Statement of Common Ground

Between

Winchester City Council and Havant Borough Council

April 2026

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1. Introduction

1. A Statement of Common Ground (to be referred to throughout as SoCG), of which concerns strategic cross-boundary matters, is a written record of the progress made by strategic plan-making authorities (and other prescribed bodies[1]) during the process of (non-exhaustive) producing or reviewing a local plan. It documents the effective co-operation between the parties and outlines matters that are common ground (agreed) and areas of disagreement. Introduced by the 2018 National Planning Policy Framework, strategic policy making authorities are required to produce, maintain, and keep up to date a SoCG to highlight the agreements on cross-boundary strategic issues.

2. The SoCG is used to demonstrate at examination that respective authorities (Winchester City Council and Havant Borough Council) have cooperated on cross-boundary matters; and that the plan has been prepared in a positive and effective manner, therefore meeting the soundness test[2]. The document assists in presenting evidence that plans are deliverable over the plan period and based on effective joint working across local authority boundaries. Furthermore, it is also part of the evidence required for local planning authorities to demonstrate that they have complied with the current Duty to Cooperate requirements.

3. Previous SoCG produced during the preparation of the Winchester District Local Plan 2040 and Havant Borough Building a Better Future Plan date from October 2021, August 2024 and October 2024.This SoCG has been updated in advance of the consultation on the Pre-Submission Havant Borough Building a Better Future Plan (Regulation 19) and to reflect the adoption of the Winchester District Local Plan 2040 on 24 March 2026 and work that has commenced on the Winchester District Local Plan 2044.

4. It documents the outcomes of co-operation to date in preparing the local plan in order to inform and shape a positively prepared and justified strategy. In doing so it addresses, has been produced in accordance with, and takes account of the requirements set out in the National Planning Policy Framework[3] (NPPF) 2024, Planning Practice Guidance[4] (PPG), relevant planning acts, and any other applicable information.

5. This document therefore sets out the position regarding points of common ground on relevant strategic cross-boundary matters and can be read as a standalone document.

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1 The Town and Country Planning (Local Planning) (England) Regulations 2012 (legislation.gov.uk)
2 National Planning Policy Framework (publishing.service.gov.uk) para 35
3 National Planning Policy Framework (publishing.service.gov.uk)
4 Plan-making - GOV.UK (www.gov.uk) Maintaining Effective Cooperation

2. Legislation and Policy Context

6. HBC intends to submit its emerging Local Plans as a legacy plan, to be examined under the 2024 National Planning Policy Framework (NPPF), whilst the Winchester District Local Plan 2020-2040 was examined under the 2023 NPPF and the emerging Winchester District Local Plan 2026-2044 has commenced under the new plan making system.

7. For a Local Plan to be found sound under the 2024 NPPF it needs to be ‘Effective’ 'based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground.' It is noted that the consultation draft NPPF published in December 2025 changes the tests of soundness. However, the wording of the new test of 'Realistic' still requires that plans be ‘based on effective joint working on cross-boundary strategic matters’ and, elsewhere, the proposed NPPF also still requires the preparation of statements of common ground to demonstrate that relevant cross-boundary matters have been addressed where possible.

8. The Written Ministerial Statement (WMS) made in November 2025 notes that the new plan-making system provided by the Levelling-Up and Regeneration Act 2023 does not include the Duty to Cooperate. Instead, the new system will rely on revised national policy and the new tier of strategic planning to ensure effective co-operation between plan-making authorities. It also notes that the Regulations for the new system will ‘save’ the current plan-making system for a period to allow emerging plans, such as the SDNPA and Havant Local Plans, to progress to examination by 31 December 2026.

9. The Government has now published the regulations to implement the new plan making system, provided by the Levelling-Up and Regeneration Act 2023. As part of these regulations, the Duty to Cooperate is not saved. However, the WMS confirmed that local planning authorities should continue to collaborate across their boundaries, including on unmet development needs from neighbouring areas and that Planning Inspectors will continue to examine plans in line with the policies in the NPPF on ‘maintaining effective co-operation’.

3. Statements of Common Ground

10. This section comprises the Statement of Common Ground that Winchester City Council and Havant Borough Council have entered into in support of the authorities' respective Local Plans. This statement demonstrates the current understanding of points of common ground and where necessary, areas of disagreement, for relevant strategic cross-boundary matters.

1. List of Parties involved:

1.1 Winchester City Council and Havant Borough Council

2. Signatories:

2.1 Both parties agree that this SoCG is an accurate representation of matters discussed and issues agreed upon, or where there are areas of disagreement, this statement documents the issue, and that both parties confirm their respective position.

2.2 It is agreed that these discussions will inform the Winchester Local Plan 2044 and the emerging Havant Borough Building a Better Future Plan. Both parties will continue to work collaboratively to meet the Duty to Cooperate obligations and will both continue to work proactively on the key strategic cross boundary issues identified in this document.

2.3 For Winchester City Council the Statement of Common Ground is signed by Julie Pinnock, Corporate Head of Planning and Regulatory Services.

2.4 For Havant Borough Council this Statement of Common Ground is signed by David Hayward, Strategic Planning Manager.

Signed: [redacted]

Name: **Julie Pinnock**

Position: **Corporate Head of Planning and Regulatory Services**

Winchester City Council

Signed: [redacted]

Name: **David Hayward**

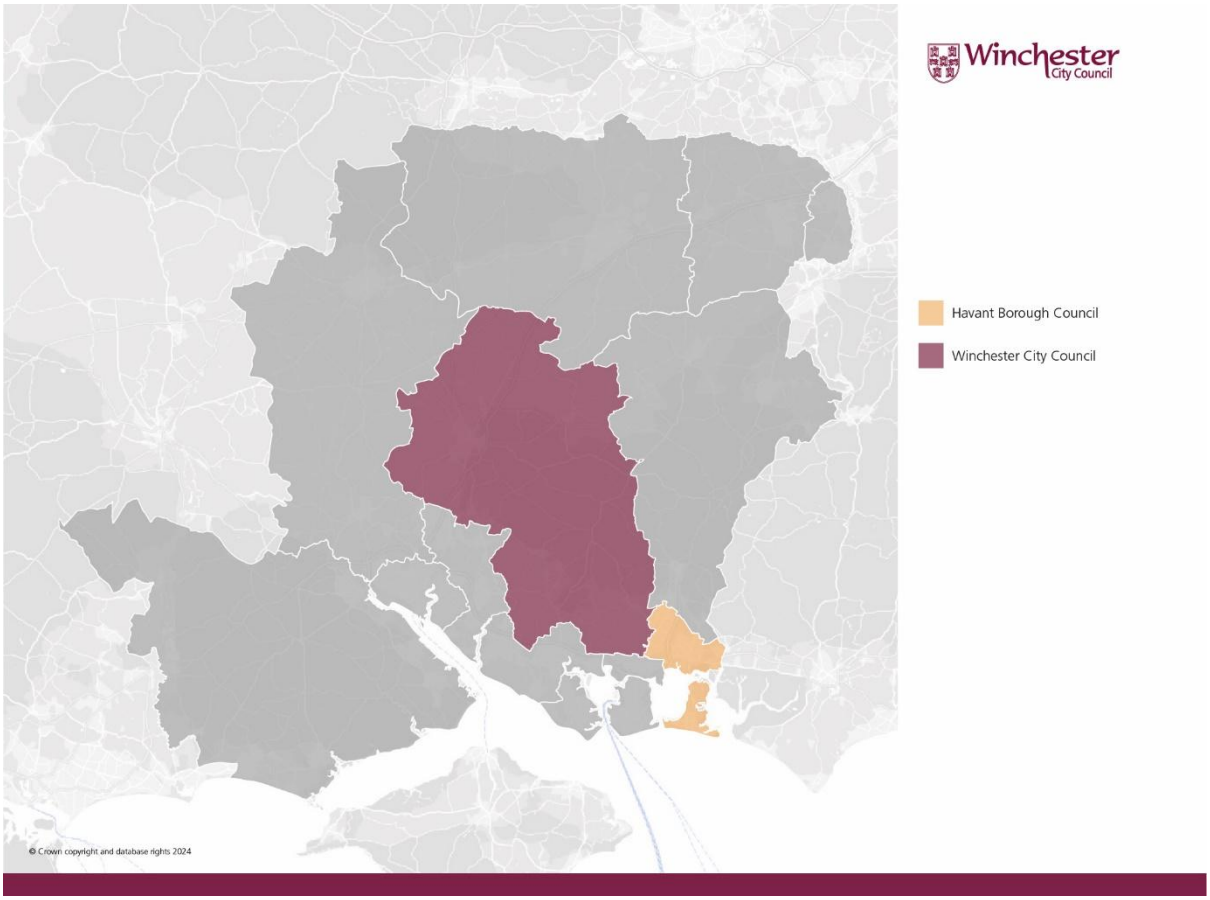
Position: **Strategic Planning Manager**

Havant Borough Council

3. Strategic Geography & Plan-Making History

3.1 This section will outline the strategic geographical relationship between the authorities demonstrating the geographical positioning, identifying key geographic factors and planning designations that influence policies within the emerging plans, recognising primary travel routes and the historic planning strategy of the combined area.

3.2 The section will also provide a brief update of the plan-making process to date and anticipated timeline for adoption.



Map demonstrating the strategic geographical relationship between Winchester and Havant

3.3 Havant Borough is situated to the south-east of the Winchester administrative area with the East Hampshire district to the north and the Portsmouth city to the south-west. The strategic road network does not pass through from one area to the other; however, the A27 that runs through the Havant borough merges into the M27 of which allows access into the Winchester district to the south. The town of Waterlooville physically adjoins the boundary of Winchester and forms part of a strategic allocation in the adopted Winchester Local Plan. The South Downs National Park effects both planning areas; a large area of the Winchester District comprises the park, and whilst the park does not cover any part of Havant Borough, its proximity is considered as part of the plan-making process. Both authorities are within the county of Hampshire and are both involved in the Partnership for South Hampshire with a number of other authorities.

<u>Winchester City Council:</u>

3.4 The Winchester District Local Plan 2020-2040 was adopted on 24th March 2026. The plan had been submitted for examination in November 2024 and between then and adoption there was continuing correspondence between WCC and HBC as well as the Local Plan Inspector, which resulted in Modifications to the submitted plan. Much of this is covered in this Statement below.

3.5 Cabinet agreed on 18th March 2026 a provisional timetable for the preparation and adoption of the Winchester District Local Plan 2044. Initial work has begun on the

Winchester District Local Plan 2044. A Notice of Intent will be submitted by June 2026 to this effect.

Havant Borough Council:

3.6 The existing Havant Borough Local Plan (the Core Strategy – Local Plan part 1) was adopted on 1 March 2011 followed by the Allocations Plan (Local Plan part 2) that was adopted 23 July 2014. The Core Strategy sets out the strategic direction and broad distribution of development for the Borough, whilst the Allocations Plan identifies sites for specific uses including housing, employment, retail, recreation and green infrastructure up to 2026.

3.7 The Council consulted on a Draft Regulation 18 Local Plan in July 2025 and is currently working towards consultation on a Regulation 19 consultation in Q3 of 2026. The Council intends to submit the Local Plan for Examination by 31 December 2026 and that it would be examined under the 2024 NPPF. Once adopted, the Building a Better Future Plan will replace the existing Core Strategy and the Allocations Plan.

4. Strategic Matters

4.1 This section sets out where agreement has been reached on cross-border strategic matters, or where further work to reach common ground is required. Duty to Cooperate meetings have taken place over the course of the Local Plan review to discuss and resolve matters presented as part of the plan preparation, details of which and minutes documenting the outcome of the meeting(s) will be included in the Duty to Cooperate Statement of Compliance that will assist the Regulation 19 consultation.

4.2 At the time of writing this Statement of Common Ground, the strategic cross-boundary matters identified that concern both authorities are:

- Collaborative working through the Partnership for South Hampshire
- Meeting identified housing needs and unmet housing needs
- Meeting the identified need for Gypsy, Traveller and Travelling Showpeople accommodation and unmet needs
- Meeting identified employment needs
- Major Development Area at West of Waterlooville

4.3 The following demonstrates areas of common ground and/or details of disagreement or where further work is required, and will be updated throughout the plan-making process:

Partnership for South Hampshire

4.4 WCC and HBC are active members of the Partnership for South Hampshire (PfSH), which was originally formed in 2003 as the Partnership for Urban South Hampshire (PUSH). It is a partnership of district and unitary authorities, together with Hampshire County Council and the New Forest National Park Authority, working together to support the sustainable growth of the South Hampshire sub-region. The area covered by PfSH and the authorities involved is shown in figure 1.

Figure 1: Map of the Partnership for South Hampshire sub-region



4.5 The Partnership has a strong track record in collaborative working to achieve common goals in South Hampshire.

4.6 The ethos of collaborative cross boundary working continued in South Hampshire after the abolition of regional planning and the revocation for the South East Plan in 2013. As well as joint working between member authorities, PfSH works with partner agencies in the sub-region and Government departments to deliver joint strategies and pool resources.

4.7 Growth in the sub-region is constrained as it is bounded by two national parks, an Area of Outstanding Natural Beauty, the coast/estuaries, a range of international, national and local biodiversity designations and it needs to accommodate land for biodiversity mitigation and net gain. South Hampshire is already heavily built up in places, with areas of valued countryside often important in landscape terms or as settlement gaps protecting the identity of individual towns and villages. Some areas are less accessible by public transport.

4.8 The PfSH Spatial Position Statement was approved by Joint Committee in December 2023. It aims to provide guiding principles for local plans to help deliver sustainable development within South Hampshire. It also sets out the balance between the need and supply of new dwellings across the sub region, identifying a shortfall in supply still to be planned for of 11,771 dwellings to 2036. It recognises that some authorities are at an early stage in plan preparation, and that as part of this plan making work additional sites will be identified to meet unmet needs. The Statement sets out a two stage process to addressing needs, first identifying the authorities which should be able to

meet or exceed their needs, and second by identifying broad areas of search for growth to be considered further through local plans.

4.9 Since the PfSH Spatial Position Statement was approved, the Government's standard method for calculating housing need has changed from a population based to a housing stock based algorithm, and the affordability ratio has also changed. As a result the housing need figures for the PfSH area as a whole have increased.

4.10 The national proposals to reintroduce statutory strategic planning will require the preparation of a Spatial Development Strategy by the proposed Mayoral Combined Authority for Hampshire and the Solent. A key output of this work will be meeting housing need. In light of this, PfSH do not intend to update the Spatial Position Statement. However, in the meantime PfSH continue to discuss the latest position to inform the preparation of each authority's local plan in accordance with the 'duty to co-operate'. This is supplemented by the preparation of Statements of Common Ground between individual authorities such as this.

Agreed Position:

4.11 Both WCC and HBC agree to work in collaboration with all other PfSH authorities to continue collaborating to explore and resolve cross-boundary planning in South Hampshire.

Housing

Winchester City Council:

Winchester District Local Plan 2020 – 2040 – As Submitted 15th November 2024

4.12 The Submission Winchester Local Plan 2020 - 2040 proposed to meet the local housing need of the District for that period in full, together with a provision of an 'unmet needs allowance' to help with meeting the (currently undefined) unmet needs of neighbouring authorities in accordance with the Partnership for South Hampshire's 2023 'Spatial Position Statement'.

4.13 The Standard Method of calculating housing need provides a figure for the District as a whole. When calculating sources of supply, it is expected that some development would come through that part of the District that is within the South Downs National Park. The Submission Plan assumed that this would comprise about 350 dwellings. The Local Plan area excludes that part of the District within the South Downs National Park, so the remaining housing requirement for the Local Plan area was 15,155 dwellings (15,465 – 350 = 15,115) at that time.

4.14 The local housing need figure set out in the submitted plan was 13,565 against a supply of 15,465. This left a surplus for unmet needs in neighbouring authorities of 1,900 in the Regulation 19 Submitted Local Plan. This was not allotted to any particular authorities within the PfSH area. However, as a result of discussion between WCC, HBC and PCC regarding their unmet needs, it was agreed that any unmet needs allowance should be specifically allocated proportionately between HBC and PCC on a 70% to 30% basis, as set out in the October 2024 SoCG between WCC and HBC and this was suggested to the Inspector as a proposed modification to the submitted plan. This would have resulted in a contribution of 1,330 and 570 dwellings respectively from the overall unmet needs allowance of 1,900 in the Local Plan as submitted.

4.15 There were also two Inspector-led consultations; one on the start period of the local plan (01.07.25 – 24.07.25) and one on Duty to Co-operate matters (16.12.25 – 09.01.26).

4.16 Following the close of the Examination Hearings for the Submission Local Plan in June 2025, WCC received a letter from HBC on 12th June 2025 setting out an updated position on housing need and supply which included a further formal request for assistance with unmet housing need. In its response dated 2nd July 2025, WCC set out the Regulation 19 Local Plan includes an unmet need allowance of 1,900 dwellings, and as reflected through the Main Modifications that a proportion of this unmet need would be assigned to HBC.

4.17 As a result of discussions with the Inspector, WCC revised its calculation of local housing need and prepared an updated assessment of likely sources of supply. This resulted in a reduced figure for housing need and supply and consequently a reduction in the amount of allowance for unmet needs in neighbouring authorities. These changes were proposed in the Main Modifications (MM49) which were consulted on between 21.11.25 – 16.01.26

4.18 On 9th March 2026, WCC received the Inspector's Report which confirmed that the Plan would be found sound in relation to its housing requirement (including contribution to unmet needs) subject to the Main Modifications (specifically MM49).

Winchester District Local Plan 2020 – 2040 – As Adopted 24th March 2026

4.19 The Winchester District Local Plan 2020 – 2040 – as Adopted 24th March 2026 contains different figures for housing requirements compared to the Submission Plan, including in respect of unmet needs. Following discussions with the Inspector, the calculation of local housing needs and supply has been re-assessed to run from 2024 and in accordance with the revised Standard Methodology. The expected contribution of SDNP to housing supply has also been updated.

4.20 The net result of the re-assessment is a reduced local housing need figure, together with a lower supply, which in turn results in a lower figure to be available for unmet needs in neighbouring authorities. The local housing need figure is now 10,1816 (2024-2040) and the provision is 11,311 (including 312 in SDNP). This leaves a surplus of 495 to provide as an unmet needs allowance. The unmet needs allowance is specifically split into 30% for Portsmouth City Council and 70% for Havant Borough Council. This results in 150 and 345 dwellings respectively.

4.21 The table below illustrates the overall position in terms of housing need and supply for the Winchester District in the Plan as adopted:

Table H2 – Winchester District Housing Need and Provision
(p218 Winchester District Local Plan 2020-2040)

Winchester District Housing Need		**Winchester District Housing Provision**	
Standard Method need 2024-2040 (see Table H1)	10,816	Completions (2024-2025)	834
Unmet Needs Allowance (for unmet need in neighbouring authorities)	495**	Outstanding planning permissions	5,186
		Other commitments	579
		Windfall development	1,495
		Additional allocations made in this Local Plan	2,905

		SDNP completions, permissions and windfall	312
Total District Housing Requirement	**11,311***	**Total District Housing Provision***	**11,311**

* Includes approximately 312 dwellings within the South Downs National Park part of Winchester District.
** It has been agreed that to reflect the total unmet need in the housing market area would necessitate the following; • To Portsmouth City Council: 30% apportionment of the unmet need housing allowance in the Winchester District Local Plan; • To Havant Borough Council: 70% apportionment of the unmet need housing allowance in the Winchester District Local Plan; (based upon the unmet need allowance of 495 homes, this would equate to 150 homes for Portsmouth City and 345 homes for Havant Borough)

4.22 The Inspector's Report notes that housing supply in excess of the local housing need level in the early years of the Plan from 2020-2024, although not part of the housing requirement of the Plan, will have made some contribution to unmet needs in the wider area.

4.23 Both the WDLP 2040 and the Inspectors Report note that further work on unmet needs in the wider local area will need to be addressed in all relevant PfSH member local plans including WCC, and notes that in policy commits the Council to undertake a review of the Plan within 6 months of its adoption.

Winchester Local Plan 2044

4.24 WCC is committed to undertaking work on the next Local Plan and a provisional timetable for work on the Local Plan 2044 was agreed at Cabinet on 18 March 2026.

4.25 This has involved commissioning an Integrated Impact Assessment/Habitat Regulations Assessment and an updated Employment and Retail Assessment. WCC is also early in the processing of commissioning various studies such as the Strategic Housing Market Assessment, Gypsy and Traveller Accommodation Needs Assessment, Water Cycle Study and a Local Plan Viability Assessment. A new 'Call for Sites' was also undertaken during October and November 2025.

4.26 Whilst work has been undertaken on the new housing standard method figure, WCC is not yet in a position to start detailed work on the settlement hierarchy and the approach towards the site selection process. WCC have not undertaken detailed work on how to meet the increase in the standard method figure and ultimately, what contribution WCC might be able to make to unmet needs from neighbouring authorities.

4.27 Following the formal request for assistance from HBC (June 2025) and WCC's formal response (July 2025), discussions continued regarding unmet needs in HBC and the wider southeast Hampshire area.

4.28 In October 2025, Winchester City Council, East Hampshire District Council and Fareham Borough Council were invited to a meeting to discuss development needs in Southeast Hampshire by Havant Borough Council (HBC), Gosport Borough Council (GBC) and Portsmouth City Council (PCC). This included a presentation on the background work that had been undertaken by HBC, GBC and PCC to quantify the collective unmet housing and employment need in the Southeast Hampshire. Following this, on the 13th October 2025, Winchester City Council received a letter from the three authorities (HBC, GBC and PCC) formally requesting assistance with the combined unmet housing need of the three authorities of 18,437 homes.

4.29 In a letter to HBC dated 28th October 2025, WCC updated their position regarding preparation of the 2044 Plan. It explained that whilst work has been undertaken on the new housing standard method figure, WCC have not undertaken detailed work on the Local Plan 2044 in terms of how to meet the increase in the standard method figure and ultimately, what contribution WCC might be able to make to unmet needs from neighbouring authorities.

4.30 In relation to the wider needs, WCC letter of 28th October 2025 refers to the meeting of 9th October 2025. WCC are aware of the collective unmet housing need for Havant, Portsmouth and Gosport located in the southeast the housing market area (HMA). WCC are also expecting a request for assistance from New Forest District Council. Around 40% of the City Councils geography is covered by the South Downs National Park Authority and they are also likely to have an unmet housing need.

4.31 Given the scale of the unmet housing need, WCC feel strongly that there are other Local Planning Authorities in Hampshire as well as Winchester City Council all have a role to play in helping to meet the unmet housing need.

4.32 WCC responded on 06.11.25 to the HBC, GBC joint request for assistance dated 13.10.25 which acknowledged that there was significant unmet housing need across the three authorities. WCC strongly agreed with the fundamental point that was made at the joint meeting, that addressing these housing figures requires a coordinated and strategic approach. The letter re-iterates WCC's opinion that this responsibility does not rest solely with Winchester City Council and nor should it be constrained to housing market areas. WCC consider that this is a joint issue that all local authorities need to approach in a consistent way given its importance. Therefore, the letter urges the three authorities to approach other Local Planning Authorities in Hampshire outside of the Housing Market Area and to respond to other local plan consultations in Hampshire on this issue.

4.33 The letter concludes that 'We do acknowledge the importance of planning for unmet needs across Hampshire and remain committed to working collaboratively with all of the authorities across Hampshire (and beyond). However, given the early stage of our Local Plan Review, it would be premature to make any firm commitments regarding the accommodation of unmet housing or employment need at this time as we have not yet mapped out the process that we intend to follow.'

4.34 Whilst the Mayor elections have been delayed until May 2028, it is understood that the Spatial Development Strategy for Hampshire will need to consider and address strategic cross boundary issues such as any unmet housing and employment need and identify broad areas of land that could meet any unmet housing and employment need.

Havant Borough Council:

Havant Borough Building a Better Future Plan

4.35 Havant Borough Council's starting point is that it will leave no stone unturned to meet its own housing need. However, as evidenced by the Constraints Study5 there is also a very constrained supply of land in Havant Borough with the least constrained areas already identified for development. Given the lack of suitable land within the Borough to meet identified housing need, HBC's Strategic Housing and Economic Land Availability Assessment (SHELAA) includes a comprehensive and robust assessment of all

[5] https://www.havant.gov.uk/media/9998/download?inline

available land in the Borough to ensure that it has fully examined all opportunities for development.

4.36 Following initial discussion on this matter, on 5th March 2024, Havant Borough Council formally wrote to all neighbouring local planning authorities and those within the Housing Market Areas setting out its housing supply position, the extent of unmet need, and formally requesting assistance from those authorities in addressing this need. Significantly however, that was under the previous standard method figure of 516 dwellings per annum, equivalent to 10,320 dwellings between 2023 and 2043.

4.37 As part of this formal letter, and within Havant Borough Council's representations on the Draft Winchester Local Plan (Regulation 18), it was noted that a buffer is provided to contribute to the PfSH shortfall. Havant Borough Council noted the position in the Regulation 19 Winchester District Local Plan of a 1,900 dwellings towards an "unmet needs allowance (for unmet need in neighbouring authorities)" as set out in table H2.

4.38 Importantly, as agreed in the previous SoCG of October 2024 (in partnership with Portsmouth City Council), a distribution of any unmet needs from Winchester District as follows:

- 30% apportionment of the unmet need housing allowance in the Winchester District Local Plan to Portsmouth City Council; and.
- 70% apportionment of the unmet need housing allowance in the Winchester District Local Plan to Havant Borough Council.

4.39 On the 12th June 2025, HBC wrote to WCC with an updated housing supply and need position with a further formal request for assistance with unmet housing need. This followed the publication of the new standard method in December 2024 increased the Borough's need to 892 dwellings per annum, equivalent to 17,840 dwellings between 2023 and 2043. The Draft Regulation 18 Local Plan identifies a developable housing supply of 7,218 dwellings between 2023 and 2043. There is therefore an unmet housing need of 10,622 dwellings from Havant Borough (or 531 homes per year). There was subsequent correspondence between WCC and HBC on Havant's housing need and supply position, the development strategy and requests for formal assistance under the Duty to Cooperate from other authorities. As a result, the two authorities have discussed each other's respective local plans at length, within formal and informal correspondence. Whilst the precise unmet need arising from Havant Borough will evolve as the local plan is finalised and housing completions figures are released for future years; this is unlikely to materially alter the level of unmet need.

4.40 During the Winchester District Local Plan Examination, it should be noted that HBC has responded to various consultations on the Local Plan start period (July 2025), the Duty to Cooperate (January 2026), and the Main Modifications consultation (January 2026). The latter of included a modification MM49 which results in a reduction in the unmet need allowance to 495 homes, equating to approximately 150 homes for Portsmouth City Council and 345 homes for Havant Borough Council. Within its consultation response, HBC noted that it is broadly positive that the Winchester District Local Plan makes provision for accommodating a proportion of both Havant Borough and Portsmouth City's unmet housing need. However, there remains a substantial amount of unmet need to be addressed. As such, it will be necessary for HBC to continue to request formal assistance with unmet housing need through the Winchester District Local Plan 2044 process.

4.41 More recently, HBC has taken part in collective discussions as part of a grouping of South East Hampshire authorities, including Gosport Borough Council and Portsmouth City Council. In October 2025, this resulted in a joint letter on 13th October to other local authorities in the same housing market area (Winchester City Council, East Hampshire District Council, and Fareham Borough Council) and discussion. This collaborative working has allowed for the development of an up-to-date picture of unmet development needs in Hampshire. WCC responded on 28th October 2025 which acknowledges the importance of planning for unmet needs across Hampshire and confirms WCC's its commitment to working collaboratively with HBC and other authorities. Given the early stage of the Local Plan 2044, the response set out that it would be premature to make any firm commitments regarding the accommodation of unmet housing or employment need as the process the WCC intends to follow has not been mapped out. It reiterates the need to work with all Hampshire councils to plan strategically for unmet housing need, and encourages the three authorities to make representations on this point in Local Plan consultations in Hampshire.

4.42 HBC's approach has been to focus duty to cooperate discussions with the Borough's immediate neighbouring authorities, and with other authorities within the same housing market area. However, given the scale of unmet housing need that exists, it is also acknowledged that it will be necessary to look beyond the housing market area to the Hampshire and Solent devolution area, as these will be covered by the same Spatial Development Strategy. More recently, the Council has therefore formally requested assistance with unmet need from Test Valley Borough Council and Basingstoke and Deane Borough Council.

Agreed Position:

4.43 The two authorities note the respective positions on housing need and supply.

4.44 HBC is unable to meet the need established through the Standard Method, resulting in a substantial amount of unmet need. It is agreed that HBC has left no stone unturned in order to meet its housing need as far as possible in providing sustainable development. This has included a comprehensive audit of land to ensure that opportunities to meet development needs have been assessed. HBC welcome the inclusion of an allowance towards its unmet need in the Winchester District Local Plan 2020-2040. However, there remains a large amount of unmet need to be addressed from Havant Borough and within the wider Southeast Hampshire Housing Market Area.

4.45 WCC were in a position to meet their demonstrable need in full through the Winchester Local Plan 2040 and will continue in using the Standard Method output to establish their local housing need. However, it is important to note that the Winchester District Local Plan 2044 is at an early stage, and that detailed work on how Winchester might be able to meet the increase in the standard method figure has not yet been undertaken, so it is not yet known what contribution WCC might be able to make to unmet needs from neighbouring authorities.

4.46 Moving forward under the position set out in the November 2025 WMS, the two authorities recognise that continuing cooperation to address housing need is mutually beneficial, particularly given the scale of unmet housing need that exists in the Housing Market Area.

Gypsy and Traveller Accommodation Needs

Winchester City Council:

4.47 To support the gypsy and traveller policies in the emerging Winchester Local Plan 2040, the Council published a Gypsy and Traveller Accommodation Assessment (GTAA) and a Pitch Delivery Assessment (PDA) in 2022

4.48 On 16th August 2023 WCC wrote to all adjoining local planning authorities – including Havant – and HCC, requesting assistance in meeting the identified needs. No authorities were able to offer assistance at that time. HBC was in the process of updating their evidence on this, but were subsequently able to confirm on 4th January 2024, that, due to land constraints in the Borough, they would not be able to assist WCC in meeting the unmet need.

4.49 Subsequently, a Gypsy and Traveller Topic Paper was prepared in July 2024, which reviewed the findings of the GTAA and PDA in the light of the national Planning Policy for Traveller Sites 2024 and updated the situation regarding existing sites within the District and the work that had been taken to identify potential sites, including seeking assistance from neighbouring authorities.

4.50 Together, a need was identified for an additional 91 gypsy and traveller pitches and an additional 35 travelling showpersons plots within the plan area between 2022 and 2040.

4.51 It has not been possible to identify sufficient sites to fulfil the identified needs, therefore the adopted WDLP 2040 uses various approaches to address this need as set out in policies H11-H16 of the 2040 adopted plan:

- Safeguarding of authorised gypsy and traveller and travelling showperson sites
- Intensification of existing authorised sites
- Criteria-based approach to allow for the expansion of existing authorised sites or for new sites
- 2 Specific site allocations for gypsy and travellers (Tynefield, Whiteley) and travelling showpersons (The Nurseries,Shedfield)

4.52 WCC is in the process of commissioning an updated GTAA and PDA to support the preparation of the Local Plan 2044.

Havant Borough Council:

4.53 ORS were also appointed to prepare the GTAA for Havant Borough which was updated in March 2026[6] has been published as part of the Council's evidence base.

4.54 In Havant Borough, there is not a need for Gypsy and Traveller pitches or plots for Travelling Showpeople, nor a need for any formal Transit provision.

Agreed Position:

4.55 Both WCC and HBC have updated their evidence base to support the delivery of Gypsy and Traveller accommodation as part of their respective local plans. Subsequently, WCC sent a formal 'unmet need' letter requesting assistance in meeting the demonstrable need for Gypsy and Traveller accommodation. In response, HBC set out their ability to assist was likely to be challenging due to the constraints which exist in Havant Borough and limit its ability to meet general housing need. Further details can be found in respective authorities' Duty to Cooperate Statements.

[6] https://www.havant.gov.uk/sites/default/files/2026-03/GTAA%20Final%20Report%202026.pdf

4.56 The WCC position has been presented as is and they are unable to meet their own need with the land made available to them. This has been evidenced in the respective GTAA and Pitch Delivery Assessment, Call for Sites, SHELAA exercises, and the Gypsy and Traveller Topic Paper. The HBC GTAA has recently been updated as part of the plan review resulting in a need of one site (which has planning permission and is occupied) over the planning period and as a result of this, HBC have confirmed that they are not in a position to assist in the delivery of Gypsy and Traveller development in the Winchester district due to the land constraints and availability experienced in the Havant borough as evidenced in the updated Land Availability Assessment and Constraints study.

4.57 It is agreed that WCC have exhausted and evidenced all potential avenues of delivering an adequate level of development to meet the assessed need within its own district. Both authorities agree to continue to monitor the situation with the updating of evidence and will update their respective positions accordingly.

4.58 There are no remaining areas of disagreement between the Borough Council and City Council regarding this matter.

Employment Land

Winchester City Council

4.59 In terms of employment floorspace, the City Council commissioned an updated Employment Land Study (2024). The study identified a need for 27.6ha – 38.9 ha of employment land over the period to 2044. The adopted plan makes provision for the upper level to be met with almost all being met through allocations, and a small residual figure through windfall. Part of the employment provision comprises the continued allocation of land at West of Waterlooville (about 15.25 ha) and small sites at Southwick, Hambledon and Soberton, close to Havant Borough.

4.60 In response to HBC's request for assistance with employment needs of 12th June 2025, WCC confirmed on 2nd July that, based on the economic forecasts in the 2024 Study; they do not currently have capacity to assist HBC. WCC have commissioned a further Employment Land Study, to inform the Local Plan 2044. This will provide updated estimates of the need for employment land and provide advice on the forms of employment use that should be provided for by geographic location.

Havant Borough Council

4.61 Havant Borough's constrained land supply also means that it is extremely challenging for the Borough to identify sufficient sites to meet employment need. The Council's Employment Land Review (ELR) provides an up-to-date assessment of the Borough's economic and employment development needs. It identifies an objectively assessed need figure of 175,199 sq. m of net new floorspace over the plan period of which 139,140 sq. m results from industrial demand, and 36,059 sq. m for office demand.

4.62 There is an estimated supply of 123,775 sq. m of employment supply which means there is an unmet need of 51,424 sq. m for employment floorspace over the plan period. Of this 17,665 sq. m is industrial demand and 33,759 sq. m is office demand.

4.63 In June 2025, HBC formally requested assistance from all neighbouring authorities, including WCC with its unmet employment need. PCC subsequently indicated that they have an oversupply of 31,261 m2 of office floorspace and has agreed to allocate this to HBC. This has been formalised in a bilateral SCG between the two authorities.

4.64 Following work to collectively establish unmet need in South East Hampshire, FBC have confirmed they are able to assist HBC with their remaining unmet employment need of 19,973 sq. m. Furthermore, HBC are undertaking an Addendum to the Employment Land Review to recalculate the employment need for the Borough over the plan period so that the assessment of need has been updated no more than two years before the submission date and to understand whether previously identified lower-ranked potential employment sites which have failed to progress could be considered for housing. FBC confirmed that they are happy to consider providing further employment floorspace to HBC in regard to these sites and HBC are in the process of finalising the evidence. This will all be confirmed through a bilateral SCG between the two authorities.

Agreed Position:

4.65 It is agreed that both authorities have outlined their employment land provision within their respective emerging plans and WCC is expected to be able to provide adequate employment land over the plan period. HBC have identified a shortfall of employment land, although it is anticipated that this can largely be accommodated by PCC and FBC respectively.

4.66 Both Councils will continue to engage together and through the Partnership for South Hampshire which will consider the wider economic needs of South Hampshire and distribution of development between districts and boroughs.

Major Development Area at West of Waterlooville

Agreed Position:

4.67 Both Councils agree to continue with the ongoing collaboration in the delivery of the Major Development Site at West of Waterlooville and regeneration of Waterlooville town centre. This includes an allocation at Berewood (Phases 4 and 8) in the Havant Borough Building a Better Future Plan – Phase 8 of which already benefits from reserved matters approval APP/24/00939.

5. Governance Arrangements

5.1 For the purpose of this document, and to evidence the cooperative process undertaken between Winchester City Council and Havant Borough Council, it has been decided that the final signing of the Statement of Common Ground can be at the Head of Service level.

6. Timetable for review and ongoing cooperation

6.1 Havant Borough Council and Winchester City Council will continue to work collaboratively to address strategic matters that, in addition to the above, arise through the plan-making process. Notably, this Statement of Common Ground has been updated to reflect the updated unmet need allowance in the Adopted Winchester District Local Plan 2040 and associated necessary updating. This SoCG will be kept under review and updated periodically as required.