



# **Report to the Partnership for Urban South Hampshire Overview and Scrutiny Committee**

**Date:** 22 November 2016

**Report of:** Graham Tuck, PUSH Spatial Strategy Project Manager

**Subject:** PUSH Spatial Position Statement

## **SUMMARY**

In March 2014 the Joint Committee authorised the preparation of a new PUSH Spatial Strategy. This work has been undertaken against a changing local government background. It is proposed that a Position Statement is published to publicise the progress that has been made. The Position Statement identifies the need for housing and economic development. It distributes development totals to each of the Councils in a way which meets needs to 2026, a very high proportion of needs to 2034, and significantly increases the rate of development. The distribution is considered appropriate in transport, infrastructure and environmental terms. It is informed by the latest national and Solent LEP policies and evidence. The Position Statement, agreed by all 12 PUSH Councils, will be of significant help to each individual Council in meeting its 'duty to co-operate'. This enables each Council to progress its Local Plan to test the development totals in more detail, identify specific sites for development, and undertake full public consultation on these proposals.

It is prudent to acknowledge that the PUSH Spatial Position Statement and supporting evidence has been developed with the involvement and extensive engagement of all twelve of the PUSH Local Authorities including also the Solent LEP, Solent Transport, utility companies and other interested parties. Despite this however and due to the uncertainties surrounding devolution / Combined Authorities, it has proven a challenge to reach consensus on how the work is presented. As a consequence, the Joint Committee is being asked to note the completion of the work rather than endorse. This enables all of the eleven Local Planning Authorities to have access to the necessary evidenced based work to progress their Local Plan making. Overall, the Local Planning Authorities and interested parties have to date welcomed the new Position Statement as a robust and joined up evidenced based work to help inform their Local plans.

## RECOMMENDATION

The Overview and Scrutiny Committee is recommended to:

1. NOTE for information, the completion of the PUSH Spatial Position Statement (2016) - (Appendix 1 );
2. NOTE that the PUSH Spatial Position Statement covers the housing and economic market areas within which all Councils have a 'duty to co-operate'. The Position Statement provides useful evidence based work for Council's to fulfil their duty to co-operate obligations and Local Plan making; and
3. NOTE the intention to publish the PUSH Spatial Position Statement (2016) - (Appendix 1 ) and supporting evidence ( Appendix 2-5) on the PUSH website for Councils and interested parties to readily access.

## INTRODUCTION

- 1.1 In March 2014 the PUSH Joint Committee authorised a review of the Spatial Strategy. GL Hearn were appointed to undertake this work and have prepared a document in close consultation with PUSH planners.
- 1.2 Given the significant changes in policy landscape and uncertainties around devolution/combined authority and associated boundaries, it is proposed that an interim position statement is published to publicise the progress which has been made to date. In the event that a Devolution Deal was agreed with Government, the Combined Authority would be required to produce and consult on a statutory Spatial Plan on the new boundaries. The PUSH work covers the housing and economic market areas within which all Councils have a 'duty to co-operate'. Publishing the Position Statement means Councils have access to useful evidence based work that enables Councils to meet their duty to co-operate obligations. Furthermore, the Position Statement would also provide the new Combined Authority, a useful basis for developing its Statutory Plan. Clearly the delivery of the development targets in the Position Statement is dependent on the necessary infrastructure funding coming forward from Central Government.
- 1.3 This in turn enables each Council to prepare a Local Plan which will assess in more detail the development strategy set out in the Position Statement, propose specific sites for development, and undertake full public consultation on this basis. This will help Councils to drive forward the delivery of new homes and economic development in the area. The Position Statement enables Local Plans to progress without prejudicing further work through the devolution proposals and with neighbouring Councils.
- 1.4 The Position Statement sets out the objectively assessed need for new homes and employment development, to promote improved housing affordability, economic competitiveness and jobs. It identifies major development to meet these needs to 2026; a very high proportion of these needs to 2034 (ie 93% of homes); and significantly increases the rate of delivery (by approximately 34% for new homes). At a strategic level needs to 2034 cannot be met in full for environmental and transport reasons and Local Plans will test this further. The Position Statement is focussed on achieving a renaissance of the cities and major towns, protecting the most important environments, and co-ordinating the transport and other infrastructure needed to support growth.
- 1.5 The Position Statement provides an interim update the South Hampshire Strategy (2012). It extends the end date from 2026 to 2034. It will provide a collaborative framework for Councils to plan positively to meet long term development and infrastructure needs in line with national policy whilst protecting the quality of life. Delivering housing needs and infrastructure investment are key priorities for the devolution proposals to 2026. The Position Statement will be important for statutory and infrastructure planning in both the devolution areas, and in the neighbouring PUSH Councils which are also within the same economic and housing market areas.
- 1.6 In line with the National Planning Policy Framework the evidence base underpinning the Position Statement is proportionate, and provides a reasonable prospect at a strategic level that development can be delivered. It cannot provide certainty regarding delivery over the long term. However

by planning for growth the Position Statement will be key to helping South Hampshire bid for infrastructure funding.

- 1.7 The Position Statement itself is a non-statutory document but it will enable individual Councils to update their Local Plans under the statutory 'duty to co-operate'. This duty applies to all Councils in the current PUSH area. Local Plans are the statutory development plans which will further assess and implement the Position Statement, allocate sites for development, include policies to manage development and infrastructure provision.
- 1.8 The preparation of the Position Statement has been informed by:
- The National Planning Policy Framework;
  - The LEP's Solent Economic Strategy;
  - The objectively assessed need for employment and housing development in South Hampshire;
  - Evidence to inform the appropriate distribution of that development to individual Councils across South Hampshire;
  - Discussions with key groups, including:
    - PUSH: Leaders; Planning and Infrastructure Panel; Chief Executives; Planners.
    - The Solent LEP; Solent Transport; key transport authorities and providers, environmental agencies, and other infrastructure providers, as detailed in subsequent sections.

## **2. NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

- 2.1 The NPPF sets a presumption in favour of sustainable development, promoting economic, social and environmental objectives. Local Plans should plan positively to meet objectively assessed needs in full for new homes, businesses and infrastructure, preferably over a 15 year time horizon where possible, unless the adverse impacts of doing so would significantly outweigh the benefits.
- 2.2 Some of the key points in the NPPF are as follows. Development should be promoted in urban areas and on previously developed land; and be located to make the fullest use of public transport, walking and cycling. The natural environment (landscapes and habitats) should be conserved and enhanced. Development should avoid flood risk zones and take account of agricultural land quality.
- 2.3 Local Plans should be kept up to date, be flexible and based on proportionate evidence. They should demonstrate a reasonable prospect that development and infrastructure can be delivered. Councils and other specified public bodies have a 'duty to co-operate' on strategic issues on an

on-going basis. This should ensure that overall development needs can be met where one area cannot wholly meet its own needs.

### **3. EVIDENCE**

#### **Objectively Assessed Need**

- 3.1 This section sets out the latest evidence on the need for development, which will be updated in future years.

#### **Objectively Assessed Need (OAN): New Homes**

- 3.2 PUSH published a Strategic Housing Market Assessment (SHMA) in 2014, and an update to this has been completed by GL Hearn (Appendix 2). These define the OAN for new homes in line with detailed national guidance. New homes are needed because people are living longer in smaller households, and to support economic growth. The national guidance states that the starting point for defining needs should be the Government's latest demographic projections. These are based on the trends in births, deaths, migration and household formation. However, these are based on past trends and do not necessarily reflect unmet needs and changes looking into the future. Therefore the Government guidance is clear that assessments should also consider future changes in the economy and the affordability of homes; and where appropriate make upward adjustments to need based on judgement. The assessments reflect this guidance as follows (all figures are PUSH wide, and are dwellings per annum from 2011 to 2036):
- 3.3 Demographic: The Government's latest (2012) population and household projections indicate a need for 4,391 dwellings per annum. The latest migration data (2013/14) indicate a slightly increased need for 4,620 dwellings per annum. GL Hearn consider this a more realistic projection.
- 3.4 Economic: Oxford Economics have undertaken recent forecasts for the Solent LEP. (The LEP are still preparing their Strategy and so these forecasts may change). They are based on achieving 2.7% economic (GVA) and 0.8% employment growth per annum. (This represents a significant increase in productivity / up-skilling). This indicates a need for 4,630 dwellings per annum, closely aligned to the preferred demographic scenario.
- 3.5 Affordability: The need for affordable dwellings is equivalent to 56-76% of the overall preferred demographic housing need. Other factors such as house prices and overcrowding are also considered. GL Hearn make an allowance to meet the needs of those households which were unable to form in the past due to market conditions. This indicates a need to increase the overall provision of dwellings.
- 3.6 There is a major housing affordability issue. In South Hampshire the lowest quartile of house prices are on average 8.5 times higher than the lowest quartile of incomes. Median rents are between £600 and £900 a month.
- 3.7 In short, in line with national guidance GL Hearn have comprehensively considered the Government's demographic projections, economic and housing market factors. They have made an upward adjustment based on

informed judgement, to reflect the major issues of housing affordability. On this basis, GL Hearn consider the OAN for new homes to be slightly higher than indicated by the demographic projections, at 4,850 dwellings per annum. (The need is also slightly higher than that in the 2014 SHMA of 4,680 dwellings per annum, reflecting the latest data). The result is a need for additional provision in the longer term beyond 2026. Existing Local Plans continue to provide the basis for current planning until they are reviewed.

- 3.8 The update identifies the OAN for each Council. However South Hampshire is an interconnected area: migration projections for each district are influenced by where homes have been built in the past, whereas their future distribution may be different; and there is considerable cross commuting between districts. Therefore to an extent the OAN is interchangeable between districts.

### **Objectively Assessed Need (OAN): Economic Growth and Employment**

- 3.9 GL Hearn have also assessed employment needs in line with national guidance (Appendix 3). This is based on the latest economic forecasts by Oxford Economics, as set out above. These forecast employment growth by sector, with strong growth in professional / business services, construction, retail and leisure sectors. The area also has strengths in marine, port, advanced manufacturing and research sectors. This is translated in to a need for office, industrial and warehouse space; and increased to take account of factors such as choice and flexibility, and key economic drivers (eg logistics for the Port of Southampton, and the supply chain for the new QE aircraft carriers at Portsmouth). The OAN should reflect economic and commercial factors. GL Hearn have reduced the office need by 9% reflecting the challenging commercial office market. On this basis the OAN to 2036 is for 598,400 sq m of office and 490,100 sq m of industrial / warehouse space.

### **Infrastructure**

- 3.10 The Position Statement takes a strategic long term view. Infrastructure assessments are being undertaken based on informed judgement and analysis where needed. Clearly there cannot be certainty at this stage regarding the delivery of long term infrastructure. The aim is to provide a reasonable degree of confidence at a strategic level that the scale and distribution of development can be delivered. Identifying the key infrastructure needed to deliver this growth will create a strong and informed basis for bidding for Government and other funding. More detailed assessment is likely to be undertaken at Local Plan and planning application stages. Delivering the scale of development set out above, in the cities, towns, new communities and key employment sites will require a range of infrastructure investment in areas such as transport, water, flood defence, health, education, public realm, green infrastructure, land assembly and digital communications. The position regarding infrastructure which could influence the strategic distribution of development across South Hampshire is as follows.

## Transport

- 3.11 The NPPF states that development should where possible be located to facilitate sustainable modes of travel; and that development should only be refused on transport grounds where the cumulative impacts are severe.
- 3.12 At present between 30% - 37% of trips in South Hampshire at peak times are by public transport, cycling or walking. If development is located away from public transport routes and key destinations these percentages are likely to fall, with a corresponding increase in road congestion and pollution. Conversely where development is located close to good public transport services, a higher proportion of people are likely to use them. For example, in the two cities around 43% - 46% of people use public transport / / cycling / walking. Clearly on average up to 70% of people use the car at present, and so planning for continued car use is important. Over the longer term there might be more constraints on car use due to congestion, energy prices, or environmental measures. Locating development close to public transport and destinations creates more travel choices for people, 'future proofing' development against an uncertain future. Furthermore a proportion of people do not own a car and are dependent on public transport, walking and cycling to be able to participate in the workforce and access facilities.
- 3.13 Consideration has been given to existing travel patterns; the potential and broad brush cost of improving transport links; and road congestion levels. An initial run of the sub regional transport model has also been undertaken. It incorporates the proposed development, the consequent increase in trips, and is aligned to the Solent LEP's Transport Investment Plan. It includes a range of funded and other identified longer term transport improvements. These include:
- The significant Highways England investment programme, including 'Smart Motorways' and junction upgrades;
  - Road capacity improvements including Stubbington and Botley by-passes;
  - A "Solent metro" rail service providing more frequent services, with the potential for using tram trains for an on-street route in to Southampton city centre;
  - General railway service enhancements identified in Network Rail's Wessex Route Study;
  - Comprehensive delivery of Bus Rapid Transit in South East Hampshire and Portsmouth.
- 3.14 The model assesses peak time South Hampshire related trips. It indicates that public transport trips will increase by 23% - 26% and walking and cycling will increase by 6% - 9%. Further testing can identify the additional public transport improvements which will promote a higher increase in usage. The model indicates that vehicle trips will increase by around 10% with a slight increase in overall congestion levels (average vehicle speeds declining from 45 k.p.h. to 42 or 43 k.p.h.). Congestion will increase and need to be managed at key 'pinch points'. This is addressed to some extent by some of the improvements already identified. However if public transport, walking and cycling trips can be further increased, the increase in vehicle trips and consequent congestion is likely to reduce significantly from the above.

- 3.15 This first run of the model provides an initial assessment. It indicates that in overall terms the transport effects of the development are manageable provided that significant investment in transport improvements is secured. This has already been achieved for the next 5 years, particularly on the Strategic Road Network. It will be important to sustain this investment over the medium and longer term across all modes of travel. This and further runs of the model will refine the assessment and form a strong evidence base to support bids for infrastructure investment.
- 3.16 Solent Transport has been closely involved and discussions have taken place with the highway authorities, Highways England, Network Rail, and the South Hampshire Bus Operators Association.

### **Water**

- 3.17 The water companies' plans are already based on delivering water supply to meet the level of growth set out in the Position Statement. Waste water infrastructure will need to be upgraded, to ensure no environmental impact on water bodies and comply with the Habitat and Water Framework Directives. The water companies have a statutory duty to find solutions; and have advised that the business planning mechanisms are in place to provide upgrades. PUSH are commissioning an Integrated Water Management Study to support Local Plans. Discussions have taken place with Southern Water, Portsmouth Water, the Environment Agency and Natural England.

### **Other Environmental Issues**

- 3.18 The Position Statement has been informed by a 'high level' Sustainability Appraisal and Habitat Regulations Assessment, the Green Infrastructure Strategy, a Strategic Flood Risk Assessment, mapping of designations and constraints, the Interim Solent Recreational Disturbance Strategy, and ongoing discussions with the Environment Agency and Natural England.

## **4. SPATIAL APPROACH**

- 4.1 The Position Statement sets a vision to deliver "sustainable, economic-led growth and regeneration to create a more prosperous, attractive South Hampshire & Isle of Wight offering a better quality of life for everyone who lives, works and spends their leisure time here."
- 4.2 The four key aims are:
- Sustainable economic growth – narrowing the gap with economic performance in the south east, promoting the cities as engines of growth and supporting the LEP's Solent Economic Plan;
  - Bringing benefits to local people – ensuring residents benefit from economic growth, gaining access to jobs and affordable homes;

- Protecting our natural environment – our coast, rivers, countryside gaps, green links, national parks, and international / national / local nature conservation designations;
- A good place to live and work – maintaining distinctive settlements separated by countryside gaps, promoting a high quality of place, with good design and vibrant centres; a mix of homes, jobs and services; public transport; and green spaces.

4.3 Position Statement SP1 translates the above into spatial principles, and refers to delivering high quality general and marine employment sites close to where people live, and transport and other infrastructure.

4.4 GL Hearn considered 4 strategic concepts, development: spread across settlements; focussed on the two cities; distributed across settlements between the cities to support economic integration; and focussed on a limited number of expanded / new settlements. They also took into account the following spatial principles:

4.5 *Cities / urban areas first.* Maximising delivery within urban areas promotes regeneration, economic synergies, the vibrancy of city and town centres, protects the countryside and locates more people close to public transport, jobs and services. Regional retail and office growth should be focussed in the city centres first where possible. It is estimated that Southampton and Portsmouth can deliver 34,000 dwellings, about 37% of the overall provision on the mainland, with further urban housing growth in the main towns.

4.6 *Public transport.* Locating development where it can be served by high quality rail and bus services to key destinations; and where local facilities can be provided. This can reduce car travel, congestion and pollution.

4.7 *Creating new or expanded communities.* Focussing development to create well designed communities, with a mix of homes and jobs; which are large enough to support new or improved local facilities and open spaces.

4.8 *Protecting and enhancing countryside gaps.* Locating development to create a high quality pattern of town and countryside, maintaining the distinct identity and separation of cities and towns. Investing in the quality of the countryside, as set out in the Green Infrastructure Strategy, will be important.

4.9 *Protecting the environment.* Locating and shaping development to avoid and protect environmental designations. These include for example international, national and local nature conservation designations; Areas of Outstanding Natural Beauty; ancient woodland; flood zones; and urban green spaces. Other issues include: protecting the setting of the national parks; minimising recreational pressures; and taking account of agricultural land quality.

## 5. DISTRIBUTION AND MANAGEMENT OF DEVELOPMENT

5.1 The proposed distribution of development takes account of all the above factors.

## New Homes

- 5.2 GL Hearn have recommended a distribution of new homes to individual Councils, working closely with them and PUSH. A thorough review has been undertaken. This has not identified sufficient provision to meet the needs to 2036 in full. However, it has identified provision to meet needs to 2026 in full, and 93.5% of needs to 2034. The shortfall to 2034 is 6.5% (6,300 dwellings) on the mainland and 6% (860 dwellings) on the Isle of Wight. The reasons for this shortfall are discussed further below. Approximately 72% of the overall provision for new homes is already either being planned for (completions, permissions and sites in existing plans), or is anticipated additional growth in urban areas.
- 5.3 The proposed distribution of new homes is set out in Position Statement H1, and the first column of the table below. The second column below sets out the extent to which the provision is above or below the objectively assessed need assigned to each district. It should be stressed that to some extent these needs are interchangeable between districts [para. 3.8]; and the NPPF is clear that where a need cannot be met in one district adjoining districts should be considered [para 2.3]). The proposed distribution in the H1 figures take account of this. Given the shortfall, H1 explains that the targets for districts are minima to be tested further through Local Plans.

### Housing Need and Provision 2011 - 2034

	Position Statement H1 Provision	Above or Below Assigned Need
<b>Southampton Housing Market Area</b>		
Southampton	19,450	-6,200
New Forest (part)	3,600	-1,230
Test Valley (part)	4,640	+380
Eastleigh	14,950	+1,610
Winchester (part) (west)	5,370	+3,640
Fareham (part) (west)	2,050	-600
Total	50,050	-2,160
<b>Portsmouth Housing Market Area</b>		
Portsmouth	14,560	-2,460
Fareham (part) (east)	8,410	+1,400
Winchester (part) (east)	3,740	+2,360
Gosport	3,350	-4,360
Havant	9,170	-1,180
East Hants. (part)	2,120	+510
Total	41,360	-4,180
PUSH Mainland Total	91,400	-6,340
Isle of Wight	12,950	-860
PUSH Total	104,350	-7,200

- 5.4 Southampton and Portsmouth will deliver between 14,560 and 19,450 homes each, particularly in central areas and other accessible locations, reflecting the 'cities first' approach. There is also scope for regeneration in the other major towns to deliver new homes. There are limits to the number of new homes that can be provided in the cities and main towns whilst protecting their environment and maintaining land for other economic uses.
- 5.5 Eastleigh will also deliver 14,950 homes. This reflects existing plans, and some of the areas of land in this district which are or could be served by improved public transport corridors and are neither environmentally designated nor within key countryside gaps.
- 5.6 Fareham, Winchester and Havant will deliver between 9,100 and 10,460 homes each. This reflects existing plans (ie Whiteley, Welborne and west of Waterlooville); and areas of land which are aligned to existing or enhanced public transport corridors which are not environmentally designated. However the potential for further development is constrained by the need to maintain a minimum width of key countryside gaps in other locations; landscape and landownership considerations; and the rural relatively unconnected nature of parts of Winchester.
- 5.7 The remaining districts have much less capacity and will therefore deliver between 2,120 and 4,640 homes each. The New Forest Waterside area is already significantly developed, constrained by the proximity of the New Forest National Park and Southampton Water environment, and the need to maintain green space and countryside gaps between settlements. Southern Test Valley is also close to the National Park and contains countryside gaps. Gosport is already a densely developed urban area, constrained by the Solent / Portsmouth Harbour environments. Discussions with the Ministry of Defence have not indicated at this stage that their landholdings may be released for development. Only a small part of East Hampshire is within PUSH, and is surrounded by the South Downs National Park.
- 5.8 The Isle of Wight will deliver 12,950 homes based on continuing past rates of development.

### **Delivery of New Homes**

- 5.9 The objectively assessed need indicates a strong demand to build new homes. GL Hearn have undertaken a commercial assessment of the ability to deliver the new homes proposed by the Position Statement. The key points are:
- Savills forecast nationally a substantial increase in house building over the next 5 years.
  - Compared to past delivery, the rate of provision on the PUSH mainland needs to be:
    - 34% higher than the long term average (1996 – 2015);
    - 22% higher than this average excluding the deep recession years (2009 – 2014)
    - 8% higher than the pre-recession period (2003 – 2009).GL Hearn recognise that this is challenging but not inconceivable.

- 5.10 However past rates of delivery were also influenced by a lower Structure Plan target. PUSH has a track record of delivering its targets. As the higher targets in the Position Statement feed into Local Plans, there is a reasonable potential that delivery will increase relative to the past.
- 5.11 In addition, the percentage increase in new homes across PUSH relative to the existing housing stock is the same or less than has been achieved in the past. This analysis is also benchmarked against growth achieved in similar areas elsewhere. On this basis GL Hearn suggest the rates of development should be achievable.
- 5.12 GL Hearn also identify ways to increase housing delivery. These include planning for the targets to create certainty, and for a mix of types of site and housebuilder; public sector land assembly, infrastructure funding, and support for regeneration and economic growth; and Government initiatives to encourage home ownership or address capacity constraints in the construction industry.

### **Reasons why the need for new homes to 2034 is not fully met**

- 5.13 The NPPF states that Councils should make every effort to meet needs (preferably for up to 15 years where possible) consistent with the wider environmental, transport and other policies set out in the NPPF.
- 5.14 The provision enables needs to be fully met to 2026. It does not fully meet objectively assessed needs through to 2036. However the NPPF states that Councils should look up to 15 years ahead where possible, and the time horizon to 2036 exceeds this. The Government is seeking for Local Plans to be reviewed quickly. Therefore the Position Statement looks to 2034. This gives Councils time to prepare Local Plans and maintain the maximum 15 year time horizon. The provision meets 93.5% of needs through to 2034. The shortfall is 6,300 dwellings or 6.5% on the mainland, and 860 dwellings or 6% on the Isle of Wight.
- 5.15 However, the Position Statement still provides for major growth, of over 104,000 new homes, boosting the rate of delivery by approximately 34%. This meets a very high proportion of needs to 2034. The distribution in Position Statement H1 also fully meets the needs assigned to some individual Councils.
- 5.16 GL Hearn and Council planners have fully considered all the strategic options for development. There are reasons, consistent with the NPPF, which mean that at the strategic level development needs are not met in full. First, there is a major need for new development. Second, the options for meeting this major need are constrained by a wide range of factors: the capacity of the cities and urban areas; the Solent / Southampton Water to the south; the two National Parks to the west and north; significant international and national nature conservation designations within and adjoining the area, and the adverse impact of increased visitor pressures on these areas; the Isle of Wight Area of Outstanding Natural Beauty; the importance of maintaining distinct countryside gaps between cities and

towns; other local environmental designations; and the rural / unconnected nature of northern PUSH.

- 5.17 Given the unmet needs in the Position Statement, these issues will be further tested in more detail in the preparation of Local Plans. However approval of the Position Statement will demonstrate that Councils have worked together to identify the full objectively assessed need; test the capacity and appropriate strategy for providing it consistent with the NPPF; provide for that need to 2026 and a very significant proportion of it to 2034; and promote a significant 34% increase in the rate of delivery of homes. This will form a strong platform to seek infrastructure funding to deliver this growth.

### **Mixed Use Development Locations**

- 5.18 Position Statement SDL1 highlights the strategic mixed use development locations which form a significant part of this distribution. They include the two cities; Fareham town centre; West of Waterlooville; Welborne; North Whiteley; Gosport Waterfront; and an area within the northern part of Eastleigh Borough.

### **Employment and Retail**

- 5.19 GL Hearn's advice on the need for employment development is set out above. This is pro-rated down to 2034 to align with the housing provision. It is recommended that the provision for offices is reduced by a further 8% to fully take account of commercial market factors. However major provision for almost 1 million sq m of overall employment space is being made, which balances out to meet the need recommended by GL Hearn in line with the LEP's Strategy. Furthermore, major provision is made for over 500,000 sq m of offices, which still exceeds the forecast needs before GL Hearn's extra margin for flexibility is added. Position Statement E1 distributes this need to individual Councils. This takes account of local economic forecasts and growth potential in different sectors; past delivery rates; the 'cities first' approach; the availability of sites; locations attractive to investment; and the proposed housing distribution. Offices should be located in city centres first, followed by town centres and adjacent to public transport corridors. Industrial and warehouse development should be located close to the workforce and strategic road network. Position Statements E2 and E3 identify for protection 15 key employment sites and 24 key marine employment sites of sub regional significance.
- 5.20 The needs can broadly be met on existing permitted / allocated sites. However Local Plans will need to test this further. There is likely to be a need for some new sites to provide for modern business requirements, jobs to support new communities, and to replace the loss of older sites.
- 5.21 Position Statement R1 promotes retail / leisure growth in city and town centres, setting out a hierarchy, based on regional city centres, large and medium town centres, and then district / local centres.

## **Green Infrastructure; Strategic Countryside Gaps; the Environment**

- 5.22 Position Statement GI1 aims to establish a network of multifunctional 'green infrastructure' including for example country parks linked by green pedestrian / cycle routes and enhanced ecology networks.
- 5.23 Position Statement S1 recognises the importance of maintaining strategic countryside gaps between settlements to maintain their identity. S1 specifically identifies the Meon Valley as a strategic gap (because it separates the wider Southampton and Portsmouth areas); and recognises that further strategic gaps will be identified in Local Plans.
- 5.24 Position Statement ENV1 states that Councils will protect the environment and manage flood risk in line with environmental Directives and national policy. This includes managing the impacts of increased visitor pressures on the Solent and New Forest, and measures to manage water supply and waste water.

## **Transport and Other Infrastructure**

- 5.25 Position Statement T1 promotes a shift to more sustainable transport by locating development in the cities and other locations where it can be served by public transport and by enhancing rail, bus, cycle and walking routes. Position Statement T2 explains that PUSH, Solent Transport and Councils will work together to deliver targeted highway improvements to support new development.
- 5.26 Position Statement I1 explains that the need for education, health and community facilities should be assessed during Local Plan preparation; Position Statement I2 that PUSH and Councils will liaise with utility providers to ensure the plans for development are factored in to their infrastructure planning.

## **Risks if a Position Statement is not approved**

- 5.27 If PUSH do not agree a Position Statement it is likely to be more difficult for individual Councils to demonstrate how they have met the 'duty to co-operate' with each other and other public bodies, to plan for the major development needs in the area. This duty applies to all Councils in the current PUSH area, which reflects housing and economic market areas. If the duty to co-operate were not met, Planning Inspectors would not allow Local Plans to proceed to examination and adoption. Without up to date Local Plans compliant with the NPPF and adequate land supply in the future, the NPPF's presumption in favour of sustainable development would apply. Over time Councils would be less likely to be able to demonstrate a '5 year land supply'. The large development needs are more likely to be addressed on an 'ad hoc' basis through individual planning applications and appeals. These would be based on where developers own land, not necessarily the most appropriate locations in transport and environmental terms. The opportunity for Councils to retain local control of the location of development and to plan on a co-ordinated basis to capture the most value to fund infrastructure and facilities (eg transport, education, health) would be lost.

## 6. CONCLUSIONS

- 6.1 GL Hearn have prepared a Position Statement which would enable Councils to collectively meet all objectively assessed development needs to 2026; 93% of housing and all employment needs to 2034, in line with the Solent LEP's Strategy. It also represents a 34% increase in the rate of delivery of new homes. The proposed distribution of development is designed to minimise additional road congestion and pollution, promote sustainable travel and urban regeneration, maintain and enhance key environmental designations and countryside gaps.
- 6.2 The proposed development will need to be supported by major infrastructure investment in areas such as transport, waste water treatment, flood risk, and strategic site delivery. The Position Statement creates a strong basis to work with the Solent LEP, through the devolution proposals and with others to bid for infrastructure funds; and for each Council to prepare a Local Plan which can be justified and demonstrate that the 'duty to co-operate' has been met.
- 6.3 The Overview and Scrutiny Committee is recommended to:
1. NOTE for information, the completion of the PUSH Spatial Position Statement (2016) - (Appendix 1 );
  2. NOTE that the PUSH Spatial Position Statement covers the housing and economic market areas within which all Councils have a 'duty to co-operate'. The Position Statement provides useful evidence based work for Council's to fulfil their duty to co-operate obligations and Local Plan making; and
  3. NOTE the intention to publish the PUSH Spatial Position Statement (2016) - (Appendix 1 ) and supporting evidence ( Appendix 2-5) on the PUSH website for Councils and interested parties to readily access.

## APPENDICES

1. PUSH Position Statement
2. Housing – Objectively Assessed Need
3. Employment – Objectively Assessed Need and Distribution
4. Sustainability Appraisal
5. Habitat Regulations Assessment

**ENQUIRES:** For further information on this report please contact:

Graham Tuck  
PUSH Spatial Strategy Project Manager  
023 8083 4602