



Eastleigh Borough Local Plan 2016-2036



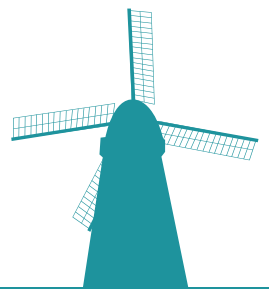
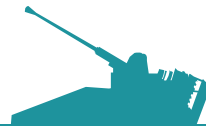
# Eastleigh Borough Local Plan 2016-2036

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## Revised Duty to Co-operate Statement

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October 2018



This background paper supports the Eastleigh Borough Local Plan and provides an update of background information on how the Council has met the duty to co-operate in the preparation of the Local Plan.

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# Duty to Co-operate Statement of Compliance

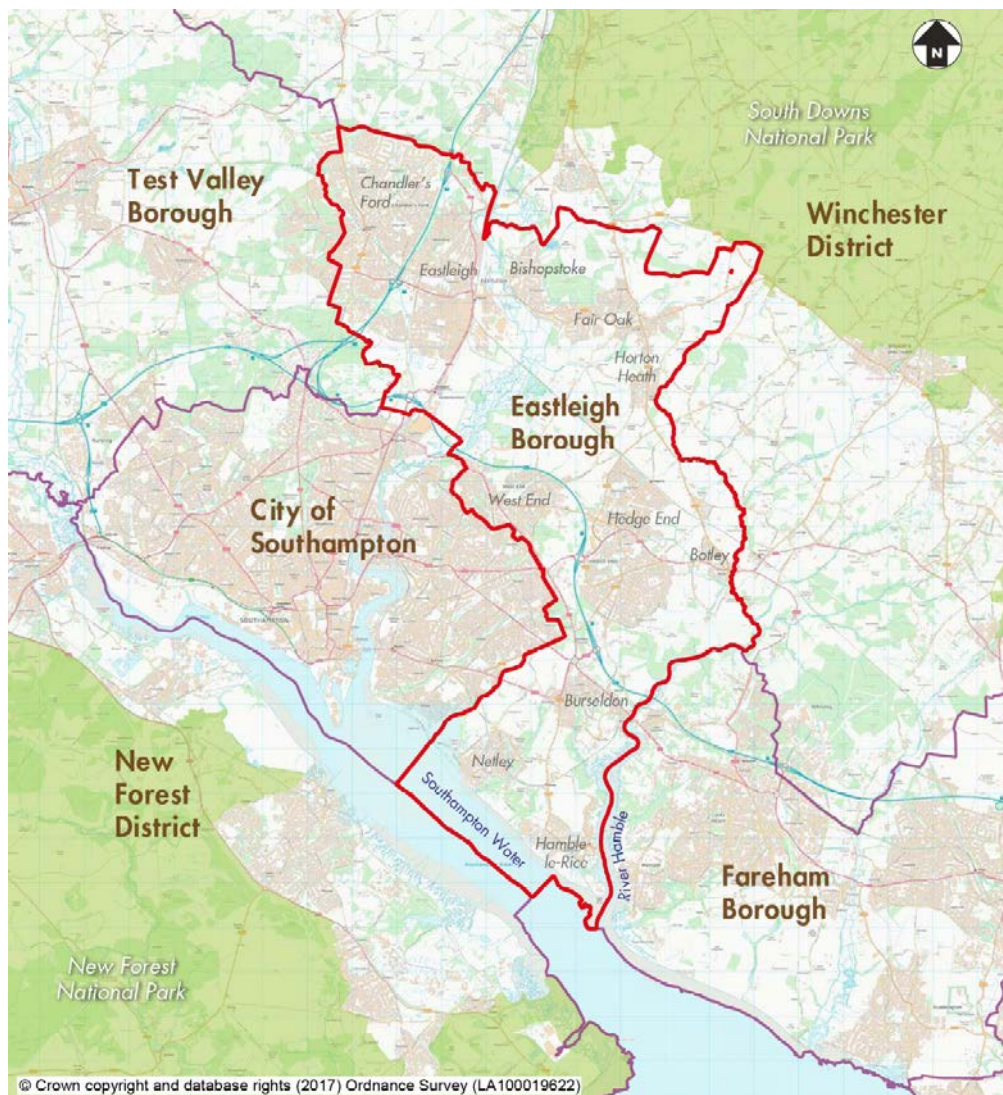
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# 1. Introduction

- 1.1 The Duty to Co-operate was introduced by the Localism Act 2011 and further guidance is provided in the National Planning Policy Framework (see section 2). The duty requires that public bodies co-operate on planning issues that cross administrative boundaries, in particular those which relate to strategic priorities for the area.
- 1.2 This Statement of Compliance demonstrates how Eastleigh Borough Council meets the duty to co-operate in the Eastleigh Borough Local Plan 2016-36. The Partnership for Urban South Hampshire (PUSH) Spatial Position Statement is a key document to demonstrate this. It includes agreed objectively assessed needs and a distribution based on a cities/urban areas first approach and addresses transport and other infrastructure and environmental issues.

Figure 1 Eastleigh Borough Council area context



- 1.3 This statement updates the Duty to Co-operate statement (June 2018) to reflect ongoing discussions since the Local Plan was published for consultation. Further addendums may be published in future in advance of the hearing sessions with details of Statements of Common Ground that have been prepared.

## **2. Legislative and Policy Background**

### Localism Act

- 2.1 Following the revocation of strategic planning guidance in the form of regional spatial strategies in 2013, local planning authorities are required to demonstrate how they have addressed strategic planning matters through co-operation with other authorities and agencies. The formal 'Duty to Co-operate' ('the duty') was introduced by the Localism Act 2011 section 110, which also transposed this into the Planning and Compulsory Purchase Act 2004 by the introduction of a new section 33A.
- 2.2 This duty applies to all local planning authorities, county councils and 'prescribed bodies' and requires that they must co-operate with each other in maximising the effectiveness with which development plan and local development documents are prepared. The duty requires these authorities to engage constructively and on an ongoing basis in the plan-making process and to have regard to each other's activities that may be relevant to this process, in particular on 'strategic' matters.
- 2.3 'Strategic matters' are defined as:
- Sustainable development or use of land that would have a significant impact on at least two planning areas, including development of infrastructure; and
  - Development that would have a significant impact on a 'county' matter as defined in the Town & Country Planning Act 1990, i.e. minerals and waste-related developments.

### National Planning Policy Framework (NPPF)

- 2.4 The new National Planning Policy Framework (NPPF) was published in July 2018, during the Regulation 19 consultation period for the Eastleigh Borough Local Plan. The new NPPF includes transitional arrangements under which plans submitted on or before 24 January 2019 will be assessed against the 2012 version. This includes the Eastleigh Borough Local Plan. This section therefore provides information on the requirements in the NPPF (2012).
- 2.5 Although the detail of how to demonstrate compliance with the duty to cooperate has been revised in the new NPPF, the approach is consistent in both versions. The tests of soundness in both versions also include joint working on cross-boundary strategic matters and meeting unmet needs from neighbouring areas where practical.

2.6 Paragraph 156 in the NPPF (2012) defines 'strategic priorities' to include policies to deliver:

- the homes and jobs needed in the area;
- the provision of retail, leisure and other commercial development;
- the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management and the provision of minerals and energy (including heat);
- the provision of health, security, community and cultural infrastructure and other local facilities; and
- climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape.

2.7 The NPPF requires local planning authorities to work collaboratively to ensure that strategic priorities across boundaries are properly coordinated and reflected in individual local plans. This collaboration is also required to ensure that, in the event that an authority cannot meet its own identified development needs, e.g. for reasons of capacity or development constraints, then these needs can be met in an adjoining authority area.

2.8 Specifically the NPPF states at paragraphs 178 – 181 that public bodies should:

- Co-operate on planning issues that cross administrative boundaries, particularly those that relate to strategic priorities including the homes and jobs needed in an area;
- Undertake joint working on areas of common interest for the mutual benefit of neighbouring authorities;
- Work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual local plans;
- Consider producing joint planning policies on strategic matters and informal strategies such as joint infrastructure and investment plans;
- Take account of different geographic areas including travel to work areas. In two tier areas, county and district authorities should co-operate with each other on relevant issues;
- Work collaboratively on strategic planning priorities to enable the delivery of sustainable economic growth in consultation with Local Enterprise Partnerships. As well as working together, local planning authorities should work collaboratively with private sector bodies, utility and infrastructure providers;
- Demonstrate evidence of having co-operated effectively to plan for issues with cross boundary impacts when their local plans are submitted for examination;

- Cooperation should be a continuous process of engagement from initial thinking through to implementation.

2.9 Section 4 in this statement sets out how the strategic priorities apply to the Eastleigh Borough Local Plan and the co-operation so far on these issues.

2.10 The Duty to Co-operate is a legal test and also forms part of the tests of 'soundness' that a local plan is required to meet, specifically that the plan should be:

- Positively Prepared – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is practical to do so consistent with the presumption in favour of sustainable development;
- Effective – the plan should be deliverable over its period and based on effective joint working on cross boundary strategic priorities.

#### National Planning Practice Guidance (NPPG)

2.11 Following the introduction of a new NPPF in July 2018, the Government also updated the supporting guidance. The Eastleigh Borough Local Plan is being assessed under transitional arrangements. This applies to both the use of NPPF (2012) and the supporting guidance set out in the National Planning Practice Guidance (NPPG), initially published in March 2014. For authorities not covered by the transitional arrangements, this guidance was withdrawn on 13 September 2018. This section provides information on the requirements in the supporting guidance to the NPPF (2012).

2.12 The NPPG expands on the concept of the Duty to Co-operate and advises further on how it should be carried out. This includes advice on joint work on evidence gathering to define the scope of local plans, assessing policy impacts and assembling the necessary material to support policy choices. Local authorities are required to work together from the outset at the plan scoping and evidence gathering stages before planning strategy options are identified, and also to continue this process through examination and beyond into delivery and review.

2.13 The choice of who to co-operate with depends on the strategic matters being planned for and any related functional geography, for example housing market areas, travel to work areas, river catchments, landscape areas etc. Co-operation is required to produce effective policies on cross boundary strategic matters, and in assessing whether a local plan is effective an Inspector will assess whether it demonstrates effective joint working to meet identified cross-boundary strategic priorities.

2.14 Authorities are required to submit robust evidence of the efforts they have made to co-operate on strategic cross-boundary matters, and this statement demonstrates how Eastleigh Borough Council has met the Localism Act, NPPF (2012) and NPPG requirements in this regard.

### 3. Duty to Co-operate bodies

3.1 For Eastleigh Borough Council, the duty to co-operate involves:

- Working with neighbouring authorities and sub-regional partnerships to identify and address strategic cross-boundary issues;
  - Fareham Borough Council;
  - New Forest District Council;
  - New Forest National Park Authority;
  - Southampton City Council;
  - South Downs National Park;
  - Test Valley Borough Council;
  - Winchester City Council;
  - Partnership for Urban South Hampshire;
  - Solent Transport.
- Working with Hampshire County Council (HCC) to identify and address strategic issues within the borough and cross-boundary issues;
  - Hampshire County Council - transport, education, minerals and waste, community infrastructure, flooding and water management
- Working with other public bodies and infrastructure providers to enable the delivery of sustainable economic growth:
  - the Environment Agency;
  - Historic England;
  - Natural England;
  - the Civil Aviation Authority;
  - the Homes and Communities Agency (replaced by Homes England in January 2018);
  - West Hampshire Clinical Commissioning Group;
  - the Office of Road and Rail Regulation;
  - Highways England;
  - the Marine Management Organisation;
  - Solent Local Enterprise Partnership (LEP);
  - Local Nature Partnership

3.2 The Council has worked with other public bodies and infrastructure providers on a range of issues in the Local Plan. These include cross boundary issues such as the development of the SGO as reported in this statement. The Council also continues to work with agencies on issues and sites affecting only the borough, for example the West Hampshire Clinical Commissioning Group on primary healthcare and Homes England on the deliverability of specific development sites.

3.3 Although legally the Mayor of London and Transport for London are included in the public bodies, they are geographically focused and not relevant to Eastleigh borough.



Table 1 – Summary of co-operation by organisation

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
Hampshire County Council	<p>As part of a two-tier administrative area, Hampshire County Council (HCC) provides statutory functions including education and highways. Eastleigh Borough Council has strong working links with HCC in the areas of; infrastructure planning, transport planning, provision of community infrastructure, public health, flood risk, management of the River Hamble, countryside access, biodiversity, data exchange, minerals and waste and land ownership. HCC are a statutory consultee on the Local Plan.</p> <p>HCC has had an input into the Local Plan itself, technical studies and on flooding and public health issues in the Sustainability Appraisal Scoping Report. Appendix 1 in the Sustainability Appraisal report (June 2018) provides a summary of the comments received on the draft SA Scoping Report and the subsequent changes made in the final Scoping Report (December 2015).</p> <p>HCC responded formally on the Regulation 18 consultation which informed the Regulation 19 Local Plan in their capacity as both a service provider and as a landowner of four development sites covered by Options A and F. As a service provider they provided information on the number of school places that may be required for each of the Spatial Strategy Options. HCC also provided comments on the emerging Local Plan (December 2017). Minor detailed wording changes were made as result.</p> <p>EBC and HCC as the highways authority for the borough have worked in partnership on the transport modelling for the Local Plan including the Strategic Growth Option and the junction improvements and transport schemes required alongside the link road (see log in Appendix 1). HCC are part of the Transport steering group for the Local Plan / SGO. EBC and HCC have discussed requirements for new schools in the SGO and resulting from growth in the borough. Other discussions have included the Solent metro network, archaeology, library facilities, childcare provision and extra care housing and minerals and waste.</p> <p>HCC also responded formally on the Regulation 19 consultation in their capacities both as</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
	<p>service provider and as landowner. As a service provider HCC provided comments as the Highways Authority and Local Mineral Planning Authority and from Children’s Services, Adult Services, the Countryside Service and Public Health sections. This is a wide-ranging response covering a number of issues including detailed comments on topic policies and site allocations, wording changes, points of clarification and requests for references to strategies, networks and developer contributions. In its comments as Highways Authority, Hampshire County Council considers the methodology used to determine the preferred strategy and to assess the highways impacts is acceptable and follows a standard approach. The response states that, in broad terms, sufficient transport evidence has been presented to technically establish that the site allocations do not cause a severe detrimental impact on the highway and transport system. It does raise two main issues to be given regard to; the implementation of strategic motorway highway infrastructure schemes and improvements; and the phasing of the Strategic Growth Option (SGO) to make it acceptable in highways terms.</p> <p>EBC is proposing modifications to address specific comments, including the point above regarding the implementation of strategic motorway schemes. It is also continuing to work with HCC and others on evidence regarding the phasing of the SGO, the Allbrook rail bridge and M3 junction 12.</p>
Environment Agency	<p>The Environment Agency (EA) is a statutory consultee for the protection and enhancement of the environment. Their responsibilities are water quality and resources, industry and waste, contaminated land, fisheries, rivers, conservation and ecology and flooding. They are also one of the designated environmental consultation bodies for sustainability assessment.</p> <p>EA has had an input into the Local Plan itself, environmental assessments (SA/SEA and HRA) and technical studies. Appendix 1 in the Sustainability Appraisal report (June 2018) provides a summary of the comments received on the draft SA Scoping Report and the subsequent changes made in the final Scoping Report (December 2015).</p> <p>EA responded formally on the Regulation 18 consultation which informed the Regulation 19 Local Plan and the accompanying Strategic Transport Study. They commented on the sensitivity</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
	<p>of the spatial strategy options including watercourses on sites and European designated sites noting the infrastructure and environmental buffers required and the need to assess flood risk. They supported the approach proposed to green infrastructure, sustainable drainage and to pollution but requested an additional policy addressing the water environment. They also provided comments on the emerging Local Plan (December 2017). Minor detailed wording changes were made as result. EA provided input and support to draft versions of the Water Efficiency aspects of policy DM2 and the background paper which supports it. EA had an input into detailed technical studies required for the plan – hydrology (water quality / flood risk), air quality, bat surveys and the Southern Damselfly surveys and conservation strategy and HRA. EA have provided EBC with updates on strategies such as Great Crested Newt Strategy and the PUSH Integrated Water Management Strategy.</p> <p>EBC and EA have held regular environmental liaison meetings (see log in Appendix 1), which have also included Natural England and other bodies such as the Hampshire and Isle of Wight Wildlife Trust and the Forestry Commission. The meetings provided the opportunity to discuss the Local Plan evidence and the emerging policies and approach. Issues raised included the protection for designated sites and protected species and for ancient woodland.</p> <p>EA also responded formally on the Regulation 19 consultation. They consider the plan unsound in its current form and raised issues about the delivery of the plan and mitigation measures and about the effectiveness of some policies. Specific changes proposed included strengthened wording on environmental protection, better consistency between policies and detailed requirements and points for clarity.</p>
Natural England	<p>Natural England (NE) is a statutory consultee and their role is to protect England’s nature and landscapes. Their responsibilities include promoting nature conservation and protecting biodiversity, conserving and enhancing the landscape and promoting access to the countryside and open spaces. They are also one of the designated environmental consultation bodies for sustainability assessment.</p> <p>NE has had an input into the Local Plan itself, environmental assessments (SA/SEA and HRA)</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
	<p>and technical studies. Appendix 1 in the Sustainability Appraisal report (June 2018) provides a summary of the comments received on the draft SA Scoping Report and the subsequent changes made in the final Scoping Report (December 2015).</p> <p>NE responded formally on the Regulation 18 consultation which informed the Regulation 19 Local Plan to the accompanying Sustainability Appraisal and Strategic Transport Study. They commented on the need to address air quality, water quality, landscape protection, geological sites and features and to avoid areas of high environmental value. They requested reference to the England Coast Path and the use of the PUSH evidence base (particularly the Integrated Water Management Study). They also provided comments on the emerging Local Plan (December 2017). Minor detailed wording changes were made as result.</p> <p>NE provided EBC with information on stewardship schemes / management plans associated with the River Itchen SAC</p> <p>NE has been involved in the environmental liaison group meetings (see EA section). Issues raised by NE at these and elsewhere include the Southern Damselfly Survey and Consultation Report, air quality (ecology issues), green infrastructure, ancient woodland and barbastelle bats.</p> <p>NE have inputted into the environmental assessments of the plan (SA/SEA and HRA) and the detailed technical studies required for the plan.</p> <p>NE responded formally on the Regulation 19 consultation. Natural England express concerns about the SGO and its impact on the ancient woodlands. However, they state that ‘on the basis of the additional comments below being incorporated into the local plan, and our additional comments under the HRA and SEA/SA headings, we would find the plan to be sound’. These include biodiversity mitigation measures for the SGO, safeguarding the ecological network, net gain for the natural environment, detailed comments on site allocations, points of clarification and references to specific strategies, Defra’s 25 year plan and the revised NPPF.</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
Highways England	<p>Highways England is a statutory consultee and operate, maintain and improve England’s motorways and major A roads. For Eastleigh Borough Council, this relates to the M27 and M3 and the impact of growth on traffic on these motorways.</p> <p>Highways England commented on the Issues and Options paper and the Strategic Transport Study. They requested future discussions to consider the impacts on the strategic road network, deliverability of proposals and mitigation measures. They raised concerns about any impacts of growth on the strategic growth network (in the context of cumulative impact from already proposed development) and provided updates about the capacity of the existing network and future improvements to the network including the SMART Motorways proposals for the M3 and M27.</p> <p>Highways England is part of the Local Plan / SGO Transport steering group.</p> <p>EBC continue to work together with Highways England and Hampshire County Council (and consultants) on the evidence required to assess the impact on M3 junction 12 and the microsimulation modelling needed and potential measures to address any impact.</p> <p>Highways England responded formally on the Regulation 19 consultation. They note that a piece of highways work is being produced by HCC on behalf of EBC and is not currently complete but is anticipated to be available before any hearing sessions. Until this has been reviewed and agreed by Highways England, alongside further development of the transport evidence base, they state that they are unable to confirm if the Local Plan can be considered sound. However they anticipate that this can be confirmed through a Statement of Common Ground or similar between Highways England and Eastleigh Borough Council prior to any proposed hearings.</p>
Winchester City Council	<p>Winchester City Council is a statutory consultee as an adjacent local planning authority. The boundary between Eastleigh and Winchester extends from north of Hiltingbury (to the border with Test Valley) to the River Hamble in the east (to the border with Fareham). The Strategic Growth Option is close to the Winchester border and the link road crosses through the city</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
	<p>council area for part of its route.</p> <p>WCC responded formally on the Regulation 18 consultation which informed the Regulation 19 Local Plan. They did not support Option A (Extensions to settlements) and expressed strong concerns about Option B (Expansion of Fair Oak and Bishopstoke) and the relief road. They expressed the need for further work if Option B were to be progressed. Comments were also made in support for the principle of the Botley bypass and the housing target meeting Eastleigh's housing need and contributing to making up shortfalls in the housing market area. They also provided comments on the emerging Local Plan (December 2017). Minor detailed wording changes were made as result.</p> <p>There was early engagement with WCC on the North Bishopstoke Strategic Site and WCC were part of working groups looking at transport, the environment and the SGO.</p> <p>Regular liaison meetings had been held. These meetings discussed all relevant issues with a particular focus on the SGO, including development quantum, transport, ecology, landscape, green infrastructure, countryside gaps, the link road, deliverability, the Botley bypass, transport modelling, public engagement and Local Plan progress. In addition, WCC are progressing a Gypsy and Traveller DPD and EBC have been involved in discussions on Gypsy and Traveller issues.</p> <p>WCC responded formally on the Regulation 19 consultation. They make a formal objection to the plan for three reasons: that the SGO may not be viable or deliverable; that the proposed link road may not be technically feasible or fit for purpose; and that the Duty to Co-operate (in relation to the preparation and sharing of the evidence base) has not yet been fulfilled. The response states that WCC remain ready and willing to play a full and active part in engaging constructively with EBC to address these matters.</p> <p>EBC considers the duty to co-operate has been met by the wide range of meetings as set out in this paper. This includes regular meetings between WCC and EBC; and regular meetings of the Transport Working Group and Environment Working Group which Winchester has attended.</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
	<p>This has enabled WCC to input into the scope and / or judgements used in a range of studies, including the Transport Assessment, Infrastructure Delivery Plan, Habitat Regulations Assessment and Masterplan.</p>
Southampton City Council	<p>Southampton City Council is a statutory consultee as an adjacent local planning authority. The boundary between Eastleigh and Southampton stretches from Stoneham to Netley and in places, notably in West End and Townhill Park, the boundary is within a continuous urban area.</p> <p>SCC provided comments on the Regulation 18 consultation which informed the Regulation 19 Local Plan. Issues raised in these and subsequent liaison meetings included the importance of meeting housing needs, delivering sustainable communities utilising and enhancing existing transport infrastructure, the need for a strong strategic gaps policy and strategic park and ride to serve Southampton. SCC stated the need to work together to address cross boundary transport issues and for the delivery of strategic bus, cycle and pedestrian corridors.</p> <p>Since January 2017, there has been a joint Eastleigh Borough Council and Southampton City Council Local Plan team involving the existing Local Plan teams and with the support of specialist consultants. EBC have also met with the SCC Transport Policy Team to discuss transport model results.</p> <p>SCC also provided comments on the Regulation 19 consultation as a neighbouring highways authority. They are unable to confirm whether the emerging Local Plan is sound but state that they 'are hopeful with the additional evidence we will be able to confirm that the Local Plan will be sound'. This comment relates to a request for additional evidence to assess the impact on Southampton's highway network. This evidence has since been supplied and is being reviewed by Southampton.</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
South Downs National Park	<p>South Downs National Park (SDNP) is a statutory consultee as an adjacent local planning authority. The national park shares a border with Eastleigh to the north east of the borough, close to Lower Upham. They published their Local Plan for submission earlier this year and hearing sessions will be held in November and December.</p> <p>The response from the SDNP on the Issues and Options paper commented on the need to consider how development impacts on the National Park and its setting including landscape, tranquillity, dark skies and views within the National Park. They suggested strengthening the policies on gaps and nature conservation and provided an update on Gypsy and Traveller accommodation in the National Park.</p> <p>Liaison meetings have discussed character, green infrastructure, need for growth, special qualities of the South Downs, South Downs Integrated Landscape Assessment, International Dark Sky Night Reserve, SGO including link road, transport modelling / traffic impacts on park, Local Plan progress. SDNP were invited to the Local Plan Transport Working Group.</p> <p>South Downs National Park Authority provided comments on the Regulation 19 consultation. These include a request for a policy specifically relating to the setting of the National Park; measures to ensure the landscape impacts of the SGO are minimised; measures to avoid increased traffic on rural roads through villages in the National Park; and policy text to improve green infrastructure links with the National Park.</p>
Test Valley Borough Council	<p>Test Valley Borough Council (TVBC) is a statutory consultee as an adjacent local planning authority. The boundary between Eastleigh borough and Test Valley runs from Stoneham to Hiltisbury.</p> <p>TVBC's response to the Issues and Options paper stated that they will continue to work with EBC on strategic cross boundary issues such as the scale of development, strategic employment sites, transport infrastructure, green infrastructure and playing pitches. They support continuing to safeguard gaps between Eastleigh and Test Valley.</p>



Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
	<p>There have been liaison meetings between EBC and TVBC to discuss Local Plan progress and strategic matters such as housing delivery. In addition, TVBC are co-ordinating the New Forest SPA working group to determine the mitigation required to address the impact of development on the New Forest National Park.</p> <p>TVBC provided comments on the Regulation 19 consultation. These welcomed the opportunity to continue to work together in the future and highlighted the issues of recreational pressures on the New Forest and cross-boundary sustainable modes of travel. They confirm alignment with gaps between Eastleigh and Southampton and cross boundary strategic employment sites.</p>
Fareham Borough Council	<p>Fareham Borough Council (FBC) is a statutory consultee as an adjacent local planning authority. The boundary of Eastleigh and Fareham is the River Hamble.</p> <p>There have been liaison meetings between EBC and FBC and also involving other neighbouring local authorities. These have looked at strategic issues such as the quantum of development and objectively assessed housing need and the progress of the Local Plan.</p> <p>FBC provided comments on the Regulation 19 consultation. They largely support the overall approach but asked for information on development addressing unmet needs from neighbouring authorities and how the need for Travelling Showpeople plots is to be addressed.</p>
New Forest District Council	<p>New Forest District Council is a statutory consultee as an adjacent local planning authority. The border between Eastleigh borough and New Forest district is in Southampton Water to the south and west of Netley and Hamble.</p> <p>NFDC commented on the Issues and Options paper, supporting the inclusion of housing options that would help address unmet need from the Southampton Housing Market Area and a strategic approach to Gypsy and Traveller provision. They raised concerns about the Habitats Regulation Assessment Screening findings that development in Eastleigh Borough would have negligible impact on the New Forest Special Area of Conservation and Special Protection Area sites (SAC/SPA) due to increased visitor pressure. They stated that they would welcome a strategic</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
	<p>discussion on this issue.</p> <p>NFDC are part of liaison meetings discussing issues affecting the New Forest. They are also part of New Forest SPA working group to determine the mitigation required to address the impact of development on the New Forest National Park.</p> <p>NFDC are unable to meet their full Objectively Assessed Needs and discussions have taken place on how these unmet needs may be met elsewhere in the Southampton Housing Market Area.</p> <p>NFDC provided comments on the Regulation 19 consultation. They considered the Local Plan unsound in relation to mitigation measures to ensure that the proposed development can take place without a harmful impact on the integrity of protected sites in the New Forest. This was due to the lack of a mitigation strategy and insufficient detail on what form contributions would take and what outcomes would be delivered. NFDC also noted that in the event that their objectively assessed need is over the 10,420 dwellings planned for in its own Local Plan, they will be looking to other Councils in South Hampshire to address this unmet housing need.</p>
New Forest National Park Authority	<p>New Forest National Park Authority is considered a statutory consultee as a nearby planning authority. Although not immediately adjacent, it is within a short distance of the borough boundary in Southampton Water, within 10 miles of the borough's western boundary and a number of residents of the borough will visit the National Park for recreation.</p> <p>NFNPA did not respond formally on the Issues and Options paper. NFNPA are part of liaison meetings discussing issues affecting the New Forest. They are also part of New Forest SPA working group to determine the mitigation required to address the impact of development on the New Forest National Park.</p> <p>NFNPA did not respond on the Regulation 19 consultation.</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
Marine Management Organisation	<p>The Marine Management Organisation (MMO) is a statutory consultee who license, regulate and plan marine activities in the seas around England.</p> <p>The MMO response to the Issues and Options paper pointed EBC towards published guidance including the marine plan and Marine Policy Statement and licensing requirements.</p> <p>The MMO had the opportunity to comment on the proposed Submission Local Plan before it was finalised.</p> <p>The MMO did not respond on the Regulation 19 consultation.</p>
West Hampshire Clinical Commissioning Group	<p>The West Hampshire Clinical Commissioning Group (WHCCG) plans the local health services needed in the Eastleigh, Fareham, New Forest, Test Valley and Winchester local authority areas. They are a statutory consultee and have a role in the delivery of primary healthcare in the borough.</p> <p>WHCCG's response to the Issues and Options paper opposed a number of Spatial Strategy Options (Options A, B and C) due to the difficulties providing healthcare services. Options E and F were supported due to opportunities to extend an existing surgery and build a new surgery using developer contributions. The WHCCG also identified the scope for further reconfiguration and extension to meet growth. They also raised the issue of the additional GPs, nurses and health professionals needed, not only additional space.</p> <p>EBC have met and corresponded with the WHCCG to discuss the impact of new development on healthcare provision and they also provided further information on how the provision of healthcare is, and will continue to, change in the future.</p> <p>WHCCG responded to the Regulation 19 consultation. It notes the scale of housing development and will plan for this and requests that the Council takes all reasonable measures to ensure suitable sites and permissions are available for NHS care. WHCCG requests appropriate</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
	developer contributions towards health infrastructure.
Homes and Communities Agency (now Homes England)	<p>Homes England is a statutory consultee with a role to facilitate the delivery of new homes. They were created in January 2018 and replaced the Homes and Communities Agency (which was the government’s housing, land and regeneration agency and the regulator of social housing).</p> <p>EBC have met with Homes England to discuss Local Plan / SGO delivery issues. Homes England also provided grant funding under the Garden Village Programme which was used to commission consultants to prepare an initial draft masterplan for the SGO.</p> <p>Homes England did not respond on the Regulation 19 consultation.</p>
Historic England	<p>Historic England is a statutory consultee with a role to promote the conservation and enjoyment of the historic environment. They are also one of the designated environmental consultation bodies for sustainability assessment. Appendix 1 in the Sustainability Appraisal report (June 2018) provides a summary of the comments received on the draft SA Scoping Report and the subsequent changes made in the final Scoping Report (December 2015).</p> <p>Historic England’s comments on the Issues and Options report supported the approach to coastal issues, green open spaces and the regeneration of Eastleigh town centre. They noted that heritage can be an asset and commented on the need for proper regard to conservation and enhancement of the historic environment, more references to heritage and for the plan to be based on up to date evidence.</p> <p>Historic England provided comments on the emerging Local Plan (December 2017). EBC met with Historic England in early 2018 and the main issues discussed were designated assets and historic parks and gardens at the SGO.</p> <p>Historic England responded on the Regulation 19 consultation and identifies a number of detailed areas where it contends the Local Plan is not sound. These include the lack of a strategic policy on the historic environment, detailed comments on the heritage assets policy and</p>

Organisation	Summary of co-operation (see Appendix 1 for detailed record of engagement)
	supporting text, site allocations policies, the SGO supporting text, and concern about the supporting evidence. They suggest additional wording to be added to make the plan sound and state that they would be pleased to work with the Council on changes.
Solent Local Enterprise Partnership (LEP)	<p>The LEP is a partnership between businesses and local authorities and aims to improve the co-ordination of private and public sector investment and bring about sustainable economic growth in the South Hampshire sub-region. It was created in 2010 and published the Transforming Solent growth strategy in January 2015.</p> <p>EBC met with the LEP to primarily talk about SGO delivery issues.</p> <p>The LEP did not respond on the Regulation 19 consultation.</p>
Hampshire and Isle of Wight Local Nature Partnership	<p>Local Nature Partnerships were set up in 2012. The Hampshire and Isle of Wight partnership is made up of a wide range of local organisations ranging from local government to charities and is co-ordinated by a small steering group. The partnership's aims include protecting and improving the natural environment and promoting a sustainable green economy and their role is developing strategic evidence on ecological networks.</p> <p>EBC have offered the LNP opportunity to comment on the plan but they have confirmed that they do not wish to comment. They are currently preparing a policy framework to promote the delivery and enhancement of local ecological networks connecting sites. When this is completed, the Council will consider how to incorporate it into the Local Plan.</p>
Office of Rail and Road	<p>The Office of Rail and Road regulator have commented on the Allbrook rail bridge (part of the link road proposals). They stated by email that they note the vertical clearance is being improved and have no particular concerns.</p> <p>The ORR did not respond on the Regulation 19 consultation.</p>
Other duty to co-operate bodies	EBC have contacted all the duty to co-operate bodies identified in section 3 and offered the chance for them to on the plan before the proposed submission version was finalised.

## 4. Strategic Issues identified for Eastleigh Borough

4.1 The NPPF (2012) definition of strategic issues for the purpose of the Duty to Co-operate is set out at paragraph 2.6. The strategic cross-boundary issues to be addressed in the Local Plan have been defined through:

- Review of national priorities, policies and guidance;
- Joint working with the PUSH authorities on issues and on the spatial strategies for the sub-region (see above);
- Joint working (through PUSH) with the Solent Local Enterprise Partnership on issues associated with the economic strategy for the sub-region (see above);
- Joint working with Solent Transport (see above);
- Joint working with Hampshire County Council and other authorities, agencies, groups and organisations (see above); and
- Review of monitoring and other evidence collected in preparing the Local Plan, including other relevant plans and strategies, e.g. those of neighbouring authorities, the county council and other agencies.

4.2 Table 2 sets out the strategic matters for Eastleigh Borough and the local authorities impacted by these matters. Appendix 1 shows in detail the way the Duty to Co-operate has been fulfilled and the outcomes of this co-operation in terms of resolving these strategic matters issues.

### Spatial Strategy

4.3 Many of the strategic matters identified in Table 2 have arisen from the PUSH Spatial Position Statement. The statement has a focus on sustainable economic growth, with Portsmouth and Southampton being the dual focuses of investment and development, and surrounding towns playing a complementary role serving their more local area.

4.4 The Council has a history of joint working with the PUSH authorities on the PUSH Economic Development Strategy, South Hampshire Strategy and Spatial Position Statement. Joint working has taken place at officer level via the PUSH planning officers group and the PUSH delivery panels, and at elected member level via the Joint Committee and the delivery panels.

4.5 Agreement reached on PUSH Economic Development Strategy 2010 and PUSH Spatial Position Statement (June 2016) include:

- Quantum and spatial distribution of new development - principles of development include focus within existing urban areas, high quality new or expanded communities including a new strategic development location in the northern part of Eastleigh Borough; and
- Retention of gaps between settlements

## Sub-regional economic growth

4.6 The Solent Local Enterprise Partnership published a Solent Strategic Economic Plan in January 2014. This plan established the following key strategic priorities for the sub-region's economy:

- Supporting new businesses, enterprise and ensuring SME survival and growth
- Enabling infrastructure priorities including land assets, transport and housing, reducing flood risk and improving access to superfast broadband.
- Establishing a single inward investment model to encourage companies to open new sites in the region, supported by effective marketing.
- Investing in skills to establish a sustainable pattern of growth, ensuring local residents are equipped to take up the jobs that are created and businesses can source local skills and labour to underpin growth.
- Developing strategic sectors and clusters (interconnected groups and businesses) of marine, aerospace and defence, advanced manufacturing, engineering, transport and logistics businesses, low carbon and the visitor economy – establishing the area as a business gateway, at both local and international levels and developing local supply chains.
- Building on our substantial knowledge assets to support innovation and build innovative capacity in the Solent area to stimulate growth in Solent businesses and in new high growth sectors, particularly linked to our HE excellence.

4.7 Underpinning the above strategic priorities is the sub-region's commitment to generating economic and business growth as well as delivering new jobs by developing a Low Carbon Green Economy.

4.8 When the Eastleigh Borough Local Plan Issues and Options paper was published, it was informed by the PUSH South Hampshire Strategy (2012). This was replaced by the PUSH Spatial Position Statement (June 2016). This considers the spatial and land use implications of the LEP's Strategic Economic Plan. It sets out the distribution of additional employment floorspace in the sub-region and includes a target for Eastleigh borough of 114,000 sqm 2011-2034.

Table 2 – Summary of co-operation by strategic priority

Strategic priority	Which other local authorities affected	Nature of the issue and summary of co-operation
Homes and jobs needed in the area	PUSH authorities	<p>The Spatial Position Statement identifies the objectively assessed housing need for individual local authorities and across the Southampton Housing Market Area and then sets housing targets for development 2011-2034 to address this need. The PUSH target for Eastleigh exceeds the borough's own needs and includes some of the unmet needs for the wider Housing Market Area. The PUSH target 2011-2034 was 14,950 dwellings (650 dwellings per annum). Overall the PUSH statement met most but not all of the objectively assessed need.</p> <p>In the preparation of the Local Plan, the Council has considered the amount of development that can be delivered in the borough and looked in detail at the objectively assessed need figure to check whether it needs updating. EBC has worked in partnership with neighbouring councils (including through PUSH), statutory agencies and other organisations on key issues affecting development capacity within the borough and the delivery of schemes, primarily the SGO.</p> <p>The Eastleigh Borough Local Plan includes a target of 14,580 dwellings 2016-2036. When housing completions 2011-2016 are taking into account (1,670 dwellings), this equates to the provision of 16,250 dwellings 2011-2036 (650 dwellings per annum). This meets the target set out in the PUSH statement.</p> <p>The Spatial Position Statement also includes a target for employment floorspace and identifies Southampton Airport Economic Gateway as a strategic employment location and Hamble Port Marina as a sub-regionally significant waterfront site. This target was based on GL Hearn evidence (May 2016).</p> <p>EBC has worked in partnership with neighbouring authorities on a Commercial Appraisal</p>



Strategic priority	Which other local authorities affected	Nature of the issue and summary of co-operation
		<p>of Employment Sites to consider the suitability of existing sites. In addition GL Hearn has tested whether Eastleigh's employment need identified needs to be updated.</p> <p>The Local Plan includes sufficient land to significantly exceed the employment floorspace target. This is largely due to the presence of long-standing employment allocations on two sub-regionally significant employment opportunity sites at Eastleigh River Side / Southampton Airport Gateway (identified in the PUSH Spatial Position Statement).</p> <p>Although not addressed in the Spatial Position Statement, local authorities in Hampshire have a history of working together to determine the need for Gypsies and Travellers accommodation and how to address this need. The Local Plan sets out the approach to meet the need for Gypsy and Travellers accommodation in the Eastleigh borough.</p>
Provision of retail, leisure and commercial development	PUSH authorities	The Spatial Position Statement identifies Eastleigh as a large town centre, suitable therefore for major comparison goods retailing and large scale town centre developments. The Local Plan sets out policies on retail, leisure and commercial development to achieve of the targets and role of Eastleigh.
Provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management and the provision of minerals and energy	HCC – highways, minerals and waste WCC	<p>With the level of development proposed in the Local Plan and the strategic location identified in the Spatial Position Statement, new and improved infrastructure including local roads, motorway junctions, public transport provision, telecommunications and water supply and quality is required.</p> <p>In the preparation of the Local Plan, EBC has worked in partnership with Hampshire County Council and other service and infrastructure providers to ensure that development can be delivered and will be supported by appropriate and timely infrastructure.</p>

Strategic priority	Which other local authorities affected	Nature of the issue and summary of co-operation
Provision of health, security, community and cultural infrastructure and other local facilities	HCC	<p>New and improved supporting infrastructure including health facilities, education facilities, community and cultural infrastructure such as community centres and libraries is required.</p> <p>In the preparation of the Local Plan, EBC has worked in partnership with Hampshire County Council and other service and infrastructure providers to ensure that development can be delivered and will be supported by appropriate and timely infrastructure.</p>
Climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape	PUSH authorities SDNP	<p>New development can have a negative impact on European designated sites for wildlife due to the recreational impact of residents visiting these sites.</p> <p>EBC is a partner in the Solent Recreation Mitigation Partnership. The partnership has developed a programme of measures including the provision of rangers and improvement works to promote responsible behaviour from people visiting the coast and provide attractive alternative locations to visiting designated areas. This package is funded by a contribution from new housing close to the coast.</p> <p>EBC are working in partnership with other local authorities (including HCC, NFDC, NFNP, SCC and TVBC) and Natural England to develop an evidence base and consider appropriate mitigation to address on the impact of recreation on designated sites in the New Forest. Surveys have been underway since early October to further understand the reasons people visit the New Forest, where they travel from and when they visit in order to inform future mitigation measures.</p> <p>In addition to the impact from recreation, the Local Plan addresses the impact from development such as the SGO close to the Winchester City Council boundary and policies for the River Hamble which forms the boundary with Fareham Borough Council.</p>

## Joint Local Plans

- 4.9 In accordance with section 33A of the Planning and Compulsory Purchase Act 2004, local planning authorities are required to consider a joint approach to the preparation of Local Plan documents which could include producing a joint Local Plan.
- 4.10 The local planning authorities in South Hampshire have a long history of working together jointly through the Partnership for Urban South Hampshire (PUSH). The partnership has addressed strategic issues within the sub-region including the quantum of development and its distribution, as set out in Table 2. This is based on a joint evidence base looking at housing and employment needs and the environmental, transport and other infrastructure factors affecting the distribution of development. PUSH, Solent Transport and the Solent LEP collectively provide a clear economic vision and strategy to deliver development, supported by infrastructure, and to secure growth for the sub-region.
- 4.11 The Eastleigh Borough Local Plan is based on a wide range of studies and reports, building on evidence collated for the 2011-2029 Local Plan. In addition to evidence produced at the sub-regional level, the Council has worked with neighbouring authorities on a number of joint studies. However much of the evidence collated only addresses issues within the borough. As a reflection on the strategic framework already agreed at a sub-regional level and in order to progress the Local Plan in a timely manner, it was decided to progress a Local Plan for the borough, instead of a joint Local Plan.

## **5. Conclusions**

- 5.1 This statement demonstrates how Eastleigh Borough Council has worked closely with Hampshire County Council, neighbouring authorities, statutory agencies and other duty to co-operate bodies to address the strategic cross boundary issues identified for the Eastleigh Borough Local Plan. It provides evidence of who the Council has co-operated with, when and how this has influenced the Local Plan as required by the Planning Practice Guidance (paragraph 11).
- 5.2 This co-operation is ongoing and the Council will publish addendum reports as required to reflect further progress during the Local Plan examination.

## Appendix 1- Record of Engagement

The following table provides an overview of meetings held during the development of the Eastleigh Borough Local Plan 2016-2036, with local authorities, agencies and organisations prescribed for the purposes of the Duty to Co-operate (Town and Country Planning (Local Planning)(England) Regulations 2012 reg.4). This table covers the period from January 2017, consultation with infrastructure providers before this time is set out in a separate report<sup>1</sup>. The table does not include the PUSH Joint Committee, Planning Officer Group or other PUSH sub-group meetings, or the regular meetings of any other sub-groups involving Duty to Co-operate organisations.

It is important to note that there has been significant contact with the Duty to Co-operate bodies by other means, in particular e-mails, letters and telephone calls

<b>Date of Meeting</b>	<b>Duty to Co-operate bodies</b>
20/01/2017	Winchester City Council (Corporate Director)
31/01/2017	South Downs National Park Authority (Planning Policy)
14/02/2017	Liaison meeting: Winchester City Council (Planning Policy)
22/02/2017	HCC (Education, Libraries, Extra Care Housing)
23/03/2017	West Hampshire Clinical Commissioning Group
24/03/2017	Environmental liaison meeting: Natural England; Environment Agency; (also including Hampshire & Isle of Wight Wildlife Trust HIWWT)
10/04/2017	HCC (Children's Services)
19/04/2017	South Downs National Park Authority (Planning Policy)
25/04/2017	Liaison meeting: Winchester City Council (Planning Policy)
27/04/2017	Hampshire County Council (Transport)
02/05/2017	Liaison meeting: Winchester City Council (Planning Policy)
19/06/2017	Liaison meeting: Fareham Borough Council, Test Valley Borough Council (Planning Policy)
04/08/2017	Liaison meeting: Winchester City Council (Planning Policy)
16/08/2017	HCC (Transport)

<sup>1</sup> Eastleigh Borough Council Consultation with Infrastructure Providers and Regulators 2015-2016 (December 2016)

<b>Date of Meeting</b>	<b>Duty to Co-operate bodies</b>
11/09/2017	New Forest DC and National Park (Planning Policy)
14/09/2017	Highways England
18/09/2017	Gypsies and Travellers meeting: Winchester City Council, East Hampshire, South Downs, Test Valley (Planning Policy)
25/09/2017	Transport Modelling: Winchester and South Downs (Planning Policy)
16/10/2017	Transport Modelling: Southampton (Transport Policy)
16/10/2017	Liaison Meeting: Test Valley (Planning Policy)
19/10/2017	Environmental liaison meeting: Environment Agency; Natural England; Winchester; (also including Hampshire & Isle of Wight Wildlife Trust HIWWT and Forestry Commission)
20/10/2017	HCC (Transport Policy)
30/11/2017	Winchester (Planning Policy, Leader, Chief Executive)
13/12/2017	HCC (Education)
14/12/2017	NE; EA; South Downs NP; Winchester (also including Hampshire & Isle of Wight Wildlife Trust HIWWT and Forestry Commission)
05/01/2018	Winchester and South Downs NP
10/01/2018	Historic England
10/01/2018	Environmental liaison meeting: Environment Agency; Natural England; Winchester; (also including Hampshire & Isle of Wight Wildlife Trust HIWWT and Forestry Commission)
10/01/2018	Test Valley; Fareham; New Forest District Council; New Forest National Park (Planning Policy)
11/01/2018	Marine Management Organisation
11/01/2018	Homes England
15/01/2018	HCC
15/01/2018	South Downs National Park Authority
16/01/2018	Local Nature Partnership
08/02/2018	Highways England, HCC (Transport Policy)

<b>Date of Meeting</b>	<b>Duty to Co-operate bodies</b>
19/02/2018	HCC; EBC (Transport Policy)
01/03/2018	Environmental liaison meeting: Environment Agency; Natural England; Winchester (also including Hampshire & Isle of Wight Wildlife Trust HIWWT and Forestry Commission)
13/03/2018	New Forest SPA working group: Test Valley Borough Council, New Forest District Council, New Forest National Park, Natural England, Hampshire County Council (also including Wiltshire County Council)
26/03/2018	Hampshire County Council Public Health
19/04/2018	New Forest SPA working group: Test Valley Borough Council, New Forest District Council, New Forest National Park, Natural England, Hampshire County Council (also including Wiltshire County Council)
03/05/2018	Environmental liaison meeting: Environment Agency; Natural England; Winchester (also including Hampshire & Isle of Wight Wildlife Trust HIWWT and Forestry Commission)
6/07/2018	WCC
11/07/2018	SCC (Local Plan transport)
13/07/2018	Environmental liaison meeting: Environment Agency; Natural England; Winchester (also including Hampshire & Isle of Wight Wildlife Trust HIWWT and Forestry Commission)
16/07/2018	Transport working group: HCC, WCC and developers
18/07/2018	Highways England
27/07/2018	South Downs National Park Authority
08/2018	Natural England and Environment Agency given opportunity to comment on Itchen Navigation crossing report (comments since received)
9/08/2018	Site visit - WCC (Planning Policy, Landscape)
12/9/2018	HCC, WCC and the developers (Allbrook Rail Bridge) – Network Rail provided comments in advance of the meeting
12/9/2018	Natural England

<b>Date of Meeting</b>	<b>Duty to Co-operate bodies</b>
13/9/2018	Highways England, HCC
2/10/2018	Site visit – Forestry England, Natural England
10/10/2018	SCC (Transport Policy)
10/10/2018	Meeting and site visit - HCC (Education)
10/10/2018	WCC (Planning Policy)

## Appendix 2- Duty to Co-operate bodies

Neighbouring Local Planning Authorities:

- Fareham Borough Council;
- New Forest District Council;
- Southampton City Council;
- South Downs National Park;
- Test Valley Borough Council;
- Winchester City Council.

The County Council:

- Hampshire County Council (transport, education, minerals and waste, community infrastructure, flooding and water management)

Prescribed bodies:

- the Environment Agency;
- Historic England;
- Natural England;
- the Civil Aviation Authority;
- the Homes and Communities Agency;
- Primary Care Trust;
- the Office of Road and Rail Regulation;
- Highways England;
- the Marine Management Organisation;

(Although legally the Mayor of London and Transport for London are included in the list of public bodies, they are geographically focused and not relevant to Eastleigh borough).

Although not formally subject to the requirements of the duty, local planning authorities must have regard to the activities of local enterprise partnerships and local nature partnerships when preparing their Local Plans. The following are also be treated as duty to cooperate bodies for the Eastleigh Borough Local Plan:

- Solent Local Enterprise Partnership (LEP);
- Local Nature Partnership\*.

\* The Local Nature Partnership has advised that they are unable to respond to policy documents but are instead working on the preparation of evidence on ecological networks and policy guidelines to inform future plans.



### Appendix 3 – Adjacent authorities’ current stages of Local Plan preparation

<p>Fareham Borough Council</p>	<p>Adopted Plans - Part 1: Core Strategy (2011), Part 2: Development Sites and Policies (2015), Part 3: The Welborne Plan (2015)</p> <p>Draft Fareham Local Plan 2036 published for consultation (regulation 18 stage) October-December 2017</p>
<p>New Forest District Council</p>	<p>Adopted Plans – Part 1: Core Strategy (2009), Part 2: Sites and Development Management (2014)</p> <p>Local Plan Review 2016-2036 published for consultation (regulation 19 stage) in June-August 2018 with submission expected around the end of October</p>
<p>Southampton City Council</p>	<p>Adopted Plans – Local Plan Review, Core Strategy and City Centre Action Plan (2015)</p> <p>Southampton Local Plan Issues and Options paper published for consultation July 2015. Work currently paused as joint Eastleigh and Southampton Local Plan team progress the Eastleigh Borough Local Plan</p>
<p>South Downs National Park</p>	<p>South Downs Local Plan published for submission in May 2018. Hearings will be conducted November and December</p>
<p>Test Valley Borough Council</p>	<p>Adopted Plan – Test Valley Borough Revised Local Plan 2011-2029 (2016)</p> <p>Issues and Options consultation for the next Local Plan to 2036 took place July – September 2018</p>
<p>Winchester City Council</p>	<p>Adopted Plans – Part 1: Joint Core Strategy (2013), Part 2: Development Management and Allocations (2017)</p> <p>Gypsy and Traveller DPD examination - hearings held in September 2018, consultations on modifications under way</p> <p>Local Plan 2036 was launched with a 6 week consultation ending in September 2018</p>

[www.eastleigh.gov.uk/localplan2016-2036](http://www.eastleigh.gov.uk/localplan2016-2036)

