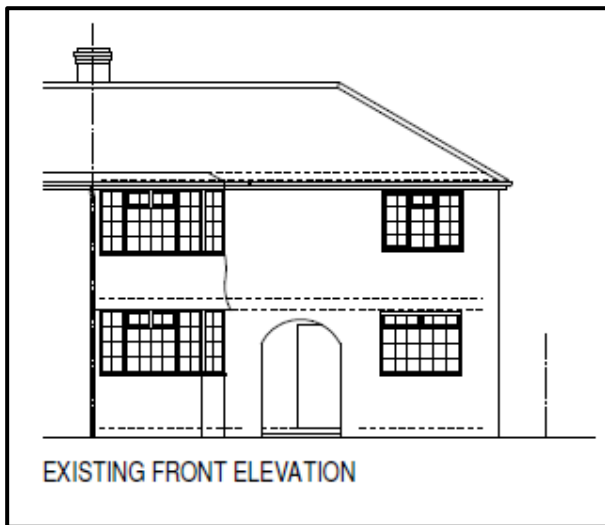
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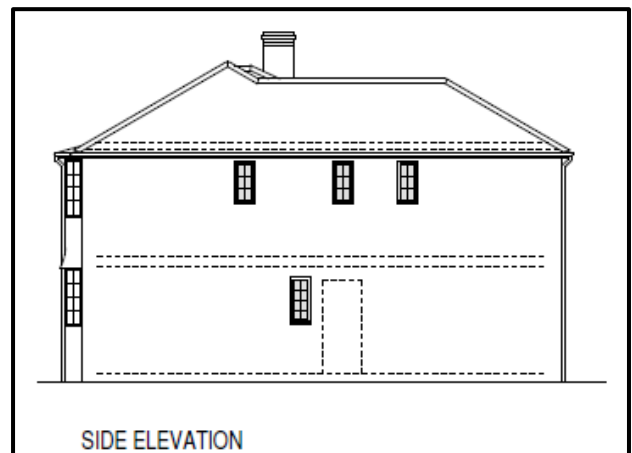
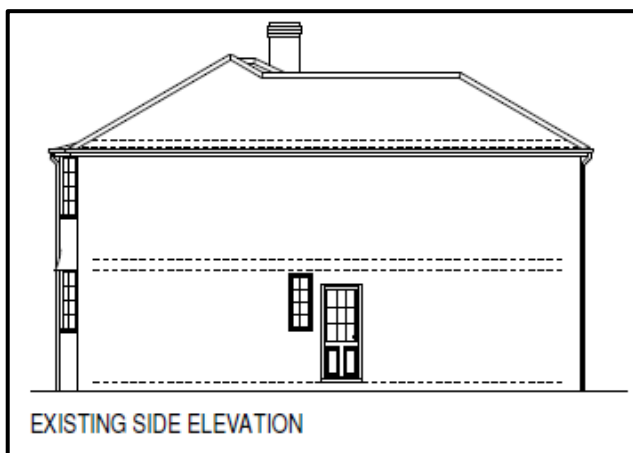
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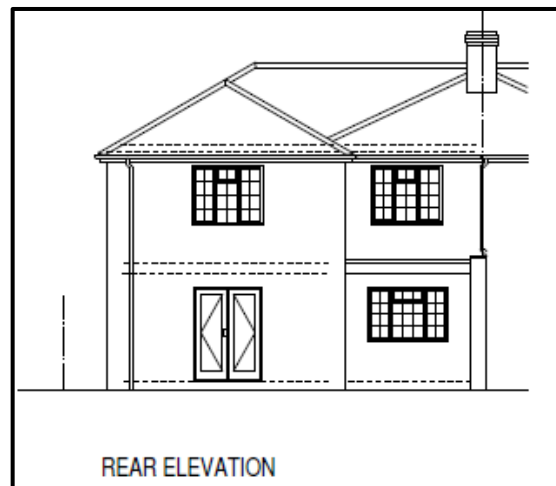
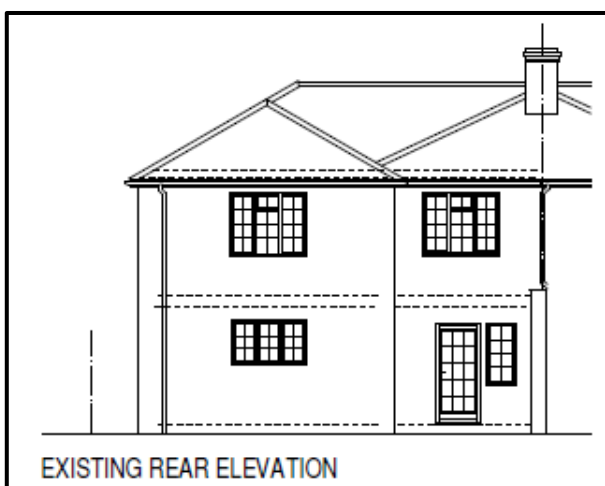
EXISTING AND PROPOSED FRONT ELEVATIONS:



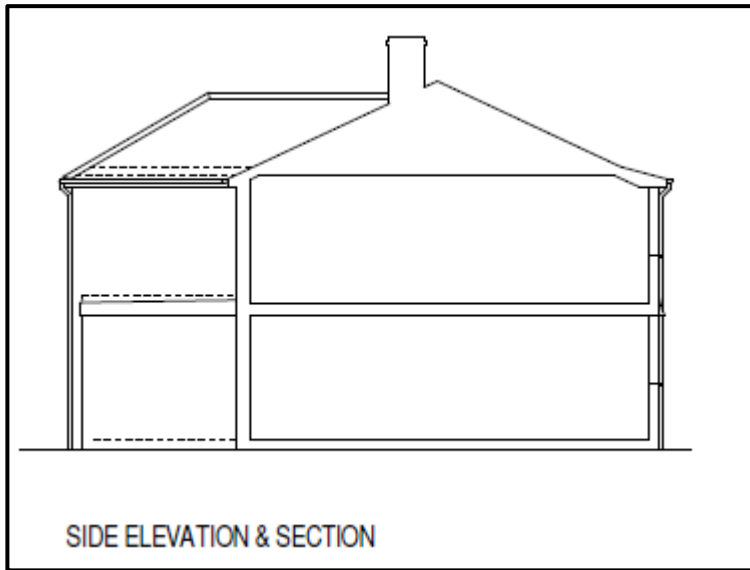
EXISTING AND PROPOSED SIDE ELEVATIONS:



EXISTING AND PROPOSED REAR ELEVATIONS:



PROPOSED SIDE ELEVATION AND SECTION:



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Planning Committee

19th October 2022



Application No.	22/01017/FUL
Site Address	31 Worple Road, Staines-upon-Thames, TW18 1EF
Applicant	Mr Gurvinder Bahra
Proposal	Erection of a single storey rear infill extension and change of use of existing dwelling (C3) to 7 bedroom House of Multiple Occupancy (HMO) (Sui Generis) with shared kitchen and dining room, associated parking and amenity space
Case Officer	Kiran Boparai
Ward	Staines South
Called-in	<p>This application has been called in by Councillor Bateson for the following reasons:</p> <ul style="list-style-type: none"> Proposed conversion and additions involves the provision of 3 double bedrooms which would facilitate considerably more living accommodation than that for 7 persons. Easy for the granting of a 7 person licence to be exceeded unless regular checks were made. Parking provision at this locality is extremely limited.

Application Dates	Valid: 16.07.2022	Expiry: 10.09.2022	Target: Extension of time agreed to 21.10.2022
Executive Summary	<p>This application relates to 31 Worple Road in Staines-upon-Thames which is a two-storey semi-detached dwelling house situated on the eastern side of the road, backing onto properties on Hurstdene Avenue and Beechwood Avenue. The dwellinghouse is set-back from the street and is separated by a pedestrian footpath and an amenity grass strip. There are no relevant planning constraints.</p> <p>This site has previously been subject to several planning applications and this application is for the erection of a single storey rear infill extension and change of use of existing dwelling (C3) to 7 bedroom House of Multiple Occupancy (HMO) (Sui Generis) with shared kitchen and dining room, associated parking and amenity space.</p> <p>According to Schedule 2, Part 3, Class L of the General Permitted Development Order (2015), the property could be used as an HMO for six residents without planning permission. The current proposal requires planning permission as it is proposed to add one additional resident from what can be done without the need for planning permission.</p>		

	<p>Therefore, the main question that needs to be addressed is whether the use change from a small HMO of no more than six residents, which does not require planning permission, to an HMO for seven residents is materially different from that for six residents and is unacceptable on planning terms.</p> <p>It is considered that the proposal would not adversely change the appearance of the existing dwelling or the character of the area. The accommodation is of a sufficient size and configuration to provide an adequate level of amenity to future occupiers and the proposal would not lead to material harm to the amenity of neighbouring properties. In terms of parking provision, Surrey County Highways Authority raises no objection to the proposal and the level of parking is acceptable.</p> <p>The proposal is therefore considered to be acceptable.</p>
Recommended Decision	Approve the application subject to conditions as set out at paragraph 7 of this report.

MAIN REPORT

1. Development Plan

- 1.1 The following policies in the Council's Core Strategy and Policies DPD 2009 are considered relevant to this proposal:
- Policy EN1 (Design of new development)
 - Policy CC3 (Parking Provision)
 - Policy HO1 (Providing for New Housing Development)
- 1.2 It is also considered that the following Supplementary Planning Document (SPD) is relevant:
- Design of Residential Extensions and New Residential Development Supplementary Planning Document (SPD) 2011
- 1.3 On 19 May 2022, Council agreed that the draft Local Plan be published for public consultation under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). The public consultation for the Pre-Submission Publication version of the Local Plan ended on 19th September.
- 1.4 The following policy of the draft Spelthorne Local Plan 2022-2037 is of relevance:
- Policy DS1 (Place shaping)
 - Policy ID2 (Sustainable Transport for New Developments)
 - Policy H1 (Homes for All)
- 1.5 At this stage, the policies carry very limited weight in the decision-making process of this current planning application.
- 1.6 National Planning Policy Framework (NPPF) 2021

2. Relevant Planning History

- 2.1 The site has the following planning history:

21/01568/CPD	Certificate of Lawfulness for the proposed development of a single storey outbuilding with 2 no rooflight following the demolition of existing outbuilding	Grant Certificate 09.11.2021
21/00781/CPD	Certificate of Lawfulness for the proposed development of an outbuilding following demolition of the existing shed with 2 no rooflights	Refuse Certificate 10.06.2021

21/00789/FUL	Conversion of the existing single dwelling into 2 no. units, together with associated parking and amenity space, the erection of a single storey rear extension and a hip to gable extension with front and rear facing dormers.	Withdrawn 05.07.2021
21/00015/FUL	Conversion of the existing house into 2 no. two-bed flats, together with associated parking and amenity space, and the erection of a single storey rear extension.	Grant Conditional 02.03.2021
20/01318/HOU	Widening of the existing vehicular crossover	Grant Conditional 21.12.2020
20/00179/HOU	Erection of a single storey rear extension	Grant Conditional 08.04.2020

3. Description of Current Proposal

- 3.1 This application relates to 31 Worple Road in Staines-upon-Thames which is a two-storey semi-detached dwelling house situated on the eastern side of the road, backing onto properties on Hurstdene Avenue and Beechwood Avenue. The dwellinghouse is set-back from the street and is separated by a pedestrian footpath and an amenity grass strip. There are no relevant planning constraints.
- 3.2 This application is for the erection of a single storey rear infill extension and change of use of existing dwelling (C3) to 7 bedroom House of Multiple Occupancy (HMO) (Sui Generis) with shared kitchen and dining room, associated parking and amenity space.

4. Consultations

The following table shows those bodies consulted and their response.

Consultee	Comment
Environment Health	No Objection
County Highway Authority	No Objection

5. Public Consultation

- 5.1 The Council has received 8 letters of objection and 1 letter of representation in relation to:
- Overdevelopment
 - Out of keeping with the character of the area
 - Loss of family housing
 - Parking provision
 - Noise and disturbance

- Overlooking
- Loss of privacy
- Size of living/dining area (*Officers note: This area complies with Environmental Health's 'Landlord guide to Standards for HMO' which states that for 6-10 persons the combined kitchen/dining should be 24m²*).
- Water and drainage strain (*Officers note: This is not a material planning consideration*)
- De-value property (*Officers note: This is not a material planning consideration*)
- No site notice displayed (*Officers note: This is not a requirement for this type of application*)

6. Planning Issues

- 6.1 The main planning consideration for the application is the impact of the proposed development on the character of the area, parking provision, the impact on the amenity of neighbouring properties and future occupants.

Planning Considerations

Principle/Character of the area

- 6.2 Policy EN1 of the Core Strategy and Policies Development Plan Document states that the Council will require a high standard in the design and layout of new development. Proposals for new development should demonstrate that they will create buildings and places that are attractive with their own distinct identity; they should respect and make a positive contribution to the street scene and the character of the area in which they are situated, paying due regard to the scale, height, proportions, building lines, layout, materials and other characteristics of adjoining buildings.
- 6.3 The Council's Design of Residential Extensions and New Residential Development Supplementary Planning Document (SPD) states that one of the most important considerations for a well-designed scheme is to ensure that it is in keeping with and makes a positive contribution to the character of the area.
- 6.4 The Use Classes Order defines Use Class C3 as a dwelling house (whether or not as a sole or main residence) (a) by a single person or people living together as a family, (b) by not more than six residents living together as a single household (other than a use of within Class C4). Class C4 is classified as a house in multiple occupation that is used by not more than six residents as a HMO). Under the Government's Uses Classes Order, planning permission is not required to move from Use Class C3 to C4 and vice versa. Therefore, the property could be used as an HMO for six residents without requiring planning permission. There is, therefore, no 'in principle' planning objection to the use as an HMO for six persons. Therefore, the question that needs to be addressed is whether the use change from a small HMO of no more than six residents to an HMO for seven residents is acceptable in planning terms.
- 6.5 The site is situated in a predominantly residential area characterised by two-storey dwellinghouses. The existing property is a 4 bedroom, two-storey semi-detached dwellinghouse with off-white render material and a hipped roof design. The internal layout of the property would be altered to include 3 ensuite bedrooms on the ground floor and 4 ensuite bedrooms on the first

floor. Each bedroom would be of a sufficient size to accommodate one bedspace (7 people) ensuring that it has a floor area of at least 7.5m² and will be at least 2.55m² wide as per the Government's nationally described Technical Housing Standards (March 2015). Several letters of objections have referred to the bedrooms potentially accommodating double occupancy, however, all of the rooms will fall short of the Government's space standards which states that in order to provide two bed spaces, a double bedroom should have an area of at least 11.5m². Furthermore, a condition would be attached to the decision notice to limit the number of residents to seven. The shared kitchen and dining area would be located on the ground floor at the rear of the property which is considered to be sufficient in size and orientation. Future residents would also have access to a shared amenity space to the rear of the site which would be over 100m² in size.

- 6.6 In light of above, it is considered that the principle of the development would be acceptable as it would result in an appropriate standard of living and there is a permitted development 'fall-back' position of a 6 persons HMO.
- 6.7 The conversion would result in the installation of a new window on the first floor front elevation and three new windows on the first floor southern flank elevation. As all of these windows would serve w/c's, these windows would be obscure glazed and fixed shut below 1.7 metres which would be secured by condition on the decision notice if approved. As the proposal would not result in any significant changes to the frontage of the property, it is considered that the design and appearance of the proposed development would not cause any adverse harm to the character of the area or street scene.
- 6.8 The proposed single storey rear extension would infill the existing ground floor rear area, incorporating a flat roof measuring 2.9 metres in depth, 2.7 metres in width and 2.8 metres in height. The Council's Design of Residential Extensions and New Residential Development Supplementary Planning Document April 2011 (SPD) recommends that single storey rear extensions measure 4 metres in depth on semi-detached properties and that the height of the extension nearest the property boundary should not exceed 3 metres. The existing rear extension at the neighbouring property, No. 29 Worple Road and the flank wall between the two properties, constructed as part of this would mitigate the impact of the proposed rear extension. The existing two storey element would shield the impact of the extension on the properties to the south on Hurstdene Avenue and an appropriate separation distance will be maintained with the properties to the rear on Beechwood Avenue.
- 6.9 As the extension would be to the rear of the site and would not be readily visible on the street scene, it is considered that there would not be any adverse impact on the character of the area. Furthermore, the extension would comply with the guidance in the SPD and it is to be noted that planning permission for the rear extension has already been granted in April 2020 (Ref: 20/00179/HOU) which, it was noted on a site visit had not yet been constructed.
- 6.10 It is also relevant to note that the site has already obtained planning permission for the conversion of the existing house into 2 no. two-bed flats and permission to widen the existing vehicular crossover.
- 6.11 As there would be minimal changes to the front of the property and the applicant could potentially convert the property into a 6 bed HMO without planning permission, it is considered that one additional resident would not

result in a significant intensification of the use possible under permitted development.

Amenity of neighbouring properties

- 6.12 In regard to the impact on the amenity of neighbouring properties, Policy EN1 states that proposals for new development should demonstrate that they will achieve a satisfactory relationship to adjoining properties avoiding significant harmful impact in terms of loss of privacy, daylight or sunlight, or overbearing effect due to bulk and proximity of outlook.
- 6.13 It is considered that the existing rear extension at the neighbouring property, No. 29 Worple Road and the flank wall between the two properties, constructed as part of this would mitigate the impact of the proposed rear extension at the application site. Therefore this would be acceptable.
- 6.14 In regard to the letters of objection received, it is considered that the development would not result in an adverse overlooking or loss of privacy as all of the proposed new windows would be obscure glazed and the position of the rooms would be appropriately positioned to avoid noise impact on adjoining properties. Therefore, the development would not result in any further overlooking or loss of privacy, than what is already on site.
- 6.15 When considering that an HMO for 6 people can be created under permitted development, the impact of one additional resident is not considered to have any significant impact on neighbouring properties that would justify refusal on these grounds.

Parking Provision

- 6.16 Policy CC3 states that the Council will require appropriate provision to make for off-street parking in development proposals in accordance with its maximum parking standards. In considering the level of provision the Council will have regard to the anticipated demand for parking arising from the use proposed, or other uses to which the development may be put without needing planning permission.
- 6.17 Third party representations have raised concerns on parking provision. Surrey Highways Authority has been consulted on this application and has advised that the development is unlikely to generate significantly greater parking demand than the existing use of a 4-bedroom residential dwelling or the existing extant permission (Ref: 21/00015/FUL) for two x 2-bedroom dwellings. In addition, there is a permitted development fall back of a 6 bed HMO, whereby parking provisions cannot be considered.
- 6.18 There are opportunities for future occupiers to make journeys by foot or by cycle. The application site is located within reasonable walking distance of Staines Rail Station, bus stops on Worple Road, and a range of local services including retail, education and leisure. As such, Surrey Highways Authority considers that this location is sufficiently accessible to the extent that it would not be a necessity for future occupiers to own their own private cars. Furthermore, sustainable travel should be encouraged when considering that a cycle store will be provided at the rear of the site.
- 6.19 The National Planning Policy Framework states that development should only be prevented on highways grounds if there would be an unacceptable impact on highway safety, or where the residual cumulative impact on the road network would be severe. For any objection to be valid, the authority must

demonstrate the harm that the development would result in. Surrey County Highway Authority does not consider the development is likely to result in material harm in respect of highway safety or capacity.

- 6.20 It is therefore considered that the proposed parking provision would not conflict with Policy CC3 of the Spelthorne Core Strategy and Policies Development Plan Document (2009) and is acceptable.

Conclusion

- 6.21 Overall, it is considered that the proposed development respects the character of the area and amenities of the neighbouring properties. The proposed addition of one further resident from the permitted development requirement is not considered materially harmful to justify refusal. The bedrooms are of a sufficient size for future occupants and it is considered that the parking provision is acceptable.

Equality Act 2010

- 6.22 This planning application has been considered in light of the Equality Act 2010 and associated Public Sector Equality Duty, where the Council is required to have due regard to:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Human Rights Act 1998

- 6.23 This planning application has been considered against the provisions of the Human Rights Act 1998.
- 6.24 Under Article 6 the applicants (and those third parties who have made representations) have the right to a fair hearing and to this end full consideration will be given to their comments.
- 6.25 Article 8 and Protocol 1 of the First Article confer a right to respect private and family life and a right to the protection of property, i.e. peaceful enjoyment of one's possessions which could include a person's home, and other land and business assets.
- 6.26 In taking account of the Council policy as set out in the Spelthorne Local Plan and the NPPF and all material planning considerations, officers have concluded on balance that the rights conferred upon the applicant/ residents/ other interested party by Article 8 and Article 1 of the First Protocol may be interfered with, since such interference is in accordance with the law and is justified in the public interest. Any restriction of these rights posed by the approval of the application is legitimate since it is proportionate to the wider benefits of such a decision, is based upon the merits of the proposal, and falls within the margin of discretion afforded to the Council under the Town & Country Planning Acts.

7. Recommendation

7.1 To GRANT planning permission subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: This condition is required by Section 91 of the Town and Country Planning Act, 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The extensions hereby permitted shall be carried out in facing materials to match those of the existing building in colour and texture.

Reason: To ensure a satisfactory external appearance in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

3. The development hereby permitted shall be carried out in accordance with the following approved plans:
2647-RDJWL-XX-XX-DR-A-0015 REV C1, 2647-RDJWL-01-ZZ-DR-A-0052 REV C1 received 18.07.2022. 2647-RDJWL-XX-XX-DR-A-0040 REV C2, 2647-RDJWL-01-ZZ-DR-A-0037 REV C3, 2647-RDJWL-01-ZZ-DR-A-0051 REV C2, 2647-RDJWL-01-ZZ-DR-A-0041 REV C3, 2647-RDJWL-ZZ-ZZ-DR-A-0035 REV C3 received 01.09.2022. 2647-RDJWL-XX-XX-DR-A-0036 REV C2 received 04.10.2022.

Reason: For the avoidance of doubt and to ensure the development is completed as approved.

4. The occupation of the House of Multiple Occupation (HMO) hereby permitted shall be limited to a maximum of 7 residents at any time.

Reason: To safeguard the amenity of future residents of the property and neighbouring properties.

5. Prior to the occupation of the development hereby permitted the first floor windows on the front and southern side elevation shall be obscure glazed and be non-opening to a minimum height of 1.7 metres above internal floor level in accordance with details/samples of the type of glazing pattern to be submitted to and approved in writing by the Local Planning Authority. The(se) window(s) shall thereafter be permanently retained as installed.

Reason: To safeguard the amenity of future residents of the property and neighbouring properties.

6. Prior to the occupation of the development, details of a scheme of the means of enclosure shall be submitted to and approved in writing by the Local Planning Authority indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the building(s)/use is/are occupied. Development shall

be carried out in accordance with the approved details and maintained as approved.

Reason: To ensure that the proposed development does not prejudice the enjoyment by neighbouring occupiers of their properties and the appearance of the locality in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

7. Prior to the occupation of the development the refuse and recycling facilities hereby approved shall be submitted to and approved in writing by the Local Planning Authority and retained thereafter.

Reason: To ensure that the proposed development does not prejudice the enjoyment by neighbouring occupiers of their properties and the appearance of the locality in accordance with policies SP6 and EN1 of the Spelthorne Borough Core Strategy and Policies Development Plan Document 2009.

8. The shed/cycle storage area must be used for the for the approved purpose for cycle parking of 7 bicycles only and not as a separate unit of accommodation.

Reason: To safeguard the amenity of future residents of the property and neighbouring properties.

Informatives

1. In accordance with Approved Document S of the Building Regulations, you will be required to install electric vehicle charging facilities.



Spelthorne Borough Council

Housing Delivery Test Action Plan 2022

September 2022

Agreed by the Environment and Sustainability 06/09/2022

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1. Introduction

Why Housing Delivery is important

- 1.1 There is wide publicity over the national housing crisis which we are experiencing in England. The lack of supply and pressure for new homes is felt most acutely in the South East of England. The Government is focused on increasing the supply of new homes across the country. In the 2017 Budget, the Government announced that it would enable the housing market to deliver 300,000 homes a year on average by the mid-2020s. This objective to increase the number of new homes is reflected in the revised National Planning Policy Framework (NPPF) 2021 and the introduction of the Housing Delivery Test.
- 1.2 The Housing Delivery Test result for Spelthorne Borough Council was published by the Secretary of State in January 2022. Spelthorne Borough Council scored 69%. This compares with a figure of 50% for 2021, 60% for 2020 and 63% in 2019. The figure has, therefore increased by 38% since 2021 and 10% since 2019. As a result, and in response to this, the Council has produced a fourth Housing Delivery Action Plan to positively respond to the challenge of increasing its housing delivery. The Action Plan analyses the reasons for the under-delivery of new homes and sets out actions to improve housing delivery within the Borough.
- 1.3 The planning policy context to housing delivery contained in national and local plan policy is contained as Information Document 1 in Appendix 1.
- 1.4 An analysis of the housing delivery in Spelthorne is set out in Information Document 2 in Appendix 2. This includes the housing delivery test calculation for Spelthorne, housing land supply, need, delivery and trajectory and also planning performance.

2. The Action Plan Context

Aims of this Action Plan

- 2.1 This Action Plan is the Council's response to the challenge set out in the Government's National Planning Policy Framework to boost significantly the supply of homes and has five goals:
 - To examine the possible causes of the 'under delivery' of new homes in the Borough.
 - To explain what the Council has been doing so far to boost housing delivery.
 - To gather evidence on sites with planning permission (and sites under construction for housing development) to understand what barriers are preventing homes being built on these sites.

- To build relationships with developers, landowners and agents responsible for building homes on sites that have planning permission, allowing the Council to adopt the role of an enabler of much needed residential development ensuring housing permissions are built out as quickly as possible.
 - To set out what actions the Council can take to increase the rate and number of homes built in Spelthorne.
- 2.2 Building houses is often a complex process. Often there are other factors beyond the council's control which explain why sites for housing do not come forward for development. It requires a broader approach to be taken to increase the delivery of new homes and the use of other tools available which are beyond the traditional remit of the Local Planning Authority.
- 2.3 The Housing Delivery Test Action Plan sets out key priorities and actions that the Council are undertaking to improve housing supply and delivery. The plan in itself is not a decision-making document but seeks to identify opportunities to improve housing provision.
- 2.4 Table 1 sets out the Council's corporate documents which all play a role in the delivery of housing.

Table 1 Spelthorne's corporate documents

Corporate Document	Overlap with Action Plan
Spelthorne Core Strategy and Policies DPD Document, February 2009	Housing Requirement Figure – 166 dwellings per annum superseded by housing need of 618 (+20% buffer) dwellings per annum (2022).
Emerging Local Plan	A replacement Local Plan is currently being prepared. The Regulation 19 Local Plan consultation is scheduled to run from 15 June to 5 September 2022.
Corporate Plan 2021 - 2023	Identifies five priorities: <ul style="list-style-type: none"> • Community • Affordable Housing • Recovery • Environment • Service Delivery

Corporate Document	Overlap with Action Plan
The Capital Strategy, 2021 - 2026	<p>Sets out the Council's need for capital financing, why and what the money will be spent on.</p> <p>Identifies three priorities:</p> <ul style="list-style-type: none"> • Delivering affordable housing • Achieving the regeneration of our town centres • Ensuring a sustainable future in recognition of declaring a climate emergency
Housing Strategy 2020 - 2025	<p>Strategic priorities 2020-2025:</p> <ul style="list-style-type: none"> • Priority 1: Enabling the delivery of more affordable homes • Priority 2: Promoting independence and wellbeing • Priority 3: Prevent homelessness and rough sleeping
Homelessness and Rough Sleeping Strategy 2020 - 2025	<p>This identifies five strategic priorities:</p> <ul style="list-style-type: none"> • Priority 1: End the use of private sector emergency accommodation • Priority 2: Reduce the length of stay in temporary accommodation • Priority 3: Nobody sleeps rough in Spelthorne • Priority 4: Increase use of the private rented sector for homelessness prevention and relief • Priority 5: Invest in staff training and development in order to improve the customer journey within the Housing Options service • Priority 6: Improve partnership working to prevent and relieve homelessness
Economic Development Strategy 2017 - 2022	<p>The Spelthorne Economic Strategy was adopted on 22/02/2017. The Economic Development Engagement Group endorsed the annual refresh of this strategy on 24/04/2019. It sets out the actions the Council will be taking over the next 4 years to further secure the sustainable growth of the local economy.</p>

Assessment of under-delivery

- 2.5 Within this section, an assessment of the ‘under delivery’ of new homes in the Borough is considered which includes the local and national issues which influence housing delivery. A range of data and sources have been used to inform this analysis. As part of this process, the Council has engaged with stakeholders to improve its understanding of the issues effecting housing delivery. The analysis of the issues has been used to inform what actions the Council need to take to improve its housing delivery.

Implementation of Planning Permissions

- 2.6 Once planning permissions have been granted, local planning authorities have limited influence over deliverability. The timescales for implementing a planning permission are generally not considered to be a significant issue within the Borough. Under planning legislation, permission is required to start within three years from the date of the decision notice. Implementation generally occurs within the permission period. The NPPF advises at para. 76 that:

“To help ensure that proposals for housing development are implemented in a timely manner, local planning authorities should consider imposing a planning condition providing that development must begin within a timescale shorter than the relevant default period, where this would expedite the development without threatening its deliverability or viability. For major development involving the provision of housing, local planning authorities should also assess why any earlier grant of planning permission for a similar development on the same site did not start”.

- 2.7 However, there are some instances, where developers undertake the first stages of implementing a planning permission by carrying out the demolition of buildings on site and then delay the construction of the development. This happened, for example, at the former Centrica site in Staines-Upon-Thames. Nevertheless, a two year time period for all residential permissions was introduced on 2 January 2020. It is too early to say whether or not this has had a positive impact on housebuilding. This is because there will need to be a two year plus period before any real change is evident and there has only been one year. In addition, housebuilding activity has been significantly adversely affected by COVID-19.
- 2.8 Planning Officers have continued to build relationships with developers, landowners and agents and carry on a dialogue after planning permission is granted. The Council has previously written to agents on sites delivering 5+ net dwellings in the pipeline of sites with planning permission.
- 2.9 Officers have also contacted landowners of sites identified in the Strategic Land Availability Assessment to confirm the anticipated delivery timeframes of sites in the pipeline.

Planning Decision Making Performance

- 2.10 The performance of decision making on planning applications is not considered to be a barrier to delivering new homes. Planning applications are being

processed within the statutory timeframes. The performance for the Local Planning Authorities (LPAs) are measured on their performance based on the % of planning applications they determine within 8 or 13 weeks (or within an extension of time agreed with the applicant). For several years the targets have been as follows:

Majors – 60% within 13 weeks

Minors – 65% within 8 weeks

Others – 80% within 8 weeks

Major development is defined as:

More than 10 residential units, dwellings on a site with an area of 0.5 hectares or more, 1,000 sq. m or more of new commercial floor space or sites with an area of more than 1 hectare.

Minor development is defined as:

Up to 9 residential units, up to 999 sq. m of new floor space, changes of use

Others – mainly householder schemes

2.11 In the last financial year (April 2021 – March 2022) – Spelthorne met all three performance measures as shown in Table 2.

Table 2 Planning DM Performance (April 2021 – March 2022)

Majors				Minors				Others			
Total	On Target	% on Target (i.e. 60%)	Govt. Target	Total	On Target	% on Target (i.e. 65%)	Govt. Target	Total	On Target	% on Target (i.e. 80%)	Govt. Target
25	24	96%	60%	178	164	92%	65%	612	600	98%	80%

2.12 The Government has recently also been assessing LPAs in terms of planning performance on the following criteria:

- The **speed** of determining applications for **major** development
- The **quality** of decisions made by the authority on applications for **major** development;
- The **speed** of determining applications for **non-major** development;
- The **quality** of decisions made by the authority on applications for **non-major** development.

2.13 With just a few minor exceptions, non-major equates to a combination of the “minor” and “other” categories referred to above.

2.14 The quality measurement is the number of appeals allowed as a percentage of the total number of applications received in the category. The threshold for quality on both categories is **10%** and the **lower** the figure, the better the performance. The threshold for speed is **60%** (majors) and **70%** (non-majors) and the **higher** the figure, the better the performance.

2.15 On those sites where planning permission was refused, the appeal performance is good. The Council’s assessment against the Government’s targets is set out in table 3:

Table 3 Spelthorne’s assessment against Government targets

Measure and type of Application	Threshold and assessment period	Spelthorne’s Performance
Speed of major Development	60% (October 2020 to September 2022)	97%** (October 2020 to March 2022)
Quality of major Development *	10% (April 2020 to March 2022)	4.65%*** April 2020 to March 2022)*
Speed of non-major Development	70% (October 2020 to September 2022)	96%** (October 2020 to March 2022)
Quality of non-major Development *	10% (April 2020 to March 2022)	0.92%*** April 2020 to March 2022)*

* Final figures not available until end December 2022.

** High figure equates to a better performance

*** Lower figure equates to a better performance

- 2.16 These statistics demonstrate the soundness of decision making by Planning Development Management (PDM) and that unsound decisions are not being made which would lead to unnecessary delays and costs to the delivery of new homes. However, close monitoring of the quality assessment for major applications is continuous due to the relatively small number of major applications received and the risk that the LPA could be the subject of Designation by Central Government. If this occurs, applicants may apply directly to the Planning Inspectorate for permission. An annual performance report was presented to the Environment and Sustainability Committee on 8 March 2022. In February this year, Uttlesford District Council was designated under special measures.
- 2.17 In the 1990s, the Council used to provide traditional council housing. However in 1996, it was decided to transfer the council housing stock to what was then Spelthorne Housing Association and is now part of A2 Dominion. The main reason for the transfer of properties at the time was the need to bring the properties up to an acceptable state of repair, which the Council could not afford at the time. Since then, the Council has not had a direct role in developing new homes; this has been carried out by A2 Dominion and other Registered Providers, as well as private developers. Fluctuation in the delivery of new housing has been dictated by the economy and the availability of grant funding to subsidise affordable housing. More information is provided later on this document about the Council's 100% Council owned company Knowle Green Estates Ltd and its more recent role in housing delivery.
- 2.18 The Council's Housing Strategy 2020 - 2025 contains three strategic priorities which contribute to achieving "residents having somewhere to call home, which is suitable and affordable, is fundamental to having a good quality of life and contributes directly to sustainable and cohesive communities."
- 2.19 In common with many other local authorities in the South East, Spelthorne has a growing demand for genuinely affordable housing and is facing a number of key challenges. These include:
- Increasing numbers on the Housing Register
 - Lack of availability of existing affordable housing
 - High rates of statutory homelessness
 - High use of emergency and temporary housing for homeless households
 - Increasing affordability issues
 - Lack of new-build affordable housing
 - The effect of our proximity to London
 - Heathrow expansion (which is currently subject to review)
 - Key worker accommodation
 - Impact of COVID-19 and the wider economic impacts especially in relation to housebuilding
- 2.20 Further details on the key challenges are contained in Information Document 3 at Appendix 3.

3. Action Plan

- 3.1 This section sets out the actions that the Council has already taken to increase housing delivery and the future actions required to continue this work. The Council is fully committed to working proactively to deliver the homes that Spelthorne needs, including a range of housing types and affordable housing. The need for an up-to-date Local Plan is a corporate priority and will assist in boosting the borough's housing supply as well as responding to housing needs whilst balancing the objectives in the local plan, including Green Belt and environmental protection. It is acknowledged that the delivery of new homes has a wider remit than just the Planning Service and requires actions to be undertaken by other Council services including the Housing Service and the Asset and Property Management Service.

What the Council has already done

The New Local Plan

- 3.2 The Pre-submission Spelthorne Local Plan 2022 – 2037 (Regulation 19) consultation is taking place from 15 June to 5 September 2022. The Local Plan seeks to meet the Borough's development needs through a combination of intensifying development of brownfield land, growth within Staines-upon-Thames and releasing a small amount of Green Belt (0.7%) to provide family housing.
- 3.3 It is estimated that the five year housing land supply in the Borough is 3,126 units. Of the sites identified in the Strategic Land Availability Assessment (SLAA) 2020, approximately 1,600 are expected to come forward in Staines-upon-Thames within the next 5 years, subject to planning permission being granted. More widely, publicly owned sites account for 1,700 units over the next 15 years (owned by Spelthorne Borough Council and Surrey County Council).
- 3.4 A formal call for sites was issued in March 2021 whereby landowners and local stakeholders were invited to submit potential sites for development over the next 15 years. This identified a notable quantity of sites for possible allocation in the emerging Local Plan. Officers have assessed all potential development sites as part of the Local Plan process. An open informal call for sites remains on the Council's website.

Digital Engagement

- 3.5 The key change to consultation techniques is reaching out to our communities through digital engagement. Although traditional methods are still being used the majority of engagement is now done via online communication which has proven more effective and engaging in promoting planning policy consultations and opportunities to discuss major planning applications.
- 3.6 The Council uses its social media platforms to provide information and notifications regarding planning consultations and schemes. The 'Inovem' platform has been used to consult the public on various planning consultations, including the Preferred Options consultation where

approximately 2000 representations were received.

Council /Knowle Green Estates housing schemes

- 3.7 The Housing Strategy sets out an action plan on the delivery and monitoring of the strategy. These include enabling the delivery of more affordable homes, promoting independence and wellbeing to enable people to remain in their homes and preventing homelessness and rough sleeping
- 3.8 The Council's Capital Strategy states that it will help to deliver two key goals contained in the Corporate Plan:
- To deliver much-needed housing in order to help reduce homelessness locally, increase affordable provision and help meet the overall need for additional homes
 - To regenerate our town centres so that we can contribute to the economic development of the Borough.
- 3.9 The Council formed its housing company, Knowle Green Estates (KGE), in 2016 to help to achieve these two key goals when Harper House in Ashford was acquired for emergency accommodation. A need was identified to promote the Council's own affordable housing schemes. The Council acts as the applicant and is responsible for the construction of the dwellings before the development is transferred to the ownership of KGE who is also responsible for managing the properties. There are a number of projects in the pipeline which will deliver some 20% of the Borough's assessed 5-year land supply requirement in the Local Plan (approx. 600 units to be delivered by the Council out of a required 3,126, subject to planning permission being granted). The Council's positive approach to development has aided its ability to directly boost the delivery of housing. Given the significant impact that Council-led schemes have had on housing delivery in the past few years, it is paramount that Spelthorne Borough Council continues to be proactive in this field and utilises its assets moving forward to deliver much needed housing for the community.
- 3.10 KGE performs several functions on behalf of Spelthorne Borough Council, as outlined in the table below.

Table 4 Council/Knowle Green Estates

	Owned by	Developed by	Managed by
Investments	Council	n/a	Council
Municipal	Council	Council	Council
Residential	KGE	Council	KGE

- 3.11 To date, Spelthorne Borough Council has delivered the following:

Churchill Hall, Churchill Way, Sunbury on Thames
Planning Application no 16/02045/FUL
Three new rented dwellings
Approved 08/02/17
Occupied 28/09/18

Former Bugle PH, 73 Upper Halliford Road, Shepperton
Planning Application no 17/01028/FUL
6 no. 2 bed and 2 no. 1 bed flats
Approved 23/08/17
Occupied February 2019

Benwell House, Green Street, Sunbury on Thames
Planning Application nos. 17/01847/PDO, 18/00123/FUL and 18/00529/FUL
Conversion and extensions to provide a total of 57 units including 12 affordable units
22 x one bed, 35 x 2 bed
Approved 2018
Work commenced 14/06/19
Occupied : April 2021 (fully occupied)
September 2021)

West Wing, Spelthorne Borough Council, Knowle Green Staines-upon-Thames
Planning ref. 18/01267/PDO Conversion to provide 25 affordable rented residential units
Approved 17/10/18
Occupied: December- 2021 - February 2022 (fully occupied).

More detail on future schemes and future actions are set out in section 4 below

Improved Decision Making

- 3.12 The Planning DM service has undertaken a number of initiatives to improve decision making and boost the timely delivery of housing. These include:

Offering more pre-application discussions to ensure issues are addressed early.

The Planning DM Officers regularly undertake pre-application advice. In 2021 a total of 363 planning enquiries were dealt with. Early advice can help identify whether in principle a proposal is likely to be acceptable, the key planning issues and policies that need to be considered, where the applicant may need further specialist advice to help prepare the application and what changes may be needed to any draft proposals. Such advice can save an applicant time in preparing the application and also the time taken by the Council to make a decision on it. In the case of proposals with little prospect of approval early advice can avoid further abortive work. It improved pre-application service has a strong emphasis on front loading to reduce the time spent on decision making and use of planning conditions. This means a quicker turnaround can be achieved which subsequently can lead to the faster implementation of

planning permissions for housing delivery. There have been some pre-application enquiries which did not materialise as applications because the site was deemed to be unsuitable for housing. Some examples of development which were the subject of pre-application advice and which were amended and approved relatively quickly are (19/01070/FUL), Ex Serviceman's Club, Staines-Upon-Thames for 14 flats (19/01237/FUL), the former Centrica site, Staines-Upon-Thames, for 467 flats (19/00290/FUL) plus an additional 22 flats (19/01051/FUL), 22/00591/FUL, the Renshaw development for 391 flats (22/00591/FUL) and the Sunbury Cross Ex-Services Association Club, Sunbury for 47 flats (21/01801/FUL).

Use of Planning Performance Agreements

The Council has introduced a new service offering planning performance agreements (PPAs) for major development proposals, which often involve a large quantum of housing units. This is one of the factors that might otherwise put them off putting in an application in the borough. However, it gives absolutely no guarantee that the application will be recommended for approval. The Planning DM service has received a positive take up on PPAs for larger schemes, for example, Shepperton Studios. A PPA covers pre-application advice through to the planning decision being made. It sets out timescales within which meetings will take place and a report will be presented to the Planning Committee which gives the developer certainty around timeframes for a decision. They have enabled the DM planning officers to make use of expert advisors to assist on complex issues in the consideration of the planning.

Revised Website

The planning pages of the website are constantly under review. This will help residents, applicants and third parties obtain up to date information about all aspects of the Planning Service.

Consultation

The Planning Development Management Service consults with residents on planning applications for housing applications (as well as many other types of development proposals). Whilst the Planning Service takes the requirement that housing must be provided in accordance with the identified needs very seriously, it is crucial to ensure that those notified have the opportunity to make representations and raise matters of planning concern.

Consultations on Emerging Planning Proposals

In March 2022, the Consultations on Emerging Planning Proposals guidance was agreed by the Policy and Resources Committee. This advises developers to undertake early engagement with the Community (including ward councillors) on the larger development proposals before submitting their applications to the Local Planning Authority. This follows guidance in the NPPF which advises that 'early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties. Good quality preapplication discussion enables better coordination between public and private resources and improved outcomes for the community'. The advice in this process has been taken on board by some applicants. This process is being monitored to assess its impact.

Increased presentations to Councillors on major planning applications

Presentations to members on larger complex schemes, usually at the pre-application stage, have taken place a number of times over recent years. These enable Councillors to view the proposals at an early stage before they are made public, to ask questions and clarify issues and raise concerns, which need to be addressed. To avoid risk of pre-determination, Councillors do not give an opinion at the meetings. In addition, Planning DM officers have made presentations to Councillors on some complex planning applications this year including the Renshaw Industrial Estate and the Debenhams site. These presentations took place after the Planning Committee agenda had been made public and before the Committee meeting. This gave the Councillors an opportunity to receive a full explanation of proposals and a summary of the planning position, to ask questions and to seek clarification on issues but not to reach a decision.

The Community Infrastructure Levy (CIL)

The Community Infrastructure Levy (CIL) was implemented on 01 April 2015. Contributions are used to fund both local and strategic infrastructure to support development in the Borough. The management of the CIL process is the responsibility of the Council's Infrastructure Delivery Co-ordinator. The Council has recruited a part time CIL administrator to resource the collection process, allowing the Infrastructure Delivery Co-ordinator to focus on the governance of spending the levy and coordinating spending alongside the implementation of the Council's new Local Plan. In 2019 the Council purchased new dedicated CIL software (Exacom) which has improved the monitoring of CIL and s106 agreements. Moving forward it will be important for the Council to ensure that adequate infrastructure is in place to support the delivery of housing. The draft Infrastructure Delivery Plan (IDP) has and assesses the existing infrastructure provision, the current shortfall and identifies the existing and future needs and demands for the borough to support new development and a growing population.

Considering compulsory purchase powers to unlock suitable housing sites

The Council has the option to utilise Compulsory Purchase Powers to help unlock potential development sites. In Staines town centre the Council has worked with developers to help unlock areas of land to enable larger schemes. Developers have now acquired 15 London Road (adjacent to the 17-15 Berkeley Homes site) and planning permission has now been granted to incorporate this small site into the Berkeleys scheme. This is currently under construction. Other developers are actively seeking to acquire 116-120 High Street (adjacent to the Charter Square development), following the Council's engagement but the Council have the opportunity in future to assist with similar scenarios in future.

Using Brownfield Registers to grant permission in principle to previously developed land

Spelthorne published its Part 1 Brownfield Register in December 2018. This identifies all brownfield sites appropriate for residential development. In due course the register will be extended to include relevant sites that have been submitted through Spelthorne's Strategic Land Availability Assessment (SLAA) or appropriate sites which meet the criteria. We will also consider whether any of the sites will be moved to Part 2 of the Brownfield Register which will effectively grant permission in principle. This will need further consideration and would be the subject of a prior consultation process.

Encouraging the development of small sites and higher site densities

The Council's adopted Core Strategy seeks to encourage high density housing in certain locations under policy HO5. Within Staines Town Centre, development should generally be above 75dph where it is demonstrated that the development complies with the design policy EN1, particularly in terms of its compatibility with the character of the area and is in a location that is accessible by non-car-based modes of travel. With Staines-Upon-Thames, developments have already been approved at over 300 dph (phases 1A and 1B- former Majestic House Site, now known as London Square) and also 15-51 London Road (Berkeleys scheme), the latter being under construction.

Engaging with key stakeholders

The planning and enforcement officers have held regular seminars with local resident associations and also planning agents who submit planning applications on a regular basis in Spelthorne. These provide an opportunity to provide advice on the issues facing the borough and of our policies and procedures and to listen to their concerns. One of the concerns related to our procedures on the discharge of planning conditions. We have worked hard to improve the total process. A further concern related to the length of time taken to discharge of contaminated land conditions. Planning Officers have been engaging with Environmental Health Officers on this matter to improve performance in this area. The improved efficiency of discharging planning conditions can boost the completion of schemes and in turn boost housing delivery.

Councillor Training on Planning Issues

Planning officers provide regular training seminars to all councillors. A full programme is delivered to councillors following the elections and regular updates are given throughout their term as councillor. Planning training is also given to new councillors elected part way through the four year term. In addition, external specialists also provide guidance on particular topics. The training has covered the following areas:

- Planning in the Borough context and the role of the Planning Committee.
- Probity and decision making in planning
- Design in the planning process
- Affordable housing
- High density/tall buildings
- Planning enforcement and appeals
- How to approach the determination of planning applications and pitfalls
- Green Belt (two sessions)
- Flooding
- Permitted Development (two sessions)
- Use Classes Order (two sessions)
- Minerals
- County planning
- Transportation
- New local plan and decision making

Planning Officer Training

Planning and Enforcement Officers undertake regular training on a range of planning issues and other matters where relevant in order to keep abreast of developments. This is, and will, continue to be an on-going and necessary requirement of their posts and for some officers, their membership of the Royal Town Planning Institute.

Simplifying conditions discharge phased on approved sites, and standardised conditions reviewed

A review of all planning conditions has been undertaken by senior planning officers. This has resulted in the streamlining of conditions to ensure that they meet up to date guidance on the use of conditions and to safeguard against their use where other non-planning legislation would be more appropriately employed. Conditions are constantly being reviewed and updated where appropriate to improve the planning process.

Ensuring evidence on a particular site is informed by an understanding of viability

The Council's Local Plan requires all proposals of 15 dwellings or more and all sites in excess of 0.5 hectares include to provide 50% affordable housing. The NPPF 2021, refers to 10 dwellings as the minimum starting point for affordable dwellings rather than the 2009 local plan policy of 15 dwellings. Therefore given that the guidance in the NPPF is up to date and Spelthorne has an unmet need for affordable housing in the Strategic Housing Market Assessment (SHMA) 2019, the 10 dwellings figure rather than 15 dwellings is now used as the starting point for decision making. Where developments fall short of this requirement, an independent viability would be submitted and assessed on an open book basis. This is a complex area where specialist advice is required and planning officers and councillors have undergone training on this.

Technology

Over the past year, the Planning DM section has accelerated its use of technology in the processing of planning applications. This includes:

- No paper files, all processing is via the Idox Unform IT system
- The use of Enterprise for the "in-tray" process of processing the cases
- All decision notices are automatically emailed to the applicant
- All correspondence is now sent electronically except where an email address is not available

The use of technology has greatly assisted in processing applications more quickly and keeping the applicants, councillors and third parties better informed.

4. Future Actions

- 4.1 The Council will continue to positively look for further opportunities to increase its housing delivery and will work closely with the relevant Council services and

external organisations to achieve this.

Local Plan Progress

- 4.2 As part of the new Local Plan the Council will seek to boost housing supply and delivery. The new Local Plan will review and update existing policies acting as a barrier to delivery to help development come forward such as densities, design and parking.
- 4.3 The Strategic Land Availability Assessment (SLAA) is a key piece of evidence for the new Local Plan and will be updated annually to ensure that the position on land supply is up to date. The Council is in the process of updating the SLAA for 2022. In line with Planning Practice Guidance, officers are proactively identifying sites, including publicly owned land and brownfield land, for development to ensure that potential supply is exhausted. The Council has an open-ended call for sites on its website whereby landowners or site promoters can submit potential development sites for consideration in the next iteration of the SLAA¹.
- 4.4 The SLAA will inform the policies on housing in the new Local Plan and acts as the starting point in determining which sites will be allocated. Moving forward the Council will work with stakeholders to ensure that suitable and available sites come forward at particular points in the plan period.
- 4.5 The current review of the Council's Local Plan has identified a need to create around 618 housing units each year over the next 15 years. The Draft Local Plan (Regulation 19) has identified the following spatial strategy to meet development needs, comprising the following:
- Maximising densities in suitable locations
 - Releasing a small amount of Green Belt (0.7%)
 - Producing the Staines Development Framework to guide development in the town centre.
- 4.6 It is estimated that the five year housing land supply in the Borough is 3,126 units. Of the sites identified in the Strategic Land Availability Assessment (SLAA) 2020, approximately 1,600 are expected to come forward in Staines-upon-Thames within the next 5 years. More widely, publicly owned sites account for 1,700 units over the next 15 years (owned by Spelthorne Borough Council and Surrey County Council and Surrey County Council).
- 4.7 The Local Plan strategy emphasises the need to make an efficient use of land in Staines-upon-Thames as the Borough's main town as this is likely to be a key residential opportunity area. A Development Framework is currently being developed as part of the new Local Plan which will focus in detail on where and how this new development can best be accommodated, in order to ensure we achieve a sustainable solution for the town.

¹ <https://www.spelthorne.gov.uk/SLAA>

- 4.8 The Council's landholdings within the town centre (including our recent strategic acquisitions) provide a clear opportunity to bring forward at least 1,500 units in the next 15 years, subject to planning permission. In the next five years, the level of investment that the Council aims to make is likely to be in the region of £300m. As the landowner, Spelthorne Council is confident that this level of residential development can be delivered whilst retaining sufficient car parking to sustain the town centre (though some sites may well be reconfigured to make more efficient use of the Spelthorne Council's land).

- 4.9 The SLAA has identified that, within the town centre, the Council is able to develop the following housing units as a minimum (within the immediate confines of the town centre):

Table 5 Minimum housing units to be developed by the Council/Knowle Green Estates in Staines

Site	Development Type	No. of Units	Timescale
Thameside House	Flatted	120	Years 1 - 5
Oast House, Kingston Road	Flatted	180	Years 1 - 5
William Hill/Vodafone, 91 High Street	Flatted	14	Years 1 - 5
Riverside car park (subject to re-provision)	Flatted	35	Years 6 - 10
Elmsleigh Centre and adjoining land	Flatted	850	Years 6 - 15
Communications House	Flatted	110	Years 6 - 15

The exact numbers of dwellings shown in the above sites are, of course, subject to planning permission being obtained.

- 4.10 The Council, as landowner is proposing to submit planning applications for a number of smaller residential developments which are summarised below:

Table 6 Smaller sites identified to develop by the Council/Knowle Green Estates

Site	Development Type	No. of Units	Submission of Planning Application
White House, Kingston Road, Staines	Flats (affordable rented)	12	Following Local Plan adoption
White House, Kingston Road, Staines	Homeless accommodation	33	Planning approved. Completed October 2021

Benwell House, Green Street, Sunbury, Phase 2	Flats (affordable rented)	39	First phase approved and occupied. Second phase the subject of a planning application (19/01211/FUL) which was refused by the Planning Committee on 13/10/21. Future options to be considered
Ashford Multi-Storey Car Park	Flats (affordable rented)	55	Planning application anticipated in due course
Ashford Hospital Car Park (known as Victory Place)	Flats (affordable rented and key worker)	127	Planning application approved.

¹ Subject to Council strategy

4.11 Table 10 in Appendix 2 shows, in the final column, the consequences resulting from the Housing Delivery Test for the current year. The consequence is shown to be a housing delivery test below the required 75%, leading to Spelthorne being required to produce an Action Plan. We will also have to apply a 20% buffer to our housing supply and consequently there will be a presumption in favour of sustainable development. This means that planning permission should be granted unless the harm caused by the application significantly outweigh the benefits. The term tilted balance is used to define this passage of policy because when engaged, the tilted balance should change the 'balancing exercise' which the decision-taker (the planning officer, inspector or secretary of state) makes when deciding whether or not to grant planning permission; from a neutral balance where if the harms outweigh the benefits planning permission is usually withheld, to a tilted balance where the harms should *significantly and demonstrably* outweigh the

benefits for permission to be withheld. Similarly on planning appeals, inspectors will give due regard to the presence of the presumption in favour of sustainable development.

This means that on balance, a greater number of appeals may be allowed. This highlights the importance of not only boosting housing delivery but of having an up-to-date Local Plan to ensure that needs can be met through the identified supply.

- 4.12 The table below shows a projection of the number of homes required and the anticipated number of homes delivered by 2023. The information set out provides a conservative estimate of delivery based on average completions over the previous three years. This does not take into account the measures proposed by the Council to boost housing delivery, such as the Local Plan or Development Management controls. Anticipated completions are therefore expected to be higher than the very cautious estimate below.

Table 7 Spelthorne – Housing Delivery Test 2023 – Projected

No of homes required			Total homes required	No of homes delivered			Total homes delivered	HDT Test %	Consequence
2020-2021	2021-2022	2022-2023		2020-2021	2021-2022	2022-2023			
403	611	618	1632	508	205	358	1071	65%	Action Plan + 20% Buffer + Presumption

Table 8 Improving Decision Making

Action	Service	Date
To review the standard planning conditions.	Planning Development Management	Ongoing
To continue to review the discharge of planning conditions to speed up the process.	Planning Development Management	Ongoing

To continue to liaise with applicants following planning permission to speed up procedures, especially the discharge of planning conditions, to enable an early start on site as possible.	Planning Development Management	Ongoing
To review the time condition now imposed on all new residential planning permissions requiring development to commence within a two year rather than three year time period within a shorter timescale than the relevant default period, where this would expedite the development without threatening its deliverability or viability.	Planning Development Management	Ongoing
To continue to improve planning performance on speed of decision making.	Planning Development Management	Ongoing
To continue to improve planning performance on quality of decision making.	Planning Development Management	Ongoing
To continue to improve the way of working between Planning Development and Environmental Health in respect of planning conditions.	Planning Development Management	Ongoing
To continue to provide ongoing Member training particularly in relation to housing delivery.	Planning Development Management	Ongoing
To continue to provide on-going planning officer training.	Planning Development Management	Ongoing
To further refine the programme of Idox measures to enhance agile / paperless working in DM.	Planning Development Management	Ongoing
To further refine the programme of Enterprise measures for DM staff to manage workloads and performance, improve the use of resources and efficiency / performance.	Planning Development Management	Ongoing

To continue to develop and offer a proactive pre-application service to support the delivery of sustainable development.	Planning Development Management	Ongoing
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Table 9 Supporting Wider Housing Opportunities

Action	Service	Date
To continue dialogue with developers and landowners to build out rates and obtain information on barriers to deliver housing.	Strategic Planning	On-going
To work with site promoters and other stakeholders to deliver the Local Plan and allocations.	Strategic Planning	On-going
To continue to seek to achieve the maximum amount of Affordable Housing.	Planning (Strategic and Planning Development Management)	On-going
The Council will continue to facilitate the delivery of affordable housing by developing Council owned sites Knowle Green Estates.	Assets	On-going
CIL and S106 agreements – To continue to improve processes and improve monitoring.	Strategic Planning	On-going. Exacom software will assist in processing information.

Next Steps

- 4.13 The future actions identified will be implemented and monitored over the next year by Planning DM, Strategic Planning, Assets and Housing Strategy. The Housing Delivery Test results will be issued for each authority on a rolling

annual basis. If Spelthorne does not meet the test in future years, Housing Delivery Test Action Plans will continue to be produced by Planning Development Management.

4.14 This Action Plan will be reported to the Planning Committee for information.

4.15 The Council welcomes any suggestions to improve the delivery of housing in Spelthorne

4.16 It is proposed that this plan will be made publicly available on the Council's website.

Esmé Spinks
Planning Development
Manager

Hannah Bridges
Principal Planning Officer

Spelthorne Borough Council

August 2022

Information Document 1

1. Planning Policy Context

National Policy

- 1.1 In August 2020, the Government published a White Paper– titled “Planning for the Future” – which set out proposals for changes to the planning system. The paper proposed fundamental changes to a greater level of detail provided at the plan-making stage. However, this has now been replaced by the Levelling Up and Regeneration White Paper followed by the Bill which was introduced to Parliament on 11 May 2022. Its stated purpose is to “*drive local growth, empowering local leaders to regenerate their areas, and ensuring everyone can share in the United Kingdom ’ s success*” . The issue over housing delivery and any possible changes to the current methodology of housing provision for local planning authorities (currently calculated at 618 dwellings per year) has been the subject of much debate in the planning press. At the time of writing, the question of whether and when there will be any changes remains unclear and therefore, the Local Planning Authority is required to work within the existing legislation.
- 1.2 The Government reinforced its objective to significantly boost the supply of new homes and making the local authority more accountable for delivery in their area by publishing the following:
 - A revised National Planning Policy Framework (NPPF) February 2021 (An updated statement from the Department for Levelling Up and Regeneration is expected shortly);
 - The Housing Delivery Test Measurement Rule Book, July 2018;
 - Planning Practice Guidance (PPG) on Housing Supply and Delivery July 2019; and
 - The Housing Delivery Test: 2021 Measurement and its Technical note (January 2022).
- 1.3 The methodology for calculating the Housing Delivery Test is set out in the Housing Delivery Test Measurement Rule Book. It measures the number of net homes delivered against the number of homes required over a rolling three year period.
- 1.4 The Government is, therefore, committed to the improved delivery of more new homes nationally through their economic and housing growth agendas. To this end they have introduced a number of measures and reforms to the planning system intended to deliver more housing, improve housing affordability and remove barriers to development. Local planning authorities (LPAs) are challenged to be more proactive in increasing the speed and quantity of housing supply to meet the identified housing needs of their local area.

Local Plan Policy

- 1.5 The current Local Plan for Spelthorne comprises the following documents:
- Core Strategy & Policies DPD (adopted 2009)
 - Allocations DPD (adopted 2009)
 - Six policies from the 2001 Local Plan remain in force and still form part of the Development Plan for Spelthorne
 - South East Plan policy NRM11: Thames Basin Heaths
- 1.6 The Pre-submission Spelthorne Local Plan 2022 - 2037 (Regulation 19) has been prepared and is subject to public consultation from 15 June – 2 September 2022. The Local Plan sets out the Council's vision and objectives for the Borough and includes all development policies and allocations. The Council aim to submit the Local Plan to the Planning Inspectorate in Autumn 2022. The programme for preparing the local plan documents is available online².
- 1.7 The new Local Plan must allocate sufficient land in appropriate locations for the Council to demonstrate how it will positively meet its development needs and secure land for infrastructure to support anticipated levels of growth.

² <https://www.spelthorne.gov.uk/article/19897/Local-Development-Scheme>

Information Document 2

2. Housing Delivery Analysis

- 2.1 The Housing Delivery Test (HDT) has been introduced by the Government as a monitoring tool to demonstrate whether local areas are building enough homes to meet their housing need. The HDT, which was published in January 2022 updates the previous result published in January 2021. This compares the number of new homes delivered over the previous three years with the authority's housing requirement. In the case of Spelthorne, the housing requirement is the minimum annual local housing need figure (618 dwellings per annum as of April 2022³). The calculation is given as:

$$HDT(\%) = \frac{\text{Total net homes delivered over three year period}}{\text{Total number of homes required over three year period}}$$

- 2.2 The HDT will be used to determine the buffer to apply in housing supply assessments and whether the presumption in favour of sustainable development should apply. The National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG) introduced the 'Housing Delivery Test' (HDT) in a phased approach over three years. Once fully implemented the HDT will have the following consequences:

- Where housing delivery over the previous three years has been less than 95% of the housing requirement, LPAs should prepare an action plan setting out the causes of under delivery and the intended actions to increase delivery;
- Where delivery has been less than 85% of the housing requirement, a 20% buffer should be applied to the supply of deliverable sites for the purposes of housing delivery assessment;
- Where delivery has been less than 75% of the housing requirement, the NPPFs presumption in favour of sustainable development will apply. The three year transitional period has now ended therefore the HDT consequences will be standardized moving forward.

³ The 'number of homes required' within the HDT calculation for 2019-20 is lower than the Local Housing Need figure to account for the impacts of the Covid-19 pandemic. The requirement is therefore 552.

- 2.3 The presumption in favour of sustainable development will now apply if the test result is less than 75% from November 2020.
- 2.4 In the 2021 HDT measurement, published in 2022, there were 49 councils below 75% and consequently now face the 'presumption in favour of sustainable development'. The 2021 housing delivery test figure for Spelthorne is 69%, meaning it now faces this consequence. This calculation is based on the data set out in Table 10.

Table 10 Spelthorne – Housing Delivery Test: 2021 Measurement (published January 2022)

No of homes required			Total homes required	No of homes delivered			Total homes delivered	HDT Test %	Consequence
2018-2019	2019-2020	2020-2021		2018-2019	2019-2020	2020-2021			
599	552	403	1,554	337	228	508	1073	69%	Presumption in favour of development

- 2.5 As a consequence, Spelthorne is required to produce an Action Plan within a period of 6 months of publication of the Housing Delivery Test measurement.
- 2.6 Spelthorne Borough Council (SBC) is responding to this challenge and has the ambition, recognised across its key strategic documents, to increase and accelerate the delivery of new housing across the district. The allocation of land to accommodate a minimum of 9,270 new homes (618 dwellings per annum) is being made through the emerging Local Plan, scheduled for Adoption in Summer 2023. The Council has again challenged the standard method figure, largely due to the constraints present in the Borough. The Council will continue to plan for the Local Housing Need figure to comply with the current national planning policy and guidance. The Regulation 19 Local Plan identifies sufficient homes to meet housing needs over the 15-year plan period.
- 2.7 The NPPF advises that an Action Plan is:
- “A document produced by the local planning authority to reflect challenges and identify actions to address under-delivery against the housing requirement in the area. The document’s purpose is to detail the reasons for under-delivery and the steps the authority intends to take in mitigation and drive up delivery in the area. A good action plan will identify ways to reduce the risk of further under-delivery and set out the case for measures to maintain or improve levels of delivery”.*
- 2.8 The table on the following page sets out the position for all Surrey boroughs and districts. It can be seen that at present seven out of the eleven authorities are required to produce a housing delivery action plan. The possible consequences are based on the following:
- 95% = Action Plan
 - 85% = Action Plan + 20% buffer
 - 75% = Action Plan + 20% buffer + presumption in favour of development

Table 11 Surrey Local Authorities – Housing Delivery Test 2021

Local Authority	No of homes Required			Total Homes required	No. of homes delivered			Total Homes Delivered	HDT Test %	Current Consequence 2021 HDT Measurement
	2018-2019	2019-2020	2020-2021		2018-2019	2019-2020	2020-2021			
Elmbridge	623	573	421	1618	427	396	310	1133	70%	Presumption + 20% Buffer + Action Plan
Epsom and Ewell	577	529	384	1490	165	185	169	519	35%	Presumption + 20% Buffer + Action Plan
Guildford	563	515	375	1452	543	622	923	2087	144%	None
Mole Valley	447	411	302	1159	374	162	274	810	70%	Presumption + 20% Buffer + Action Plan
Reigate and Banstead	465	544	429	1438	528	492	792	1811	126%	None
Runnymede	512	468	341	1321	665	381	392	1438	109%	None
Spelthorne	599	552	403	1554	337	228	508	1073	69%	Presumption + 20% buffer + Action Plan
Surrey Heath	336	304	218	859	406	376	352	1134	132%	None
Tandridge	649	593	430	1672	249	268	117	634	38%	Presumption + 20% Buffer + Action Plan
Waverley	590	540	393	1523	375	605	672	1652	109%	None
Woking	338	308	225	872	231	305	147	683	78%	20% Buffer + Action Plan

- 2.9 Where there is a presumption in favour of development, the “tilted balance” applies where the balance is skewed in favour of sustainable development and granting planning permission except where the benefits are ‘significantly and demonstrably’ outweighed by the adverse impacts or where specific policies in the National Planning Policy Framework (NPPF) indicate otherwise. The “tilted balance” also applies where there is the absence of relevant up to date development plan policies or where the local authority does not have a five year housing land supply which is presently the case for Spelthorne.
- 2.10 The tilted balance therefore increases the prospect of planning permission being granted because it ‘tilts’ the balance in favour of approving an application.

Spelthorne’s Current Housing Land Supply Position

- 2.11 The Council’s housing target based on our local housing need is currently 618 dwellings per annum as of April 2022 and this comprises the basis for calculating the five-year supply of deliverable sites. In using the local housing need figure of 618 as the starting point for the calculation of a five year supply, it must be borne in mind that this does not represent a target as it is based on unconstrained need. The Council is planning to meet the local housing need figure of 618 homes per annum through its emerging Local Plan. The Strategic Land Availability Assessment is updated annually to consider all suitable, available and achievable land in the Borough to help meet development needs.
- 2.12 The sites identified in the SLAA as being deliverable within the first five years have been used as the basis for a revised 5-year housing land supply figure. Whilst this has shown that notionally we have identified sufficient sites to demonstrate that we have a five year supply of housing sites we now have to apply an additional 20% buffer rather than the previously used 5%. This is because Government guidance (NPPF para 73) requires the application of a 20% buffer “*where there has been significant under delivery of housing over the previous three years*”. We now must have regard to the Local Housing Need figure plus buffer of 742 (618 + 20% buffer) dwellings per annum and, on this basis, the Council has not been able to deliver a sufficient number of dwellings in recent years. It therefore has no choice now but to apply the additional buffer for the five year period from 1 April 2022 to 31 March 2027. The effect of this increased requirement is that the identified sites only represent some 4.43 years supply and accordingly the Council cannot, at present, demonstrate a five year supply of deliverable housing sites.
- 2.13 As a result, current decisions on planning applications for housing development need to be based on the “tilted balance” approach as set out in paragraph 11 of the NPPF (2019) as referred to above.
- 2.14 The need for housing has increased significantly since the adoption of the Core Strategy in 2009. The Council produced a Strategic Housing Market Assessment (SHMA) in 2015 identifying its housing need within the Housing Market Area that it shares with Runnymede. This identified a

need for 552-757 dwellings per annum. The Government subsequently issued its 'Planning for the Right Homes in the Right Places' consultation in 2017 which set out the housing need for each local planning authority using the standard method. The Government finalised its guidance on the standard method for calculating housing need in February 2019. As the housing target in its Core Strategy 2009 is more than five years old, the five-year housing land supply should be measured against the area's local housing need calculated using the Government's standard method. Local Housing Need is currently 618 dwellings per annum in Spelthorne. Table 12 sets out the Borough's net housing completions against its housing requirement.

Table 12 Local Housing Need & Delivery

	Completions (net)	Local Housing Need (Min.)	Source	Shortfall to Min. OAN
2014 – 15	265	166	Core Strategy 2009	+99
2015 – 16	308	166	Core Strategy 2009	+142
2016 – 17	347	552	SHMA 2015	-205
2017 – 18	250	552	SHMA 2015	-302
2018 – 19	289	590	LHN 2018	-301
2019 – 20	228	599	LHN 2019	-378
2020 - 21	639	606	LHN 2020	+33
2021 – 22	205	611	LHN 2021	-406

Five Year Supply Position

Need 2021/22 - 2025/26 = (5 x 618) =	3090
Buffer at 20% = (3090 x 1.2) =	3708
Annual need including 20% buffer =	742
Projected 5 year supply =	3286
Housing supply (3094 / 708) =	4.43 years of supply or 89%

Spelthorne's Housing Performance

- 2.15 A large proportion of the existing housing stock was built between 1920 and 1970. A very high proportion is owner-occupied and comprises mainly detached, semi-detached and terraced housing. The 2011 Census indicates that approximately 12% of the stock is social housing managed by Registered Social Landlords (RSLs) with a similar amount of private rented accommodation. Some 3.5% of the stock is vacant. The Housing completions (net) by sector April 2009-March 2022 is set out in Appendix 4 Table 21.
- 2.16 House prices have continued to fluctuate. Table 13 illustrates changes in annual average (median) house prices over the last ten years according to latest available data. Data on house prices is derived from actual sale prices which can show significant variation over time, particularly when the total volume of sales is small. The information should therefore be seen only as a guide to relative movement in house prices by type.
- 2.17 All affordable housing for rent is managed by RSLs and for each scheme granted planning permission the Council initially has 100% nomination rights for first lets with 75% thereafter. One important contextual indicator relating to the achievement of affordable housing policies is the size and composition of the Housing Register. Since 2009 the Council has operated a Choice Based Lettings scheme which significantly extends the opportunities for families on the Housing Register.

Table 13 Average House Prices in Spelthorne by type of dwelling

	Type of Dwelling			
	Detached	Semi-detached	Terraced	Flat/Maisonette
March 2013	£413,453	£288,940	£235,190	£167,183
March 2014	£452,436	£316,491	£257,380	£182,821
March 2015	£516,173	£361,784	£293,173	£208,525
March 2016	£592,566	£414,053	£333,480	£234,909
March 2017	£621,268	£430,119	£346,341	£249,377
March 2018	£626,016	£436,594	£350,260	£248,872
March 2019	£623,430	£366,785	£346,192	£242,583
March 2020	£622,124	£436,085	£348,964	£238,159
March 2021	£650,856	£454,713	£366,415	£241,539
March 2022	£720,721	£498,707	£394,531	£258,075
% change 2013-2022	74%	£73%	£68%	54%

Source: <http://landregistry.data.gov.uk/app/ukhpi/explore>

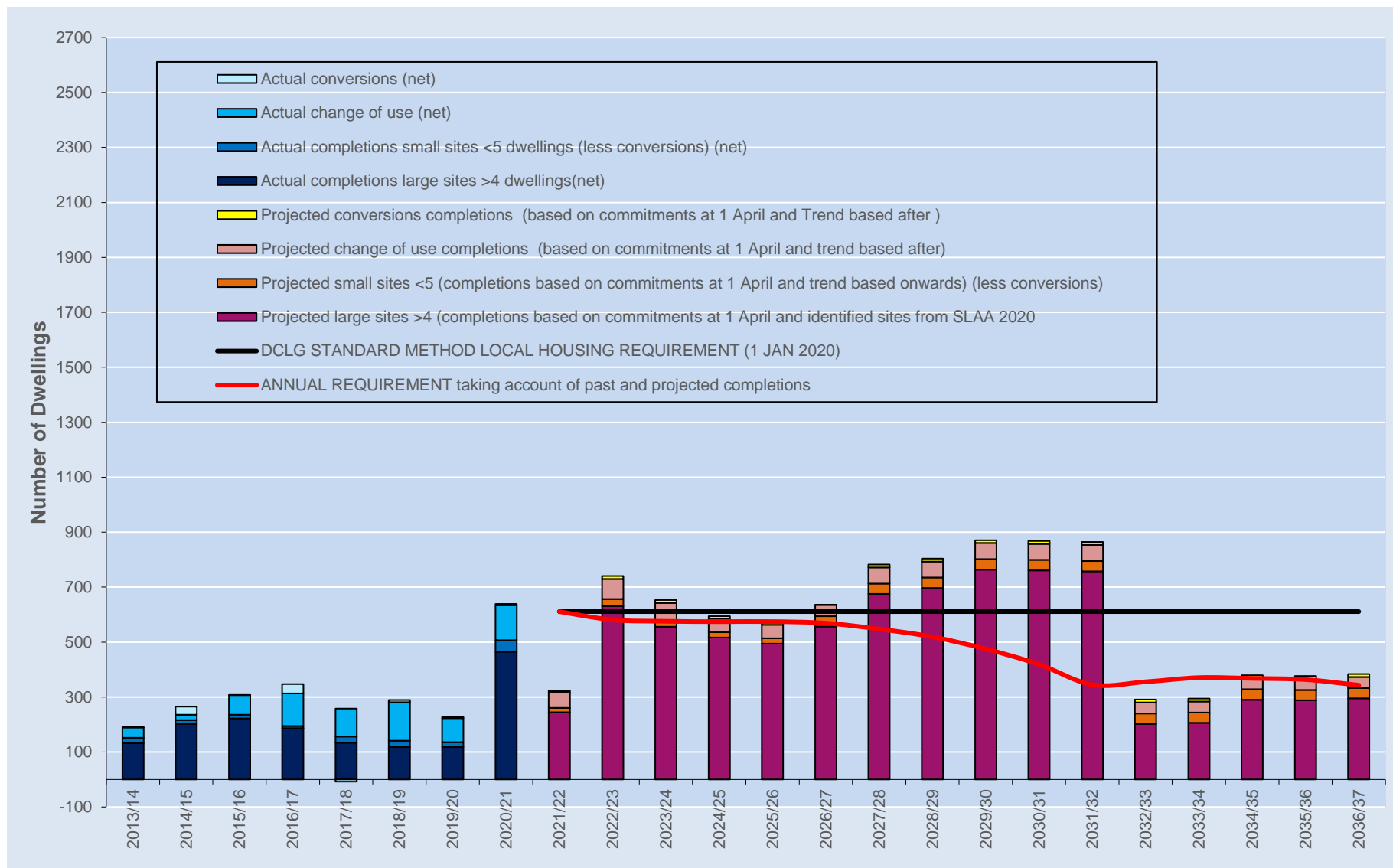
Projecting future provision

- 2.18 The housing trajectory (Table 14 and Figure 1) shows housing completions for the last seven years and anticipated delivery for the next 15 years to 2037. It combines information on past completions, existing planning permissions and identified housing sites from the Strategic Land Availability Assessment 2020 to illustrate projected housing supply going forward into the new Local Plan period.
- 2.19 Net completions for the previous seven years (including the reporting year) are recorded and broken down into four categories – conversions, change of use, small sites with fewer than 5 dwellings (net) and large sites of 5 or more dwellings (net). Data on housing completions by bedroom are set out in Table 16. Data for projected completions in future years is recorded on the same basis in Table 14.

Table 14 Draft Housing Trajectory Data 2021-2037

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37
Actual Total completions (gross)	333	355	374	287	310	248	656																
Actual Total completions (net)	265	308	347	250	289	228	639	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Actual conversions (net)	29	1	34	-8	8	5	5																
Actual change of use (net)	20	71	118	102	140	87	127																
Actual completions small sites <5 dwellings (less conversions) (net)	14	14	8	22	23	17	42																
Actual completions large sites >4 dwellings(net)	202	222	187	134	118	119	465																
Annual Losses	68	47	27	37	21	20	17	34															
Losses due to conversions	8	4	7	17	7	7	4	8															
Losses due to change of use	0	0	0	0	2	0	4	1															
Losses on small sites <5 dwellings (less conversions)	17	13	20	8	11	13	9	13															
Losses on large sites >4 dwellings (net)	43	30	0	12	1	0	0	12															
Under Construction at start of year (gross)	359	413	439	476	1010	1094	982	538															
Difference between u/c and comps in each year	26	58	65	189	700	846	326	538															
Completions as a percentage of U/C figure at start of year	92.758	85.96	85.194	60.29	30.69	22.67	66.80	0.00															
Projected annual completions (net) all sources								323	747	653	594	572	637	782	804	871	868	864	291	295	379	377	384
Projected conversions completions (based on commitments at 1 April and Trend based after)								5	11	10	9	9	1	11	11	11	11	11	11	11	11	11	11
Projected change of use completions (based on commitments at 1 April and trend based after)								58	73	63	49	49	41	59	59	59	59	59	40	40	40	40	40
Projected small sites <5 (completions based on commitments at 1 April and trend based onwards) (less conversions)								16	26	23	19	19	38	38	38	38	38	38	38	38	38	38	38
Projected large sites >4 (completions based on commitments at 1 April and identified sites from SLAA 2020								245	638	556	517	495	557	675	697	764	761	757	202	206	290	288	295
ANNUAL REQUIREMENT taking account of past and projected completions								611	580	575	574	574	568	547	518	474	418	344	354	369	366	360	336
SUMMARY OF SUPPLY																							
SLAA TOTALS (Sites >4)									349	308	330	308	370	675	697	764	761	757	202	206	290	288	295

Figure 1 Draft Housing Trajectory 2021-2037



- 2.20 Anticipated completions for the year 2021/21 are based on the assumption that 60% of the 538 units under construction at the start of the year in Table 15 will be completed during the year. The remaining 40% would be completed over the next two years with 30% in year 2 and 10% in year 3. This is to allow time for dwellings on large sites to be completed and to ensure that regard is had to past performance so that the likely number of completions in the current year is not overestimated.
- 2.21 For the period from 2022/23 to 2036/37 the estimated net annual completions are based on the following components:
- Dwellings under construction
 - Dwellings with planning permission (unimplemented)
 - Estimates for dwellings provided by conversions, change of use and from small sites (fewer than 5 units net)
 - Sites of 5 or more dwellings identified in the SLAA 2021.
- 2.22 Given the past trends in the Borough's implementation rates of planning permissions it has been assumed that most remaining unimplemented permissions will be completed over the next five year period from 2021. However, a small non-implementation factor of 5% has been applied on a precautionary basis to allow for permissions which expire.
- 2.23 The third component of the trajectory is based on estimates and is made up of four elements. The first, dwellings provided by conversion of existing residential properties into smaller units, is calculated from the average annual net provision over seven years. The second element derives from the change of use from non-residential property to residential, such as a shop to a dwelling. Again, the estimate is based on the annual average net provision over a seven year period. Traditionally this was always a small component of the overall total. However, the significant increase in large office to residential conversions as a consequence of the Government's relaxation of planning controls has significantly increased this source of supply which is now estimated separately. It is not known how long this trend will continue, so whilst the trajectory takes account of known schemes, the longer term estimate for this source of dwelling supply remains cautious having regard to current levels of provision.
- 2.24 The fourth element relates to new build dwellings on sites delivering fewer than five dwellings (net). This is the threshold for sites considered to be too small to be reliably identified in the SLAA. Currently there is no evidence from completions data to suggest that this source of new housing is likely to decline over the plan period and the estimate of 38 units per annum is taken from the SLAA. This is based on the average annual net completions figure for the last nine years and is included in the trajectory in years 5-10 and 10-15.
- 2.25 The final component of supply is that provided by the SLAA 2021. Every site of 5 or more dwellings listed in the study is assessed on a likely implementation date based on the criteria of whether a site is developable and deliverable over the next fifteen years broken down into three five year periods.

- 2.26 The data is illustrated in graphical form in Figure 2 showing by means of the columns, the actual and forecast completion rates. The trajectory illustrates the effect of taking into account the latest objectively assessed housing need figures published in the Government's proposed methodology. The horizontal black line therefore shows the requirement of 611 per annum⁴. It shows that, given the current level of completions forecast for the plan period, the overall number of dwellings for the remainder of the plan period based on 611 will not be achieved. The red line shows the effect of completions each year on the overall plan requirement taking account of the dwellings completed each year to provide a residual figure. The need to review the Local Plan remains paramount.
- 2.27 The Council is planning to meet the Local Housing Need derived from the standard method for calculating housing need in its emerging Local plan. Whilst the Council is currently unable to meet its housing needs in the urban area alone, the release of a small amount of Green Belt through the Local Plan will help the Council to meet its development needs in full. The Local Plan strategy includes a 0.7% release of Green Belt alongside making an efficient use of brownfield land and maximising densities in sustainable locations. The number of dwellings completed, under construction and with outstanding planning permission at 31 March 2022 is shown in Table 15.

Table 15 Number of dwellings completed, under construction and with outstanding planning permission at 31 March 2022

	Conversion/ Change of Use	Small sites (less than 0.4ha)	Large sites (0.4ha or greater)	Total dwellings – all sites
Gross Completions (2021-2022)	23	4	183	210
Losses (2021-2022)	2	3	0	5
Net Completions	21	1	183	205
Units under construction	92	28	225	345
Units not started on sites under construction	0	0	0	0
Units with outstanding planning permissions (net)	324	64	899	1287
Units pending Section 106 agreement (net)*	0	0	165	165
Total units outstanding	416	92	1289	1797

(Source: In house monitoring)

*This figure includes all sites pending S106 agreements which have not been concluded or formally withdrawn.

⁴ Requirement with 2021 as the baseline, with trajectory as at 31 March 2021.

Table 16 Approved and Implemented Residential Development

Year	Schemes approved in year	Units approved in year	Starts this year	Total under construction
2021-2022	58	443	17 ⁵	345
2020-2021	52	242	212	538
2019-2020	63	756	138	982
2018-2019	69	998	270	1092
2017-2018	89	1085	821	1010
2016-2017	54	654	411	476
2015-2016	68	581	381	439

2.28 Table 16 shows the rate of approved residential schemes in Spelthorne since 2015-16. This highlights the Council's rate of approval and also shows the number of units started each year by developers. Starts each year are generally much lower than the number of approvals, indicating that whilst the Council is positively responding to the challenge of boosting its role in housing delivery internally, external factors which are beyond the control of the Council will influence the decision to implement a scheme.

⁵ Building Control capacity issues have delayed the provision of commencement and completion data – to be updated once available but likely to be higher than the figure recorded.

Table 17 Housing completions (net) by bedroom April 2009-March 2022

Year	Total Dwellings (Gross)					Losses (ii)					Net Completions					Running Total
	1 bed	2 bed	3 bed	4 bed	Total	1 bed	2 bed	3 bed	4 bed	Total	1 bed	2 bed	3 bed	4 bed	Total	
2009-2010	77	166	26	27	296	2	36	43	4	85	75	130	-17	23	211	211
2010-2011	70	112	19	11	212	3	21	43	6	73	67	91	-24	5	139	350
2011-2012	53	91	90	28	262	3	43	52	5	103	50	48	38	23	159	509
2012-2013	66	98	38	20	222	2	6	42	2	52	64	92	-4	18	170	679
2013-2014	66	98	19	15	198	2	2	1	2	7	64	96	18	13	191	870
2014-2015	79	172	48	34	333	42	8	8	10	68	37	164	40	24	265	1,135
2015-2016	89	166	71	29	355	2	6	31	8	47	87	160	40	21	308	1,443
2016-2017	98	189	50	37	374	6	11	8	2	27	92	178	42	35	347	1,790
2017-2018	108	111	36	32	287	8	12	6	11	37	100	99	30	21	250	2,040
2018-2019	164	92	33	21	310	3	4	8	6	21	161	88	25	15	289	2,329
2019-2020	122	98	20	8	248	1	6	11	2	20	121	92	9	6	228	2,557
2020-2021	294	327	30	5	656	0	6	7	4	17	294	32	23	1	639	3,196
2021-2022	92	114	4	0	210	0	0	5	0	5	92	114	-1	0	205	3401
2009-2022 (i)	1,378	1,834	484	267	3,963	74	161	265	62	562	1,304	1,673	219	205	3,401	

(i) Period covered by the Spelthorne Core Strategy and Policies DPD.

(ii) Losses of residential units (through redevelopment, conversion and to other uses) are accounted for in the year in which a development is commenced on the site.

Density

2.29 From 2009 to 2021 the average density for all completed schemes was 57 dwellings per hectare. Table 17 shows that there has been a notable increase towards higher density development over the past two years.

Table 18 Percentage of new dwellings on completed sites between 2009 and 2022 at different density ranges.

Year	Sites completed in year	Number of dwellings on completed sites	Average density of completed sites	% of dwellings completed at different density ranges		
				<35	35-75	>75
2009-2010	40	235	63	3%	67%	30%
2010-2011	38	272	64	7%	52%	41%
2011-2012	33	260	39	7%	89%	4%
2012-2013	38	146	44	18%	42%	40%
2013-2014	27	242	55	6%	44%	50%
2014-2015	42	307	65	18%	11%	71%
2015-2016	28	176	76	6%	42%	52%
2016-2017	46	440	51	19%	55%	26%
2017-2018	44	296	50	29%	27%	44%
2018-2019	48	459	66	57%	8%	35%
2019-2020	35	230	71	7%	23%	70%
2020-2021	58	513	134	9%	8%	83%
2021-2022	12	137	190	2%	5%	93%
Total	942	3,713	247			

Source: In house monitoring

Affordable housing

2.30 The overall provision of affordable housing has declined in recent years, however more recently the number of units has risen (Table 18). 211 units are currently under construction. There is an increasing trend for developers to seek to reduce on-site provision of affordable housing on the grounds of viability and / or to promote off-site provision or an in-lieu financial contribution. A number of larger schemes have recently been granted planning permission with significantly lower proportions of on-site provision than Policy HO3 seeks to achieve. In addition, the conversion of offices to residential under the “prior approval” regime has prevented the negotiation of affordable housing in a significant number of schemes.

2.31 Some £4.03m has been received between 2014/15 and 2019/20 in contributions in lieu of on-site affordable provision. The effectiveness of financial

contributions in lieu of on-site provision will need to be closely monitored in the future to ensure that opportunities to increase the supply of affordable housing are maximised. There are a number of Council projects in the pipeline which will be partly funded from S106 money and these are referred to under the Action Plan Context and Action Plan below.

Table 19 Number of affordable homes provided per year since 2009

Year	Affordable dwellings completed (gross)	Affordable dwellings lost in year	Affordable dwellings completed (net)	Rent		Shared Ownership		Other/not specified	
				Gross units	%	Gross units	%	Gross units	%
2009-10	99	54	45	64	65	35	35	0	0
2010-11	96	44	52	84	87	12	13	0	0
2011-12	144	59	85	101	70	43	30	0	0
2012-13	63	20	43	51	81	12	19	0	0
2013-14	44	0	44	44	100	0	0	0	0
2014-15	16	43	-27	8	50	8	50	0	0
2015-16	138	14	124	82	59	56	41	0	0
2016-17	46	0	46	46	100	0	0	0	0
2017-18	9	0	9	5	55.5	4	44.5	0	0
2018-19	6	0	6	6	100	0	0	0	0
2019-20	0	0	0	0	0	0	0	0	0
2020-21	177	0	177	22	12	155	88	0	0
2021-22	104	0	104	0	0	104	100	0	0
Total	838	234	708	513	54%	429	46%	0	0

Source: In house monitoring

Table 20 Affordable dwellings granted planning permission 2021-2022

	Number of sites	Total Dwellings (gross)	Affordable dwellings granted pp	Affordable dwellings as % of all dwellings granted pp
All schemes	58	443	22	5%
Schemes above 15 unit threshold as defined in Policy HO3 ⁶	7	316	22	7%

Source: In house monitoring

⁶ As per national planning guidance (NPPF 2021) this is now applied to schemes of 10 units or more.

2.32 The conversion of offices to residential under the “prior approval” regime has prevented the negotiation of affordable housing in a significant number of schemes. In the year to 31 March 2022, six applications for prior approval were granted, involving the loss of office floorspace with the provision of 176 dwellings, but with no affordable housing (Table 20).

Table 21 Prior approval applications granted April 2021-March 2022

Application No	Address	Date Approved	Number of dwellings	Commenced
21/00009/PDO	51-53 Church Street, Ashford	26/04/21	8	Unimplemented
21/01220/PDO	Magna House, 18-32 London Road	19/09/21	26	Unimplemented
21/01199/PDO	Elizabeth House, 56-60 London Road	09/09/21	20	Unimplemented
21/01151/PDO	Birch House, Fairfield Avenue	02/09/21	25	Unimplemented
21/01259/PDO	Atrium, 31/37 Church Road	24/09/21	20	Unimplemented
21/01274/PDO	1 London Road, Staines	23/09/21	77	Unimplemented

The Brownfield Land Register

2.33 The National Planning Policy Framework (NPPF) requires councils to encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value. All sites included on the register have been provisionally assessed as meeting the NPPF definition of previously developed land.

2.34 To be included, sites must also meet the following:

1. at least 0.25 hectares in size or capable of supporting at least five dwellings;
2. "suitable" for residential development;
3. the land is "available" for residential development; and
4. residential development of the land is "achievable".

2.35 Spelthorne published its Part 1 Brownfield Register in December 2018 and updates this annually. The Register provides up-to-date and consistent information on sites that are considered to be appropriate for residential development as long as they meet the criteria set out in Town and Country Planning (Brownfield Land Registry) Regulations 2017. Registers are in two parts, Part 1 comprises all brownfield sites appropriate for residential development and Part 2 those sites granted permission in principle. The Part 1 Brownfield Land Register includes sites that have planning permission, or are allocations in the adopted Local Plan. In due course the register will be extended to include relevant sites that have been submitted through Spelthorne's Strategic Land Availability Assessment (SLAA) or appropriate sites which meet the criteria.

2.36 The Brownfield Land Register does not affect the status of sites that already have planning permission or are allocated in the adopted Local Plan for development. The inclusion of other sites on the register does not give them any formal status, or grant permission in principle, or in any sense infer that planning permission will be granted for development. The Brownfield Land Register will be subject to periodic review and through ongoing refinement further sites will be added whilst others may be removed.

The New Local Plan

2.37 The current review of the Council's Local Plan has identified a need to create around 618 housing units each year over the next 15 years. The Pre-submission Spelthorne Local Plan 2022 – 2037 has been consulted on from 15 June – 5 September 2022. The Local Plan strategy looks to meet housing needs in full through a combination of intensifying development of Brownfield land, growth within Staines-upon-Thames and removing a limited amount of Green Belt but with additional safeguards to take account of the public's views on loss of Green Belt.

2.38 The Staines Development Framework has also been consulted on alongside the Local Plan. This will provide a structure to shape and transform the town centre. The Development Framework is an important element of the new Local Plan as it will set out the opportunities for Staines to deliver new homes, commercial activity and vital infrastructure.

Information Document 3

2 Key challenges

The key challenges set out in the following section have been identified as areas for the Council to overcome and to positively address any current barriers to housing delivery. In addressing these challenges, the Council will seek to maintain its high standards and will not compromise on the quality of housing delivered. In addressing these challenges, the Council will have regard to its corporate priorities and will seek betterment for the community.

COVID-19: the global pandemic and the associated lockdowns, particularly lockdown 1 which took place between March and July 2020, have had a significant impact on the national economy. Whilst the government advised that construction could continue (subject to social distancing being applied) a number of key strategic development sites within the borough stopped work. There has also been an absence of major and minor applications submitted since March 2020 and this will undoubtedly result in a lag in applications, permissions and eventual implementations.

Increasing numbers on the Housing Register: Over the past three years, the number of applicants on the Council's Housing Register has grown by 79%.

Lack of availability of existing affordable housing: In 2017/18 there were eleven applicants for every social housing vacancy.

High rates of statutory homelessness: There is an average of 116 households for whom we have a duty to provide accommodation per year, with one in five households approaching us due to the termination of a private sector tenancy.

High use of emergency and temporary housing for homeless households: The average occupancy of temporary accommodation at the end of each quarter in the four years to 2017/18 was 111 households. See Appendix 3 Table H4. For example, the average cost to the Council to accommodate one homeless household in emergency housing is approximately £6,500 per annum

Increasing affordability issues: ratio of the median house price to the median wage in the area evidences a year-on-year rise over the past four years, with Spelthorne outpacing the ratios for both the South East and England.

Lack of new-build affordable housing: The net increase of provision over the past five years has been 296 units – an average of 59 per year.

The Capital Strategy also identifies the following issues affecting the housing market in Spelthorne.

The effect of our proximity to London

As well as the evident demand for affordable housing from local residents, there is also considerable pressure from London. The cost of housing in London is even higher than in Spelthorne, and London boroughs are actively placing homeless households from their boroughs into Spelthorne, as well as 'block booking' emergency accommodation facilities within Spelthorne for their

homeless people, placing further demand on the already strained private sector.

Heathrow expansion

Notwithstanding the recent COVID-19 situation and the impact on the aviation sector, another key issue that will have a significant impact on our community is the possible expansion of Heathrow. There is currently uncertainty as to whether the airport will be expanded and the possible form this will take given the legal challenges and judgments associated with the Airports National Policy Statement (ANPS). If construction does start it is likely to go on for a minimum of nine years. This will introduce further pressure as people working on the Heathrow expansion seek to be housed close to their workplace.

Key worker accommodation

Whilst housing affordability is a significant issue in general, it acutely affects key workers, who help to run the essential local services such as schools, hospitals, doctor's surgeries and fire stations. According to Government statistics released in 2011, the latest records available, the medium income for employees within Spelthorne is £31,457, which is in line with the Surrey average. However, the starting salaries for essential local workers is much less. We know anecdotally that key worker staff are moving further and further away from Spelthorne into Hampshire and Berkshire and commuting to work. This means that when they look for their next promotion they are more likely to look in those areas; this is another factor leading to loss of workforce. Whilst some key workers are being recruited from London, one of the main factors which will keep them in Spelthorne is availability of affordable housing. The Council is seeking to tackle this through our housing company Knowle Green Estates Ltd and look at opportunities within allocated sites for the new Local Plan.

Subsidies

As affordable housing is provided at up to 80% of the market rate, subsidies are essential to make it viable. A private developer who pays market rate for land, finance, supplies and labour has to sell their properties at market rate to make a profit. When Spelthorne Council is acting as the developer, even if there is no profit, it is still difficult to deliver truly affordable housing. Housing for rent can pay for itself over a period of time because of the rental income which it generates. However, the Council needs to be in a position to forward fund such developments and the cost of finance for the acquisition, development and construction stages is prohibitive for councils unless they receive Government subsidy. This is similar to the way Housing Associations operate – having a market rate product to sell and rent, the surplus of which subsidises the affordable elements of their business. The bottom line is that, even with the Government grant funding available through Homes England, affordable housing developments need significant capital investment and cash flow to deliver.

Engagement with Stakeholders

The Pre-submission Spelthorne Local Plan 2022 – 2037 has taken place from June to September 2022. A large range of stakeholders have been engaged as part of the consultation process including landowners, developers, utility providers and statutory consultees. The Council has held

a number of consultation events to raise awareness of the Local Plan consultation and boost engagement.

The Council is aiming to submit the Local Plan for examination in late 2022 with adoption anticipated for mid-2023.

Evidence base documents are also under production alongside the Local Plan and the Strategic Planning team will continue to engage with all stakeholders throughout the production of the Local Plan, including regular contact with landowners and their agents, to ensure the sites that will be allocated will be delivered when anticipated.

Rail access to Heathrow

To date, the government is advancing two new major rail schemes (Western Rail to Heathrow and Southern Rail to Heathrow) to significantly transform rail access to and from Heathrow. The government plans to partly involve the private sector in its financing, delivery and maintenance. It aims to improve access to Heathrow from the south, reduce rail journey times, ease road and passenger congestion, create additional connections, generate economic growth and new jobs and provide an alternative form of transport for passengers, especially people who travel to the airport by car.

Alternatively, the Council has submitted a £375m light rail scheme to Heathrow to the Department of Transport (DfT) as part of its call for ideas on third party funded projects. The light rail has also been identified as an Innovation Partner with Heathrow although this work is currently paused due to the recent COVID-19 pandemic.

Appendix 4

Table 22 Housing completions (net) by sector April 2009-March 2022

	Total Dwellings)				Losses (ii)				Net Completions				
Year (Apr-Mar)	Private	RSL	Public	Total	Private	RSL	Public	Total	Private	RSL	Public	Total	Running Total
2009-2010	197	99	0	296	29	56	0	85	168	43	0	211	211
2010-2011	116	96	0	212	29	44	0	73	87	52	0	139	350
2011-2012	118	144	0	262	43	60	0	103	75	84	0	159	509
2012-2013	159	63	0	222	32	20	0	52	127	43	0	170	679
2013-2014	154	44	0	198	7	0	0	7	147	44	0	191	870
2014-2015	317	16	0	333	25	43	0	68	292	-27	0	265	1,135
2015-2016	217	138	0	355	33	14	0	47	184	124	0	308	1,443
2016-2017	328	46	0	374	27	0	0	27	301	46	0	347	1,790
2017-2018	278	9	0	287	37	0	0	37	241	9	0	250	2,040
2018-2019	304	6	0	310	21	0	0	21	283	6	0	289	2,329
2019-2020	248	0	0	248	20	0	0	20	228	0	0	228	2,554
2020-2021	479	177	0	656	17	0	0	17	462	177	0	639	3,196
2021-2022	106	104	0	210	5	0	0	5	205	0	0	205	3,401
2009-2022(i)	3,021	942	0	3,963	325	237	0	562	2,800	601	0	3,401	

(i) Period covered by the Spelthorne Core Strategy and Policies DPD.

(ii) Losses of residential units (through redevelopment, conversion and to other uses) are accounted for in the year in which a development is commenced on the site.

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6 September 2022

Title	Housing Delivery Test Action Plan 2022
Purpose of the report	To make a decision
Report Author	Esmé Spinks, Planning Development Manager Hannah Bridges, Principal Planning Officer
Ward(s) Affected	All Wards
Exempt	No
Exemption Reason	No
Corporate Priority	Housing
Recommendations	Committee is asked to: <ol style="list-style-type: none"> 1. Agree the Housing Delivery Test Action Plan 2022 2. Publish the Housing Delivery Test Action Plan 2022 on the Council's website
Reason for Recommendation	The completion of the plan is a requirement because only 69% of the housing needs have been delivered over the last three years. The plan identifies actions to address under-delivery against the housing requirement in the area. The plan looks at the reasons for under delivery and the steps to be taken to drive up housing delivery in the area.

1. Key issues

- 1.1 The Housing Delivery Test (HDT) has been introduced by the Government as a monitoring tool to demonstrate whether local areas are building enough homes to meet their housing need. The HDT, which was published in February 2022 updates the previous results published in 2019, 2020 and 2021. The test compares the number of new homes delivered over the previous three years with the authority's housing requirement. In the case of Spelthorne, the housing requirement is the minimum annual local housing need figure (618 dwellings per annum as of February 2021).

The calculation for Spelthorne is given as:

$$1073/1554 \times 100 = 69\%.$$

1.2 The HDT was introduced in a phased approach over three years. The HDT will have the following consequences:

- Where housing delivery over the previous three years has been less than 95% of the housing requirement, LPAs should prepare an action plan setting out the causes of under delivery and the intended actions to increase delivery;
- Where delivery has been less than 85% of the housing requirement, a 20% buffer should be applied to the supply of deliverable sites for the purposes of housing delivery assessment;
- Where delivery has been less than 75% of the housing requirement, the NPPFs presumption in favour of sustainable development will apply. The three year transitional period has now ended therefore the HDT consequences will be standardized moving forward.

1.3 As a consequence of the HDT being 69%, the local authority falls into the category where the following apply:

- an action plan should be prepared,
- a 20% housing buffer figure is applied to the housing requirements, and
- a presumption in favour of development within the borough applies as the housing delivery over the last three years is less than 75%.

There are no known consequences if Spelthorne fails to produce an action plan when required to. However, the proposed action plan demonstrates that Spelthorne Council is taking positive steps and is serious about housing delivery.

1.4 The housing test results for the last four years are set out in the following table:

Measurement Year	Total Homes Required	Total Homes Delivered	HDT score (%)	Consequence
2022	1,073	1,554	69%	Presumption
2021	1,574	785	50%	Presumption
2020	1,509	904	60%	Action Plan + 20% Buffer
2019	1,394	876	63%	Action Plan + 20% Buffer

Measurement Year	Total Homes Required	Total Homes Delivered	HDT score (%)	Consequence

In summary, the housing delivery test result for Spelthorne was 63% in 2019, 60% in 2020 and 50% in 2021. This demonstrates that the housing delivery compared with housing needs increased in the last year. An analysis of the 2021 position in all Surrey authorities is contained in Table 11 of the main report. Other local authorities with the same consequences are Elmbridge (70%), Epsom and Ewell (35%) and Tandridge (38%).

1.5 The HDT Action Plan is the Council's response to the challenge set out in the Government's National Planning Policy Framework to boost significantly the supply of homes and has five goals:

- To examine the possible causes of the 'under delivery' of new homes in the Borough.
- To explain what the Council has been doing so far to boost housing delivery.
- To gather evidence on sites with planning permission (and sites under construction for housing development) to understand what barriers are preventing homes being built.
- To build relationships with developers, landowners and agents responsible for building homes on sites that have planning permission, allowing the Council to adopt the role of an enabler of much needed residential development ensuring housing permissions are built out as quickly as possible.
- To set out what actions the Council can take to increase the rate and number of homes built in Spelthorne.

2 Options analysis and proposal

2.1 The first section of the report examines the action plan context. These include Spelthorne's corporate documents which play a role in housing delivery. It should be noted that this action plan does not play any role in deciding the future of the current Green Belt or proposed housing allocations. These have been dealt with completely separately as part of the emerging new local plan and Staines Development Framework.

2.2 The next section is an assessment of the 'under delivery' of new homes in the Borough including a review of the potential reasons behind the housing supply deficit. This includes the local and national issues which influence housing delivery, i.e., affordability issues, proximity to London, Covid 19 impacts, difficulties once development has commenced). A range of data and sources have been used to inform this analysis. As part of this process, the Council has engaged with stakeholders to improve its understanding of the issues

effecting housing delivery. The analysis of the issues has been used to inform what actions the Council need to take to improve its housing delivery.

2.3 Critically, the final section of the action plan includes a number of measures to improve decision making and also to support wider opportunities. These include, amongst many:

- working with site promoters and other stakeholders to deliver Local Plan allocations,
- continuing to improve planning performance on speed and quality of decision making,
- refining the Planning DM computer software and procedures to enhance agile / paperless working in DM and to
- constantly reviewing the discharge of planning conditions (after planning permission has been granted) to speed up the process.

2.4 The Action Plan identifies future actions to boost housing delivery, including the need to maintain progress on the development of the emerging Local Plan. The Council's assets offer a positive opportunity to boost housing delivery further moving forward however barriers to development will need to be reduced.

2.5 Once adopted, the Local Plan will provide more certainty as to the Council's housing land supply and will help to deliver housing to meet the Borough's development needs.

3 Financial implications

3.1 There is a need to progress with the Local Plan to an Examination in a timely fashion to avoid further delays in meeting the borough's housing needs and potentially costly appeals.

4 Other considerations

Local Plan

4.1 The Council is currently developing its Draft Local Plan and Staines Development Framework which once adopted will guide development in the Borough to 2037. Ensuring timely progress on the Local Plan will help the Council to boost its housing delivery, address the issues raised in the HDTAP and give the Council more decision-making power.

4.2 The Council should therefore be aware of the interlinking nature of the HDTAP and the Local Plan, as without timely progress on the Local Plan and adoption at the earliest opportunity, housing delivery is at risk of failing to meet needs and the Council will continue to be subject to the most severe sanctions of the HDT.

5 Equality and Diversity

5.1 This does not have any direct equality and diversity impacts although the LPA will continue to require all housing schemes to have regard to equality and diversity issues.

6 Sustainability/Climate Change Implications

- 6.1 The LPA will continue to require housing schemes to comply with current policy guidance on sustainability/climate change issues.

7 Timetable for implementation

- 7.1 The agreed plan should be made available to the public via the website as soon as possible.
- 7.2 The agreed plan will be reported to the Planning Committee for information as soon as possible

Background papers: There are none.

Appendices:

Appendix A Housing Delivery Test Action Plan 2022

Appendix B Housing Delivery Test Action Plan Summary 2022

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Major Applications

This report is for information only

The list below comprises current major applications which may be brought before Planning Committee for determination. These applications have either been submitted some time ago but are still not yet ready for consideration or are recently received applications that are not ready to be considered by the Planning Committee. The background papers for all the applications are contained on the Council's website (Part 1 Planning Register).

All planning applications by Spelthorne Borough Council and Knowle Green Estates will be brought before the Planning Committee for determination, regardless of the Planning Officer's recommendation. Other planning applications may be determined under officers' delegated powers.

If you wish to discuss any of these applications, please contact the case officer(s) in the first instance.

App no	Site	Proposal	Applicant	Case Officer(s)
20/00344/FUL	Thameside House South Street Staines-upon-Thames TW18 4PR	Demolition of existing office block and erection of 140 residential units in two buildings, with flexible commercial and retail space, associated landscaping, parking, and ancillary facilities.	Spelthorne Borough Council	Russ Mounty
21/00947/FUL	Cadline House, Drake Avenue	Demolition of existing building and construction of new build 2.5 storey residential building comprising of 14 flats and 15 under-croft car spaces.	Cadline Ltd	Matthew Clapham

App no	Site	Proposal	Applicant	Case Officer(s)
22/00591/FUL	Renshaw Estate	<i>Demolition and redevelopment to provide 2 new buildings (5-11 storeys) comprising build-to-rent residential apartments (Use Class C3) including affordable housing, alongside ancillary residential areas (flexible gym, activity space, concierge, and residents lounge) and landscaping, public realm, children's play area, bin storage, plant areas and car and cycle parking.</i>	Mill Mead Nom 1 and Mill Mead Nom 2	Russ Mounty (Approved subject to completion of S106 Agreement)
22/00595/OUT	273 - 275 London Road	Outline consent for the construction of mixed-use development comprising commercial floorspace (Class E) at ground floor and 36 no. 1 and 2 bed affordable units on first, second and third floors, parking, cycle and bin storage, landscaping and amenity areas and new and modified accesses to London Road with layout and scale being considered (and all other matters reserved for future consideration).	Cristal London Ltd	Kelly Walker
22/00744/FUL	Land At Northumberland Close Bedfont Road Stanwell TW19 7LN	Erection of two industrial and storage buildings (flexible Use Class B2/B8) and associated site infrastructure, including landscaping, parking, and a new access from Bedfont Road.	Quod (agent)	Paul Tomson / Vanya Popova

App no	Site	Proposal	Applicant	Case Officer(s)
22/00483/OUT	Land At Manor Farm, Charlton Road Shepperton TW17 0RJ	Outline permission for residential development of up to 30 residential units (with all matters reserved for future consideration except for means of access).	Mr Wayne Michaels	Kelly Walker
22/00891/RVC	Builders Merchant Moor Lane Staines-upon-Thames TW18 4YN	Variation of condition 2 (plans condition) of planning application 18/01000/FUL to allow tandem garage to be reduced to single space and creation of increased habitable space at ground floor within plots 28-32 and 34-36, Ground floor extension to plots 28-32 and 34-36, Ridge height increase of 300mm to plots 28-33, and 34-36 creation of 6 new car parking spaces, amendment to condition 8 (vehicle access) and condition 12 (refuse strategy) to reflect the altered site layout.	Jewson Builders Merchant	Susanna Angell
22/00766/RVC	Eden Grove 17 - 51 London Road Staines-upon-Thames	Variation of Condition 2 (approved plans) imposed upon planning permission 19/01051/FUL for the erection of two buildings and flexible commercial space at ground and first floors, with landscaping and associated works, to be delivered as an extension to the wider redevelopment of 17-51 London Road, to allow for alterations to the layout of Block F, including a reduction in flexible commercial space, and the addition of 3 residential units, resulting in a total of 176 units across Block E and F, a reduction in the height of Block E and an increase in the parapet height of Block F.	Berkeley Homes (West London) Ltd	Matthew Churchill

App no	Site	Proposal	Applicant	Case Officer(s)
22/00765/RVC	Eden Grove 17 - 51 London Road Staines-upon-Thames	Variation of Condition 2 (approved plans) imposed upon planning permission 19/00290/FUL for residential homes and flexible commercial space at ground and first floors, car parking, pedestrian and vehicle access, landscaping and associated works, and the variation of the Condition imposed in 19/00290/AMD4, to allow for the reconfiguration of the layout of Block B including the waste and refuse store, the layouts of Block C and Block D, alterations to balconies of Block A and Block B, amendments to the access ramp to the basement car park, an increase in the heights of the parapets to Blocks A-D, alterations to the unit mix, a reduction in the overall number of units from 467 to 464, and associated works.	Berkeley Homes (West London) Ltd	Matthew Churchill
22/00798/OUT	Land To East of Desford Way Ashford	Outline planning application with all matters reserved except Access for a site to accommodate Travelling Showpeople (Sui Generis).	Mr Will Dowling / Ashford Corporation Ltd	Paul Tomson / Kelly Walker
22/00975/FUL	Ashford Manor Golf Club Fordbridge Road Ashford TW15 3RT	Extension of existing visitor's car park into area used for the storage of materials including top soil and sand.	Ashford Manor Golf Club Limited / Kevin Turner	Kelly Walker

App no	Site	Proposal	Applicant	Case Officer(s)
22/01216/FUL	Bishop Wand Church of England Secondary School, Laytons Lane, Sunbury-on-Thames TW16 6LT	The retention of demountable double classroom unit to act as extra teaching place (original permission ref 11/00383/FUL and latest permission ref 17/01124/FUL).	Mrs Lynne Denny	Vanya Popova
22/01229/RVC	1A Priory Stables, Chertsey Road, Shepperton TW17 9NU	Application to remove Condition 14 (Removal of Permitted Development rights) of planning permission 17/00158/FUL for the erection of stables (4 no.) with tack room, access and associated roadway and turning head.	Mr Ned Cash	Paul Tomson
22/01129/FUL	42 Cedar House, Spelthorne Grove, Sunbury-on-Thames TW16 7DD	Removal of pram sheds and replacement with enlarged bin store to meet waste requirements for 36 bins	A2Dominion Group	Matthew Churchill

Esmé Spinks
Planning Development Manager
04/10/2022

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Planning Appeals Report – V1.0 ISSUED

Appeals Started between 08 September 2022 – 06 October 2022

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature
21/00633/FUL 484 London Road Ashford TW15 3AD	15.09.2022	TBC	Replacement of the existing bungalow with an apartment building comprising 8 dwellings (3 x 2 bed; 4 x 1 bed; 1 x studio)
21/01848/HOU	23.09.2022	TBC	Construction of a vehicle access with a crossover

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature
163 Staines Road Laleham Staines-upon-Thames			
22/00418/FUL Stanwell Farm Bedfont Road Stanwell	23.09.2022	TBC	Change of use to a builders merchants yard (Sui Generis) with associated ancillary office and sales area.

Appeal Decisions Made between 08 September 2022 – 06 October 2022

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature	Decision	Decision Date	Inspector's Comments
21/01959/HOU 51 Penton Avenue Staines-upon-Thames TW18 2NA	08.04.2022	Fast Track Appeal	APP/Z3635/D/22/3295296 Proposed loft conversion that would include hip to gable extensions, the installation of a rear facing dormer with Juliet Balcony and 3 no rooflights within the front roof slope.	Appeal Allowed	30.09.2022	The Planning Inspector noted that gabled roofs were a feature of the area, although most of the bungalows in the immediate vicinity have retained their modest hipped roof form. Hip to gable extensions at the appeal site were the subject of a previous Certificate of Lawfulness for Proposed Use or Development (CLOPUD) (Council ref. 13/00414/CPD) and as such, the Planning Inspector considered this forms a fallback position in respect of the appeal scheme.
21/01872/HOU 10 Avon Road Sunbury-on-Thames TW16 7TB	11.04.2022	Fast Track Appeal	APP/Z3635/D/22/3295167 Erection of a first floor side/rear extension and part single storey rear extension.	Appeal Dismissed	04.10.2022	The Inspector identified that the main issues were the impact upon the character of the area and the living conditions of the occupiers of no.8 Avon Road. The Inspector noted that most dwellings in the vicinity of the site were modest two storey dwellings or bungalows.

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature	Decision	Decision Date	Inspector's Comments
						<p>The Inspector did not consider that there would be a terracing effect upon no.8 and raised no concerns over the asymmetrical roof.</p> <p>However, the Inspector further considered that the two storey depth would present a massive unarticulated flank, which would be prominent, out of scale and proportion with the host dwelling, also appearing incongruous and intrusive in the street scene. As such the proposal was considered to conflict with policy EN1.</p> <p>The Inspector also noted that a first floor window would abut the boundary with no.8 Avon Road, and would allow direct overlooking into the rear garden of this property. The window would also open over the boundary. A condition requiring obscure glazing would have resulted in a poor standard of outlook and would not appropriately addressed the issue. The proposal was therefore also found to conflict with policy EN1 on amenity</p>

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature	Decision	Decision Date	Inspector's Comments
						grounds and the appeal was dismissed.
21/01205/PCO Elizabeth House 56 - 60 London Road Staines-upon-Thames	25.04.2022	Written Representation	APP/Z3635/W/21/3288533 Prior approval notification for 2 additional storeys above the existing office building, comprising 12 residential units as shown on drawings numbered 1100, 1200B, 1201B, 1202A 1203, 1221A, 1222A, 1223A, 1224A, 1225, 1300A and 1320A received on 22 July 2021 and amended plan number 1220B received on 7 September 2021.	Appeal Dismissed	04.10.2022	<p>The Inspector considered the main issue to be whether the proposal would harm the character and appearance of the building and the wider area, with particular regard to London Road.</p> <p>He describes the appeal site as a three-storey red brick office building and the building is flanked on either side by office type buildings of broadly similar. On the opposite side of the road buildings are generally two storeys in height. Brick is the predominant finished material on buildings along this part of London Road. He notes that the existing building, "...offers a coherent and generally uniform design and appearance, that sits well amongst the buildings either side and opposite.'</p> <p>He goes on to note that whilst the proposal will be set in from the sides and front, it would result in a</p>

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature	Decision	Decision Date	Inspector's Comments
						<p>building taller than those immediately around it, increasing the building's visibility and prominence. The proposed additional storeys would be finished in a metal grey cladding whose appearance and vertical seams would jar awkwardly with the red brick and horizontal emphasis of the existing fenestration pattern of the building.</p> <p>The Inspector notes that having set back storeys and a contrasting material, can be an acceptable method of achieving additional height to a building. However, describes the appearance of the proposal as 'top-heavy' and as if the '<i>... new storeys having been placed on top of the building's roof, with little reference or relationship to the floors below.</i>'</p> <p>In addition he goes on to note that it would appear '<i>... manifestly at odds with the form and appearance of the existing building. This creates an awkward juxtaposition which is accentuated</i></p>

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature	Decision	Decision Date	Inspector's Comments
						<p><i>by the proposal being two storeys.'</i></p> <p>He concludes that the proposal would have an unacceptable and harmful effect on the external appearance of the building itself and when taken in combination with the building's additional height, would also harm the London Road Street scene and thus the appearance of the wider area.</p>
21/01828/HOU 96B Windmill Road Sunbury-on-Thames TW16 7HB	26.04.2022	Fast Track Appeal	APP/Z3635/D/22/3297258 Creation of hip to gable roof extension, conversion of loft to habitable room and erection of rear facing dormer window	Appeal Dismissed	04.10.2022	The Inspector considered that the appeal scheme would appear as a poorly designed piecemeal addition, which would be incongruous in the street scenes and out of character with the individualistic yet cohesive character of the area.
21/01962/HOU 20 Florence Gardens Staines-upon-	03.05.2022	Fast Track Appeal	APP/Z3635/D/22/3297987 Construction of a double storey side extension, single storey side and rear extension and loft conversion comprising of	Appeal Dismissed	30.09.2022	<p>The Inspector identified that the main issue is the effect of the proposal on the character and appearance of the host building and surrounding area.</p> <p>The Inspector acknowledged that there was an extant planning</p>

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature	Decision	Decision Date	Inspector's Comments
Thames TW18 1HG			side dormer and Velux skylights.			<p>permission at the stie. They also noted that guidance in the Council's SPD on the Design of Residential Extensions and New Residential Development on well-designed dormers.</p> <p>The Inspector noted that the dormer would not be set in 1 metre from the roof edge and would not be set down from the ridge as required by the SPD guidance. The Inspector also considered that the dormer would have a dominant effect and would be disproportionately large in scale. They also considered it to be unduly prominent and incongruous in the street scene.</p> <p>The Inspector acknowledged other dormers in the area, although they were not considered to be as prominent or dominant as the appeal scheme. The Inspector also gave weight to the dormer granted in the extant planning permission at the site. However, they considered that proposal would conflict with policy EN1 and the appeal was dismissed.</p>

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature	Decision	Decision Date	Inspector's Comments
21/01933/HOU 28 Ensign Way Stanwell Staines-upon-Thames	24.05.2022	Fast Track Appeal	APP/Z3635/D/22/3299564 The erection of a single storey side extension and a detached outbuilding to the front (following demolition of existing detached garage with existing storage structure). Reposition and amended high boundary treatment fronting the highway on the northern side comprising 1.85 metres high timber fence with concrete posts (partially retrospective).	Appeal Dismissed	21.09.2022	TBC
22/00310/HOU 3 Reedsfield Road Ashford TW15 2HE	27.06.2022	Fast Track Appeal	APP/Z3635/D/22/3301977 Erection of a single storey rear extension, two storey side extension and conversion of existing garage into a habitable room (revised scheme to planning application: 21/01614/HOU)	Appeal Allowed	22.09.2022	<p>The Inspector identified that the main issue was the effect upon the character and appearance of the area.</p> <p>The Inspector commented that there was a mix of detached, semi-detached and terraced houses of different designs and sizes in the street. They also considered that side accesses provided gaps between houses which varied in width but were</p>

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature	Decision	Decision Date	Inspector's Comments
						<p>important to the character and appearance of the street scene.</p> <p>The Inspector noted that the scheme included converting the garage into a habitable room and adding a 2 storey side extension which would sit over the top of the garage and extend behind it. They noted it would be set in 0.5 metres from the neighbours extension.</p> <p>The Inspector acknowledged that the gap above the existing garage creates a visual break between the two houses. However, they were satisfied that the 0.5 metre gap between the extension and the neighbouring property, combined with the difference in height between the two houses, and in particular the lower side extension to the neighbouring property, would provide a visual gap sufficient to avoid the houses appearing to form part of a terrace or a continuous frontage.</p> <p>The Inspector further considered the two storey rear wing and second floor elements to be</p>

Case Ref & Address	Date Received	Procedure	Appeal Ref & Nature	Decision	Decision Date	Inspector's Comments
						subordinate to the main house. They therefore considered the proposal to accord with policy EN1 and the appeal was allowed subject to conditions.

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