

# **PUSH Spatial Position Statement**

## **Process Background Paper**

**June 2016**



## 1. OVERVIEW

### Introduction

- 1.1 The Partnership for Urban South Hampshire (PUSH) covers the 12 whole or part Council areas in South Hampshire and the Isle of Wight<sup>1</sup>. This background paper sets out the process behind the preparation of the PUSH Spatial Position Statement (June 2016). It provides further evidence of how the 12 Councils in PUSH have undertaken their 'duty to co-operate' with each other, and with other statutory agencies.

### Inception

- 1.2 The previous PUSH South Hampshire Strategy was approved in October 2012 and covered the period to 2026.
- 1.3 In March 2013 PUSH commissioned a Strategic Housing Market Assessment (SHMA). This identified the objectively assessed housing need to 2036.
- 1.4 By 2014, the Strategy needed to be reviewed to take account of the new National Planning Policy Framework (NPPF) and Solent Local Enterprise Partnership (LEP's) Strategy<sup>2</sup>, the latest assessments of housing and employment needs, the expanded PUSH area (the Isle of Wight and New Forest Waterside), and extending the end date of the Strategy to take account of the new SHMA.
- 1.5 In January 2014 the PUSH Joint Committee noted the publication of the SHMA, and authorised a review of the South Hampshire Strategy, initially re-termed the PUSH Spatial Strategy to cover the period to 2036.
- 1.6 PUSH appointed a team of consultants led by GL Hearn<sup>3</sup> to help them undertake this work.

### Key Activities

- 1.7 The main tasks in preparing the Strategy were:
1. Preparing and agreeing the evidence on development needs, environmental, transport and other infrastructure issues;
  2. Discussing, testing and refining the distribution of development;
  3. Drafting and agreeing the document.
- 1.8 The work initially focussed on 1. and then increasingly moved to 2. and 3., although to an extent each was pursued in parallel. There were regular and substantive discussions between all Councils and with other key agencies on each of these tasks.

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<sup>1</sup> East Hampshire District Council (part); Eastleigh Borough Council; Fareham Borough Council; Gosport Borough Council; Hampshire County Council (part); Havant Borough Council; Isle of Wight Council; New Forest District Council (part); Portsmouth City Council; Southampton City Council; Test Valley Borough Council (part); Winchester City Council (part).

<sup>2</sup> Solent Strategic Economic Plan, 2014

<sup>3</sup> GL Hearn; Campbell Reith; Integrated Transport Planning Limited; Justin Gardner Consulting; and Jon Rowland Urban Design.

## **Conclusions**

- 1.9 These activities led to the production of a final document which sets out development targets for each Council to 2034. The PUSH Joint Committee noted on 7 June 2016 the completion and publication of the document as a Position Statement.
- 1.10 The Statement is informed by a robust and co-ordinated evidence base and by substantive discussions at all levels across all Councils and with other key agencies as set out in this paper. It forms key evidence that Councils are meeting the duty to co-operate with each other in preparing their Local Plans. Local Plans prepared in line with this Statement will collectively be meeting, in line with the National Planning Policy Framework, almost all of the objectively assessed need for development to 2034 (99% of employment and 93.5% of housing). At a strategic level this slight shortfall is considered consistent with national guidance, for reasons set out in the Position Statement.

## **2. WORKING ARRANGEMENTS**

- 2.1 There was regular discussion with representatives of all 12 Councils and all 4 highway authorities at a senior planning, managerial and political level; and with all of the key 'duty to co-operate' bodies (see Appendix 1); at all stages through the process, as follows.

### **Within PUSH**

- 2.2 The day to day management of the GL Hearn team was undertaken by PUSH officers: the PUSH Executive Director and the Spatial Strategy Project Manager. The Chair of the PUSH Planning Officers Group was also regularly involved.
- 2.3 The PUSH / GL Hearn team reported to the following:
- The PUSH Planning Officers Group. This group consists of senior planning policy officers from each Council (typically the Head of Planning Policy); and also similar representatives from Solent Transport (representing the highway authorities) and the DEFRA organisations (represented by the Environment Agency). A smaller steering group was initially formed but this was soon replaced by the Planning Officers Group to ensure all Councils were represented. The Planning Officers Group discussed all key technical planning issues throughout the process. Meetings were typically held every 2 months and from August 2015 Heads of Planning were also invited and meetings were generally held once a month. This ensured regular and senior input at key stages.
  - PUSH senior officer and member groups. These typically met every 2 months. PUSH officers reported on progress and key issues at each meeting. These groups were:
    - The PUSH Chief Executives Group, consisting of the 12 Chief Executives from all PUSH Councils.
    - The PUSH Planning and Infrastructure Panel. This is the relevant PUSH delivery panel. It is chaired by a Councillor and was attended by the theme officer lead (a Chief Executive), PUSH officers, the Environment Agency and other officers as appropriate.

- PUSH Leaders Briefings. These were briefings for all Council Leaders. Chief Executives and Chief Planners also attended. These briefings were held at key stages in the process to discuss progress and key issues in more detail.
- PUSH Joint Committee. This committee is held in public with papers published on the PUSH website, and is the formal decision making body of PUSH. It consists of the 12 Council Leaders. Council Chief Executives, and representatives of the Solent Local Enterprise Partnership, Homes and Communities Agency and Environment Agency also attend as co-opted representatives. A brief progress report was taken to each Joint Committee during the preparation of the Position Statement. A more substantive progress report was taken to the 9 December 2015 Joint Committee; and a final decision report taken on 7 June 2016.
- PUSH Scrutiny Panel. The Panel consists of a Councillor from each PUSH Council. It scrutinises the decisions taken by the PUSH Joint Committee. PUSH officers attended each meeting to discuss the progress of the Position Statement.

### **With Solent Transport**

- 2.4 Solent Transport consists of the 4 South Hampshire highway authorities<sup>4</sup>.
- 2.5 The PUSH Position Statement was a standing item for discussion, with a PUSH officer usually in attendance, at the following two meetings, which were typically held every 2 months:
- The Solent Transport Senior Management Board, consisting of senior officers from the 4 highway and transport authorities;
  - The Solent Transport Strategy Working Group, consisting of the Steering Group and representatives from the Department of Transport, Highways England, Network Rail / South West Trains, the South Hampshire Bus Operators Association; local bus operators (Go Southcoast; First Group; Stagecoach); and the Solent LEP.

### **Other Meetings**

- 2.6 There were additional meetings between:
- PUSH / Solent Transport officers, GL Hearn, and planning policy officers from each individual mainland Council;
  - PUSH (and where relevant Solent Transport) officers, GL Hearn and the following 'duty to co-operate' bodies: Solent LEP; Highways England; Environment Agency; Natural England; and Hampshire County Council (3 meetings, as highways authority<sup>5</sup>, as education / social services authority and with the economic development team);
  - The following key infrastructure / service providers: Network Rail; South Hampshire Bus Operators Association; Southern Water; Portsmouth Water; Ministry of Defence (as landowner).

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<sup>4</sup> Hampshire County Council; Isle of Wight Council; Portsmouth City Council; Southampton City Council.

<sup>5</sup> Transport officers from the cities attended the individual Council meetings

### **3. KEY TASKS**

- 3.1 The preparation of the Position Statement has been informed by the following key tasks and evidence. A more comprehensive list of evidence is set out in Appendix 1 of the Position Statement.

#### **Objectively Assessed Need for Housing and Employment**

- 3.2 PUSH have identified the objectively assessed need for housing and employment in line with the advice in the National Planning Practice Guidance. All Councils had the opportunity to comment on drafts of all these assessments by email and at the PUSH Planning Officers Group. The assessments were all noted for publication by the PUSH Joint Committee (the 2014 SHMA on 28 January 2014; the others on 7 June 2016). The assessments were as follows:

#### Housing

- 3.3 PUSH Strategic Housing Market Assessment (SHMA) 2014. This was prepared in line with the draft National Planning Practice Guidance (NPPG) with respect to the Assessment of Housing and Economic Development Needs. (The draft set out factors and tests which in broad terms have been carried through into the final NPPG).
- 3.4 PUSH commissioned an update of the PUSH SHMA in July 2015, in accordance with the final NPPG. A draft of this report was available to planning officers by October 2015 to inform the emerging Position Statement.

#### Employment

- 3.5 The original brief for GL Hearn's work included an assessment of employment needs. However, following discussion at the PUSH Planning Officers Group, PUSH decided to commission a fuller assessment of employment needs to cover all the factors set out in the National Planning Practice Guidance. This was informed as well by other studies, including from the LEP (the latest economic forecasts and the Marine and Maritime study); and from Hampshire County Council (Key Development Sites in Hampshire). The further work by GL Hearn was commissioned in June 2015, with a draft report available to planning officers by October 2015 to inform the emerging Position Statement.

#### **Rate of Development**

- 3.6 Following discussion at PUSH Planner, Chief Executive and Leader meetings it was decided that further assessment was needed of the likely ability to deliver the increased rate of housing provision. GL Hearn produced an additional report, a draft of which was available by February 2016 to inform the emerging Position Statement. The Planning Officers Group

had the opportunity to comment on the draft report, and the key conclusions were reported to the Leaders Briefing and in the report to PUSH Joint Committee on 7 June 2016.

## **Distribution of Development**

### Housing

- 3.7 The distribution of housing was informed by the following factors:
- Hampshire County Council's Land Availability Monitoring System provided information on a consistent basis on completions (2011 – 2015), planning permissions and allocations (at 2015).
  - Councils undertook an assessment of additional urban potential (i.e. identified urban sites and likely windfall rates), including the potential for intensification in centres / public transport corridors, redevelopment of employment land, estates regeneration, and public sector land releases; and other additional supply (eg small scale rural).
  - GL Hearn and Councils discussed 4 conceptual options for the distribution of development, as set out in the Position Statement. This helped to inform discussion on the issues.
  - GL Hearn and Councils discussed the relevant factors which should influence the selection of further areas for growth. These included environmental and other designations, categorised according to the strength of protection afforded to them by the National Planning Policy Framework (see Appendix 3); countryside gaps; the potential to create new or expanded communities; and transport infrastructure (walking / cycling, bus, rail, road, and the potential for improvements; water / waste water and green infrastructure.
- 3.8 These factors informed proposals from each Council regarding the appropriate development target for their district. These proposals were then discussed widely over a number of months at the following meetings.
- A 'one to one' meeting was held with each of the 10 mainland unitary / district Councils on 24<sup>th</sup> / 25<sup>th</sup> June 2015; with follow up 'one to one' meetings with Test Valley, Eastleigh, Winchester and Fareham Councils on 14<sup>th</sup> October 2015. 'One to one' meetings included GL Hearn, PUSH and Solent Transport officers and senior planning policy officers from the relevant Council. The meetings discussed development issues in each area.
  - PUSH Chief Executives / Leaders briefings – briefing on progress and key issues.
- 3.9 The discussions were 'iterative' with initial proposals reviewed. The decision was taken at the 9 December 2015 Joint Committee to defer the Strategy to enable further assessment of land supply; rates of development and transport infrastructure to inform these discussions.
- 3.10 Towards the end of this process, each Council discussed its case at a joint meeting of the PUSH Planning Officer and Chief Executive Groups on the 15<sup>th</sup> and 29<sup>th</sup> January 2016. These focussed first on those Councils whose provision had not met the needs assigned to them by the SHMA; and then on all other Councils. At these meetings it was agreed that all strategic options for further growth had been thoroughly explored. PUSH officers then presented this case at a PUSH Leaders Briefing on 29 February 2016.

3.11 This forms the basis of the housing targets in the PUSH Position Statement.

#### Employment

3.12 The overall need for employment (which totals 1 million sq m) can, in broad terms, be met by existing planning permissions and allocations (which total 1.5 million sq m). (This position will be tested further through Local Plans). GL Hearn proposed a distribution of the employment needs taking account of local economic forecasts, the growth potential of different sectors, past delivery rates, the 'cities first' approach, the availability of sites, locations attractive to investment and the proposed housing distribution.

3.13 This was discussed at the PUSH Planning Officers Group and presented in broad terms at the Chief Executive and Leaders Briefings, and in the report to Joint Committee on 7 June 2016.

3.14 This was incorporated into the Position Statement (with some adjustments as set out in the Position Statement).

#### **Flood Risk**

3.15 A PUSH Strategic Flood Risk Assessment was undertaken in 2007.

3.16 PUSH commissioned an update of this assessment in early 2015. This was undertaken by the Eastern Solent Coastal Partnership. They liaised with the Lead Local Flood Authorities, the PUSH Planning Officers Group, and the Environment Agency. They presented the findings to the PUSH Chief Executives Group and PUSH Planning and Infrastructure Panel. The PUSH Joint Committee approved the SFRA for publication on 7 June 2016.

#### **Water**

3.17 A PUSH Integrated Water Management Strategy was completed in early 2009.

3.18 GL Hearn and PUSH officers met twice with Southern Water, Portsmouth Water, the Environment Agency and Natural England to discuss water infrastructure issues in general. The key issues discussed were the implications of the proposed scale of development on water supply, waste water treatment and the environment. Following these meetings, position statements were produced by the Environment Agency / Natural England, Southern Water and PUSH.

3.19 PUSH commissioned a review of the Integrated Water Management Strategy in June 2016. A steering group incorporating PUSH, representatives from some individual Councils, the two water companies, the Environment Agency and Natural England has been set up. The brief has been discussed at this steering group and at the Planning Officers Group. The study is due to be completed in December 2016. This will help to identify the water and waste water infrastructure needed to serve the overall scale and distribution of development proposed by the Position Statement.

#### **Green Infrastructure Strategy**

- 3.20 A PUSH Green Infrastructure Strategy was adopted in June 2010; and a subsequent Green Infrastructure Implementation Framework adopted in October 2012.

### **Transport**

- 3.21 Integrated Transport Planning Limited gave high level consideration to the appropriate location of development in transport terms. This took account of existing travel patterns, the potential and broad brush cost of improving transport links, and road congestion levels. It was one of the factors that informed the distribution of development.
- 3.22 In February 2016 PUSH and Solent Transport commissioned a run of the Sub Regional Transport Model from Systra. This was completed in May 2016. It models the impacts of the proposed development on traffic and transport levels taking into account assumptions on transport interventions. In short it starts to identify the transport infrastructure needed to support the development. The key outputs of this model have been reflected in the Position Statement.
- 3.23 The review of the PUSH Spatial Strategy has been a standing item for discussion at the Solent Transport meetings (see section 2).
- 3.24 In addition, PUSH and Solent Transport officers met with Network Rail, the South Hampshire Bus Operators Association, Highways England, and Hampshire County Council. (Transport planners from the two cities attended the general meetings with those individual Councils. In addition Solent Transport officers maintained regular contact with transport policy officers from all 4 highway authorities throughout the process).
- 3.25 Solent Transport have commissioned a Rapid Transit study. Solent Transport and PUSH officers ensured this work aligned with the emerging PUSH Spatial Position Statement.

### **Sustainability Appraisal and Habitat Regulations Assessment**

- 3.26 The Sustainability Appraisal (SA) and Habitat Regulations Assessment (HRA) were prepared by Campbell Reith. An SA Scoping Report was produced in September 2015. The HRA report includes a baseline and screening report. The final SA and HRA reports were prepared in parallel with the Position Statement and finalised in May 2016. PUSH planners commented on all these reports at the PUSH Planning Officers Group and by email. The Environment Agency and Natural England were also consulted on the SA Scoping Report by email and meeting. A PUSH officer met with the Environment Agency and Natural England to discuss the emerging Position Statement and the general environmental issues raised on 30 March 2015

### **Drafting of Strategy**

- 3.27 GL Hearn prepared a first draft of the Position Statement document in November 2015. PUSH officers then refined the document in April – May 2016 to reflect the latest position. PUSH Planning Officers commented on both these sets of draft documents by email and at PUSH Planning Officer Group meetings.



## **APPENDIX 1: DUTY TO CO-OPERATE BODIES**

The following 'duty to co-operate' bodies were considered of key relevance to the strategic distribution of development to individual Council areas across South Hampshire and were actively involved in the preparation of the Position Statement by participation in the meetings as set out in this paper:

- Environment Agency;
- Natural England;
- Highways England;
- Solent Local Enterprise Partnership.\*

In addition representatives from the Homes and Communities Agency and the Environment Agency attend the PUSH Joint Committee.

Meetings did not take place with the following 'duty to co-operate' bodies. They will be important bodies to consult for strategic and site specific issues within Council areas during the preparation of Local Plans:

- Historic England;
- Civil Aviation Authority;
- National Health Service Commissioning Board and Clinical Commissioning Groups;
- Marine Management Organisation;
- Office of Rail Regulation (although Network Rail was actively involved);
- Hampshire and Isle of Wight Local Nature Partnership\*.
- Neighbouring Councils and National Park Authorities – The purpose of PUSH is to co-ordinate the activities of the 12 Councils within South Hampshire. Therefore the Councils neighbouring PUSH were not engaged. This is a matter for individual Councils to pursue in the preparation of their Local Plans.

\*These bodies are not formally part of the 'duty to co-operate'; but Councils must co-operate with and have regard to them in the preparation of their Local Plans.

## **APPENDIX 2: MEETINGS WITH OTHER ORGANISATIONS**

### **Environment / Sustainability**

#### Environment Agency / Natural England – March / October 2015

A PUSH officer met with these organisations to discuss in broad terms the key environmental issues arising from the emerging Strategy on 30<sup>th</sup> March 2015. A PUSH officer had a separate meeting with the Solent Recreation Mitigation Partnership Co-ordinator.

A PUSH officer and Campbell Reith met with the Environment Agency and Natural England to discuss the Sustainability Appraisal Scoping Report and the emerging Habitat Regulations Assessment on 13 October 2015.

### **Water**

#### Environment Agency / Natural England / water companies – May / October 2015, April 2016

PUSH officers met with Southern Water, Portsmouth Water, the Environment Agency and Natural England on 11 May 2015 (also attended by GL Hearn); 13 October 2015 (also attended by Campbell Reith and with apologies from Southern Water); and 5 April 2016. The first two meetings resulted in position statements from the Environment Agency / Natural England, Southern Water and PUSH. The latter meeting discussed the draft brief for the Integrated Water Management Strategy.

### **Transport**

PUSH and Solent Transport officers maintained regular dialogue throughout the process.

#### Network Rail – 25<sup>th</sup> September 2015

PUSH and Solent Transport officers, and Integrated Transport Planning Limited met with Network Rail

The meeting discussed Network Rail's long term investment plans; capacity constraints on parts of the existing network; and the likelihood of being able to enhance the capacity / frequency of services to align with new development.

#### Hampshire County Council highways authority – 8 October 2015

PUSH and Solent Transport officers, and Integrated Transport Planning Limited met with Hampshire County Council transport officers.

The meeting discussed the initial consideration by Integrated Transport Planning Limited of development and transport issues.

(Transport planners from the two City Councils attended the 'one to one' meetings with Councils held in June 2015. Solent Transport officers kept in regular contact with transport policy officers from all 4 highway authorities).

#### South Hampshire Bus Operators Association (SHBOA) – 29 October 2015

PUSH and Solent Transport officers met with SHBOA

This meeting discussed in broad terms the operational issues bus operators will consider in extending / enhancing their network to align with new development.

#### Highways England – 9 November 2015

Solent Transport officers and Integrated Transport Planning Limited met with Highways England (with apologies from PUSH).

#### Solent Transport / Atkins Rapid Transit Study Workshop – 28 January 2016

A PUSH officer attended the workshop which discussed broad issues associated with rail / transit improvements in the area. The workshop was also attended by the highway authorities and Network Rail / South West Trains.

#### **Other**

#### Solent LEP – February 2015 / March 2016

PUSH officers and GL Hearn met with LEP officers on 26<sup>th</sup> February 2015. PUSH officers also attended the LEP's Solent Land and Property Infrastructure Delivery Panel on 30 March 2016. Discussion focussed on the scale and nature of economic growth and the quality / availability of sites. There was also regular contact between PUSH and Solent LEP officers through the process.

#### Hampshire County Council Economic Development team – 20 April 2015

PUSH officers met with the County Council's economic development team to discuss the relationship between the PUSH work and economic development.

#### Ministry of Defence – 2<sup>nd</sup> October 2015

PUSH officers and planning officers from Portsmouth, Gosport and Fareham Councils met with the Ministry of Defence to discuss in general terms the potential for releasing some of their landholdings.

#### Hampshire County Council – Education and Social Services – 6 November 2015

A PUSH officer met with a County Council planning officer whose role is to liaise internally with the education, social service and other departments in terms of securing section 106 financial contributions from developers to improve facilities. The meeting discussed in general terms the relationship between development and service provision, particularly education provision.

### APPENDIX 3: DESIGNATIONS AND CONSTRAINTS – DEGREE OF IMPORTANCE

<b>Category 1: constraints of international or national importance, given great weight or where harm or loss should be wholly exceptional.</b>
Area of Outstanding Natural Beauty
Flood Zone 2/3
Local Green Spaces
Ramsar sites
Registered Historic Parks
Scheduled Monuments
Special Areas of Conservation
Special Protection Areas
Sites of Special Scientific Interest
*Safety safeguarding zones: HSE / MoD hazardous substances / explosives; Airport public safety zone (ie the immediate approach to runways; <u>not</u> the general height consultation)
*Airport height restrictions (however taking Southampton Airport and the height of development we're envisaging this is unlikely to be a strategic constraint in most locations)
<b>Category 2: constraints where development should be avoided are of a more local nature and may be capable of mitigation.</b>
Agricultural land quality – Grades 1, 2 and 3a
Ancient Woodland (where not already SSSI)
Brent Geese / Waders Site (Important)
Coastal Change Management Area
Coastal Zone
Ground instability
Local Nature Reserve
Suitable Alternative Natural Greenspace (SANGs)
Sites of Importance for Nature Conservation
Strategic Settlement Gaps
Waste disposal sites
<b>Category 3: constraints which don't prevent development. These need to be taken into account but may be mitigated e.g. by prior extraction, built around with sensitive design and layout or replaced.</b>
Air Quality
Archaeology Zones
Brent Geese / Waders Site (Uncertain)
Contaminated or polluted land
Conservation Areas
Listed Buildings
Mineral resources and safeguarding
Pipelines
Power lines
Protected Trees
Local Settlement Gaps
Areas of higher landscape quality
Major wildlife corridors (GI Strategy)