GOSPORT
BOROUGH COUNCIL

Winchester
City Council

Statement of Common Ground between Gosport Borough Council and Winchester City Council

October 2026

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Abbreviations

GBLP	Gosport Borough Local Plan 2011-2029 (adopted October 2015)
GBLP 2038	Draft Gosport Borough Local Plan 2038 (Regulation 18)
GBLP(A)	Publication Gosport Borough Local Plan 2042 Addendum (Regulation 19)
WDLP 2040	Winchester District Local Plan 2020-2040 (adopted 2026)
GBC	Gosport Borough Council
WCC	Winchester City Council

1 Introduction

What is a Statement of Common Ground?

1.1 The Statement of Common Ground (SoCG) is a jointly agreed statement between Gosport Borough Council (GBC) and Winchester City Council (WCC). It sets out the position and understanding with respect to key cross-boundary strategic issues between the two authorities. It is not binding on either party but sets out a clear and positive direction to inform ongoing strategy and plan making. It should be noted that this is a bilateral agreement between these two authorities only.

What does this document include?

1.2 The SoCG is structured in the following way:

- Section 1: Introduction
- Section 2: Strategic Geography
- Section 3: Strategic Matters
- Section 4: Signatories

What parties are involved with this Statement of Common Ground?

1.3 This SoCG is an agreed statement between the two councils in relation to the Gosport Borough Local Plan 2042 (Publication Local Plan for Regulation 19 and Addendum) (GBLP 2042) and the Winchester District Local Plan 2020-2040 (WDLP 2040), which was adopted in March 2026. WCC have also started scoping work on their new-style local plan (2026-2044).

1.4 GBC intends to submit their Local Plan under the 'legacy' plan-making system, to be examined under the 2024 National Planning Policy Framework (NPPF). In order for a Local Plan to be found sound under the 2024 NPPF it needs to be justified and thus 'based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground.'

1.5 On the 25 March 2026, new provisions from the Levelling Up and Regeneration Act came into force. These regulations provide for the transition to the 'new style' plan-making system, whilst importantly saving the relevant Town and Country Planning (Local Planning) (England) Regulations 2012 enabling development plans, such as the GBLP 2042 (and the adopted WDLP 2040) to progress to adoption under transitional arrangements. Significantly however, the regulations do not 'save' the Duty to Co-operate in relation to planning of sustainable development, set out in Section 33A of the Planning and Compulsory Purchase Act 2004. Although the legislative requirements have removed the Duty to Cooperate as a legal compliance requirement,

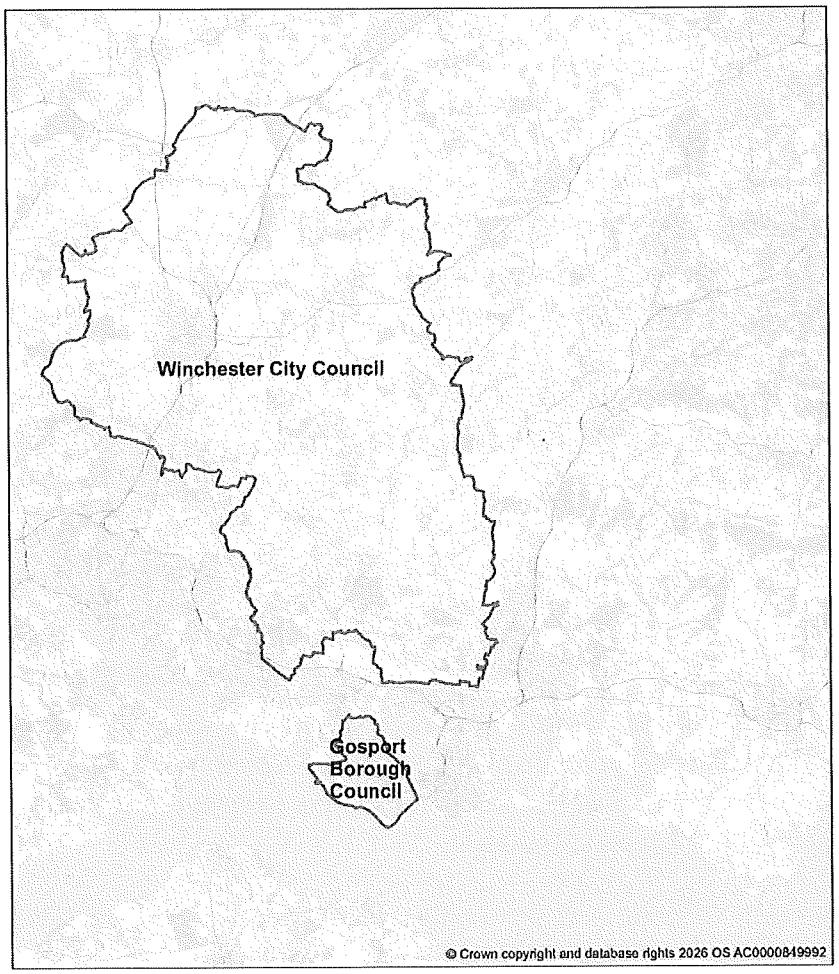
paragraph 24 of the 2024 National Planning Policy Framework (NPPF) requires local planning authorities to continue to cooperate with each other on strategic matters. Therefore, it is important that the two councils continue our history of ongoing, effective collaborative working on cross-boundary issues affecting the two boroughs.

1.6 This SoCG has been prepared in parallel with the Publication GBLP 2042 under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012) and the wider collaborative work of both councils in relation of the PfSH group of local authorities. GBC and WCC agree on the importance of continuing to work on strategic cross-boundary issues in line with national policy.

2. Strategic Geography

2.1 This Statement of Common Ground relates to Gosport Borough and Winchester District as shown in Figure 1 below.

Figure 1: Gosport and Winchester administrative boundaries



2.2 Gosport Borough sits on a peninsula adjacent to Fareham Borough and Portsmouth City and is surrounded on three sides by the Solent and Portsmouth Harbour, with 39 kilometres of coastline. The borough is predominantly urban in character with over 80% of land being developed. There are two main settlements, Gosport and Lee-on-the Solent, which are separated by the Alver Valley. The authority has a land area of 25.3 square kilometres[1] (approximately 10 square miles). It is home to approximately 81,950 people, and is densely populated with 3,229 people per square kilometre.

2.3 Winchester City Council is located in central Hampshire a short distance to the north of Gosport Borough and separated by Fareham Borough.

[1] 27.6 square kilometres if water is included.

2.4 The District of Winchester stretches from Portsdown Hill in the south, to Micheldever in the north, and Eastleigh and East Meon in the east and west respectively. The district is predominately rural in character with large parts of central and eastern areas of the district falling within the South Downs National Park Authority. Despite being mainly rural, the district contains the historic city of Winchester, which is its administrative and cultural centre, as well as other urban areas such as Whiteley, Newlands (West of Waterlooville), Bishop's Waltham and a multitude of villages. The authority area comprises approximately 250 square kilometres and supports a population of around 136,000[2].

2.5 Gosport Borough has an established history of being pro-growth and is now a largely dense urban area, with any non-urban areas affected by constraints including flooding, nature conservation and operational MoD establishments. The Council has one of the highest rates of granting planning permission in England, however recent evidence shows that most of the brownfield developments in Gosport Borough have particular deliverability and viability issues including: contaminated land; a lack of investment by Government agencies in infrastructure including sea defences; ongoing flood management issues; significant heritage assets that have been left in a deteriorating condition; limited transport options; and relatively low gross development values. All these issues have affected the speed of delivery of past and current sites and continue to impact on ascertaining whether current brownfield releases are deliverable.

2.6 Winchester District is mainly rural in character with large areas under agricultural production though there are some areas which have recently seen extensive growth. In particular this includes North Whiteley which had 3,500 homes and supporting facilities approved in 2018, Newlands (West of Waterlooville) which is currently being built out to 2550 homes[3], and the urban extension of Barton Farm in Winchester, which is being built out to 2,000 new homes.

2.7 Gosport Borough Council and the southern area of Winchester District fall within the Portsmouth Housing Market Area[4] and the South Hampshire Functional Economic Market Area[5].

[2] https://www.winchester.gov.uk/about/winchester-at-a-glance
[3] https://www.winchester.gov.uk/planning/major-development-projects/west-of-waterlooville
[4] https://www.push.gov.uk/wp-content/uploads/2018/06/SHMA-2014-1.pdf
[5] https://www.push.gov.uk/wp-content/uploads/2021/05/Economic-Employments-and-Commercial-Needs-including-logistics-Study-Final-Report-March-2021.pdf

3. Strategic Matters

Housing Need and Supply

3.1 The table below sets out the respective housing land supply positions of the two councils as of October 2026.

Table 1: Housing Land Position

LPA	Plan period		Housing need according to the standard method	Housing supply[6]	Unmet need
Gosport Borough Council	2026-2042 (16 years)	Total	7,040	2,731	-4,309
		Dwellings per annum	440	171	-269
Winchester City Council	2024-2040 (16 years)	Total	10,816	11,311[7]	0
		Dwellings per annum	676	707	0

Gosport Borough Council's position on housing

3.2 Gosport Borough Council undertook a consultation on its Regulation 19 (Publication) version of the Local Plan between 5th March and 16th April 2026.

3.3 In light of comments received on the Local Plan and a change in political administration, the Council proposed two key changes to the Local Plan through a Regulation 19 Addendum to the Local Plan (GBLPA 2042). The Addendum consultation ran from 20th July to 1st September 2026 and proposed the following:

- Delete Policy RA8 relating to Rowner together with associated text and map references in order to allay community concerns;
- Delete the leisure allocation at the Criterion (Policy A4, Point 1) and remove the site from the neighbourhood centre to provide greater flexibility over possible uses.

[6] Regulation 19 Gosport Borough Local Plan 2042 Table 1: Housing supply at 1 April 2025 for the plan period to 2042, March 2026 page 38.
Gosport Borough Local Plan 2042 - Gosport Borough Council
[7] Includes 310 dwellings which will be provided within the National Park part of the district

3.4 Following the Addendum consultation, it is intended that a composite Local Plan will be submitted to the Secretary of State for examination in October 2026 along with a schedule of suggested Main Modifications and additional (minor) Modifications. The Submission Local Plan will cover the plan period from 2026 to 2042.

3.5 The Council has taken a 'no-stone-unturned' approach and has undertaken four 'call for sites', and additionally enabled landowners/developers and other interested parties to submit sites at any time during the preparation period for the Local Plan. The Council's Strategic Housing Land Availability Assessment (SHLAA) was refreshed for the Regulation 19 consultation.

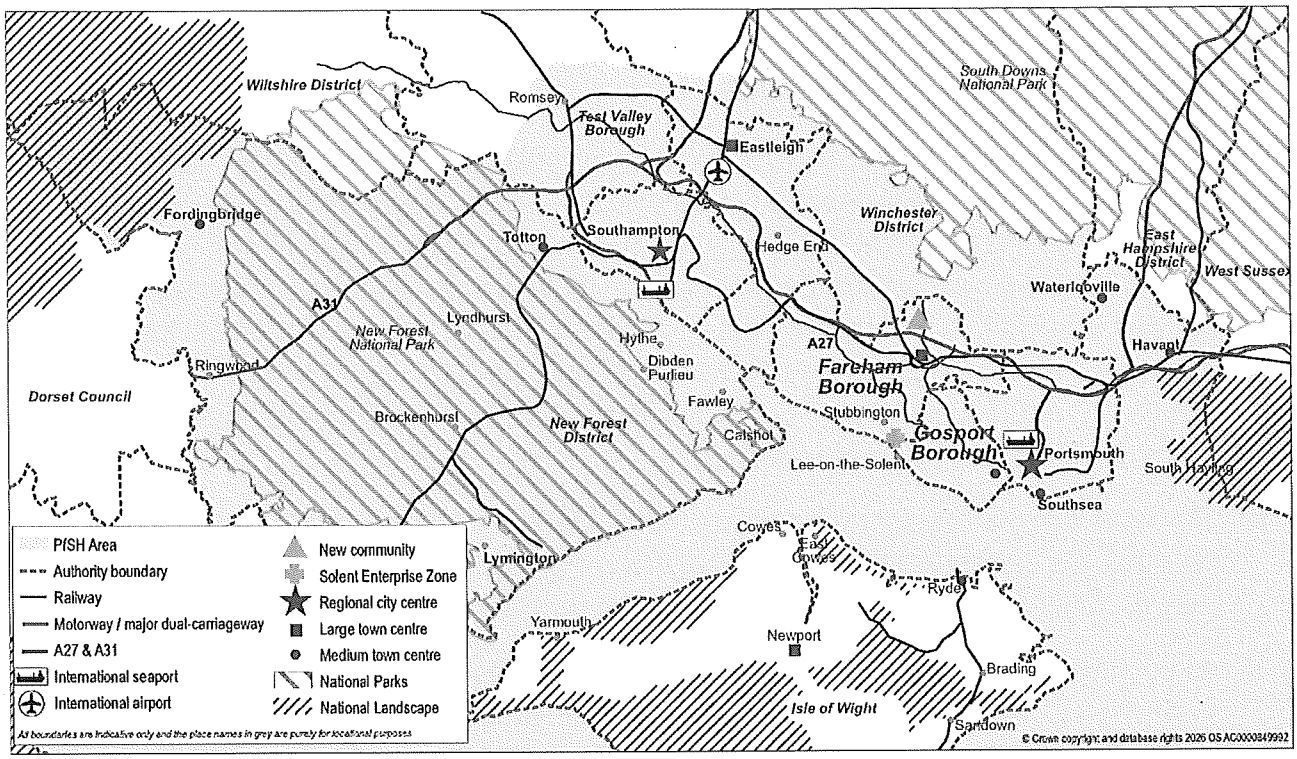
3.6 Gosport Borough has a housing need of 7,040 homes as set out by the Government's latest Standard Method this equates to 440 dpa over the plan period to 2042 and a housing supply of 2,731 dwellings or 171 dpa over the plan period which means the Borough has an unmet housing need of 4,309 dwellings.

Partnership for South Hampshire and South East Hampshire Joint working

3.7 GBC and WCC are active members of the Partnership for South Hampshire (PfSH), which is a collection of district and unitary authorities, together with Hampshire County Council and the New Forest National Park Authority, working together to support the sustainable growth of the South Hampshire sub-region. Only the southern part of Winchester District falls within the administrative area of the Partnership, as shown in Figure 2 below.

3.8 The Partnership has provided a framework for sub-regional planning since the production of the South East Plan (adopted May 2009). PfSH has also been successful on a number of cross-boundary environmental initiatives including finding effective measures to address the issues of recreational disturbance and nutrient pollution on internationally important habitats in order that authorities can keep granting planning permission for new dwellings. There is therefore a strong history of longstanding, ongoing and effective cooperation between the PfSH authorities on cross-boundary matters.

Figure 2: PfSH administrative boundary



3.9 PfSH approved a Spatial Position Statement in December 2023. It sets out strategic principles to guiding development in the sub-region, including a balance between the need and supply of new dwellings, and identifying a shortfall in supply of 11,771 dwellings to 2036 to be planned for. It recognises that some authorities are at an early stage in plan preparation, and that as part of this plan-making work additional sites will be identified to meet unmet needs. The Statement sets out a two-stage process to addressing needs, first identifying the authorities which should be able to meet or exceed their needs, and second by identifying broad areas of search for growth to be considered further through local plans.

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

Bilateral working with neighbouring authorities

3.11 GBC have taken part in collective discussions as part of a grouping of South East Hampshire authorities including Portsmouth City and Havant and Fareham Borough Councils. This collaborative working between the Boroughs and City Council has

allowed for the development of an up-to-date picture of the unmet development need situation in South East Hampshire. It has resulted in agreement between the authorities to help accommodate each other's housing and employment land needs. This has been addressed fully through a South East Hampshire Statement of Common Ground (March 2026). In addition, the South East Hampshire Authorities have agreed to further meetings and collaboration on key environmental issues including green infrastructure and biodiversity net gain.

3.12 GBC and WCC have undertaken additional collaborative work on addressing unmet need, with Gosport BC writing to Winchester CC in July 2025, formally requesting assistance. The letter set out Gosport's standard method and local plan position, and an unmet need of approximately 4,800 homes. Winchester replied in September 2025, stating that due to the existing agreements for the provision of homes towards the unmet needs of neighbouring Portsmouth and Havant councils, and the advanced stage of their local plan, being at Examination, they were unable to further accommodate Gosport's unmet need.

3.13 As set out in their adopted local plan, Winchester District has allocated 495 dwellings to meet the unmet needs of their neighbouring Portsmouth and Havant councils. Of these, 70% (345) have been made available for Havant and 30% (150) to Portsmouth.

3.14 In addition to bilateral working with individual neighbouring authorities, GBC is working with the South East Hampshire Authorities to understand the unmet development needs of Gosport, Havant and Portsmouth. This is understood to be 18,347 homes (as of April 2025), with discussions ongoing on how to meet it, as far as possible. This group of local authorities met in the autumn 2025 with East Hampshire District Council, Fareham Borough Council and Winchester City Council to discuss this matter further and to request assistance in meeting this unmet need. This was followed by bespoke letters to East Hampshire, Fareham and Winchester councils and set out in a SoCG between Fareham, Gosport, Havant and Portsmouth councils published in March 2026[8]. All six councils remain committed to collaborative working going forwards.

3.15 To date, with the exception of Fareham Borough Council, other neighbouring local authorities have been unable to assist GBC with their request due to internal difficulties faced by these local authorities who also have unmet housing needs and require assistance themselves.

3.16 The adopted Fareham Local Plan (2023) provides 900 homes for unmet need of which 800 are already allocated to Portsmouth City Council. Through the South East Hampshire group, it has been agreed between all four authorities that the remaining 100 homes should be allocated to GBC to help with Gosport's identified unmet housing need as GBC shares an immediate boundary with Fareham. This has been confirmed through a bilateral SoCG between GBC and FBC.

[8] See Gosport Duty to Co-operate Statement February 2026: https://www.gosport.gov.uk/gblp2042evidence for further information.

Winchester District Council's position on housing

3.17 WCC adopted its new local plan, the Winchester District Local Plan 2020–2040, in March 2026. The plan sets out a housing supply of 11,311 dwellings in Table H2. This provides for 676 dwellings per annum to address the standard method, as well as 312 dwellings within the National Park area and a 495 dwelling allowance to help meet the unmet needs of Portsmouth and Havant authorities.

3.18 Winchester have begun work on their new local plan, Winchester District 2026-2044. They have just concluded the scoping consultation for this plan on 9 October 2026.

Agreed Position

3.19 The two authorities note their respective positions on housing need and supply. It is agreed that neither authority can assist the other with accommodating unmet need arising out of each Local Plan. Both authorities will continue to work through PfSH and the South East Hampshire group to address the wider need for housing in the HMA.

Matters to be resolved

3.20 None.

Employment

Gosport Borough Council's position on employment

3.21 The GBLP 2042 will allocate sufficient land to meet its own employment needs. Although the Borough has benefited from recent transport improvements including Bus Rapid Transit and the Stubbington Bypass, congestion issues remain at peak times. Gosport has the lowest job density in the South East and one of the lowest in England. Out-commuting and the loss of employment remains a key consideration in the Council's spatial planning strategy. The GBLP 2042 seeks to safeguard employment sites and looks to strengthen its position in relation to marine employment where the Borough has a competitive edge. The Council is making provision for circa 90,000 sqm of employment floorspace.

3.22 The employment floorspace in the GBLP 2042 has been informed by the Economic, Employment and Commercial Needs (including logistics) Study produced for PfSH by Stantec in 2021[9], and the Gosport Development Needs Assessment and Employment Land Availability Assessment (EDNA/ELLA) which was published in February 2026[10]. The EDNA/ELAA study identified a number of appropriate employment sites. The study highlights that the Borough has a good range of employment sites and the Council considers that it should allocate sites that can realistically provide new employment floorspace and boost overall job numbers, increase job densities and reduce out-commuting.

[9] https://www.push.gov.uk/work/publications/research-reports/
[10] https://www.gosport.gov.uk/article/3111/Economy-and-Employment

3.23 A figure of 90,000 sqm (5,625 sqm per annum) is considered an appropriate allocation target to meet ambitions to delivery economic growth in the Borough. The 90,000 sqm is slightly higher than the identified capacity of 84,564 sqm (as of 1st April 2021) identified in the Regulation 18 version of the Local Plan. The Council has identified a supply of approximately 92,000 sqm of net additional employment floorspace from a variety of sources including existing permissions, unused land within existing employment sites and proposed allocations. It is therefore confident that 90,000 sqm of employment floorspace represents an appropriate level of floorspace for the plan period.

3.24 The Council is aware of additional employment floorspace supply that may come forward but is not currently deliverable. The most obvious example being HMS Sultan, the Borough's largest employer both in terms of the number of people employed and land area. This site could include a phased development of Fort Rowner for employment purposes. In November 2016 the Government in its document 'A Better Defence Estate' announced that it intended to release the HMS Sultan site in 2026.

3.25 In February 2018 the Government made a further announcement stating that this release would take place no earlier than 2029. The Local Plan recognises the Council's preference that the site is retained as a training base but should any release take place it is clear that most of the western site would be identified for major employment and training opportunities. Such circumstances would trigger a major review of employment supply and of the Local Plan as a whole. There may be the opportunity for small employment land intensification on this site in the meantime.

3.26 Given the uncertainty over the release of HMS Sultan and therefore the doubt over the deliverability of any re-use of the land for employment during the plan period the Council has proposed to maintain the same position it held in the adopted Gosport Borough Local Plan 2011-2029. Consequently, most of the western HMS Sultan site has been identified as an employment priority site to ensure that if the site is released by the MoD it retains its role as a major employment site in the borough. If in the meantime a firm timetable is reached on the release of the HMS Sultan site this would trigger a review of the Local Plan.

3.27 Gosport has a high need for employment, with the lowest job density in the South East and one of the lowest in England. The Borough would therefore be open to meeting Winchester's unmet employment need, should there be a deficit over the plan period.

Winchester District Council's position on employment

3.28 The employment strategy of the Winchester Local Plan has been informed by the Employment Land Study 2024 [11]. The main findings of this study was that the additional employment land need for the Winchester Plan area 2022-2040 is between 27.6ha - 38.9ha. The lower estimate is based on extending the pattern of past completions, while the higher estimate is based on a reasonable estimate of future economic growth.

[11] https://www.winchester.gov.uk/assets/attach/41101/Employment-Land-Study-July-2024.pdf

The Study also found is that there is no need for large warehousing or logistics sites but a localised need for mid-sized units, with flexibility between B2/B8 uses.

3.29 The 2024 Study found that current identified supply suggests that there is sufficient land to meet identified needs. This includes 20.18 ha of employment land which was already permitted as of March 2022, and 17.18 ha of allocated employment land. The Plan therefore made provision of 37.36 ha of employment land, against an identified need of 27.6ha - 38.9 ha. It is anticipated that windfall development will come forward at a rate that the overall identified needs will be met.

Agreed Position

3.30 The Gosport BC employment land study found that there may be a small surplus of employment land in the Borough. The Winchester CC study had similar findings.

3.31 Should there come about any change in the identified need or supply of employment land, both councils would welcome working proactively together to address any unmet employment needs.

Matters to be resolved

3.32 None.

Environment

Gosport Borough Council's position on the environment

3.33 Gosport has a diverse range of biodiversity and geological assets which include internationally important Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar sites; nationally important Sites of Special Scientific Interest (SSSIs); as well as locally important Sites of Importance for Nature Conservation (SINCs). Gosport is also an important location for feeding and roosting Brent Geese and wading birds, with a network of protected refuge sites.

3.34 The quality of Gosport's environment is reflected in its built heritage which relates closely to its naval and maritime associations. Key elements include a string of forts and other fortifications (such as Fort Blockhouse); buildings historically associated with supplying, supporting and training the Royal Navy (such as Priddy's Hard, Royal Clarence Yard and Daedalus); as well as the former military Royal Haslar Hospital. The Borough has 18 conservation areas covering 387 hectares of land, two Areas of Special Character, approximately 540 Listed Buildings and 14 Scheduled Monuments, two Registered Parks and Gardens as well as many locally significant heritage assets.

3.35 The Alver Valley forms a significant undeveloped gap between Gosport, Lee-on-the-Solent and Fareham. The Alver Valley Country Park (AVCP) represents a significant part of the Green Infrastructure Network in the Borough. The AVCP encompasses a great diversity of habitats and landscapes including wetlands, woodlands and grassland. It forms a continuous green corridor with important coastal habitats at

Browndown and Stokes Bay, as well as north towards Stubbington and Titchfield Haven.

3.36 The Alver Valley County Park is identified by PfSH as being of sub-regional significance and represents a strategic element of the South Hampshire Green Infrastructure Network. The county park is designated as a Suitable Accessible Natural Greenspace (SANG) and consequently is one of a network of sites that can help deflect recreational pressures from sensitive coastal habitats in the Solent. Addressing recreational disturbance in the Solent is managed through the Solent Recreational Mitigation Strategy and Bird Aware Solent, of which the Council is a stakeholder.

3.37 The Borough of Gosport is served by the Peel Common Wastewater Treatment Works in Fareham. Following treatment, the plant discharge into the Solent, where it has been linked to increasing levels of eutrophication at protected sites. In response, and in line with the Habitat Regulations, since 2019 Natural England has been issuing guidance requiring new dwellings in Gosport to be 'nutrient neutral'[12], so as to not contribute towards eutrophication. The Council is part of the Solent Mitigation Partnership[13] which provides nutrient neutrality mitigation for the area, in addition to private sector schemes.

Winchester City Council's position on the environment

3.38 Winchester District is a predominantly rural district with around 40% of the area falling within the South Downs National Park (SDNP). The district supports a rich variety of species and habitats including the Itchen chalk river, the Upper Hamble Estuary and Woods and the coastal habitats of the Solent and Southampton Water.

3.39 Wildlife sites and habitats across the district that are of regional and local importance include 17 SSSIs, almost 600 Sites of Importance for Nature Conservation (SINCs) and 9 Local Nature Reserves (LNRs). These sites support important natural assets, such as ancient woodlands, grasslands and chalk rivers.

3.40 Winchester is also subject to the requirement for new dwellings to be nutrient neutral, and as such, is a member of the Solent Mitigation Partnership. Parts of the district also fall within the 5.6km zone within which mitigation is required to address recreational disturbance to the Solent SPAs[14].

Agreed Position

3.41 The two authorities will continue to work positively together as part of wider sub-regional partnership work including nutrient neutrality and biodiversity net gain through the Solent Mitigation Partnership and recreational disturbance through Bird Aware.

Matters to be resolved

[12] https://www.gov.uk/government/publications/solent-nutrient-neutrality-calculator
[13] https://solentmitigationpartnership.co.uk/
[14] https://birdaware.org/solent/wp-content/uploads/sites/2/2021/10/Solent_Recreation_Mitigation_Strategy.pdf

3.42 None.

Winchester City Council's representation on the GBLP 2042 Regulation 19 consultation

3.43 Winchester City Council made a representation on the Regulation 19 Publication version of the GBLP 2042[15]. The representation offered support to paragraph 1.16 of the GBLP 2042, which discusses the need for neighbouring authorities to maintain effective cooperation and produce a Statement of Common Ground. The paragraph states that PfSH provides a mechanism to meet this duty to cooperate and deliver sustainable development, with PfSH authorities agreeing the Spatial Position Statement in December 2023. WCC considers this paragraph 'is an accurate reflection of the ongoing collaborative work it has undertaken with Winchester City Council including through the Partnership for South Hampshire.'

3.44 The representation goes on to say that the collaborative work between the two authorities includes 'discussions about unmet development needs as set out in the Duty to Cooperate Statement, as well as facilitating sustainable development through measures such as Bird Aware Solent and the Solent Mitigation Partnership'.

Winchester City Council's representation on the Addendum consultation

3.45 A representation was submitted to the GBLP 2042 Regulation 19 Addendum consultation from Winchester City Council supporting the proposed amendments[16]. The response considered that the Addendum "sets out a clear rationale for the deletion of Policy RA8: Land at Rowner and the deletion of the leisure allocation at the Criterion (Policy A4). Neither of these proposals would have an impact upon the matters that Winchester City Council has previously raised in representations."

[15] Winchester City Council's representation (number 161) can be read in full at: Regulation 19 Representations - Gosport Borough Council

[16] Winchester City Council's representation (number 161a) can be read in full at: Regulation 19 Representations - Gosport Borough Council

4. Signatories

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

4.2 Both parties have met many times during the preparation of the Gosport Borough Local Plan 2042, and will continue to work together maintaining the ongoing and effective collaboration established to date.

4.3 For Gosport Borough Council this Statement of Common Ground is signed by Jayson Grygiel, Head of Planning Policy. For Winchester City Council this Statement of Common Ground is signed on behalf of Julie Pinnock, Corporate Head of Planning and Regulatory Services.

Signed:	Signed:
[redacted]	[redacted]
Name: Julie Pinnock	Name: Jayson Grygiel
Position: Corporate Head of Planning and Regulatory Services	Position: Head of Planning Policy
Winchester City Council	Gosport Borough Council
Date: 29/10/2026	Date: 29/10/2026

GOSPORT
BOROUGH COUNCIL

Winchester
City Council

Gosport Borough Council is committed to equal opportunities for all.

If you need this information in an alternative format or language, please let us know.

October 2026

Statement of Common Ground between Gosport Borough Council and Winchester City Council

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