



Report to the Partnership for South Hampshire Joint Committee

Date: **14 October 2019**

Report of: **Claire Upton-Brown, Chairwoman PfSH Planning Officers Group**

Subject: **DRAFT FRAMEWORK FOR PFSH STATEMENT OF COMMON
GROUND**

SUMMARY

This report presents a draft framework setting out how the Partnership for South Hampshire will produce a Statement of Common Ground (SoCG) and also review and update the Spatial Position Statement (2016) through the production of a new Joint Strategy.

RECOMMENDATION

It is RECOMMENDED that the Joint Committee: -

- a) APPROVES the draft framework for the Statement of Common Ground, attached as Appendix 1 to this report, that will lead to the production of a PfSH Joint Strategy; and
- b) AGREES the additional workstream: Green Infrastructure Needs and Consideration of Mechanisms on how to achieve Green Belt Designation.

INTRODUCTION

1. This report follows from previous consideration of a SoCG by the Joint Committee in October 2018, with further reports covering the implications of the revised National Planning Policy Framework (NPPF) in December 2018 and February 2019, consideration of green belt designation in December 2018 and the SoCG process in July 2019. The last report set out details of the context for a SoCG and the initial work programme to commission evidence to lead to the production of a Joint Strategy. These are not repeated in this report and reference should be made to the previous report of 31 July <https://www.push.gov.uk/wp-content/uploads/2019/07/Item-8-Update-on-Statement-of-Common-Ground.pdf>.
2. At the July Joint Committee meeting it was resolved that PfSH produces its first SoCG in October of this year for Joint Committee approval and that this is updated regularly at future Joint Committees as evidence workstreams progress and when the Joint Strategy is finalised. As drafting of the initial SoCG progressed, it became apparent that it would be beneficial to have further information on the need for review of certain aspects of the existing evidence base and a detailed timetable for different stages of the work. Therefore, at this stage, the draft framework and structure of the initial SoCG is being presented.
3. The SoCG is in line with the messages within the NPPF around the importance of dealing with the strategic issues across authorities and will enable individual local authorities in South Hampshire to collectively respond to pressing planning issues affecting the sub-region, in a more efficient and effective way than individual or bi-lateral responses, although these can still be relevant for local issues. The work set out in the draft framework for the SoCG will enable authorities to address issues that they would not be able to solve themselves and are best resolved at the sub-regional scale.
4. The production of the SoCG will facilitate the review of the Spatial Position Statement (2016) and the production of the Joint Strategy. This will help local authorities to demonstrate compliance with the 'Duty to Cooperate' and ensure that they retain control of the location, form and quality of development rather than letting the market decide, as can happen through the appeal system when the plan-led system has not made adequate provision to meet needs, especially housing needs.
5. As work progresses on the evidence base leading to the Joint Strategy, the infrastructure requirements necessary to deliver the level growth proposed will become clearer. Not only will this help inform individual local plans, but can assist with securing government funding, particularly where it is possible to demonstrate the case for unlocking development through infrastructure investment.

PROGRESS MADE ON STATEMENT OF COMMON GROUND

6. PfSH has now appointed a consultant Project Manager to lead the production of the evidence base. Mike Allgrove was previously Assistant Head of Planning Services at Portsmouth City Council and until recently was Divisional Manager for Planning Policy at Chichester District Council. Mike worked

extensively on sub-regional planning with PUSH when previously employed by Portsmouth City Council.

7. It is important that there is senior engagement at an early stage to set the vision of the type of area we are trying to deliver and to agree the strategic issues and priorities that the work is looking to address. A workshop for Leaders and Chief Executives will be arranged to help identify and agree the issues that need to be resolved at a sub-regional scale and therefore the broad content for the Joint Strategy. The initial framework for the production of a Statement of Common Ground, at Appendix 1 to this report, sets out a draft scope and content of the initial workstreams. Following the workshop and as engagement with the partner organisations on the detail of the work commences, the framework document will be updated to become the initial SoCG. Further information will be included on updates to the existing evidence base and a detailed timetable will be included. At this stage more work needs to be carried out on the detailed project plan to determine how the work will be undertaken and critical dependencies for related tasks.

A broad draft timetable for the work is set out in the table below.

	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
SDOA assessments¹								
Identify SDOAs and scope assessments/transport commission	X							
Procure consultants for SDOA assessments		X						
Undertake assessments			X	X				
Procure transport consultants		X						
Undertake modelling & TIAs			X	X				
Addition of transport results					X			
Assessments finalised						X		
Economic, employment and commercial needs (including logistic) study								
Identify existing evidence and scope of study	X							
Procure consultants		X						
Undertake study			X	X				
Study finalised					X			
Urban capacity assessment								
Establish scope and methodology for the work		X						
Undertake assessment			X	X				
Finalise assessment					X			
Housing Market Areas Housing Product Delivery Report								
Establish scope of work			X					
Procure consultants				X				
Undertake study					X			
Finalise study and consider policy approach						X		

¹ It is intended that the consultants undertaking the SDOA assessments will also undertake the Sustainability Appraisal (including Strategic Environmental Assessment) and Habitat Regulations Assessment

Green Infrastructure Needs and Consideration of Mechanisms on how to achieve Green Belt Designation								
Establish green infrastructure needs through SDOA assessments (SA/HRA)				X				
Consider options for policy approach scope and procure landscape assessment					X			
Undertake assessments and further consider options						X	X	
Review evidence and determine approach to green belt designation								X

8. The draft framework for the SoCG is attached at Appendix 1 for members' consideration.

PROPOSED CONTENT OF THE SOCG

9. The draft framework for the SoCG includes an introduction and background which set out the context, both in terms of the sub-region itself and previous joint work on strategic planning, and the legislation and government policy. The SoCG would then be framed according to the headings in government planning practice guidance as to what an SoCG should contain (<https://www.gov.uk/guidance/plan-making#maintaining-effective-cooperation>).
10. The SoCG will set out the key strategic matters that are being addressed by the statement. Perhaps of most significance is the quantification of housing need and existing supply through to 2036, thereby establishing the scale of unmet housing need for South Hampshire. The SoCG also sets out the evidence required to establish employment, economic and commercial needs, including logistics.
11. However, of equal importance is the approach to infrastructure investment and environmental enhancement and mitigation. Climate change and health and wellbeing are overarching strategic issues that need to be addressed. There are also more locally specific matters, the impact of nutrient and phosphate deposition on protected habitats and worsening air quality, that need to be resolved at the sub-regional scale. PfSH, using its strong track record in delivering environmental mitigation through the Bird Aware Solent work, will continue to work collaboratively to address these issues.
12. The SoCG will list the authorities responsible for the joint working (i.e. the PfSH member authorities) as well as the organisations that the work will need to be undertaken in conjunction with. The SoCG will then set out the PfSH governance arrangements.
13. The SoCG will identify the housing requirements for the individual PfSH local planning authorities, with estimates for the parts of LPA areas within the PfSH. The current supply to 2036 is then quantified, which enables the unmet housing need to be calculated. The SoCG will then set out the programme of work that will be undertaken to lead to the review of the Spatial Position Statement and the production of a new Joint Strategy. This will include further

detail on the workstreams that were set out in the update report to the Joint Committee in July.

14. An additional workstream is: Green Infrastructure Needs and Consideration of Mechanisms on how to Achieve Green Belt Designation. This reflects the resolution of the Joint Committee in December 2018 that the rationale and justification for an appropriate Green Belt designation be included as a core part of any joint work taken forward under the Duty to Cooperate. It is proposed that this should take place alongside consideration of the role for green infrastructure to meet the recreational needs of residents and provide environmental mitigation and enhancement. PfSH can build on the existing GI strategy to help resolve these complex planning issues - through a coordinated sub-regional approach to strategic green infrastructure provision.
15. Further consideration of the evidence base needed to inform decisions on green belt and the timing in relation to the identification of green infrastructure needs will be needed before this can be included in the emerging project plan. The starting point will be the Green Infrastructure Strategy adopted in 2017. This will need updating to reflect current circumstances - and the situation to 2036 with increases in need for development and associated environmental mitigation.
16. The draft framework for SoCG makes clear the full scope and timing for the production of the Joint Strategy have yet to be established. It also makes it clear that no existing SoCG either between PfSH and individual authorities or between individual authorities will be superseded or replaced by this SoCG.

RECOMMENDATION

It is RECOMMENDED that the Joint Committee: -

- a) APPROVES the draft framework for the Statement of Common Ground, attached as Appendix 1 to this report, that will lead to the production of a PfSH Joint Strategy; and
- b) AGREES the additional workstream: Green Infrastructure Needs and Consideration of Mechanisms on how to achieve Green Belt Designation.

Appendices - Appendix 1 - Partnership for South Hampshire – Draft Framework for Statement of Common Ground

Background Papers:

None

Reference Papers:

Update on Statement of Common Ground (SOCG) – Report to the PfSH Joint Committee 31 July 2019 <https://www.push.gov.uk/wp-content/uploads/2019/07/Item-8-Update-on-Statement-of-Common-Ground.pdf>

Implications of the revised NPPF for PUSH Position Statement – Report to the PfSH Joint Committee 5 February 2019 <https://www.push.gov.uk/wp-content/uploads/2019/01/PUSH-JC-Complete-Agenda-Pack-05-Feb-2019.pdf>

Implications of the revised NPPF for PUSH Position Statement & Consideration of Green Belt Designation – Reports to the PfSH Joint Committee 4 December 2018 <https://www.push.gov.uk/wp-content/uploads/2018/11/Agenda-Pack-04-December-2018-2.pdf>

Revised NPPF - Duty to Co-operate and Infrastructure Investment – Report to the PfSH Joint Committee 15 October 2018 <https://www.push.gov.uk/wp-content/uploads/2018/10/Full-Agenda-Pack-15.10.2018.pdf>

Enquiries:

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Appendix 1

Partnership for South Hampshire – Draft Framework for Statement of Common Ground

1. Introduction

2. Background

3. Content

a. a short written description and map showing the location and administrative areas covered by the statement, and a brief justification for these area(s);

b. the key strategic matters being addressed by the statement, for example meeting the housing need for the area, air quality etc.;

c. the plan-making authorities responsible for joint working detailed in the statement, and list of any additional signatories (including cross-referencing the matters to which each is a signatory);

d. governance arrangements for the cooperation process, including how the statement will be maintained and kept up to date;

e. if applicable, the housing requirements in any adopted and (if known) emerging strategic policies relevant to housing within the area covered by the statement;

f. distribution of needs in the area as agreed through the plan-making process, or the process for agreeing the distribution of need (including unmet need) across the area;

g. a record of where agreements have (or have not) been reached on key strategic matters, including the process for reaching agreements on these; and

h. any additional strategic matters to be addressed by the statement which have not already been addressed, including a brief description how the statement relates to any other statement of common ground covering all or part of the same area.

4. Signatories

1. Introduction

- 1.1. The Partnership for South Hampshire (PfSH) – formerly the Partnership for Urban South Hampshire (PUSH) – was originally formed in 2003. It is a partnership of district and unitary authorities, together with a county council, working together to support the sustainable economic growth of the South Hampshire sub-region. Whilst the membership has altered slightly over the years, the core membership has remained broadly consistent.
- 1.2. The Partnership has a strong track record in collaborative working to achieve common goals in South Hampshire. The Partnership was heavily involved in the production of a sub-regional strategy for development that formed part of the South East Plan. This strategy was tested through public examination and when adopted by the Secretary of State, formed part of the development plan at that time, which subsequently informed the production of local plans.
- 1.3. The ethos of collaborative cross boundary working has continued, and the Partnership has a successful track record in providing effective strategies for sub-regional planning. As well as joint working between member authorities, PfSH works with partner agencies in the sub-region as well as key Government departments to deliver joint strategies and pool resources.
- 1.4. Local planning authorities are being required to resolve cross-boundary strategic planning issues through their local plans. Complying with the ‘Duty to Cooperate’ (National Planning Policy Framework (NPPF) para 17) is a fundamental requirement for local plans to successfully be found sound through public examination.
- 1.5. In 2016 the PfSH authorities produced a framework, namely the PUSH Spatial Position Statement (<https://www.push.gov.uk/wp-content/uploads/2018/05/PUSH-Spatial-Position-Statement-2016.pdf>), to guide future local plans and housebuilding and development in the sub-region. However, the NPPF has recently been significantly revised, and a new, standard methodology to the assessment of housing needs has been issued by the Government. In line with the aim of addressing the national housing crisis, the Government has made clear that strategic policies within development plans should provide for unmet needs in neighbouring authority areas, unless this would contravene specific national planning policies, or these policies taken as a whole. Significantly boosting the supply of housing has been at the centre of all three versions of the NPPF.
- 1.6. The PfSH has agreed that there is a need for its constituent authorities to work together to seek to produce a Statement of Common Ground (SoCG) and to explore the production of an Infrastructure Investment Plan. At its meeting on 31 July 2019, PfSH approved the commissioning of a number of evidence work streams to inform the production of a PfSH Joint Strategy. This draft framework will lead to the initial Statement of Common Ground that will set out the programme of work that will be undertaken and will be updated as the evidence work streams are fully scoped and detailed timetables are produced.

2. Background

- 2.1. In 2016 PUSH published a Spatial Position Statement to help inform Local Plans and assist individual Councils in meeting the Duty to Cooperate. It was developed as a non-statutory document to inform long-term decisions about the level and distribution of development across South Hampshire. The Position Statement resulted in all needs being met to 2026 and the majority of needs being met through to 2034, with the rate of delivery for new homes being increased by approximately 34%.
- 2.2. The Position Statement included a number of spatial principles that underpinned its development, a series of key principles that were applied through the evolution of the spatial approach and a suite of policies that form the spatial approach. These include housing distribution; strategic development locations; distribution of additional employment floorspace; strategic employment locations; waterfront sites of sub-regional significance; retailing and town centres; green infrastructure; strategic countryside gaps; environment; encouraging modal shift; highway improvements; social infrastructure; and utilities infrastructure.
- 2.3. Clearly time has moved on since the production of the Spatial Position Statement and there is a need to review and update it. Standardised assessments of housing need (objectively assessed need) indicate a need to significantly increase housing provision, there is a need to extend the period covered by the Position Statement beyond 2034 and in particular, to address cross-boundary environmental issues such as the impact of development on water and air quality and on protected sites of international nature conservation importance. In planning for major development it is also important to maintain and enhance a coherent pattern of town and countryside, to protect towns and villages with a distinct identity and appropriate countryside gaps.
- 2.4. Government policy has also evolved and some strategic issues to be addressed through planning policies, particularly though the location and form of development, have gained greater priority. Issues such as climate change, health and wellbeing, biodiversity and natural capital and environmental net gain have all increased in prominence within public consciousness. All of these issues will affect the location and design of new development in the future.
- 2.5. National planning policy provided through the latest NPPF, published in February 2019, makes it clear that Local Plans should contain strategic policies that, as a minimum, meet their own needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas (para 11).
- 2.6. The NPPF (para 20) states that,

‘Strategic policies should set out the overall strategy for the pattern, scale and quality of development, and make sufficient provision for:

- a) housing, employment, retail, leisure and other commercial development;*
- b) infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);*

- c) *community facilities (such as health, education and cultural infrastructure); and*
- d) *conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.'*

2.7. Whilst the application of the standard methodology for assessing housing need is now established in the NPPF (para 60), the sub-regional need for other forms of development and the opportunities to meet those needs are still to be established. This initial Statement of Common Ground sets out the workstreams for which the PFSH will commission evidence to help lead towards the review of the Spatial Position Statement and the production of a Joint Strategy. The five workstreams are:

- Strategic Development Opportunity Area (SDOA) assessments (including traffic modelling and transport impact assessments for the SDOAs)
- Housing Market Areas Housing Product Delivery Report
- Economic, Employment & Commercial Needs (including logistics) Study
- Urban Capacity Assessment (focused on town and city centres)
- Joint Strategy Strategic Environmental Assessment, Sustainability Appraisal, Habitats Regulations Assessment and Appropriate Assessment.

2.8. There is the need to consider complementary workstreams alongside the above. In December 2018 PUSH agreed that the rationale and justification for an appropriate Green Belt designation be included as part of any joint work taken forward under the Duty to Cooperate initiative.

2.9. Potential Green Belt designation should be considered alongside the role for green infrastructure, both to serve recreational needs of residents and provide environmental mitigation and enhancement, especially for likely adverse impacts on the integrity of European Nature Conservation sites. In particular, cross-boundary (e.g. catchment-wide) mitigation measures may need land to be allocated to deal with recreation pressures and water and air quality issues, depending on the results of the Habitat Regulations Assessment and Appropriate Assessment. A further workstream, which could also help meet some of the potential policy aims around climate change (a number of local authorities have recently declared climate emergencies) and health and wellbeing, will therefore be undertaken:

- *Green Infrastructure Needs and Consideration of Mechanisms on How to Achieve Greenbelt Designation*

2.10. The draft framework for the SoCG has been prepared against the headings set out in national planning practice guidance (Paragraph: 011 Reference ID: 61-011-20190315).

2.11. It should be noted that the SoCG is intended to deal with strategic cross-boundary matters at a sub-regional scale and it does not negate or supersede any existing SoCG either between the PFSH and individual authorities or between individual authorities.

2.12. The Joint Strategy will again be a non-statutory high-level strategic plan which can inform Local Plans and assist the Local Planning Authorities in meeting the Duty to Cooperate.

3. Content

a. a short written description and map showing the location and administrative areas covered by the statement, and a brief justification for these area(s)

3.1. The PfSH area has changed over the years, although the core membership, including the County Council and unitary authorities, has remained constant. The Partnership for Urban South Hampshire was formed in 2003 and evidence secured to inform preparation of the South East Plan helped to establish it as an appropriate sub-region for the purpose of strategic planning.

3.2. The following local authority areas are fully within the PfSH boundary:

- Eastleigh Borough Council
- Fareham Borough Council
- Gosport Borough Council
- Havant Borough Council
- New Forest District Council
- Portsmouth City Council
- Southampton City Council

3.3. The following local authority areas are partly within the PfSH boundary:

- East Hampshire District Council
- Hampshire County Council
- New Forest National Park Authority²
- Test Valley Borough Council³
- Winchester City Council

The SoCG will include the whole of the New Forest District Council, Test Valley Borough Council and the National Park Authority area (within Hampshire).

3.4. The PfSH is a mature partnership with a lengthy track record of cooperation and collaboration on strategic planning issues and can work with flexible boundaries where necessary (e.g. Bird Aware Solent). PfSH has continued to secure evidence and propose solutions to meeting the need for development and investment in infrastructure.

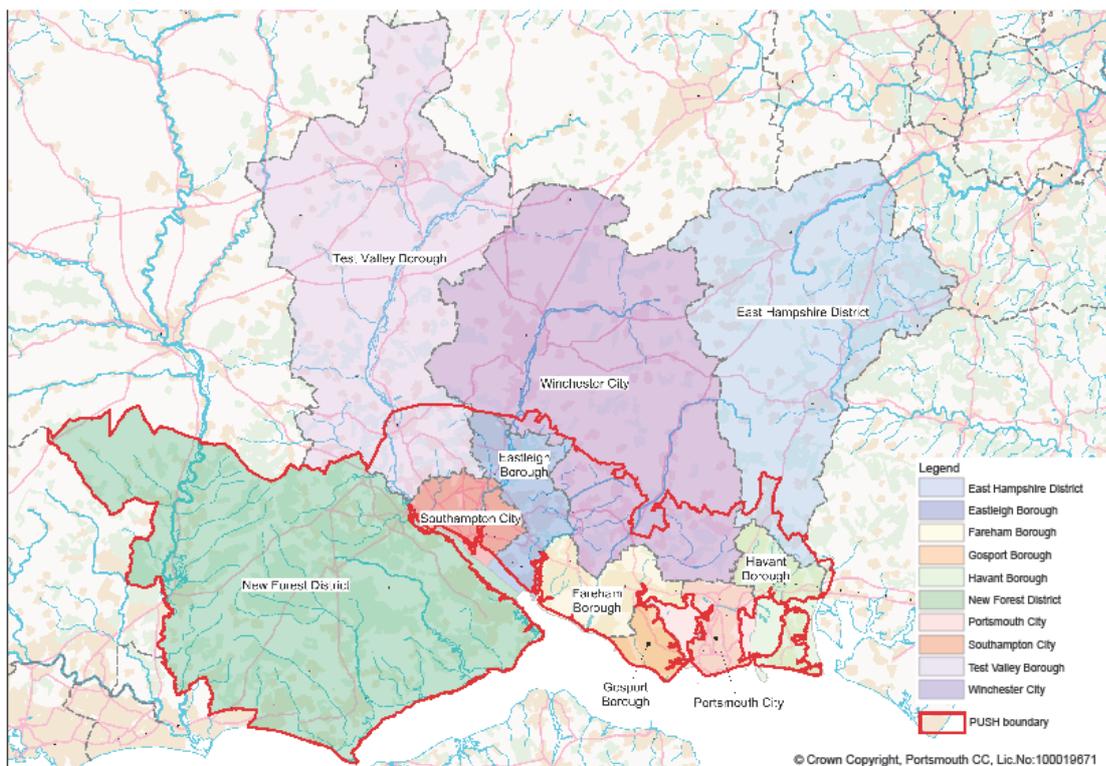
² The New Forest National Park Authority is not a local authority but is a local planning authority with plan-making responsibilities.

³ Please note that whilst only part of Test Valley Borough Council area falls within the PfSH boundary, the evidence base studies referenced in this report will cover the whole Borough, unless the Council determines otherwise.

3.5. The evidence base collated over recent years supports the definition of the South Hampshire sub-region for strategic planning purposes, whether it relates to the two closely linked housing markets around Portsmouth and Southampton, the functional economic market area across the whole sub-region or the physical geography of an area located between the South Downs and New Forest National Parks and the coast with islands and peninsulas interspersed with harbours and rivers.

3.6. There is common agreement amongst partner authorities that the PfSH area is an appropriate geography on which to prepare a Joint Strategy to deal with cross-boundary strategic planning matters and support the production of local plans. An extensive evidence base has identified the housing market areas and the need to plan at the South Hampshire scale has previously been considered. Significant information is included within the 2014 GL Hearn Strategic Housing Market Assessment⁴ and previous evidence base work related to the physical environment has demonstrated the synergies for collaborative planning in South Hampshire. It is not intended to revisit the definition of the sub-region as part of the work identified in this SoCG. However, it is acknowledged that there will be some strategic issues that need to be considered in the context of a wider geographical area than that within the PfSH boundary.

3.7. The map below shows the extent of the Partnership for South Hampshire.



⁴ <https://www.push.gov.uk/wp-content/uploads/2018/06/SHMA-2014-1.pdf>

b. the key strategic matters being addressed by the statement, for example meeting the housing need for the area, air quality etc.

3.8. Regard has been had to advice in the NPPF in defining the strategic matters to be addressed as set out below:

- Housing need
- Employment land
- Infrastructure investment
- Biodiversity net gain, environmental enhancement and avoidance and mitigation of environmental impacts
 - This strategic matter will consider climate change and health and wellbeing and include the need for sub-regional green infrastructure and strategic habitat mitigation and consideration of potential green belt designation.

3.9. The housing needs for each local authority area are assessed using the government's standard methodology and emerging estimates (which may not, at this time, fully reflect the standard method) are set out in Table 1 below. The identified objectively assessed housing need is accepted as the correct level to plan for in accordance with government policy. PfSH will address the issue of unmet housing need through the Joint Strategy as set out later in this SoCG.

3.10. The latest need for employment land is less well established. To establish the need for employment land allocations in local plans, PfSH intends to commission an evidence base study: The Employment, Economic and Commercial Needs (including logistics) Study. This Study will provide quantitative evidence of the need for employment land as well as qualitative evidence on specific sectors and their land and locational requirements and commercial realism. Options to meet these needs will be considered alongside the options to meet housing needs as part of the formulation of the Joint Strategy. Of critical importance to the consideration of these options will be the alignment with and ability to help deliver the Local Industrial Strategies that are being prepared by the Solent and Enterprise M3 LEPs.

3.11. The rate of economic growth that is assumed within the Study will have a significant impact on the resultant land requirements. The Local Industrial Strategy is due to be completed in March 2020 and it is anticipated that this will inform the rate of economic growth to be planned for. The timing means that this should be able to inform the Study. It is recognised that ambitions related to the achievement of enhanced levels of economic development within the sub-region will also have an impact on future housing requirements within the area, and may require the area to accommodate higher levels of housing growth than indicated by the standardised methodology for assessing housing need. New Forest District Council is going to commission work to understand the housing need that may be generated by the expansion of the Port of Southampton.

- 3.12. Infrastructure investment is a major priority for PfSH, both in terms of identifying the infrastructure needed to deliver development that represents 'good planning' and working together to secure investment in the sub-region. PfSH authorities and the Solent LEP have a good track record in successfully obtaining funding and investment for South Hampshire. The Hampshire and Isle of Wight Planning Officers Group (HIPOG) has commissioned a county-wide study which will focus on infrastructure but also encompass natural environmental capacity issues. This piece of work will map environmental and infrastructure opportunities and provide a strategic framework and high-level vision to assist in the identification and planning of future infrastructure and growth options that will come out of the PfSH work which will then inform where infrastructure investment is needed.
- 3.13. A long standing and continued objective of PfSH is to focus development within the major urban areas, cities and towns first. Our cities and towns form the economic and social heart of South Hampshire. Focussing major development in these locations will enhance economic synergies, the vibrancy of places, support regeneration, social inclusion and the effective use of existing infrastructure, focus people close to jobs, services and public transport (reducing our need to travel more by car), and protect more of our countryside. It is important to recognise that our need for homes and jobs will need new development and infrastructure in a range of locations both within and around our towns and villages, and a balanced investment strategy is needed to deliver development in our cities, towns, villages and new areas of growth.
- 3.14. PfSH has a strong track record in providing strategic environmental mitigation. As part of the formulation of the South East Plan it was identified that new development could lead to increased recreational pressure on the coast with the resultant disturbance of birds. As this could have had a negative impact on a statutorily protected habitat, PfSH led on the development of a strategic scheme of mitigation and then subsequently its implementation. This Solent Recreation Mitigation Strategy has now been branded as 'Bird Aware Solent' and has enabled residential development to continue whilst protecting the natural environment from harm. PfSH continues to carry out a governance role in setting budgets, approving the business plan, monitoring the strategy and determining the funding of infrastructure improvements from developer contributions. The scope and extent of the Bird Aware Solent Strategy will need to be reviewed as part of the Habitat Regulations Assessment of the new Joint Strategy, as it currently deals with development to 2034, as identified in the Spatial Position Statement (2016).
- 3.15. Similar recreational disturbance issues affect protected species within the New Forest National Park. Development contributes to a scheme of mitigation, albeit that this only applies to some planning authorities in the west of the sub-region. There is a need for a co-ordinated and strategic approach to addressing the impact of development on the New Forest arising from growth in part of the PfSH area. A partnership⁵ has commissioned a new study of visitors to the New

⁵ Test Valley Borough Council, New Forest District Council, New Forest National Park Authority, Southampton City Council, Eastleigh Borough Council, Wiltshire Council, Natural England

Forest. This will provide updated information on visitor activity and will provide the evidence base for a new co-ordinated approach to addressing recreational pressures on the New Forest through appropriate planning and mitigation measures.

- 3.16. South Hampshire continues to face new pressing challenges over the potential impact of development on the environment. Climate change is a significant global issue affecting new development and impacting on existing settlements and a number of local authorities have declared climate emergencies. There is a need to ensure that development is planned in a way that minimises carbon emissions that cause climate change and that new development, so far as is possible, is not vulnerable to the impacts of climate change. This overarching theme will be of great significance when considering the options for further development in the Joint Strategy and is of particular relevance to the UK's commitment to net zero carbon emissions by 2050. PfSH will ensure through the approach in the Joint Strategy that the policy framework enables the creation of strong and resilient communities able to withstand the effects of climate change.
- 3.17. Emissions from transport (and particularly the private car) are a significant causal factor of climate change and poor air quality locally and are influenced through the location of new development. PfSH has commissioned an Air Quality Impact Assessment⁶ and acknowledges that air quality is a strategic issue that needs continued collaborative working amongst PfSH authorities. The Air Quality Impact Assessment provides a strategic baseline for the purpose of informing planning policies but will need updating in due course as it currently only deals with development planned to 2034 in the Spatial Position Statement (2016).
- 3.18. One of the most significant current risks facing new development relates to the impact of nutrient deposition (nitrates and phosphates) on protected habitats, albeit agricultural sources are the most significant cause. New dwellings add to this issue through an increase in foul wastewater that needs to be treated in sewage treatment works, and in surface water run-off, that drain to the Solent. Whilst this is a serious short-term issue that will likely require immediate measures, longer term arrangements will need to be put in place to ensure that the risk is mitigated, and development can continue. Long term solutions are likely to require significant investment, for example in removing sources of nitrogen deposition unrelated to wastewater treatment (e.g. taking land out of intensive agricultural production) or by providing enhanced treatment at sewage works. PfSH has committed to working with central government agencies to find an efficient, central solution.
- 3.19. Whilst ensuring that we plan for the new development we need, it is important for the successful delivery of that development that we do this whilst protecting a coherent pattern of town and countryside. This will ensure the best countryside is protected to ensure the setting of towns and villages with distinct identities are protected by appropriate countryside gaps; and the areas with most productive

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<https://www.havant.gov.uk/sites/default/files/documents/PUSH%20Air%20Quality%20Impact%20Assessment%20Main%20Report%20%26%20Appendix%201.pdf>

agricultural land, highest landscape value and greatest recreational or ecological benefit are protected and enhanced. Careful choices will need to be made to ensure that we do plan for and deliver the homes, jobs and infrastructure that we all need whilst protecting and enhancing a coherent pattern of town and countryside which maintains and enhances our quality of life. The workstream on green infrastructure needs and consideration of mechanisms on how to achieve green belt designation will relate to these broader objectives.

c. the plan-making authorities responsible for joint working detailed in the statement, and list of any additional signatories (including cross-referencing the matters to which each is a signatory)

3.20. The authorities responsible for the joint working detailed in this SoCG are:

- East Hampshire District Council
- Eastleigh Borough Council
- Fareham Borough Council
- Gosport Borough Council
- Hampshire County Council
- Havant Borough Council
- New Forest District Council
- New Forest National Park Authority
- Portsmouth City Council
- Southampton City Council
- Test Valley Borough Council
- Winchester City Council

3.21. In addition, the joint working will be undertaken in conjunction with:

- Enterprise M3 LEP
- Environment Agency
- Hampshire and Isle of Wight Local Nature Partnership
- Highways England
- Homes England
- Natural England
- Solent LEP
- Solent Transport

At this stage it is not anticipated that these organisations would be formal signatories to the SoCG. Other key infrastructure providers will also be involved, for example public transport providers and water companies.

d. governance arrangements for the cooperation process, including how the statement will be maintained and kept up to date

- 3.22. The PfSH has long established governance arrangements, the full details of which are on the website (<https://www.push.gov.uk/work/our-meetings/>). The PfSH Joint Committee members are the leaders of the constituent local authorities, supported by chief executives. The Solent LEP, Environment Agency and Homes England are represented on the Committee as observers.
- 3.23. Alongside the Joint Committee, an Overview and Scrutiny Committee has been established to complement and, where necessary, make recommendations to the Joint Committee with regards to PfSH business. The Committee comprises of a nominated Councillor and Chief Executive from each of the PfSH authorities.
- 3.24. The technical work that will be undertaken to lead to a new Joint Strategy will be overseen by the PfSH Planning Officers Group, a working group of planning officers from each of the partner authorities, including the county council, together with Solent Transport and the Environment Agency (representing the DEFRA family of agencies, including Natural England). PfSH has appointed a Project Manager to coordinate the work on behalf of the Planning Officers Group.
- 3.25. The PfSH Joint Committee will make decisions on strategic planning matters referenced in this SoCG, based on officer recommendations. Each Council will decide how to use its own decision making mechanisms to consider its own approach to the decisions being made at the PfSH Joint Committee.
- 3.26. This SoCG sets out the process and workstreams that will lead to the review of the Spatial Position Statement and the production of a new Joint Strategy. As the evidence base progresses, it will be appropriate to produce further iterations of the SoCG to reflect the progress made and consider the next steps. PfSH will remain adaptable to changes in the work programme depending on the results of the studies. Particular regard will be had to the need to support Local Planning Authorities through the need to demonstrate compliance with the Duty to Cooperate and national planning policy at their local plan examinations when considering the timing of future iterations of the SoCG.

e. if applicable, the housing requirements in any adopted and (if known) emerging strategic policies relevant to housing within the area covered by the statement

3.27. The assessed housing need using the standard methodology (as required by government policy) for the local planning authority areas within the PfSH area is set out in the table below:

Table 1 Housing need 2016 – 36

Local Authority	Standard Methodology 2016 – 2036 (dpa)	Total requirement 2016 – 2036
East Hants (part)	109	2,180
Eastleigh	719	14,380
Fareham	520	10,400
Gosport	238	4,760
Havant	486	9,720
New Forest ⁷	997	19,940
Portsmouth	867	17,340
Southampton	1,028	20,560
Test Valley (part) ⁸	185	3,700
Winchester (part)	227	4,540
Total	5,376	107,520

3.28. There is no centrally produced figure using the standardised methodology, and the above table has been compiled using the best figures available. Figures for districts which only partly fall within PfSH have been apportioned on the basis of the population of those wards which fall within PfSH, other than Test Valley as referenced in the table. All figures have been provided by the local planning authorities and represent their most up to date understanding of the application of the standard methodology. It should also be noted that the figures are updated periodically as new sub-national population projections are published.

3.29. The annual housing need figures in Table 1 can be multiplied by the number of years being planned for to give the total housing requirement. This means that the total housing requirement for the PfSH area between 2016 and 2036 is for some 107,500 homes.⁹

3.30. For the period to 2036, there is already a significant amount of supply already identified through completions from 2016, planning permissions, other urban sites (windfall) and allocations in adopted local plans and made neighbourhood plans.

⁷ This figure covers the whole of New Forest District, including the part of the New Forest National Park within the district and is covered by separate local plans prepared by NFDC & NFNPA.

⁸ This figure is derived from the TVBC Local Plan. Previous estimates have used population splits based on ward boundaries, although the ward boundaries are not contiguous with the PfSH boundary. The Local Plan splits the housing market in the borough between north and south and assumes a 33% population split in the southern housing market area. The borough-wide need is for 556dpa.

Further allocations are currently proposed and being tested through public examination in Eastleigh Borough and Havant Borough Council expects to submit its Local Plan Review for examination in the near future.

3.31. New Forest District Council and New Forest National Park Authority have recently taken Local Plans covering the period to the period to 2036 through public Examination (albeit through the transitional arrangements which allowed the examination to be undertaken assessed against national policy in the 2012 NPPF and therefore will need to consider the implications for revised government policy). The New Forest National Park Local Plan 2016 – 2036 was formally adopted on 29 August 2019 and makes provision for an additional 800 dwellings in the National Park over the Plan-period. Havant, Eastleigh and New Forest Councils have made significant allocations for development in their emerging local plans and whilst still subject to the outcome of their examinations, these have reached a sufficiently advanced stage in the plan-making process to be considered as commitments from the Council concerned for the purpose of calculating the remaining housing needs to be planned for.

3.32. The housing supply position has been calculated by adding completions since the 2016 base date, commitments in the form of planning permissions and local plan allocations (adopted plans and the emerging New Forest, Eastleigh and Havant plans) and a windfall estimate (predominantly or wholly urban sites). It is recognised that other local planning authorities are currently identifying additional sites for their areas as part of their emerging local plans and consequently the housing supply figures will increase.

3.33. The identified housing provision for the local planning authority areas within the PfSH area is set out in Table 2 Housing Supply 2016 – 2036 below:

Local Planning Authority	Total provision 2016 – 36
East Hants (part)	1,518 ¹⁰
Eastleigh (including proposed allocations)	14,580
Fareham	8,188
Gosport	2,590
Havant (including proposed allocations)	10,360
New Forest (outside national park) (including proposed allocations)	10,500
New Forest National Park	800
Portsmouth	14,437
Southampton	15,660
Test Valley (part) ¹¹	3,847
Winchester (part)	7,286
Total	89,766

⁹ Local Plans within the sub-region can be prepared at different times and may not use a 2016 base, particularly as housing need information is updated.

¹⁰ Figure subject to amendment with the addition of windfalls.

¹¹ The northern part of Test Valley outside the PfSH boundary has a housing supply of 5,014 dwellings to 2036.

3.34. As can be seen by comparing the assessed housing need to 2036 with the currently identified supply there is a shortfall of some 18,000 homes that needs to be addressed through the work identified in this SoCG. It is important to stress that this gap is split across the Portsmouth and Southampton housing market areas, the housing gap in the two individual areas will be considerably smaller. As work progresses through the evidence base leading to the Joint Strategy, and further progress is made with local plans, it is intended that this table is updated to reflect any changes in provision. To further aid the understanding of the geographical distribution of housing need and current supply, the tables are combined below.

Table 3 Comparison of housing need and supply 2016 – 2036

Local Planning Authority	Annual Housing Need using Standard Methodology (dpa)	Total housing need 2016 – 2036	Supply = Commitments, local plan allocation + windfall estimate	Shortfall/ surplus
East Hants (part)	109	2,180	1,518 ¹²	-662
Eastleigh	719	14,380	14,580	+200
Fareham	520	10,400	8,188	-2,212
Gosport	238	4,760	2,590	-2,170
Havant	486	9,720	10,360	+640
New Forest	997	19,940	11,300	-8,640
Portsmouth	867	17,340	14,437	-2,903
Southampton	1,028	20,560	15,660	-4,900
Test Valley (part)	185	3,700	3,847	+147
Winchester (part)	227	4,540	7,286	+2,746
Total	5,267	107,520	89,766	-17,754

f. distribution of needs in the area as agreed through the plan-making process, or the process for agreeing the distribution of need (including unmet need) across the area;

3.35. The majority of needs for housing and employment development up to 2036 are already planned to be met through existing completions, planning permissions, allocations in local plans and neighbourhood plans and small-scale windfall development. However, there remains unmet housing and potentially employment needs which are not currently planned for across local authority areas and a strategic approach is needed to determine the most sustainable locations to accommodate this development within the sub-region.

3.36. PfSH has agreed a programme of work to review the Spatial Position Statement, leading to a new Joint Strategy. Six workstreams are set out below:

¹² Figure subject to amendment with addition of windfalls

- Strategic Development Opportunity Area (SDOA) assessments (including traffic modelling and transport impact assessments for the SDOAs)
- Housing Market Areas Housing Product Delivery Report
- Economic, Employment & Commercial Needs Study (including logistics)
- Urban Capacity Assessment (focused on town and city centres)
- Joint Strategy Strategic Environmental Assessment, Sustainability Appraisal, Habitats Regulations Assessment and Appropriate Assessment
- Green Infrastructure Needs and Consideration of Green Belt Designation.

3.37. The Spatial Position Statement (2016) includes Strategic Development Locations. The review of this document and the need to plan where further strategic growth will take place means the identification of further Strategic Development Opportunity Areas (SDOAs) is required. This will include identifying SDOAs in appropriate locations within our cities and towns, as well as in locations in the wider area. Some of these areas are already being identified through emerging local plans, i.e. Fawley Waterside (New Forest), Bishopstoke/Fair Oak (Eastleigh) and Southleigh (Havant). These sites are already included in the housing supply figures in Table 2. Whilst these major proposed allocations make significant contributions to accommodating housing needs, further SDOAs will inevitably be needed alongside smaller brownfield and greenfield developments.

3.38. The initial task is to identify the options and potential choices for land to accommodate strategic development. These potential Strategic Development Opportunity Areas will then be subject to analysis and appraisal to establish the most sustainable options and the infrastructure investment needed to deliver them.

3.39. The assessment of the SDOAs will follow the process below:

- Identification of potential SDOAs
- Detailed assessments of potential SDOAs including:
 - constraint mapping and sustainability appraisal
 - habitat regulations assessment (including appropriate assessment)
 - transport modelling and transport impact assessments (to be commissioned as a separate study)
 - landscape impact
 - strategic infrastructure requirements or opportunities.

3.40. PfSH will produce detailed briefs that will go out to tender to procure consultants to prepare the assessments and undertake the sustainability appraisal and habitat regulations assessment/appropriate assessment. The transport modelling and transport impact assessments will be the subject of a separate commission and will be undertaken in conjunction with Solent Transport and its member organisations. The PfSH Planning Officers Group will then consider the results of the assessments before making recommendations to the

Joint Committee as to the SDOAs to include in the Joint Strategy. The sustainability appraisal will be key to making these recommendations.

- 3.41. Whilst there is clear government policy on the methodology to be used to assess housing needs, a less prescriptive national policy applies to establishing the need for employment development, although there is the same requirement to meet those needs through plan-making. In order to establish the amount and type of land that needs to be allocated, as well as examining the existing supply, PfSH intends to procure consultants to produce an Employment, Economic and Commercial Needs (including logistics) Study. The results of this study will be considered alongside the SDOA assessments when considering the need for land allocation.
- 3.42. There are clear benefits in planning for a mix of uses when planning for new communities. There are also opportunities within the existing urban areas for significant redevelopment. The identification of Strategic Development Opportunity Areas will include urban and greenfield sites, expanding upon those identified as Strategic Development Locations in the Spatial Position Statement.
- 3.43. To assist with the identification of regeneration opportunities, the PfSH authorities will undertake an urban capacity assessment. This part of the evidence base will inform the quantification of housing supply and may result in the identification of further SDOAs or changes to the policy approach to existing Strategic Development Locations.
- 3.44. The need to mitigate potential adverse impacts of new development on the environment is apparent through the evidence base from previous local plans and current issues relating to water and air quality and recreational pressure and potential harm to protected habitats. It is a major priority for the PfSH authorities to ensure that the natural environment is not diminished through new development and where possible, is enhanced. Furthermore, government policy now requires development to provide a net gain for biodiversity. Given the sub-region's location between two National Parks (the South Downs and the New Forest), the 'duty of regard' set out in Section 62(2) of the Environment Act 1995 is also relevant. This duty ensures that any decisions that could affect National Parks must have regard to the two statutory Park purposes.
- 3.45. There are legal requirements for carrying out strategic environmental assessment (incorporated within sustainability appraisal) and habitat regulations assessments (including appropriate assessments) when considering the location of new development. Given issues around recreational disturbance and the potential need to mitigate the impact of nutrient deposition from the wastewater outputs of additional dwellings, there will be a requirement to allocate land to provide sustainable alternative natural greenspace and to reduce nitrate levels in the water environment. Consideration will need to be given to incorporating assessable natural green spaces within SDOAs to ensure that they are accessible to residents and assist with the delivery of appropriate environmental mitigation.

- 3.46. Climate change is an overarching theme that will be at the forefront of the strategy for new development. Matters such as flood risk and policy approaches to resilience can be explored through the sustainability appraisal and SDOA assessments. Any opportunities to reduce potential environmental impact through the location of development will be considered alongside mitigation measures that need to be addressed through planning policy.
- 3.47. Dealing with climate change issues can have a long-term beneficial impact on the health and wellbeing of the new communities now being planned. Other issues, such as access to green spaces and opportunities for active travel can also be addressed through the strategy for new development.
- 3.48. One of the main determinants of health is access to a decent and affordable home. To ensure that the homes provided meet the needs of local residents PfSH will commission (either through consultants or council officers) a Housing Market Areas Housing Product Delivery Report. This will examine the type of housing need, including the need and affordability of different types of affordable housing, and where it can be delivered.
- 3.49. Impacts on health caused by poor air quality will be considered through the sustainability appraisal. Development should be located so as to minimise adding to air quality problems and regard should be had to designated Air Quality Management Areas when determining strategic approaches to development.
- 3.50. PfSH intends that the review of the Spatial Position Statement will lead to a new Joint Strategy. Whilst the initial workstreams have been agreed and this work will commence now, further work remains to be undertaken to establish the full scope for the Joint Strategy. A detailed project plan will be prepared for the workstreams set out in this SoCG. Following this further consideration will be given to the timing and scope for the production of the Joint Strategy.
- 3.51. The technical work outlined above will enable the preparation of a PfSH Infrastructure Delivery Plan which will both be evidence based and aligned to an agreed distribution of development to meet the need for homes and jobs. This will provide a strong statement to Government of our strategic infrastructure 'asks' in-order to deliver development. This will include for example transport, flood risk management, water and environmental infrastructure.

g. a record of where agreements have (or have not) been reached on key strategic matters, including the process for reaching agreements on these

- 3.52. PfSH published a Spatial Position Statement in 2016. This SoCG sets out the process to update and replace that document and is agreed by the PfSH authorities.
- 3.53. PfSH Joint Committee agreed SoCG with Eastleigh and Havant in July 2019.

h. any additional strategic matters to be addressed by the statement which have not already been addressed, including a brief description how the statement relates to any other statement of common ground covering all or part of the same area

- 3.54. The SoCG sets out a process by which the PfSH authorities will review and update the Spatial Position Statement (2016). It is not intended to replace or supersede any existing SoCG that exist between PfSH and individual local planning authorities or bilateral agreements between local planning authorities.
- 3.55. There are no other strategic matters to be addressed by the SoCG that have not been referenced earlier in the SoCG.

4. Signatories

Ken Moon
East Hampshire District Council

Keith House
Leader Eastleigh Borough Council

Seán Woodward
Leader Fareham Borough Council

Stephen Philpott
Chairman of Economic Development Board Gosport Borough Council

Judith Grajewski
Executive Member for Public Health Hampshire County Council

Michael Wilson
Leader Havant Borough Council

Edward Heron
Deputy Leader New Forest District Council

Oliver Crosthwaite-Eyre
Chairman New Forest National Park Authority

Gerald Vernon-Jackson
Leader Portsmouth City Council

Christopher Hammond

Leader Southampton City Council

Nick Adams-King
Deputy Leader Test Valley Borough Council

Neil Cutler
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