Statement of Common Ground

between the South East Hampshire Local Authorities of

Fareham Borough Council, Gosport Borough Council, Havant Borough Council and Portsmouth City Council

March 2026

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1. Introduction

1.1 This Statement of Common Ground (SCG) is a jointly agreed statement between the South East Hampshire[1] (SEH) local authorities of Fareham Borough Council (FBC), Gosport Borough Council (GBC), Havant Borough Council (HBC) and Portsmouth City Council (PCC). The SCG sets out the position and understanding with respect to key cross boundary strategic issues between the four authorities. It is not binding on any of the parties but sets out a clear and positive direction to inform ongoing strategy and plan making. It should be noted that this is a multilateral agreement between these four authorities only. There are also more detailed bilateral SCGs between the individual authorities. The SCG is structured as follows:

- Introduction
- Shared geography
- Local and national policy context
- Duty to Cooperate work done to date in SEH
- Key cross boundary strategic issues in SEH with matters of agreement
- Future joint working and Local Government Reorganisation

2. Shared geography of South East Hampshire

2.1 A map showing the area covered by the four local authorities forms figure 1.

2.2 South East Hampshire is located on the coastal plain adjacent to the Solent on the southern coast of England. Combined the area has a total area of approximately 217 square kilometres, a coastline of approximately 152 kilometres and is home to approximately 528,700 people. Portsmouth is the only city in the area and there are a number of notable towns including Fareham, Gosport, Havant and Waterlooville. The area as a whole is well served by road, rail and ferry both east to west and north to south. Despite its predominantly urban nature, the coast of SEH is covered by statutory sites designated for their conservation interest. The sites have a special significance for their breeding bird populations and overwintering bird populations of international importance along with a range of rare maritime and coastal habitats. The northern part of SEH is made up of higher land close to the South Downs National Park.

[1] It should be noted that the four local authorities are all separate local authorities up until if and when Local Government Reorganisation happens.

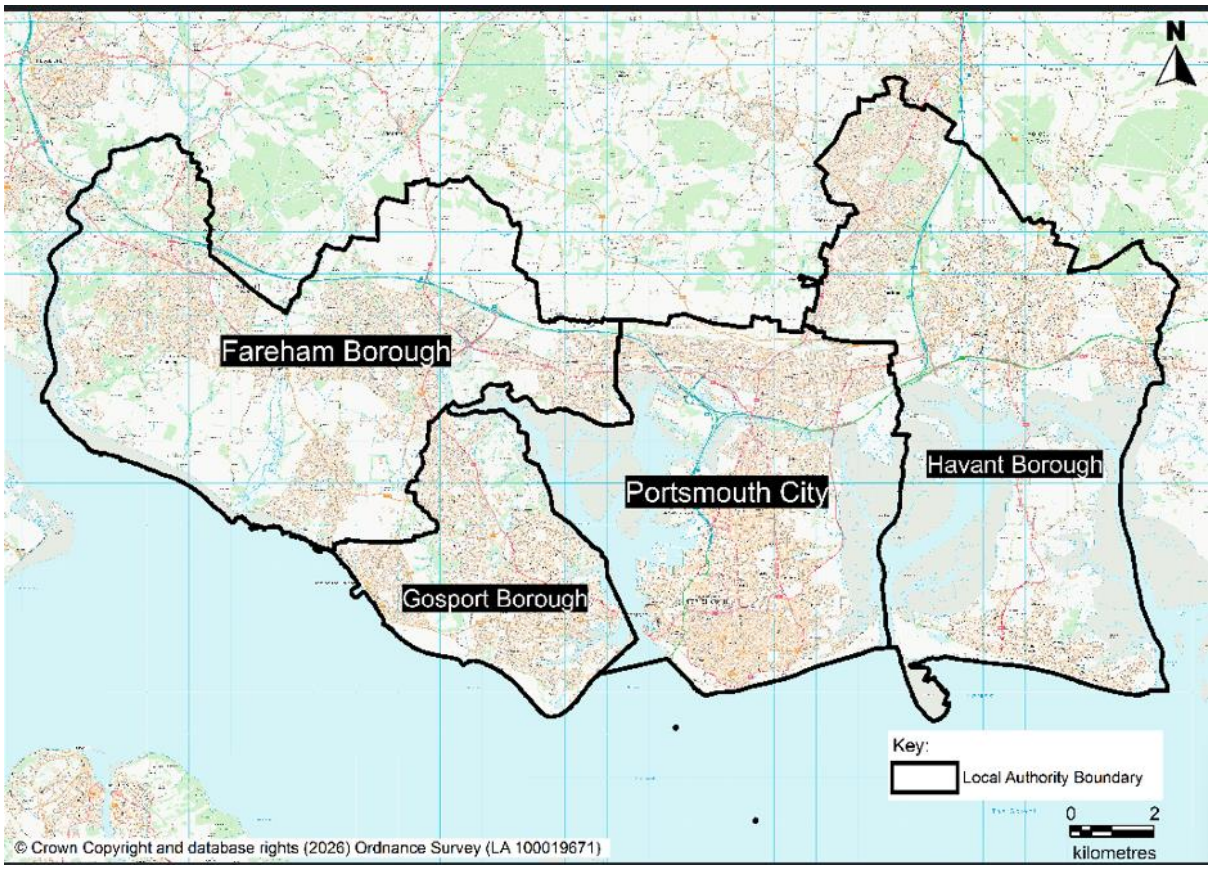

Figure 1: Map of South East Hampshire

2.3 All four local authorities are located either entirely or in part by the Portsmouth-focused Housing Market Area (HMA) as defined in the Strategic Housing Market Assessment of 2014[2] published by the Partnership for Urban South Hampshire[3]. They are all located entirely within the Portsmouth-focused Functional Economic Market Area (FEMA) as defined in the Economic, Employment and Commercial Needs (including logistics) Study[4] of 2021 published by the Partnership for South Hampshire. Parts of two other local authorities are located in South East Hampshire and share the same HMA/FEMA. They are Winchester City Council (WCC) and East Hampshire District Council (EHDC). Both local authorities have been kept updated on this work stream.

Local and national policy context

2.4 GBC, HBC and PCC intend to submit their emerging Local Plans as legacy plans, to be examined under the 2024 National Planning Policy Framework (NPPF). FBC

[2] https://www.push.gov.uk/wp-content/uploads/2018/06/SHMA-2014-1.pdf
[3] The Partnership for Urban South Hampshire changed its name to the Partnership for South Hampshire in 2019. This was to better reflect the partnership's expanded, more diverse geographical membership, which included areas outside the main urban centres, such as the New Forest.
[4] https://www.push.gov.uk/wp-content/uploads/2021/05/Economic-Employments-and-Commercial-Needs-including-logistics-Study-Final-Report-March-2021.pdf

has an up-to-date Local Plan[5] adopted in 2023 and has not yet commenced on a new style Local Plan under the new system of plan making. PCC is considering the commencement of a new Local Plan under the new system of plan making in 2026.

2.5 In order for a Local Plan to be found sound under the 2024 NPPF it needs to be 'justified' and thus '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' is identical to the 2024 definition of 'justified'.

2.6 The Written Ministerial Statement[6] 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 Gosport, Havant and Portsmouth Local Plans, to progress to examination by 31 December 2026.

2.7 The Statement sets out that the Government has decided not to 'save' the Duty. However, it goes on to say 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'.

2.8 All four SEH authorities agree on the importance of continuing to work on strategic cross boundary issues in line with both existing and draft national policy.

3. Duty to Cooperate work done to date in South East Hampshire

3.1 All four local authorities are active members of the Partnership for South Hampshire (PfSH). It is a partnership of district, borough 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 2.

3.2 The Partnership has a strong track record in collaborative working to achieve common goals in South Hampshire. PfSH has successfully developed a number of innovative solutions to challenging issues and thus unlocked development in the sub-region whilst recognising its constraints. The four authorities have kept PfSH fully updated on the emerging SEH work through the PfSH Planning Officers Group.

[5] https://www.fareham.gov.uk/planning/localplan.aspx
[6] https://questions-statements.parliament.uk/written-statements/detail/2025-11-27/hcws1104



Figure 2: Map of the Partnership for South Hampshire sub-region

3.3 In summer 2025, the three local authorities of GBC, HBC and PCC were at the same stage of plan making and decided that clarity was needed on the quantum of unmet development in their area. The matter was discussed at advisory meetings held by GBC and PCC respectively. Both authorities were advised that it would be prudent to engage with EHDC, FBC and WCC on any further distribution of unmet needs but were cautioned that there was only a focused window between now and submission to do so.

3.4 In autumn 2025, the three authorities hosted a meeting of all the local authorities that were wholly or partially within SEH. The purpose of the meeting was to provide clarity on the quantum of unmet development need and ask for assistance in meeting this unmet need. A note of the meeting forms Appendix 1 of this SCG. This was followed by bespoke letters being sent by the three authorities to EHDC, FBC and WCC; the letter sent to WCC is set out as appendix 2 of this SCG. The letter included four appendices in the form of tables as follows:

1. Housing and employment need and supply
2. Employment needs and supply analysis
3. Local Plan key constraints and approaches
4. Local Planning Authorities approached by Gosport, Havant and Portsmouth Local Planning Authorities in respect of Housing and Employment under the Duty to Cooperate.

Letters of response were received from EHDC, FBC and WCC and are all published on PCC's Local Plan evidence page[7].

3.5 The four authorities of FBC, GBC, HBC and PCC met in January 2026 and a note of the meeting forms Appendix 3 of this SCG. The purpose of the meeting was to move on from identifying development need to thinking about how to meet it. It was agreed that the earlier work by PCC, HBC and GBC had been necessary as not only did they share the same HMA/FEMA, but they were at the same stage of plan making. Moving on from that initial work it was considered beneficial to include FBC in the group as the Borough is partially located in the same FEMA/HMA.

3.6 It was agreed at the January meeting to prepare this SCG with the following heads of terms: housing numbers, employment numbers, ecological infrastructure and future joint working.

Housing numbers

3.7 The total unmet housing need for the three local authorities of GBC, HBC and PCC is 18,347 homes as of April 2025. The breakdown of the total figure by local authority is set out in table 1 of Appendix 2 of this SCG. The need figure is defined by the standard method as of December 2025. The supply figures are taken from the latest versions of the emerging Pre-Submission Local Plans for Portsmouth City and Gosport Borough, and the Draft Local Plan for Havant Borough. It is accepted by all of the signatories that the precise unmet need will evolve as local plans are finalised and housing completions figures are released for future years. However, this is unlikely to materially alter the level of unmet need in the HMA.

3.8 The adopted Fareham Local Plan (2023) provides 900 homes for unmet need of which 800 are already allocated to PCC and the remaining 100 towards neighbouring authorities' unmet need. All four authorities agreed that the remaining 100 homes should be allocated to GBC with which it shares a boundary. This will be confirmed through a bilateral SCG between the two authorities.

3.9 The housing numbers from the emerging Winchester Local Plan are as follows: the Pre-Submission buffer had decreased at examination from 1,900 homes to 495[8]. This would be split 30% to PCC and 70% to HBC.

3.10 No contribution has been offered by EHDC to the SEH authorities.

3.11 Taking the contributions from the Fareham and Winchester Local Plan Plans into account the remaining unmet housing need would be 17,752 homes pending receipt of the Winchester Local Plan Inspector's report.

Employment numbers

3.12 The total unmet employment need for the three local authorities of GBC, HBC and PCC was 19,973 m^2 of new employment floorspace as of April 2025; the unmet need was all from HBC. The breakdown of the total figure by local authority is set out

[7] https://www.portsmouth.gov.uk/services/development-and-planning/planning-policy/portsmouth-local-plan-evidence/duty-to-cooperate/

[8] The WCC plan is currently at examination this figure may change further.

in table 2 of Appendix 2 of this SCG. The need figures are defined by local evidence base studies, and the supply figures are taken from the latest versions of the emerging Pre-Submission or Draft Local Plans.

3.13 PCC has an oversupply of 31,261 m^2 of office floorspace and has agreed to allocate this to HBC. This has been formalised in a bilateral SCG between the two authorities.

3.14 FBC have confirmed they are able to assist HBC with their remaining unmet employment need of 19,973 m^2. Furthermore, HBC are undertaking an Addendum to their Employment Land Review to recalculate the employment need for the Borough over the plan period. This will allow the assessment of need to be updated no more than two years before the submission date. It will also enable the Council 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 and precise quantum of the request. This will all be confirmed through a bilateral SCG between the two authorities.

3.15 Table 1 sets out the agreed transfers of employment land between the four local authorities of SEH. Taking the transfers of employment land between FBC, HBC and PCC into account it is envisaged that there will be no unmet employment need in any of the local authorities and indeed there is an overall surplus of 106,395 m^2 in SEH.

LPA	**Employment Floorspace (m^2) Surplus/Shortfall**	**Going to**	**Coming from**	**Amount (m^2)**	**Floorspace Surplus/Shortfall after reciprocation**
PCC	+31,261	HBC	-	-31,261	0
GBC	+6,578	-	-	-	+6,578
FBC	+119,790	HBC	-	-19,973	+99,817
HBC	-51,234	-	PCC and FBC	31,261+19,973 = +51,234	0

Table 1: Transfers of employment land between the SEH authorities

Ecological infrastructure

3.16 Discussions are underway on how to make nature recovery bigger, better and more joined up in SEH. There are already several innovative solutions to nature conservation constraints in place in the area including nutrient mitigation and recreational disturbance. There are also future ecological network opportunities in SEH to address mitigation requirements, meet biodiversity duties, link with the Local Nature Recovery Strategy, link Green Infrastructure Networks and align ecological infrastructure with future plan-making.

3.17 It is agreed by all four authorities that they are in the same character area for Biodiversity Net Gain (BNG). The agreed intention is to make SEH self-sufficient in

terms of BNG. It is of note that the Members from all four LPA prefer on site or very local BNG to purchasing off site credits.

3.18 Work is underway to arrange an officer group meeting of both planners and ecologists to move this work stream forward.

4. Future joint working

4.1 Under the proposed Local Government Reorganisation (LGR) there will be a new unitary authority of SEH covering the current local authorities of FBC, GBC, HBC and PCC. The exact boundary for the new authority is not yet known particularly if further land from adjoining authorities will be included. The Government ran a consultation[9] on the matter from 19 November 2025 to 11 January 2026 and a decision is awaited at the time of writing (February 2026).

4.2 Notwithstanding LGR, the SEH authorities will be required to start local plan reviews under the new system of plan making very soon.

4.3 All four SEH local authorities are committed to pragmatic joint working and will focus on shared and consistent methodologies for evidence gathering going forward.

[9] https://www.gov.uk/government/consultations/local-government-reorganisation-in-hampshire-isle-of-wight-portsmouth-and-southampton/proposals-for-local-government-reorganisation-in-hampshire-isle-of-wight-portsmouth-and-southampton

5. Signatories

5.1 All four parties agree that this statement is an accurate representation of matters discussed and issues agreed upon.

5.2 All four parties agree that they have engaged positively on an ongoing basis both bilaterally and multilaterally through the Partnership for South Hampshire and group of South East Hampshire Authorities and that on this basis the Duty to Cooperate has been met.

5.3 All four parties agree that there are no substantial areas of disagreement between them and will continue to work proactively on the key strategic cross boundary issues identified in this SCG.

			
Signature	**Signature**	**Signature**	**Signature**
Jayson Grygiel	David Hayward	Lee Smith	Lucy Howard
Name	**Name**	**Name**	**Name**
Head of Planning Policy	Strategic Planning Manager	Head of Planning	Head of Planning Policy
Title	**Title**	**Title**	**Title**
Gosport Borough Council	Havant Borough Council	Fareham Borough Council	Portsmouth City Council
Local authority	**Local authority**	**Local authority**	**Local authority**
03-03-26	04-03-26	04-03-26	03-03-26
Date	**Date**	**Date**	**Date**

Appendix 1: SEH Meeting Notes - October 2025

Development needs in our local area - 09/10/2025

Attendees:

- Ian Maguire (IM) - Portsmouth City Council
- Lucy Howard (LH) - Portsmouth City Council
- Tom Bell (TB) - Portsmouth City Council
- Lee Smith (LS) - Fareham Borough Council
- Emma Younger (EY) - Fareham Borough Council
- Adrian Fox (AF) - Winchester City Council
- Julie Pillock (JP) - Winchester City Council
- Adam Harvey (AH) - East Hampshire District Council
- Jayson Grygiel (JG) - Gosport Borough Council
- Jade Ellis (JE) - Havant Borough Council
- David Hayward (DH) - Havant Borough Council

1. **Introductions and reasons for the meeting**

- LH went through PowerPoint and talked through the background and purpose to this meeting for clarity

2. **Setting out the position of Portsmouth City Council, Havant Borough Council and Gosport Borough Council**

- AF asked that the three authorities demonstrate that they have approached every other local planning authority for helping to meet unmet housing needs. This will provide evidence on the discharge of the Duty to Cooperate, in preparation for when they have their Local Plan examinations
- PCC will be consulting on its second Reg 19 Local Plan in November/December and will submit for examination in March 2026
- GBC going for June 2026 submission - Reg 19 in Feb
- Havant - November 2026 submission
- EHDC - November 2026 submission - Summer 2026 Reg 19

3. **Partnership for South Hampshire**

- PfSH POG Briefing for member on housing supply is coming up
- To mention HMA and housing need at AOB at next PfSH POG meeting
- JG - Advisory Inspector made it clear that we had to demonstrate explicitly that the duty to cooperate process had been undertaken

- JE - Focus needs to be on being proactive and on the unmet needs and how this can be addressed in the local plans
- DH - Reiterated that whilst we may extend beyond the HMA, that we have to consider travel patterns and that authorities will logically look to meet the need for development in the HMA first.

4. Devolution in Hampshire & the Solent and the Spatial Development Strategy

- IM - Project timeline done before the end of November hopefully (Emily and Joe from Hampshire working on this)
- Work that the shadow Mayoral Combined Authority (MCCA) is doing now, is to gather the evidence and explain it, not to put numbers on maps
- IM stated that the MCCA will exist for definite by February. - Elected members from the county council and the three unitaries to be on this
- Constraints mapping - every council now has email from Joe regarding this
- IM lobbying for an agreed written protocol for all local councils - he has drafted this letter. So that we aren't standing on each other for evidence
- IM working on the future of PfSH after Devolution

5. Next steps

- Havant, Gosport and PCC have drafted letter - will be sent to everyone tomorrow to look at - Everyone to respond to this by 10th Nov 2025
- ACTION - PCC, GBC and HBC - Winchester have requested to know for each local authority, who we have had duty to cooperate discussions with and who we have asked to meet our unmet housing need

6. AOB

- 18th November - 8th January - Addendum consultation for PCC - will publish duty to cooperate statement and publish the South East Hamshire letter on PCC website
- Action notes to be put together and circulated

Appendix 2: Letter to WCC (Please Note: This letter has got it's own Appendix 1 & 2)

Sent jointly on behalf of
Portsmouth City Council,
Gosport Borough Council
and Havant Borough
Council

Adrian Fox
Strategic Planning Manager
Winchester City Council

By email only:
afox@winchester.gov.uk

13 October 2025

Dear Adrian,

Re: Housing and employment need in South East Hampshire

This letter follows on from our Duty to Cooperate meeting held on 09 October 2025, which was attended by East Hampshire District Council, Winchester City Council, Fareham Borough Council, Havant Borough Council, Gosport Borough Council and Portsmouth City Council. This letter has been prepared jointly by Gosport Borough Council, Havant Borough Council and Portsmouth City Council and the same letter has been sent to Eat Hampshire Council and Fareham Borough Council. The Duty to Cooperate is enshrined in law through Section 33A of the Planning and Compulsory Purchase Act 2004. It is also included within the National Planning Policy Framework and Planning Policy Guidance specifically in terms of planning strategically across local boundaries. It is acknowledged that significant and successful ongoing sub-regional work has already been undertaken by the Partnership for South Hampshire (PfSH), although it is recognised further ongoing work is required as outlined in this letter.

Gosport Borough Council, Havant Borough Council and Portsmouth City Council have been working together over the last few months in order to identify our combined unmet housing and employment needs. We consider this to be a worthwhile planning activity as we are all at a similarly advanced stage of plan making namely approaching Pre-Submission. Furthermore, the three local authorities are located entirely in the same housing market area and functional economic market area of South East Hampshire and as such, this work has resulted in a comprehensive understanding of the unmet need which exists within South East Hampshire. All of our three Local Plans will need to use the 2024 standard method to assess housing need, meaning that there has not been an in-depth assessment of unmet need across the Housing Market Area given that the Spatial Position Statement[1] published by PfSH in 2023 used the previous standard method.

[1] https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.push.gov.uk%2Fwp-content%2Fuploads%2F2023%2F12%2FPfSH-Spatial-Position-Statement-6-December-2023.doc&wdOrigin=BROWSELINK

The East Hampshire, Winchester and Fareham local authority areas are entirely or partially located in South East Hampshire and share at least in part the same housing market area and functional economic market area as Gosport, Havant and Portsmouth. They are at different stages of plan making and are gathering evidence on whether they can meet housing need as calculated under the 2024 standard method.

The combined housing need, supply and unmet need for the Gosport, Havant and Portsmouth local authority areas are set out in table 1 of Appendix 1 of this letter. The unmet housing need figure for the three local authorities is 18,347 homes.

This unmet housing need figure is considerably higher than the shortfall of 11,771 identified for the whole of South Hampshire in the Spatial Position Statement[2] published by PfSH in 2023. There are two main drivers for this increase. Firstly, there is the change in the standard method in 2024 from being population based to stock based, which resulted in increased need across South East Hampshire. Secondly, the end date of the Spatial Position Statement of 2036 is at least four years before the end dates of our emerging local plans.

The combined employment need, supply and unmet need for the Gosport, Havant and Portsmouth local authority areas is set out in table 2 of Appendix 1. A positive outcome of joint working over the summer has been that a surplus of office floorspace in Portsmouth has been committed to Havant through the Duty to Cooperate. However, there is still a deficit of 19,973 square metres of new employment floorspace across the three local authorities.

Table 3 of Appendix 1 sets out the key constraints of our three local authority areas. These are similar and linked including flood risk, international nature conservation designations, land contamination and a lack of land that can be built on. The table also sets out the approaches we have taken in our respective Plans including housing densities, making optimal use of sustainable locations and protecting public open space. All the information in Appendix 1 of this letter is supported by robust evidence bases and no stone has been left unturned in the search for new deliverable and developable sites within our local authority boundaries.

Under the Duty to Cooperate, Gosport Borough Council, Havant Borough Council and Portsmouth City Council City Council are formally requesting Winchester City Council along with East Hampshire District Council and Fareham Borough Council to assist in meeting the unmet housing need of 18,347 homes and unmet employment need of 19,973 square metres of new employment floorspace. Following on from our meeting last week, we have compiled a list of other local planning authorities that we have individually discussed unmet housing and employment needs; this is set out in Appendix 2.

Portsmouth City Council had an advisory meeting with the Planning Inspectorate in August 2025 and asked about the unmet need in South East Hampshire. The City Council was advised that there was only a focused window between now and submission to engage with Fareham, Winchester and East Hampshire on any further distribution of unmet needs. The advisory inspector considered that continued engagement was necessary, that Portsmouth should not be 'diffident' in asking for help from its neighbours and that the City Council needed to prioritise demonstrating their own efforts for ongoing joint working.

This request is in line with the Duty to Cooperate. We understand that it is a substantial ask that will need to be carefully considered by both Members and officers at your Council.

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[2] https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.push.gov.uk%2Fwp-content%2Fuploads%2F2023%2F12%2FPfSH-Spatial-Position-Statement-6-December-2023.doc&wdOrigin=BROWSELINK

However, the need for land to accommodate new homes and jobs in South East Hampshire is great. We hope that this letter provides the necessary clarity on the quantum of development involved and can form the basis for further work going forward. We are mindful of proposals for Devolution and if this is taken forward by Government then meeting housing need will be a core component of the Spatial Development Strategy for Hampshire and the Solent. Nonetheless, this is not yet confirmed and as set out above it is necessary to continue to progress Local Plans and the Duty to Cooperate in the meantime.

We would be grateful if you would reply to this letter by 10 November 2025. Please can you set out in your response the process by which your authority will look to respond to the level of employment and housing need. It is recognised that this may need to take a staged approach depending on the progress of your local plan and its supporting evidence. As discussed last week, we consider that you should share this letter with your examination inspector and would be grateful if you could say in your response when you have done this. We look forward to working positively with you going forward.

Yours sincerely



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Appendix 1: Housing and employment need and supply in the local authority areas of Portsmouth, Gosport and Havant

TABLE 1: HOUSING NEED AND SUPPLY ANALYSIS

LPA	Plan period		Housing need according to the standard method	Housing supply	Unmet need	Notes
Gosport Borough Council	2025-2042 (17 years)	Total	7,378	2,537	-4,841	Housing supply based on revised SHLAA due for publication with Regulation 19 Plan in 2026. Regulation 18 SHLAA available online: www.gosport.gov.uk/gblp2040evidence
		Dwellings per annum	*434*	*150*	*-284*	
Havant Borough Council	2025-2043 (18 years)	Total	15,966	6,466	-9,590	The 2025 standard method indicates a local need figure of 887 dwellings per annum, equivalent to 15,966 dwellings across an 18 year plan period. The HBC 2024 Trajectory (supporting the Regulation 18 Local Plan consultation) estimated completions of 419 during 24/25 and 338 during 25/26. This compares with 24/25 draft completions which suggest this was actually 326. Based on 419 dwellings minus 326, an additional 93 dwellings have been rolled forward into 25/26. Outstanding planning permissions as of 1 April 2025 are not reflected in commitments and so may slightly underestimate supply. HBC's unmet need figure does not currently include any unmet needs allowance from Winchester's Local Plan, pending the outcome of the examination. With the inclusion of 203 dwellings (70% of 290 dwellings towards an unmet needs allowance) from Winchester's Local Plan, the unmet need position would reduce to 9,297 dwellings (517 dwellings per annum).
		Dwellings per annum	*892*	*323*	*-480*	
Portsmouth City Council	2025-2040 (15 years)	Total	15,285	11,369	-3,916	PCC supply based on HELAA that will be published winter 2025 to support the Local Plan Addendum. the supply does not include the Fareham 800, which reduces unmet need to 3,116 (annualised 208). This is noted in the explanatory text of the Local Plan and in the Duty to Cooperate Statement. The Winchester commitment is not
		Dwellings per annum	*1019*	*758*	*-261*	

						referred to in the LP Addendum as the Winchester LP is still at examination.
OVERALL		Total	38,719	20,372	**-18,347**	
		Dwellings per annum	*2,345*	*1,231*	***-1,025***	

TABLE 2: EMPLOYMENTS NEEDS AND SUPPLY ANALYSIS

LPA	Plan period		Employment need	Employment supply	Surplus/unmet need	Notes
Gosport Borough Council	2025 to 2042 (17 years)	Total	66,085	76,190	10,105	GBC is using the Stantec Study for PfSH (2021) for employment need. Table 11.1 (office) & Table 11.4 (industrial) of the study showed an employment need for Gosport between 2019 & 2040 of 76,538 (3,645 per year). To update this for July 2025 position, adjusted for GBCs plan period to 2042, the following has been done: Employment need 2019-2040 (76,538) minus employment completions between 2019 and 2024 (17,743) equals 58,795. Add two additional years of annualised need from the Stantec study to cover to 2042 (3,645 x 2). Total employment need: 66,085. GBCs EDNA/ELLA compares supply with various employment forecasts/scenarios and comes to the conclusion that we are meeting our current requirements. Please note we are refreshing this study. Employment supply based on EDNA/ELLA (2018) and internal work to date. Refresh to EDNA/ELLA currently being undertaken for Regulation 19 in early 2026. Regulation 18 EDNA/ELLA available online.
		m2 per annum	*3,887*	*4,482*	*594*	
Havant Borough Council	2023-2043 (20 years)	Total	175,199	123,775	-51,424	Data has been taken from Havant Borough Council's analysis of the ELR and SHELAA. The supply position excludes Dunsbury Park Phase 3 which has the potential to deliver 13,935 sq. m. This floorspace is associated with the net additional demand generated by its freeport tax site status.
		m2 per annum	*8,760*	*6,189*	*-2571*	
Portsmouth City Council	2025-2040 (15 years)	Total	117,400	138,746	21,346	Supply figure based on HELAA that will be published in winter 2025. Need figure from draft HEDNA Update. The surplus is mainly of office floorspace. Can help to meet Havant's need as requested.
		m2 per annum	*7,827*	*9,250*	*1423*	
OVERALL		Total	358,684	338,711	-19,973	

	m2 per annum	*20,474*	*19,920*	*-553.7*	

TABLE 3: Local Plan key constraints and approaches

Gosport Borough Council	Havant Borough Council	Portsmouth City Council
• The Borough is over 80% 'built-on' with significant brownfield land resulting from a military legacy. All allocated sites are brownfield sites.	• Focusing development within established urban and developed areas across the borough[3]. Limited land outside of these urban areas remaining available for development.	• The City is almost entirely built up and all sites are brownfield.
• The council undertakes regular call for sites (most recently in March 2025) and the process has remained open to submissions.	• Given the limited land availability in Havant Borough, the Council's 'call for sites' remains open.	• The council undertakes regular call for sites, the last was undertaken in April 2025.
• Development supported in the borough's town centres to help sustain and enhance existing retail. • Gosport's Town Centre and Waterfront is identified for regeneration however demonstrating deliverability is difficult and some previously available sites are no longer available. • Council pursuing a Car Parking Strategy to release surplus car parks for mixed-use development including new homes.	• A focus on development in the borough's town centres to help sustain and enhance them[4]. The following key areas are identified for mixed use development, including housing delivery: ▪ Havant Town Centre (628 dwellings); ▪ Civic Campus, Havant (170 dwellings); ▪ Waterlooville Town Centre (337 dwellings); and ▪ Leigh Park Town Centre (45 dwellings).	• Portsmouth City Centre is allocated for large scale redevelopment of between 1,600 and 2,300 dwellings.
• All of the identified development sites in Gosport are brownfield.	• A focus on brownfield sites, together with greenfield sites that can deliver sustainable development within environmental and social limits. • Development should have no unacceptable impacts on international,	• All of the identified development sites in Portsmouth are brownfield

[3] Based on a robust audit of land as set out through the Council's Strategic Housing and Economic Land Availability Assessment
[4] Evidenced by specific deliverability evidence base studies including the Town Centre Regeneration Appraisal Sites Report https://www.havant.gov.uk/planning-services/planning-policy/local-plan/local-plan-evidence-studies-and-strategies and Waterlooville Town Centre SPD

	national, or local environmental designations, or national landscape designations.	
• There is no agricultural land identified for development in the Borough.	• Agricultural land value and local landscape value are <u>not</u> considered an overarching constraint preventing an allocation	• There is no agricultural land identified for development in the City.
• High development densities to make the most efficient use of land and promote sustainable transport accessibility. Indicative densities in draft policy are: o Above 80dph in Gosport Town Centre and Waterfront; o 50 to 100dph in identified Regeneration Areas; and o 30 to 50dph in existing suburban parts of the Borough.	• High development densities to make the most efficient use of land and promote sustainable transport accessibility i.e. : o 80 dph within Havant, Waterlooville and Leigh Park Town Centres; o 55 dph within the proposed defined opportunity areas in the Draft Local Plan; and o 40 dph elsewhere in the Borough	• High development densities to make the most efficient use of land and promote sustainable transport accessibility i.e: o High density development of at least 120dph in areas of high accessibility; o Medium density development of at least 80dph across the City's core residential areas; o Lower density development of at least 40dph in the suburban edge.
• The draft local plan seeks to align with HCC's Local Transport Plan 4 and prioritises improvements to the local cycling and walking network, and public transport. Proposed development is located in relatively accessible locations. The strategic site Blockhouse will require the development of a mobility hub, providing an opportunity to reduce car dependency and support modal shift.	• A pattern of development and improvements to the transport network, with housing development concentrated on sites with good access to public transport routes and/or services and facilities with the density policy reflecting this. • The Local Plan looks to promote active travel and public transport in line with Local Transport Plan 4.	• The Council's Local Transport Plan 3 sets out the proposed interventions to improve public transport and sustainable travel in the City. • Higher density areas correspond with those with the best access to public transport.
• Following discussion with the Environment Agency it was determined that there would be no land defined as Flood Zone 3b within Gosport.	• Sustaining existing communities and protecting them from coastal erosion and sea level rise but responding to climate change effects by not adding to the level of risk through a presumption against	• Following discussion with the Environment Agency it was determined that there would be no land defined as Flood Zone 3b within Portsmouth. The Southsea Coastal Scheme and North

• The council's SHLAA excludes sites entirely within an area of flooding that has 3.3% of greater AEP (annual exceedance probability) as defined in Appendix A, Figure 12 of the SFRA[5]). • To deliver the draft plans main strategic site Blockhouse, there will be a need for considerable investment in flood defence mitigation. Without this mitigation, the site will not be deliverable and the council will no longer be able to include approx. 500 homes within its housing supply (thus increasing unmet need).	new housing in areas at risk now or in the future (due to the risk to the single access road on and off Hayling Island; brownfield development will continue to be accepted if the site itself is safe)	Portsea scheme will protect the majority of Portsea Island. • The council's HELAA excludes sites entirely within an area of flooding that has 3.3% or greater AEP (annual exceedance probability) as defined in Appendix A, Figure 11 of the SFRA[1];
• Safeguarding existing open spaces and expecting new developments of over 50 dwellings to provide new open space at a rate of 1.6ha per 1,000 people or enhance existing spaces. • The council's SHLAA considers open spaces classified as low value in the Open Space Monitoring Report for development. Medium and High Value sites are excluded, along with existing cemeteries and allotments.	• Safeguarding existing open spaces and expecting new developments to enhance them and/or provide new open spaces	• Safeguarding existing open spaces and expecting new developments of over 50 dwellings to provide new open space at a rate of 1.65ha per 1,000 people or enhance existing spaces. • The Council's HELAA excludes sites that are entirely or the majority within protected open spaces as specifically designated and identified clearly in a made Neighbourhood Plan or Local Plan;
• All internationally, nationally and locally protected habitats are protected by the Local Plan.	• All international, national and local environmental designations are protected.	• The following sites are protected from development due to their nature conservation value: ○ Special Protection Areas ○ Ramsar ○ Sites of Significant Importance for Nature Conservation

[5] www.gosport.gov.uk/article/2963/PfSH-Level-1-Strategic-Flood-Risk-Assessment-2023-2024-Appendix-A-and-Appendix-B

		○ Sites identified as Core or Primary sites for Solent Waders and Brent Geese.

Appendix 2: Table setting out the Local Planning Authorities approached by Gosport, Havant and Portsmouth Local Planning Authorities in respect of Housing and Employment under the Duty to Cooperate.

It should be noted that these are the most recent approaches to each local authority and in many instances, there have been earlier discussions/approaches made between authorities.

This table is concerned only with unilateral approaches that have been made by the three authorities to date and does not capture the very detailed and comprehensive work undertaken at a sub-regional level through PfSH.

Other LPA	Gosport Housing	Gosport Employment*	Havant Housing	Havant Employment	Portsmouth Housing	Portsmouth Employment**
Basingstoke and Deane BC	Not approached, different HMA	n/a	Different HMA, watching brief. HBC will respond to local plan as it comes forward to highlight unmet need	Different FEMA, watching brief. HBC will respond to local plan as it comes forward to highlight unmet need	Not approached, different HMA	n/a
Chichester DC	Not approached, different HMA	n/a	Approached and asked to accommodate unmet housing need (April 2024 and June 2025)	Approached and asked to accommodate unmet employment need (June 2025)	Approached, interrogation of the respective HEDNAs for the LPA's led to agreement that the authorities are in separate HMAs (SE Hants / Coastal West Sussex) (July 25)	n/a
East Hampshire DC	Approached and asked to accommodate unmet housing need (July 2025)	n/a	Approached and asked to accommodate unmet housing need (April 2024 and June 2025)	Approached and asked to accommodate unmet employment need (June 2025)	Approached and asked to accommodate unmet housing need (January 2024)	n/a

Other LPA	Gosport Housing	Gosport Employment*	Havant Housing	Havant Employment	Portsmouth Housing	Portsmouth Employment**
Eastleigh BC	Not approached, different HMA	n/a	Different HMA, watching brief. HBC will respond to local plan as it comes forward to highlight unmet need	Different FEMA, watching brief	Not approached, different HMA	n/a
Fareham BC	Approached and asked to accommodate unmet housing need (July 2025)	n/a	Approached and asked to accommodate unmet housing need (April 2024 and June 2025)	Approached and asked to accommodate unmet employment need (June 2025)	Approached and asked to accommodate unmet housing need. 800 agreed units for Portsmouth in Fareham Local Plan (2023)	n/a
Gosport BC	n/a	n/a	Approached and asked to accommodate unmet housing need (April 2024 and June 2025)	Approached and asked to accommodate unmet employment need (June 2025)	Approached and asked to accommodate unmet housing need. (January 2024, August 2025) The two authorities are unable to meet each other's needs.	n/a
Hart DC	Not approached, separate HMA	n/a	Different HMA, watching brief. HBC will respond to local plan as it comes forward to	Different FEMA, watching brief. HBC will respond to local plan as it comes forward to	Not approached, separate HMA	n/a

Other LPA	Gosport Housing	Gosport Employment*	Havant Housing	Havant Employment	Portsmouth Housing	Portsmouth Employment**
			highlight unmet need.	highlight unmet need.		
Havant BC	Approached and asked to accommodate unmet housing need (July 2025) The two authorities are unable to meet each other's needs.	n/a	n/a	n/a	Approached and asked to accommodate unmet housing need. (January 2024, August 2025) The two authorities are unable to meet each other's needs.	n/a
Isle of Wight C	Not approached, separate HMA	n/a	Different HMA, watching brief. HBC will respond to local plan as it comes forward to highlight unmet need.	Different FEMA, watching brief. HBC will respond to local plan as it comes forward to highlight unmet need.	Approached, interrogation of the respective HEDNAs for the LPA's led to agreement that the authorities are in separate HMAs (SE Hants / IoW) (SoCG July 24)	n/a
New Forest DC	Not approached, separate HMA	n/a	Different HMA, watching brief. HBC will respond to local plan as it comes forward to highlight unmet need.	Different FEMA, watching brief. HBC will respond to local plan as it comes forward to highlight unmet need.	Not approached, separate HMA	n/a
New Forest NPA	Not approached, separate HMA	n/a	Different HMA, watching brief. HBC will respond	Different FEMA, watching brief. HBC will respond	Not approached, separate HMA	n/a

Other LPA	Gosport Housing	Gosport Employment*	Havant Housing	Havant Employment	Portsmouth Housing	Portsmouth Employment**
			to local plan as it comes forward to highlight unmet need.	to local plan as it comes forward to highlight unmet need.		
Portsmouth CC	Approached and asked to accommodate unmet housing need (July 2025) The two authorities are unable to meet each other's needs	n/a	Approached and asked to accommodate unmet housing need (April 2024 and June 2025)	Approached and asked to accommodate unmet employment need (June 2025). PCC has agreed to provide HBC with ~30,000 m^2 of office floorspace	n/a	n/a
Rushmoor BC	Not approached, separate HMA	n/a	Different HMA, watching brief. HBC will respond to local plan as it comes forward to highlight unmet need.	Different FEMA, watching brief. HBC will respond to local plan as it comes forward to highlight unmet need.	Not approached, separate HMA	n/a
South Downs NPA	Not approached, separate HMA	n/a	Approached and asked to accommodate unmet housing need (April 2024 and June 2025)	Approached and asked to accommodate unmet employment need (June 2025).	Approached. The two authorities are unable to meet each other's needs. (July 2025)	n/a
Test Valley BC	Not approached, separate HMA	n/a	Different HMA, watching brief – consultation response (September 2025) asked to	Different FEMA, watching brief. HBC will respond to local plan as it comes forward to	Not approached, separate HMA	n/a

Other LPA	Gosport Housing	Gosport Employment*	Havant Housing	Havant Employment	Portsmouth Housing	Portsmouth Employment**
			accommodate unmet housing need.	highlight unmet need.		
Winchester CC	Approached and asked to accommodate unmet housing need. (July 2025)	n/a	Approached and asked to accommodate unmet housing need (April 2024 and June 2025) WCC agreed to provide HBC 70% of its housing surplus (currently 203 units)	Approached and asked to accommodate unmet employment need (June 2025)	Approached. Asked to accommodate unmet housing need. (January 2024) WCC agreed to provide PCC 30% of its housing surplus (currently 67 units)	n/a

*****At the time of writing Gosport Borough Council have sufficient employment sites to meet their employment need and so have not approached other local authorities on this matter.

** At the time of writing Portsmouth City Council has a surplus of office floorspace and a small shortfall of manufacturing/warehousing.

Appendix 3: SEH Meeting Notes - January 2026

Actions resulting from South East Hampshire LPAs Cross Boundary Cooperation Meeting 22 January 2026

Attended by: Fareham Borough Council (FBC), Gosport Borough Council (GBC), Havant Borough Council (HBC) and Portsmouth City Council (PCC)

1. **Introductions and Scene setting**

It was agreed that the purpose of the meeting was to move on from identifying development need to thinking about how to meet it. The earlier work by PCC, HBC and GBC was necessary as they share the same Functional Economic Market Area (FEMA) and Housing Market Area (HMA) and are at the same stage of plan making. Moving on from that initial work it is positive to include FBC in the group as they share the same FEMA/HMA.

Status/progress of Local Plans:

- PCC: progressing under transitional arrangements - Pre-submission consultation closed on 8th Jan, anticipating submission to PINS in March.
- GBC: progressing under transitional arrangements - Reg 19 expected to commence in Feb, submission to PINS in summer 2026, CIL consultation also summer 2026.
- HBC: progressing under transitional arrangements – Reg 19 expected to commence in August, submission to PINS autumn/winter 2026.
- FBC: progressing future local plan under the new plan-making requirements.

2. **Housing Numbers**

- Fareham Local Plan provides 900 homes for unmet need – 800 are already allocated to PCC. The remaining 100 have yet to be allocated. Group recognised that allocation to GBC was logical approach – shares boundary with FBC. Approach acknowledged and agreed by all.

ACTION: Statement of Common Ground (SoCG) to be prepared in respect of allocation of unmet need contribution – GBC to write to FBC.

- The housing numbers from the Winchester Local Plan were noted as follows: the Pre-Submission buffer had decreased at examination from 1,900 homes to 495. This would be split 30% to PCC and 70% to HBC,

3. **Employment Land**

- PCC are continuing work to finalise the SoCG with HBC that agrees 31,261 of office floorspace to the Borough.
- HBC requested assistance from FBC in meeting employment land unmet need (19,973 square metres).
- FBC confirmed they are able to assist .

ACTION: HBC to commence preparation of SoCG with FBC in respect of agreement to meet unmet employment need.

- HBC are undertaking an Employment Land Review to understand whether previously identified lower-ranked sites which have failed to progress could be considered for housing where they are suitable located to assist with unmet housing need (small sites). Could this potential additional unmet employment need also be considered by FBC when providing employment land? FBC confirmed that this can be considered, but need to understand the extent of additional requirement.

ACTION: HBC to provide details of relevant sites/additional employment figures to FBC and this would be added to the 19,973 square metres already agreed.

4. Ecological Infrastructure

- Discussion around future ecological network opportunities in South East Hants to address mitigation requirements and meet biodiversity duties, links with the Local Nature Recovery Strategy, Green Infrastructure Networks and how this could align with future plan-making. Group recognised this is an important strand of cross boundary cooperation to be progressed.
- It was agreed that all four LPAs were in the same character area for BNG. The intention was to make us self-sufficient in terms of BNG. There were many opportunities to be bigger, better and more joined up in South East Hampshire in regards to nature recovery.
- The Members from all four LPA preferred on site or very local BNG.

ACTION: HBC to lead on organising a further meeting to discuss, to include LPA ecologists. The first step would be an explanatory email on the new work stream

5. Multi-lateral SoCG for South East Hampshire

- Discussion around potential for a multi-lateral SoCG with all four The heads of terms were housing numbers, employment numbers, ecological infrastructure and future joint working
- ACTION: PCC to circulate an initial draft of the SoCG.