



Statement of Common Ground Between

**London Borough of Richmond upon Thames and  
Elmbridge Borough Council**

*Planning*

3 April 2024

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## Contents

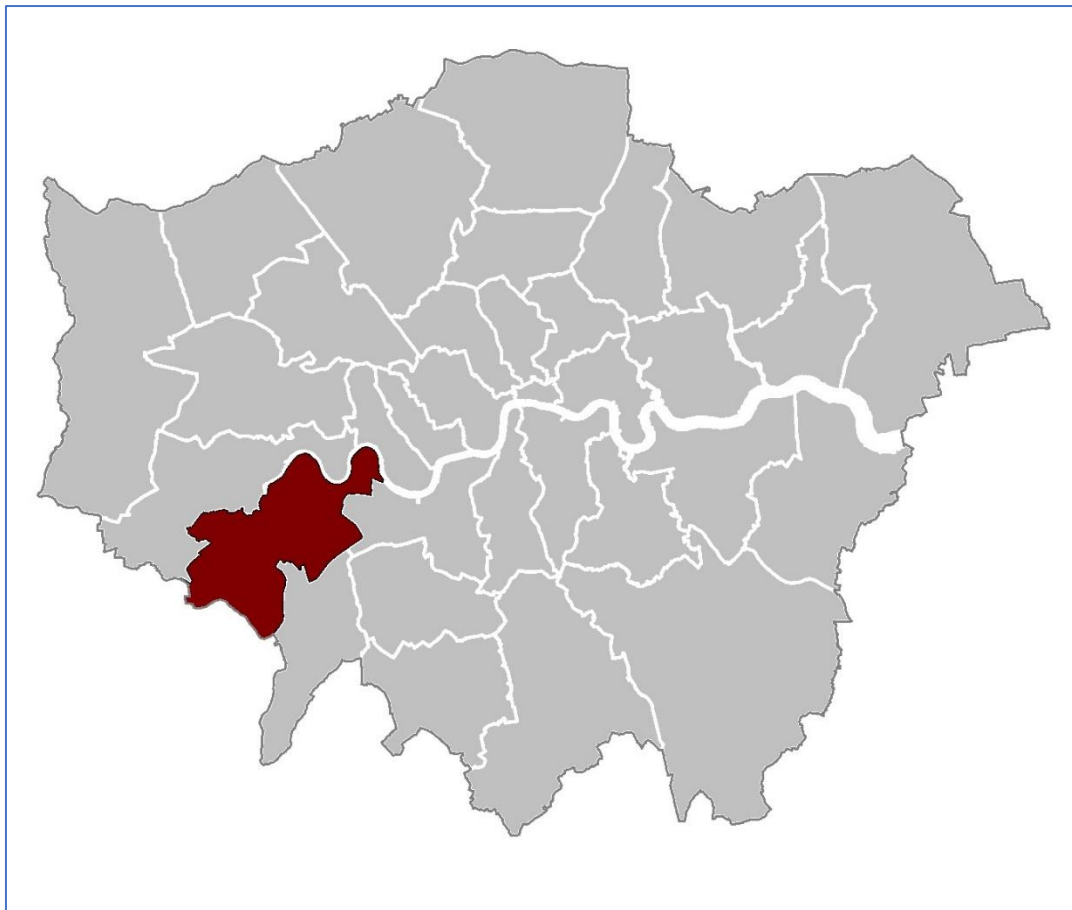
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## 1. Introduction

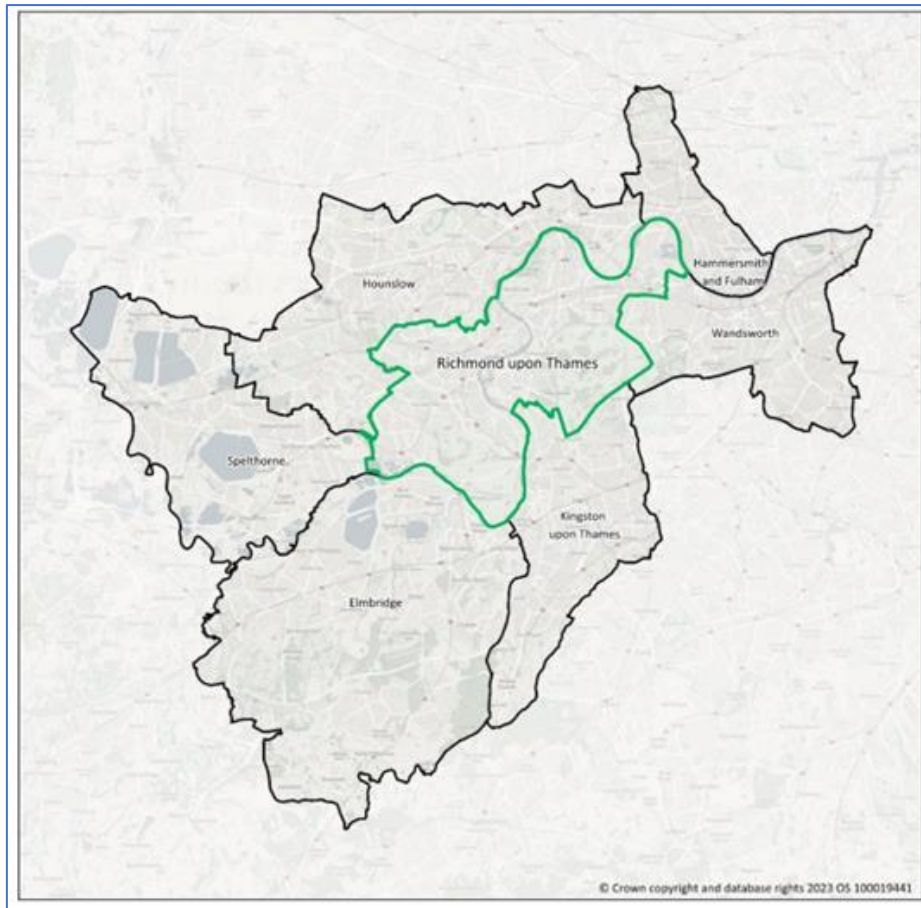
- 1.1 Elmbridge Borough Council, in their representation dated Monday 24 July 2023 to the Publication Local Plan consultation, made a number of comments. This Statement of Common Ground (SoCG) sets out the areas of agreement between the London Borough of Richmond upon Thames and Elmbridge Borough Council and the areas where agreement has not been reached on key strategic matters. Updates to this document will be agreed as matters progress and agreement is reached on any outstanding issues.

## 2. Strategic Context

- 2.1 Statements of Common Ground should be read in conjunction with the [Duty to Cooperate Statement \(January 2024\)](#) for the Richmond Local Plan which includes information on strategic matters and context, plan preparation to date and how the Council has cooperated with neighbouring boroughs and other bodies during the preparation of the Local Plan through engagement activities.
- 2.2 In terms of geographical context, Richmond upon Thames is an outer London borough sitting to the southwest of Greater London, one of 32 boroughs plus the Corporation of London (City).



- 2.3 Richmond upon Thames is the only London borough on both sides of the River Thames and is bordered by the **London Boroughs of Hounslow, Wandsworth, Hammersmith & Fulham** and the **Royal Borough of Kingston upon Thames**. In addition, Richmond shares its boundaries with **Elmbridge** and **Spelthorne Borough Councils** which are within **Surrey**.



- 2.4 Elbridge Borough Council (EBC) is located south of the London Borough of Richmond upon Thames (LBRuT) with the River Thames separating the two authorities and Hampton Court Bridge (A309) providing the only road connection between the two authorities.
- 2.5 EBC is one of eleven District/Borough Councils in Surrey. Together with Surrey County Council (SCC) they make up a two-tier system of local government. Generally, SCC is responsible for more strategic functions such as education, highways and social care whereas the districts and boroughs provide more local services, with some functions shared between SCC and the districts and boroughs. Each borough and district within Surrey produce its own Local Plan and other development plan documents and SCC, as the Minerals and Waste Planning Authority, produces minerals and waste plans.

### **3. Parties Involved**

- 3.1 This SoCG has been prepared by the London Borough of Richmond upon Thames in agreement with Elbridge Borough Council. It addresses strategic spatial policies to be addressed directly by collaboration with Elbridge Borough Council. The Council is engaged with them on strategic matters on an on-going basis.
- 3.2 Both Councils are committed to ongoing liaison to fulfil the duty to cooperate, utilising the appropriate governance arrangements - informally at officer level and escalation to Member level where necessary.

#### 4. Signatories

- 4.1 London Borough of Richmond upon Thames agrees to matters referred to in this document which directly impact them.

Signed:



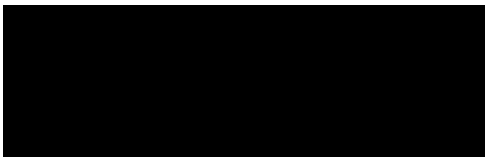
Name: Adam Hutchings

Position: Spatial Planning and Design Team Manager

Date: 03/04/2024

Elmbridge Borough Council agree to matters referred to in this document which directly impact them.

Signed:



Name: Suzanne Parkes

Position: Head of Planning & Environmental Health

Date: 03/04/2024

## 5. Strategic Matters

### Duty to Cooperate

5.1 Duty to cooperate activities between LBRuT and EBC are recorded in the following documents:

- [LBRuT Duty to Cooperate Statement \(January 2024\)](#)
- [LBRuT Duty to Cooperate Statement \(Regulation 19\) \(June 2023\)](#)
- [EBC Duty to Cooperate – Statement of Compliance Update \(August 2023\)](#)
- [EBC Duty to Cooperate – Statement of Compliance \(June 2022\)](#) including [Appendices](#)

5.2 Matters not specifically addressed within this Statement of Common Ground are discussed within the above documents and both authorities agree that the above documents are an accurate record of their engagement activities.

5.3 It should also be noted that the LBRuT is a signatory to EBC's [Statement of Common Ground \(July 2023\)](#) produced to inform the Elmbridge Local Plan (currently at Examination), which is considered to be an accurate reflection of the common ground between each authority. This document is intended to be consistent with the content of that agreement.

### Key Strategic Matters

5.4 Through correspondence and discussions between LBRuT and EBC, the following key strategic matters have been identified:

#### *Housing*

5.5 It is agreed by both LBRuT and EBC that housing is and will continue to be a strategic, cross-boundary issue.

5.6 The Local Housing Need for EBC as derived using the Government's Standard Method is 650 dwellings per annum (9,750 dwellings over a 15-year period). LBRuT notes that the Regulation 19 Elmbridge Local Plan, which provides for 6,785 dwellings, does not meet objectively assessed needs in relation to housing.

5.7 LBRuT's ten year housing target is 4,110 net housing completions (411 per annum) as set by the London Plan (2021). As stated in Policy 10 New Housing (Strategic Policy), LBRuT will exceed the minimum strategic dwelling requirement, where this can be achieved in accordance with other Local Plan policies.

5.8 LBRuT shared a draft of the Housing Delivery Background Topic Paper with EBC in November 2023 which sets out details of the evidence base in relation to housing delivery using evidence on previous levels of delivery, including build out and lapse rates, assessing future delivery, and setting out how the LBRuT's housing target will be met over the plan period. This includes the stepped trajectory and updated details from the [Housing Authority Monitoring Report 2022/23](#), to support the approach set out in the emerging Local Plan Policy 10.

5.9 A final version of the Housing Delivery Background Topic Paper has been submitted with the Local Plan. It is expected that the issues raised at the Regulation 19 stage are likely to remain issues for consideration during the Local Plan Examination.

5.10 As set out within the Housing Delivery Background Topic Paper it will be challenging to meet all of LBRuT's housing target over the Local Plan period given the constrained nature of the

borough, therefore, it is highly unlikely there will be any opportunity for LBRuT to assist EBC in meeting its unmet housing need within LBRuT, both authorities agree that housing will continue to be a strategic, cross-boundary issue and there will need to be continued liaison.

### ***Green Belt***

- 5.11 While there are no strategic issues that have been identified regarding Green Belt that need to be addressed, it is considered a key strategic matter given that much of LBRuT's designated Green Belt land is adjacent to the boundary with EBC.
- 5.12 LBRuT is not proposing any release of land from the Green Belt. The Open Land Review (Green Belt, MOL, LGS and OOLTI) (2021, and Errata 2023) examined the performance of designated open space against relevant national, regional and local purposes and criteria. Land designated as Green Belt was assessed to meet the purposes strongly and all land was recommended for retention.
- 5.13 Similarly, EBC is not proposing any amendments to the Green Belt. EBC's Green Belt Boundary Review evidence base documents together with its Topic Paper: How the Spatial Strategy was formed (June 2022) have been used to inform the Council's preferred approach for the Elmbridge Local Plan, which considers that exceptional circumstances do not exist to justify release of any Green Belt land. LBRuT note that it will be for the appointed Inspector(s) to assess and conclude whether the local evidence and circumstances justify the continued protection for the Green Belt.
- 5.14 It is considered by EBC that Site Allocation 2 Platts Eyot, an island on the River Thames (part of which is designated as Green Belt), is not clear in terms of aspirations and whether development of the site is appropriate or realistic given constraints such as Green Belt and flooding, and EBC therefore consider it unclear at this stage whether development would impact across the boundary. EBC wish to be involved in the development of a masterplan/development brief at this site and LBRuT agree to share any relevant information with EBC at the appropriate stage.

### ***Transport***

- 5.15 At Regulation 19 stage EBC raised concerns about the lack of a standalone Transport Assessment and details to show the cumulative impacts of all development on the road network outside of LBRuT.
- 5.16 LBRuT shared a draft of the Transport Background Topic Paper in November 2023 which sets out the Council's assessment that, as per previous Local Plans, development will have no strategic highway impact on transport or highways outside the borough and there is nothing unconventional about the policies and site allocations within the emerging Local Plan. The paper brings together some additional information, drawing on the baseline conditions and broader context, including other measures, and using modelling of trip generation forecasts.
- 5.17 The draft Transport Background Topic Paper notes that there are no strategic developments in proximity to Surrey and that no impact on Surrey's highway network is anticipated from development related motor traffic. Hampton Court Palace, Bushy Park and the adjacent areas of Hampton are not subject to increased significant levels of traffic flow arising from development.

5.18 An updated version of the Transport Background Topic Paper has been submitted with the Local Plan. It is expected that the issues and concerns raised at the Regulation 19 stage are likely to remain issues for consideration during the Local Plan Examination.

5.19 LBRuT and EBC agree to continue to engage on transport matters.



## 6. Table of representations, Council's response and progress towards addressing strategic cross-boundary issues

Text proposed to be **inserted** shown by underlining in blue highlight. Text proposed to be **removed** highlighted in ~~strikethrough~~.

The following table details the matters raised by Elmbridge Borough Council as representations to the Regulation 19 Richmond Local Plan (Publication Plan), and the status of those representations. As documented in the Duty to Cooperate Statement (January 2024) and noted below, the Council has drawn together information in a series of background topic papers. Draft papers on Transport and Housing Delivery were shared with Duty to Cooperate bodies including Elmbridge Borough Council.

The table seeks to provide clarification and clarity to the extent to which matters raised by Elmbridge Borough Council are resolved or remain unresolved. The table therefore represents the current agreed position in respect of the agreements and differences between the Council and Elmbridge Borough Council.

| Section / Policy | Rep No. | Elmbridge Borough Council Representation   | Council's Response (including any proposed modifications) | Background Paper ref | Common Ground Agreed? |
|------------------|---------|--|---|----------------------|-----------------------|
| General          | 17      | <p><b>Publication Local Plan (Regulation 19) - June 2023</b></p> <p>Thank you for consulting Elmbridge Borough Council (EBC) on your Publication Local Plan (Regulation 19) document. As a neighbouring authority, EBC is keen to continue working with the London Borough of Richmond upon Thames (LBRT) to ensure the delivery of our respective Local Plans.</p> <p>In responding to this consultation, the Council has focused its response on the strategic policies that will, and / or are likely, to have cross-boundary implications for our borough and have been the subject of our on-going collaboration under the Duty to Cooperate. Our response also refers to the evidence base that has been prepared to inform and support these policies where appropriate.</p> <p><b>Duty to Cooperate</b></p> <p>Regarding the Duty to Cooperate, I can confirm that our authorities have engaged with one another to discuss cross-boundary strategic matters throughout the preparation of our respective (draft) Local Plans. This has included engagement on our evidence base documents, through officer meetings, and at our Regulation 18 and 19 stages.</p> <p>It is noted that our Duty to Cooperate activities up until our respective Regulation 19 stages are recorded within EBC's Duty to Cooperate, Statement of Compliance (June 2022) and LBRT's Duty to Cooperate Statement Richmond Local Plan (Regulation 19) (June 2023).</p> | Comments noted.   | N/A                  | N/A                   |

| Section / Policy  | Rep No. | Elmbridge Borough Council Representation  | Council's Response (including any proposed modifications)  | Background Paper ref | Common Ground Agreed?   |
|---|---------|---|--|----------------------|---|
|   |         | EBC agrees that the above documents are an accurate record of engagement up until our respective Regulation 19 stages and raises no objections to LBRT's Publication Local Plan (Regulation 19) document on this ground. [See also comments 18, 64, 125, 347, 353, 496, and 528]  |  |                      |   |
| General   | 18      | <b>On-going collaboration &amp; Statement of Common Ground</b><br>As set out in our draft SoCG, EBC is committed to working positively together and welcomes our on-going collaboration as part of the preparation of our respective plans as we both head towards Submission and the Examination in Public stage.  | Noted.   | N/A                  | N/A   |
| <b>Policy 1. Living Locally and the 20-minute neighbourhood (Strategic Policy) and Policy 2: Spatial Strategy: Managing change in the borough</b> | 64      | <b>Policy 1 – Living Locally and the 20-minute neighbourhood</b><br><b>Policy 2 – Spatial Strategy: Managing change in the borough</b><br>EBC's supports these policies that set out the overarching direction for how the LBRT is expected to evolve and how growth will be managed taking into account the Strategic Vision 2039 and the Strategic Objectives. Many of the Strategic Objectives reflect EBC's guiding principles as set out in its draft Local Plan (June 2022) including for example, its place-making led approach to managing growth and seeking to tackle the climate change emergency.   | Support noted.   | N/A                  | Agreed.   |
| <b>Site Allocation 2: Platts Eyot, Hampton</b>  | 125     | <b>Place-based Strategy for Hampton &amp; Hampton Hill</b><br><b>Site Allocation 2 – Platts Eyot</b><br>The boundary between Richmond and Elmbridge is separated by the River Thames and is an area sensitive to development given the swathe of open spaces, historic sites, important habitats for wildlife and generally lower densities of development. Overall, EBC considers that these important features are recognised within the place-based strategy in terms of the Vision and Policies and that this has been carried through to the specific site allocations where relevant. Of particular interest to EBC, given the site sits on our shared boundary, is Site Allocation 2 – Platts Eyot. It is noted that the area is proposed for regeneration for | Support noted.<br><br>The Council's response to comments on the Regulation 18 Plan (comments 291 and 292) that any future application would be expected to comply with Policy 8, national policy and guidance and the Council's SFRA, and that an assessment of the site's capacity should be made at planning stage. This is considered to provide a policy framework for any proposals to be considered. | N/A                  | Agreed in relation to LBRuT to share with EBC any information regarding the development of any masterplan/development brief for this site if it reaches an appropriate stage. |

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|--|------------|--|--|--|--|
|  |            | <p>new business and industrial uses including residential development that should complement and enhance the island.</p> <p>In our response to the Pre-Publication Regulation 18 Consultation, EBC raised the issue that the property areas around Platts Eyot are Flood Warning Areas as identified in EBC's Strategic Flood Risk Assessment Level 1 (2019). Therefore, caution should be given to any intensification which could otherwise increase flood risk and impact flow routes of the functional floodplain and we asked for capacity details, and timescales for delivery.</p> <p>EBC therefore welcomes that any proposed scheme would need to ensure safe access to and egress from the island to the Environment Agency's satisfaction, noting the existing restricted access and flood constraints. A challenge, that may limit the amount of residential development appropriate on the site.</p> <p>The inclusion of an expected implementation timetable is also welcome however, as previously raised and set out above, it would be useful for an indicative level of development both in terms of employment floorspace and number of homes to be given.</p> <p>It is also noted that the allocation states that, <i>"The Council is committed to working in partnership with the site owners and Historic England to develop a Masterplan or development brief for the island."</i> As requested at the Duty to Cooperate meeting on 10 July 2023, EBC would like to be engaged throughout the preparation of the Masterplan or Development Brief.</p> |  |  |  |
| <p><b>Delivering new homes and an affordable borough for all</b></p> | <p>347</p> | <p><b>Meeting demand from outside of the Borough</b></p> <p>As a neighbouring authority, you will be aware of the development needs of Elmbridge Borough and the constraints to development including, the consideration of Green Belt. LBRT will also be aware that EBC's draft Local Plan (June 2023) sets out that our local housing need figure, as set by the Government's standard methodology, will not be met in full.</p> <p>Under the Duty to Cooperate, we request that LBRT continues to take into account Elmbridge's unmet</p>   | <p>The Housing Delivery Background paper provides detail on the Housing Target for the whole plan period and sets out how this will be met within the borough. The Council has a high level of housing need and is a highly constrained borough with a limited supply of sites, which means meeting the London Plan housing target will be challenging, further detail on this is provided within the Housing Delivery Background paper. Richmond will continue to work collaboratively with adjacent authorities and accept housing will continue to be a</p> | <p>Housing Delivery Background Paper</p> | <p>It is agreed that LBRuT do not currently have any spare housing capacity to meet unmet need of other authorities, including EBC.</p> <p><b>On-going</b> in relation to LBRuT and EBC agree to</p> |

| Section / Policy                                  | Rep No. | Elmbridge Borough Council Representation  | Council's Response (including any proposed modifications)   | Background Paper ref   | Common Ground Agreed?  |
|---|---------|---|---|--|--|
|   |         | housing need and informs EBC of any opportunities that arise within your Borough where our residual housing need, or part of it, could be met.  | strategic, cross-boundary issue where there will need to be continued liaison.<br><br>A draft of the Housing Delivery Background Topic Paper was shared with Elmbridge Borough Council on 28 November 2023.   |  | continue to work collaboratively on the strategic matter of housing.   |
| <b>Policy 10 New Housing (Strategic Policy)</b>   | 353     | <b>Policy 10 – New Housing (Strategic Policy)</b><br>EBC's notes that the target set for LBRT by the London Plan is 411 homes per annum (4,110 homes in the ten-year housing target) and that Policy 10 'New Housing', states that LBRT will seek to exceed this taking into consideration other Local Plan policies.<br>EBC welcomes this as well as the inclusion of indicative targets in the broad areas of the Borough. Nevertheless, linked to the Site Allocations, EBC's still considers that it would be useful if, within each of the allocations, the indicative number of units to be provided is set.<br>We note that an 'expected implementation timescale' for each allocation has been added since the Pre-Publication Regulation 18 Consultation (December 2021) which is considered to be a useful addition.  | Additional information on housing delivery is within the Housing Delivery Background Paper, which should provide more clarity on how Richmond proposes to meet the housing target. However, in relation to providing figures for site allocations the Council has provided some general assumptions within the Housing Delivery Background Paper, however the Site Allocations are not overly prescriptive to allow for flexibility and in particular the London Plan approach to optimise site capacity. This needs to be determined through detailed assessment of proposals specific to the site.<br><br>A draft of the Housing Delivery Background Topic Paper was shared with Elmbridge Borough Council on 28 November 2023. | Housing Delivery Background Paper: in particular section 7 future delivery and the updated stepped trajectory. | <b>On-going</b> in relation to the details in Site Allocations, as there is a difference in views on the approach which is expected to be discussed during the Examination, also with other respondents. |
| <b>Policy 41 Moorings and Floating Structures</b> | 496     | <b>Policy 41 – Mooring and Floating Structures</b><br>This policy sets out the presumption against new proposals for houseboats, including extensions to existing houseboats, and other moorings or floating structures designed for permanent residential use.<br>In our response to the Regulation 18 Consultation, we stated that it was unclear how this policy was justified and welcomed seeing the evidence base that supports this draft policy. [See the <a href="#">Council's Statement of Consultation (June 2023)</a> Appendix 3G for the schedule of Regulation 18 responses and officer comments - comment 1000 in relation to Policy 41]<br>Following our Regulation 18 response, it is noted that a Gypsy and Traveller Research report was updated in 2022 and that riverboat dwellers were considered as part of this. The conclusion being that there is no evidence to suggest that there is any need to introduce new provision for riverboard dwellers in the borough. It | Comment noted.  | N/A  | Agreed in relation to ongoing liaison; LBRuT agrees to keep EBC informed of the progress of the London-wide GTANA.   |

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|--|---------|---|---|--|--|
|  |         | <p>is also noted that no requests for moorings from the community and no reports of unauthorised moorings of riverboats have been made.</p> <p>It also noted that the ongoing London-wide Gypsy and Traveller Accommodation Needs Assessment (GTANA) by RRR may help improve the understanding of mooring provision and identify additional need. EBC requests that it is kept informed of the progress of the London-wide GTANA.</p>   |   |  |  |
| <b>Policy 47 Sustainable Travel Choices (Strategic Policy)</b> | 528     | <p><b>Policy 47 – Sustainable travel choices</b></p> <p>EBC's supports this policy which seeks to locate development closer to the public transport network, encouraging active travel and making accessibility easier in Richmond. This approach has many synergies to that taken in the Elmbridge draft Local Plan (June 2022). EBC notes however, that the Strategic Transport Modelling was published in December 2017 as part of the London Plan evidence base. This document sets out the strategic modelling that was carried out to assess the effectiveness of the draft MTS scenario in accommodating new London Plan growth projections, with an increase in sustainable, active, and efficient travel.</p> <p>As discussed at the Duty to Cooperate meetings on 10 and 13 July 2023, EBC has concerns that a Transport Assessment has not been completed in support of the LBRT Publication Local Plan (Regulation 19) document which identifies whether there is any potential cross boundary or cumulative impacts on the road network outside of your borough. It is understood however, that a Topic Paper to address these concerns will be published and shared prior to the submission of your Local Plan. EBC welcomes further engagement on this issues.</p> | <p>Comments noted. The Transport Background Topic Paper sets out the traffic modelling for the Borough for the lifetime of the Plan, and considers the impact on Elmbridge.</p> <p>A draft of the Transport Background Topic Paper was shared with Elmbridge Borough Council on 28 November 2023.</p> | <p>Transport Statement Background Paper: Strategic traffic/highway impact on other authorities' networks, Table 4 - Estimated impact of development related motor traffic on neighbouring authority highway networks</p> | <p>Agreed that the Transport Background Topic Paper provides useful context and EBC notes the comments made by Surrey County Council as the Highways Authority.</p> <p><b>On-going</b> in relation to continued assessment of transport impacts, as it is expected to be a matter discussed at Examination including with other respondents.</p> |