

Statement of Common Ground

Havant Borough Council & the rest of the
Partnership for South Hampshire authorities

August 2019

Parties

The Partnership for South Hampshire (PfSH)¹ is comprised of:

- Hampshire County Council

The unitary authorities of:

- Portsmouth
- Southampton

And district or borough authorities of:

- Eastleigh
- East Hampshire*
- Fareham
- Gosport
- Havant
- New Forest
- Test Valley*
- Winchester*

Those district or borough authorities marked by a star (*) are partly within PfSH

¹ Membership true as of 4th June 2019

Introduction

This Statement of Common Ground is a jointly agreed statement between Havant Borough Council and the rest of the Partnership for South Hampshire (PfSH) authorities². It sets out how the local authorities in South Hampshire have successfully worked together on strategic planning matters, how they continue to do so and the common areas of strategic agreement which have informed the production of the Pre-Submission Draft Havant Borough Local Plan 2036 (HBLP 2036). This statement represents the position of PfSH, and without prejudice to the separate completion of Statements of Common Ground with individual PFSH authorities. A plan is provided at Appendix 1 which shows the location of, and the administrative area covered by PfSH which includes Havant borough.

Background

The Partnership recognises the benefits of working together and brings together local authorities in the South Hampshire region to support sustainable development, economic growth and coordinate strategic planning activities.

Whilst the membership has altered slightly over the years, the membership has remained broadly consistent. HBC has been a member of PfSH since its formation in 2003.

The Partnership was heavily involved in the preparation of the South-East Plan. The PfSH authorities have since collectively produced a framework, namely the PfSH Spatial Position Statement, to guide future local plans and housebuilding in the sub-region.

The ethos of collaborative cross boundary working has continued, and the partnership has a successful track record in providing effective strategies for sub-regional planning. As well as working jointly between member authorities, PfSH works with partner agencies in the sub region as well as key Government departments to deliver joint strategies and pool resources.

Both signatories consider that PfSH represents an excellent way for local authorities in South Hampshire to work positively and proactively collaboratively on cross-boundary issues, including planning matters.

Havant Borough Council is committed to remaining a PfSH member and working with partner authorities on PfSH's goals in its vision³. The actions of the PfSH partnership are also guided by an adopted constitution⁴.

Whilst PfSH did not formally respond to the consultation on the Pre-Submission HBLP 2036, the following sections set out agreed matters between PfSH and HBC. There will, of course be further statements prepared which set out the agreed strategic issues with other PfSH authorities alongside this Statement of Common Ground with PfSH.

² At the meeting of the PFSH Joint Committee on 4 June, the decision was made to revise the name from 'Partnership for Urban South Hampshire (PFSH)' to 'Partnership for South Hampshire' (PfSH) reflecting a change in membership to encompass the whole of the New Forest, including the National Park.

³ <https://www.PfSH.gov.uk/partnership/vision/>

⁴ <https://www.PfSH.gov.uk/partnership/working-arrangements/governance/>

PfSH Spatial Position Statement

The Joint Committee noted the completion of the PfSH Spatial Position Statement (SPS) on 7th June 2016 and authorised its publication. The statement is not a statutory development plan, but provides a framework for, and means of coordinating decisions about long-term development and infrastructure across the sub-region.

A process note describing how the Spatial Position Statement was put together is available on the PfSH website⁵. This shows the comprehensive and collaborative way in which the work was undertaken.

The SPS forms a significant part of the statutory duty to cooperate that the Council and PfSH authorities have with one another and has informed the strategic matters in the HBLP 2036 accordingly.

The evidence base for the SPS sets out that PfSH includes three separate housing market areas (HMAs). These are the Isle of Wight HMA, the Southampton HMA (which includes Southampton, New Forest, Test Valley, Eastleigh and western parts of Winchester and Fareham) and the Portsmouth HMA (which includes Portsmouth, Havant, Gosport, East Hampshire and eastern parts of Winchester and Fareham). Whilst the SPS was prepared in line with the 2012 NPPF, it is agreed that the HMAs remain relevant for the purposes of the duty to cooperate.

The PfSH Strategic Housing Market Assessment indicates an overall objectively assessed need figure of 121,500 dwellings, whilst the PfSH Economic and Employment Land Evidence Base Paper indicates a need for 971,000 sq. m of B-Class floor space between 2011 and 2036. The latter being informed by the Solent Enterprise Partnership's Solent Economic Plan.

Whilst Southampton and Portsmouth are identified to deliver a significant number of homes, the SPS recognises that the scale of housing need cannot be fully met in Portsmouth which is densely built up within a "peninsula" geography. This is particularly significant given that Havant borough borders the north-eastern extent of the City.

A key role of the SPS has therefore been to consider the capacity of different areas within PfSH to accommodate housing. This should inform Local Plans where there is the ability to meet unmet need from the relevant housing market area provided it is reasonable to do so. On this basis, the SPS considers that only 104,350 homes could realistically be provided in the period up to 2034, recognising the environmental and infrastructure constraints across PfSH.

The following table sets out the agreed Position Statement (H1) sets out the housing distribution across South Hampshire and the Isle of Wight:

⁵ <https://www.PfSH.gov.uk/wp-content/uploads/2018/05/Position-Statement-Process-Paper-2016.pdf>

H1: Distribution of Housing

2011-34	
Portsmouth HMA	41,360
East Hampshire (Part)	2,120
Fareham (East)	8,410
Gosport	3,350
Havant	9,170
Portsmouth	14,560
Winchester (Part-East)	3,740
Southampton HMA	50,050
Eastleigh	14,950
Fareham (West)	2,050
New Forest (Part)	3,600
Southampton	19,450
Test Valley (Part)	4,640
Winchester (Part-West)	5,370
Isle of Wight HMA	12,950
PUSH Total	104,350

Position Statement H1 has been superseded with the publication of the Government's standard methodology set out in the 2019 NPPF. This is considered in detail below.

Reviewing and updating the PfSH Spatial Position Statement

The SPS is being reviewed to bring it in line with updated development needs.

On 15th October 2018, the PFSH Joint Committee resolved to review the PfSH Spatial Position Statement. This will bring it up to date and in line with the revised NPPF. Havant Borough Council are committed to inputting into this review. This will include considering with PFSH and partner authorities how to meet housing needs that cannot accommodate their own.

PfSH authorities are at various stages of reviewing their local plans with Eastleigh Borough Council and New Forest District Council having submitted their Plan for Examination, however they have done so under the 2019 NPPF transitional arrangements.

PfSH is supportive of authorities proceeding with local plans before the SPS review has concluded and recognises the importance of local authorities of having up-to-date local plans.

Havant Borough Council would be the first authority in the Portsmouth HMA to submit a local plan for examination and the first PfSH authority to have submitted a plan outside of transitional arrangements.

Housing need in Havant Borough

The following table sets out how Havant borough's housing need has evolved since 2016:

Housing requirement	Dwellings per annum	Housing supply over period
SHMA 2016 update	450	11,250 from 2011 to 2036
2016 Spatial Position Statement	398	9,170 from 2011 to 2034
Government's standard methodology (Sept 2017)	463	9,260 from 2016 to 2036
Government's standard methodology (March 2019)	471	9,420 from 2016 to 2036
Proposed housing supply in Pre-Submission Draft	512	10,231 from 2016 to 2036

Significantly, the PfSH SPS sets a proportionately reduced housing figure for Havant recognising the extent of environmental constraints affecting Havant borough. As set out in the process note³, this was based on analysis of relevant constraints agreed through multiple meetings of planning officers, chief executives and elected representatives, and subsequently informed the Council's first iteration of the Housing Constraints and Supply Analysis⁶. The Council's Local Plan Housing Statement 2016 reflected this, identifying a difference or gap of 4,809 homes between the Borough's established housing need and suitable housing sites available to meet that need.

Nevertheless, since that time the Council has persevered to assess the suitability of land and is in a position to demonstrate that it can accommodate its objectively assessed housing need in full. As set out above, the Pre-Submission Draft HBLP 2036 provides for a total of 10,231 dwellings between 2016 and 2036. On this basis, the Plan would provide for objectively assessed needs, with a buffer of 971 homes to contribute towards unmet needs within the housing market area. Significantly, however, this buffer will be reduced to 811 homes taking any revised development need based on the latest affordability ratio into account.

Unmet housing need in Portsmouth HMA

Whilst the review of the PfSH work is ongoing, it is accepted that Portsmouth City is unable to meet its housing need in full based on the 2016 SPS.

Notwithstanding the updated development needs within respective PfSH authorities (including Havant borough), it is agreed that the Pre-Submission Draft HBLP 2036 has maximised the potential for housing delivery within Havant Borough so far as sustainable development can still be achieved. Both signatories consider that any buffer from the

⁶ Available at www.havant.gov.uk/localplan/evidence-base

Borough's proposed housing supply should contribute towards Portsmouth City's unmet housing need. This reflects the close physical and functional geography of Havant and Portsmouth within the Portsmouth Housing Market Area.

A separate Statement of Common Ground is in production with Portsmouth City Council which sets out this position in full.

Employment need in Havant Borough

The PfSH SPS (E1) indicates a net change of employment floor space in Havant of 110,000 square metres of employment floor space development from 2011 to 2034. This is split between 55,000 sqm of office floor space and 55,000 sqm of mixed B-Class floor space. The SPS (E2) also highlights Dunsbury Hill Business Gateway (now generally referred to as Dunsbury Park) as a strategic development location.

The PfSH Spatial Position Statement's approach to employment provision was informed by the PfSH Economic and Employment Land Evidence Base Paper (March 2016). This provides a high-level assessment of where growth could be located based on trend based labour demand forecasts at a sub-regional level. However, this did not take into account local circumstances of employment land supply and land availability which exist in the Borough. On this basis, the Council has undertaken its own assessment of local employment need through the Employment Land Review (ELR)⁷. This was prepared in association with Lambert Smith Hampton.

This work highlighted that the Borough continues to be a secondary office location by virtue of the lack of credible demand for high quality office accommodation, and the resulting residual land values which do not currently support speculative development. Hence it is not felt that an office floor space of 55,000 sq. m is achievable over the plan period.

The Pre-Submission Draft (Policy DR1) does not distinguish between use classes providing flexibility over the plan period should market conditions improve. As part of this, the majority of commercial allocations in the HBLP 2036 provide for Class B1 and/or Class B2/B8 floor space. On this basis, it is considered that there are adequate opportunities to secure high quality office development as part of new employment provision. This is particularly pertinent as market conditions continue to improve to ensure there is a sufficient choice and availability of employment sites to attract and encourage companies from outside of the Borough to invest.

Based on the local analysis in the ELR, an employment floor space requirement of 82,870 square metres is proposed in the Local Plan. Nonetheless, the Pre-Submission Draft HBLP 2036 provides for 96,759 square metres provides for some flexibility over the plan period, recognising that Portsmouth City Council may not be able to meet their need for employment. It would however, fall slightly short of meeting the target in the PfSH SPS.

PfSH is content that whilst the specific target of 110,000 sq. m (E1) will not be met through the Local Plan, the Council has taken forward the principles in the SPS and used local evidence to refine the need for employment provision in Havant Borough.

⁷ <http://www.havant.gov.uk/sites/default/files/documents/Employment%20Land%20Review%20December%202017.pdf>

Governance of PfSH

The groundwork for the PFSH Spatial Position Statement in particular was undertaken by the PfSH Planning Officers Group, a working group of planning officers from each of the partner authorities together with Solent Transport and the Environment Agency (representing the DEFRA family of agencies).

The work of the Planning Officers is overseen by the PfSH Chief Executives Group, which is comprised of all of the Chief Executives of partner authorities. Ultimately decisions by PfSH, such as the adoption of the PfSH Spatial Position Statement, are made by the PfSH Joint Committee. This is a member group comprised of a councillor from all of the partner authorities, generally the Leader.

Review of this Statement

Both PfSH and Havant Borough Council are committed to continuing an effective working relationship. This Statement of Common Ground will be reviewed periodically as and when necessary.

Signatories

This statement has been prepared and agreed by the following organisations	
Havant Borough Council	Partnership for South Hampshire
	Signature 
Simon Jenkins Director of Regeneration and Place	Cllr Seán Woodward Executive Leader of Fareham Borough Council and Chairman of PfSH
Date : 1 st August 2019	Date: 1 st August 2019

Appendix 1: Map of administrative areas

