

SCG001



**Statement of Common Ground  
between Winchester City Council and  
Fareham Borough Council**

**August 2021**

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## 1.0 Introduction

### What is a Statement of Common Ground?

- 1.1 The Duty to Co-operate, introduced by the Planning and Compulsory Purchase Act 2004 (amended by Section 33A of the Localism Act) places a legal duty on local planning authorities, county councils in England and other prescribed bodies to engage constructively, actively and on an ongoing basis to develop development plan documents, including activities that prepare the way or support the activities of preparing development plan documents, in respect of strategic matters.
- 1.2 The Duty to Co-operate in relation to planning of sustainable development as set out in Section 33A of the Localism Act 2011, specifically relates to 'strategic matters' which are defined as follows:
  - Sustainable development or use of land that has or would have a significant impact on at least two planning areas, in particular in connection with sustainable development or use of land for or in connection with strategic infrastructure which has or would have a significant impact on at least two planning areas, and
  - Sustainable development or use of land in a two-tier area if the development or use— (i) is a county matter, or (ii) has or would have a significant impact on a county matter.
- 1.3 Paragraph 20 of the National Planning Policy Framework (NPPF) also outlines strategic priorities that a local plan should have to cover. They include:
  - Housing (including affordable housing), employment, retail, leisure and other commercial development;
  - The provision of infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
  - Community facilities (such as health, education and cultural infrastructure); and
  - Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.
- 1.4 In accordance with the NPPF (paragraph 24), public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities set out above. This forms part of each local planning authority's evidence for their respective emerging Local Plans.
- 1.5 This SoCG has been prepared in accordance with paragraph 27 of the NPPF and the section of the Planning Practice Guidance on Maintaining Effective Cooperation. It has also followed guidance prepared by the Planning Advisory Service (PAS) on this matter. It has been prepared in parallel with the Publication Local Plan (Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012<sup>1</sup>). This Plan, upon adoption, will supersede the existing Fareham Local Plan Parts 1 and 2. The new Local Plan will cover the period to 2036 and sets out the vision, objectives and policies to guide future development in the Borough over the plan period.

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<sup>1</sup> <http://www.legislation.gov.uk/uksi/2012/767/regulation/19/made>

### What does this document include?

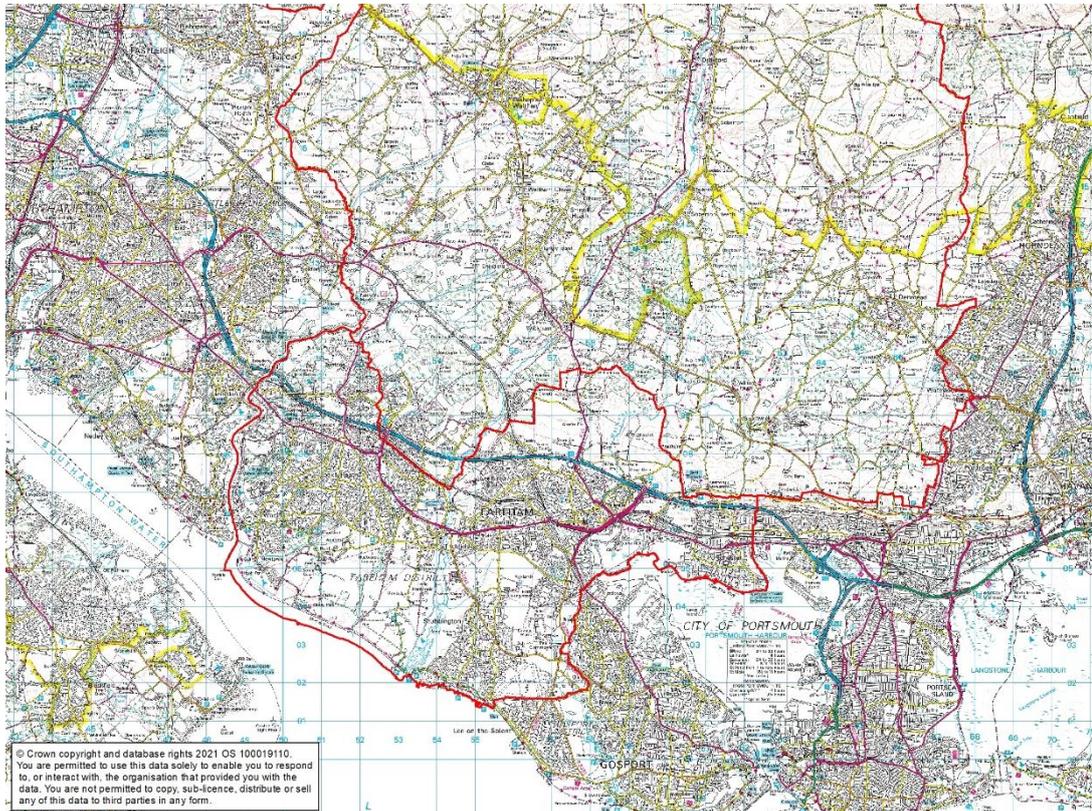
- 1.6 Section 2 outlines the strategic geography of the Borough including a brief description of the area in transport network terms.
- 1.7 Section 3 sets out the strategic issues which form the background to this SoCG.
- 1.8 Section 4 is the signatories.

### What parties are involved with this Statement of Common Ground?

- 1.9 This Statement of Common Ground (SoCG) is an agreed statement between Fareham Borough Council (FBC) and Winchester City Council (WCC), relating primarily to FBC's Revised Publication Local Plan, hereafter referred to as 'the Plan'.

## **2.0 Strategic Geography**

- 2.1 The SoCG relates to the cross boundary strategic matters between FBC and WCC as shown on the map below.



**Figure 1: Fareham Borough Council and Winchester City Council Administrative Boundaries**

- 2.2 The Planning Practice Guidance states that a SoCG will need to cover the area that policy making authorities and public bodies cooperate within, depending on the strategic matters being planned for and the most appropriate functional geography for the gathering of evidence and the preparation of planning policies. However, local planning authorities may have more than one Statement of Common Ground where there are strategic cross-boundary matters to be addressed.

## **3.0 Strategic Matters**

- 3.1 This section sets out where agreement has been reached on cross-border strategic matters, or where further work to reach common ground is required.

## **Housing**

### Fareham Borough Council's Position

- 3.2 FBC's emerging Local Plan aims to deliver sufficient land to meet the housing need for the Borough and has been subject to two Regulation 19 consultations and three Regulation 18 consultations on that basis. It remains FBC's intention to meet the housing need of the borough.
- 3.3 The current standard methodology takes account of population growth and housing affordability with a cities and urban centres uplift for urban local authorities in the top 20 cities and urban centres. National policy currently dictates that Local Planning Authorities are to use the 2014-based household projections as the basis for calculating their housing need, unless there are exceptional circumstances where alternatives may be appropriate. The household projections are then adjusted to take account of affordability using the most recent affordability data (March 2021). Therefore, the housing requirement for the borough is 541 homes per annum.
- 3.4 The strategic housing provision, described in Strategic Policy H1 (Housing Provision) of the Revised Publication Local Plan, is based on the standard methodology figure re-confirmed by the Government in December 2020. The level of housing provision in the Revised Publication Local Plan includes a contingency of 11% to address any potential slippages in delivery, and a contribution of 900 homes (plus 11%) towards unmet need from neighbouring authorities. Therefore, the overall requirement for the Borough until 2037 is projected to be 9,556 new dwellings.
- 3.5 Strategic Policy H1 along with the Housing Allocations identified in the Revised Publication Local Plan show how FBC will deliver the above identified housing requirement. The stepped trajectory included in the Plan shows that whilst challenging, the housing requirement is deliverable and the contribution to unmet need is considered appropriate.
- 3.6 It is understood from the work on the revised PfSH Spatial Position Statement (SPS) that, based on standardised plan periods of 2020-2036, there is a predicted shortfall in the region of 10,750 homes across the sub-region<sup>2</sup>. These numbers are based on the standard methodology for calculating housing need using a 2020 base date and prior to the urban uplift for Southampton. They do not consider housing sites that are not yet in the public domain which could be proposed in emerging Local Plans. Table 4 of the Statement also indicates that Fareham have a shortfall of supply which is not now correct and therefore this will be updated as the work progresses. The SPS work is currently ongoing and will need to factor in the housing requirement base year now starting at 2021, the recently published affordability data in March 2021 and the cities and urban centre uplift which applies to the housing requirement for Southampton. The level of unmet need within neighbouring authorities and across the sub-region is therefore likely to alter significantly as the urban uplift is applied, plans emerge within the sub-region and the government makes changes to the standard methodology.

### Winchester City Council's Position

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<sup>2</sup> Based on figures released in September 2020.

- 3.7 The existing WCC Local Plan was adopted in 2017 and work has now begun to embark on the review of the plan. The Strategic Issues and Priorities Document consultation (Reg 18) took place in March/April 2021. The Local Development Scheme (July 2021) envisages the Regulation 18 consultation phase to take place in August 2022 and the Regulation 19 consultation phase to take place in August 2023. It is anticipated that the Plan will include sufficient land to meet local housing need for the authority.
- 3.8 WCC welcomes FBC's intent to meet the housing need for the borough including a contingency buffer and also support the contribution being made towards accommodating sub-regional unmet need pending an updated Partnership for South Hampshire Joint Strategy as stated in their representation to the July 2021 consultation on the Revised Publication Local Plan.

Agreed Position:

- 3.9 It is agreed that both FBC and WCC are planning to deliver sufficient housing to meet their individual local housing need and that whilst there is no unmet need arising from either authority to be planned for, the approach towards providing a general contribution towards unmet need as set out in the FBC Revised Publication Local Plan is supported. Both councils agree to support the ongoing partnership working on housing need and unmet need being delivered through the PFSH Statement of Common Ground and review of the Spatial Position Statement and will continue to contribute to the project.

**Gypsies and Travellers**

Fareham Borough Council's Position

- 3.10 The Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) for Hampshire (2017), identified a need for three additional pitches for those who met the definition of Gypsy and Travellers for the period to 2036 in Fareham. These are expected to be required within the first five years of the Plan period and will be met through an allocation in the Publication Local Plan (Policy HA45). There was no identified need for Travelling Showpeople. The GTAA also identified some households who did not meet the current definition. It is anticipated that an updated GTAA will be undertaken during the Plan period. If there are any adjustments in identified need then this will be addressed through the criteria-based part of policy HP11 in the Publication Local Plan.

Winchester City Council's Position

- 3.11 WCC confirmed in its representation to the December 2020 consultation on the Publication Local Plan that it considers Policy HP11 to be sound as it provides for the needs of gypsies and travellers to be met. WCC welcomes the fact that the Local Plan has been able to identify sufficient sites to meet the Borough's need for traveller sites. WCC has notified FBC of its inability to meet identified needs for travelling Showpeople accommodation. WCC's response to the December 2020 consultation stated that it did not feel the explanatory text is clear whether suitable sites have been sought to help meet the unmet need for travelling Showpeople sites in the south of Winchester District.

Agreed Position:

- 3.12 Both FBC and WCC agree through this SoCG that whilst recognising there is an unmet need for Gypsies, Travellers and Travelling Showpeople in the WCC area, that following the call for sites process, FBC has not allocated any further sites for Gypsy and Traveller Accommodation use within the Revised Publication Local Plan. As a result of WCCs December 2020 representation, FBC has included additional wording into paragraph 5.89 of the Local Plan to be clear that no further sites have been promoted to the FBC through the Call for Sites and as such no further sites have been allocated. WCC made no further comments on this issue through the Revised Publication Local Plan consultation following the inclusion of that requested clarity. Both authorities support the permissive approach to be taken towards any sites that may come forward and which meet the requirements of Policy HP11: Gypsies, Travellers and Travelling Showpeople. WCC are satisfied that given there are no further promoted sites, this approach is suitable in contributing to accommodating any future need from WCC.

## **Employment**

### Fareham Borough Council's Position

- 3.13 The Revised Publication Local Plan uses an updated evidence base as the basis for the employment strategy within the Plan. The Economic, Employment and Commercial Needs (including logistics) study produced by PfSH provides a robust and consistent approach for planning for employment requirements across the sub-region. The Revised Publication Local Plan allocates 121,000 sq.m of employment floorspace across the borough over the plan period. The Plan allocates seven employment sites to meet that requirement in addition to the employment allocation at Welborne identified through the Welborne Plan. These sites are at Daedalus, Solent 2 in Whiteley, two sites in Wallington, land at St Margaret's Roundabout in Titchfield and Little Park Farm at Segensworth Roundabout. The development strategy proposed by the Revised Publication Local Plan is for a mix of large and small sites to offer a degree of flexibility and choice in size, location, and availability of sites. In line with the PfSH findings, and to provide the maximum amount of flexibility to respond to changing circumstances, all of the allocations are for employment uses and not restricted to any one use class.
- 3.14 The Revised Publication Local Plan includes two allocations of note for FBC/WCC cross boundary matters due to their location in the Whiteley/Segensworth North area. Solent 2 is an allocation for 23,500 sq.m. Little Park Farm is an allocation for 11,200 sq.m. Both sites are allocations in the adopted Plan. The allocation of Solent 2 continues the commitment of FBC to support the ongoing success of the Whiteley business park. The allocation at Little Park Farm also continues to support the wider economic opportunities objectives of both authorities in this wider area, providing a hub of commercial activity and job opportunities in a sustainable location.

### Winchester City Council's Position

- 3.15 WCC supports the strategy of basing employment requirements within the Revised Publication Local Plan on the PfSH Employment Study. This supports the wider PfSH economic strategy and provides for a consistent approach across the sub region. The City Council also supports the continued allocation of land at Solent 2 and Little Park Farm for employment use as this is consistent with the WCC adopted Local Plan.

### Agreed Position:

- 3.16 Both councils agree that FBCs approach to allocate sufficient land to meet its employment requirements in line with the PfSH evidence base is the correct and appropriate approach. Both councils agree that there is currently no identified cross boundary need to be planned for. Both councils also recognise the strategic importance of employment sites in the Whiteley and Segensworth area and will continue to work together to ensure that future Local Plans support the continued prosperity of the business parks.
- 3.17 Both councils will continue to engage together and through the Partnership for South Hampshire Statement of Common Ground which will consider the wider economic needs of South Hampshire and distribution of development between districts and boroughs.

## **Transport**

### Fareham Borough Council's Position

- 3.18 The Fareham Local Plan is supported by a Strategic Transport Assessment (STA) that assesses the cumulative impact of Local Plan development. The STA modelling has used the South Hampshire Strategic Regional Transport Model (SRTM) to test the cumulative impact of the Local Plan traffic at a macro-level. Outside of Fareham, development growth is assumed to continue as 'normal' and in accordance with the WCC adopted Local Plan and in accordance with TEMPPro v7.2 growth projections, including the North Whiteley development of 3,500 homes.
- 3.19 The STA identifies a number of junctions potentially requiring mitigation as a result of development. Within the Do Minimum scenario, there are delays predicted at the Leafy Lane/Parkway junction in Whiteley business park. The increased traffic flow means that vehicles turning right from Leafy Lane to Parkway will face increased delays. There is extensive on-street parking which occurs throughout the working day on both Parkway approaches to the junction, and there are parking restrictions on both sides of Parkway and on both sides of Leafy Lane in this area.
- 3.20 The STA provides a possible mitigation solution for this junction. The scheme tested may not be the delivered scheme but shows, through the Do Something testing, that a solution is possible at this location. The STA shows that following the inclusion of mitigation measures the Local Plan impact can be shown to be successfully mitigated and the junction would no longer be over capacity. Policy TIN2 of the Publication Local Plan requires mitigation for the impact of Local Plan development on the highway network and as such is the policy hook for developer contributions.
- 3.21 The scheme has been included within the Infrastructure Delivery Plan that supports the Publication Local Plan to highlight that were requested by the Highway Authority, developer contributions will be sought from developments within FBC towards this junction.

### Winchester City Council's Position

- 3.22 WCC approved a major residential development at North Whiteley in 2018 which includes significant highway improvements within Whiteley business park including Whiteley Way and the link to junction 9 of the M27.
- 3.23 The WCC Stage 1 Transport Assessment (September 2020) identifies the northern approaches to Junction 9 of the M27 as a junction at or nearing capacity. All

development in the vicinity would be expected to undertake detailed transport assessments to assess the impact at this location.

- 3.24 WCC support the additional text included in the supporting text to TIN2 which states requires further discussions with the Highway Authority and WCC for any scheme concerning Parkway/Leafy Lane. WCC's position is that the Parkway/Leafy Lane junction does not warrant a mitigation scheme for increased junction capacity because the junction arm leads to a residential area with vertical speed reduction measures. This scheme will therefore require an environmental based traffic constraints solution to continue to reduce the likelihood of 'rat running' at this location.

Agreed Position:

- 3.25 Both FBC and WCC agree that the modelling and methodology undertaken as part of the STA is appropriate and agree that a possible mitigation scheme is deliverable. However, both Winchester City Council and the Highway Authority consider that the Parkway/Leafy Lane junction does not warrant a mitigation scheme for increased junction capacity due to its location within a 20 mph controlled residential zone (see FBC/Highway Authority SoCG 2021). At the request of both WCC and the Highway Authority, the Revised Publication Local Plan therefore includes reference to the fact that this junction will require an environmental based traffic constraints solution to reduce rat-running at this location, rather than the designed mitigation scheme assessed in the STA and that the involvement of WCC will be sought in any discussions regarding the design of a scheme at this location. This approach is supported by WCC as stated in their representation on the Revised Publication Local Plan.

**Strategic Gap**

Fareham Borough Council's Position

- 3.26 FBC commissioned a Technical Review of Areas of Special Landscape Quality and the Strategic Gaps (2020) as part of the evidence base in support of the Publication Plan. This study's objective was to consider and validate the previous Fareham Landscape Assessment (2017) in support of the Revised Publication Local Plan.
- 3.27 The Technical Review of Areas of Special Landscape Quality and the Strategic Gaps (2020) recommends the designation of eight Areas of Special Landscape Quality across the borough to recognise the rich and varied pattern of landscapes that exist across Fareham and retain the existing Strategic Gaps. This designation is set out in Policy DS2: Development in the Strategic Gaps of the Revised Publication Local Plan which retains the existing boundaries of both the Meon Gap and Fareham-Stubbington Strategic Gap. The policy ensures that development proposals will not be permitted where they significantly affect the integrity of the gap and the physical and visual separation of settlements or the distinctive nature of settlement characteristics.

Winchester City Council's Position

- 3.28 WCC considers Policy DS2 to be sound insofar as it defines and protects the Meon Gap by defining the boundaries of the gap in a consistent way to those within Winchester District.

Agreed Position:

3.29 Both councils support the principle and maintenance of a strategic gap in the Meon Valley notwithstanding the need for minor alterations to the existing adopted boundary. Both councils agree that the current designation of Strategic Gaps identified in the WCC adopted Local Plan and the FBC Revised Publication Local Plan are consistent in their alignment and purpose.

#### 4.0 Signatories

4.1 Both parties agree that this statement is an accurate representation of matters discussed and issues agreed upon.

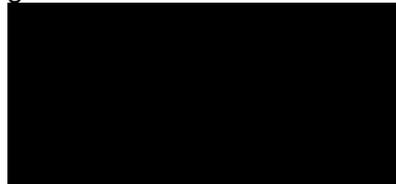
4.2 It is agreed that these discussions will inform the Fareham Borough Local Plan 2037 and the emerging Winchester Local Plan and both parties will continue to work collaboratively meeting the duty to cooperate.

4.3 For Winchester City Council the Statement of Common Ground is signed by the Adrian Fox. For Fareham Borough Council this Statement of Common Ground is signed by Richard Jolley.

Signed:



Signed:



Name: Adrian Fox

Name: Richard Jolley

Position: Strategic Planning Manager

Position: Director of Planning and  
Regeneration

***Winchester City Council***

***Fareham Borough Council***

Date: 20<sup>th</sup> August 2021

Date: 19 August 2021