

Gosport Borough Local Plan 2011-2029

Adopted October 2015

delivering for Gosport



GOSPORT
Borough Council

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Foreword

Gosport Borough Council's strategic objective is to deliver an appropriate and quality service for the people of Gosport that will both meet today's needs and contribute to a vibrant and sustainable future for the Borough.

We undertake this work, with our partners, in a local, regional and national context but with a consistent focus on the particular needs of Gosport, for its people and sustaining & developing it as a quality place.

Responding to legislative and national policy changes, this Local Plan is a new document and baseline, but it has been written building upon earlier work that reflects previous consultations with our community.

The Local Plan is a critically important and statutory document which will set the strategic planning context for the future. It will inform decisions along the way towards 2029, ensuring they are consistent with the vision set out in the local plan and the strategic objectives for the Borough.

It acknowledges that there are major sites that have potential to be developed in the timescale of this plan (Gosport Waterfront & Town Centre, Daedalus, Haslar Peninsula and Rowner). It seeks to balance a need to protect and enhance our heritage and environment, whilst embracing new employment opportunities, regeneration, community growth and renewal.

This plan proposes, in the above context, the necessary detailed planning policies that will support and enable appropriate activity within the Borough to achieve this future vision. It seeks to give some greater certainty both to potential developers and the local community, whilst providing sufficient flexibility to bring forward innovative solutions.



Mark Hook

Councillor and Leader of Gosport Borough Council

October 2015

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It can be viewed:

- Hard copy is located inside the back cover of this document
- An electronic copy can be view at www.gosport.gov.uk/localplan2029

1.0 INTRODUCTION

WHAT IS THE LOCAL PLAN?

- 1.1 The Local Plan sets out Gosport Borough Council's planning strategy for the Borough over the period from 2011 to 2029. It identifies key proposals, allocates land for development and sets out detailed policies which the Borough Council will use to determine planning applications. The Local Plan is the key part of the statutory Development Plan¹ for the Gosport area and replaces the 'saved' policies of the Gosport Borough Local Plan Review (2006). It was adopted by Gosport Borough Council on 14th October 2015.
- 1.2 It has been prepared under the planning system introduced under the Planning and Compulsory Purchase Act 2004 as amended by the Planning Act 2008, the Localism Act 2011 and the Growth and Infrastructure Act 2013. These Acts require planning policies to be prepared through a Local Development Framework (LDF). The Local Plan is a key component of the LDF. It is produced in accordance with the Government's National Planning Policy Framework (NPPF) (2012) and has regard to the Marine Policy Statement² and the National Planning Practice Guidance (NPPG). It takes account of the evidence used to prepare the South Hampshire Sub Regional Strategy in the South East Plan (May 2009)³ and the 2012 refresh of the Sub-Regional Strategy (October 2012)⁴, as well as the Regional Economic Strategy, the Local Transport Plan and other important local strategies, plans and projects.
- 1.3 The Local Plan has a base date of 2011 so that it can align with a number of evidence studies that have been produced and it runs to 2029 to provide an appropriate timescale to take account of longer term requirements.
- 1.4 The Local Plan will provide the basis for more detailed guidance to be set out in other parts of the LDF including thematic Supplementary Planning Documents (SPD) such as design as well as site-specific SPDs including Daedalus.
- 1.5 This Local Plan and its Policies Map replaces all the Saved Policies in the Gosport Borough Local Plan Review 2006 and its Proposals Map.

WHAT DOES THE LOCAL PLAN INCLUDE?

- 1.6 The Local Plan identifies the national and sub-regional policy context (Section 2) and outlines the key issues affecting the Borough (Section 3). To ensure that the Local Plan reflects the aspirations of the local community, a Vision (Section 4) has been developed which has regard to the Gosport Sustainable Community Strategy, produced by the Gosport Partnership⁵. The overarching Vision set out in Section 4 is complemented by a series of thematic visions found at the beginning of each section. The Vision is accompanied by a set of objectives which aim to deliver the vision and address the issues set out in

¹ The Development Plan also includes the relevant Waste and Mineral Plans produced by Hampshire County Council, Southampton and Portsmouth City Councils, New Forest Park Authority, South Downs Park Authority.

² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69322/pb3654-marine-policy-statement-110316.pdf

³ This was included in the South East Plan and had been subject to public consultation and examination. The SE Plan has now been revoked by the provisions of the Localism Act 2011.

⁴ http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm

⁵ The Local Strategic Partnership.

Section 3. The Local Plan is organised into a number of sections containing key proposals and a number of policies which are set out as follows:

- **Sustainable Development** (Section 5). The Plan is based upon the presumption in favour of sustainable development⁶ with clear policies that will guide how the presumption will be applied locally. In order to deliver sustainable development it is necessary to include a policy that ensures the appropriate infrastructure is in place.
- **Spatial Strategy** (Section 6) details the overall level and location of growth. It also identifies strategic considerations for development proposals such as flood risk, the protection of important habitats and heritage, as well as the need to safeguard key facilities in the Borough. The spatial strategy is linked to the key diagram⁷.
- **Regenerating Gosport through the Delivery of High Quality Sites** (Section 7) highlights the opportunities relating to a number of regeneration areas in the Borough that will be key to delivering the Plan's objectives. These regeneration areas are Gosport Waterfront and Town Centre, Daedalus, Haslar Peninsula and Rowner. Within each regeneration area, major development sites have been identified where greater detail is provided on how these sites will be delivered. This section also details the other main types of development allocations such as housing, employment, retail and open space which will contribute to the regeneration of the Borough. In addition the Alver Valley is identified as a regeneration area for green infrastructure. These sites have been identified on the Policies Map.⁸
- **Enhancing Sense of Place** (Section 8) reflects the importance of design and the Borough's built heritage.
- **Delivering a Prosperous Economy** (Section 9) sets out policies that will help to achieve a number of objectives including provision of land for employment purposes, providing opportunities to improve local skills and developing the local tourism and leisure sectors. It emphasises the need to maximise the superb assets of Portsmouth Harbour and the Solent for the regeneration of Gosport and recognises the importance of supporting initiatives which will maximise advantages in key sectors (such as marine and related sectors) that can provide new job opportunities.
- **Improving Transport and Accessibility** (Section 10) includes a 'reduce, manage and invest' approach to improving accessibility for residents, workers and visitors. It also includes transport management policies.
- **Creating Quality Neighbourhoods** (Section 11) includes policies relating to housing, town centres, community facilities and open spaces.
- **Creating a Sustainable Environment** (Section 12) includes the Council's approach to climate change, green infrastructure including biodiversity, flood risk and the use of resources as well as policies for protecting environmental quality.

⁶ See Box 5.1 on page 19.

⁷ Located on page 25.

⁸ www.gosport.gov.uk/localplan2029 or inside back cover of hard copy

- **Implementation and Monitoring** (Section 13) details key delivery mechanisms and how each policy will be monitored. It also sets out the triggers for a review of the Local Plan. The most important of these relates to the review of the South Hampshire Strategy. The South Hampshire Strategy Review, following consultation, is likely to be approved by PUSH in mid 2016. This action will necessitate a review of this local plan and this is recognised in the latest version of the Local Development Scheme⁹.
- 1.7 The Local Plan is supported by a series of Background Papers¹⁰ in order to provide a more detailed assessment of:
- Policy considerations (national, sub-regional and local);
 - Key evidence studies; and
 - The results of public consultation.
- 1.8 The Local Plan is supported by a Sustainability Appraisal Report¹¹ which incorporates a Strategic Environmental Assessment (SEA) prepared in accordance with the European Union SEA Directive. The Report includes a detailed assessment of options considered and how each policy has been assessed against a range of social, economic and environmental criteria. The Report also incorporates the findings of the Habitats Regulations Assessment (HRA)¹² which is required under the European Habitats Directives.
- 1.9 At relevant points within the Local Plan a summary of key evidence, together with web links, is provided. A ***glossary*** of terms used in the Local Plan is located at the end of this document.

⁹ www.gosport.gov.uk/ldf

¹⁰ www.gosport.gov.uk/localplan2029-evidencestudies

¹¹ www.gosport.gov.uk/localplan2029-evidencestudies

¹² www.gosport.gov.uk/localplan2029-evidencestudies

2.0 NATIONAL AND SUB-REGIONAL CONTEXT

NATIONAL CONTEXT

- 2.1 The National Planning Policy Framework (NPPF)¹³ together with the National Planning Practice Guidance¹⁴ provides a strong context in which to develop local policies that deliver sustainable development.
- 2.2 Many of the national policies also incorporate international agreements and directives including the EU Habitat and Bird Directives. The Local Plan does not repeat national policy and instead makes cross references to it and provides a local perspective on the implications of national policy. The Local Plan also refers to best practice guides produced by other relevant organisations.

SUB- REGIONAL CONTEXT

- 2.3 Sustainable development is a cross local authority boundary issue and the Localism Act 2011 places a duty on local planning authorities to co-operate with each other in the planning of their area. In South Hampshire local authorities have set up the Partnership for Urban South Hampshire (PUSH)¹⁵ which provides a mechanism for the Borough Council to meet its duty to co-operate and deliver sustainable development.
- 2.4 South Hampshire has a dense and complex settlement pattern and accommodates a population of nearly one million people. PUSH has prepared a Sub Regional Strategy for South Hampshire¹⁶ (the South Hampshire Strategy) (see Plan 1) which was approved by the PUSH authorities in October 2012. It provides the focus for the authorities within South Hampshire to work collaboratively and plan in a consistent manner across this largely urban sub-region which is surrounded by areas of high landscape value and sensitive habitats. The original strategy (May 2009) was produced based on local evidence and consultation. It was scrutinised as part of the Examination in Public for the former South East Plan. This earlier work forms the basis of the latest strategy although there have been changes to take account of recent economic conditions and changes in national planning policy.
- 2.5 The South Hampshire Strategy (2012) provides a policy framework, as well as supporting evidence, to inform policies and proposals of the Gosport Local Plan. The aim of the South Hampshire Strategy is to improve economic performance up to 2026, whilst at the same time seeking to address issues of social deprivation, and protect and enhance its environmental quality. Until the South Hampshire Strategy is reviewed it is considered that its principles will still be relevant for an additional 3 years to match the time horizon of this Local Plan which extends to 2029. Whilst the review is imminent it is not programmed to be complete until 2016.

¹³ Details of the National Planning Policy Framework, Circulars and government guidance are included in the relevant Background Paper. To view the NPPF see: <http://planningguidance.planningportal.gov.uk/>

¹⁴ <http://planningguidance.planningportal.gov.uk/>

¹⁵ PUSH includes East Hampshire District Council, Eastleigh Borough Council, Fareham Borough Council, Gosport Borough Council, Hampshire County Council, Havant Borough Council, Isle of Wight Council, New Forest District Council, Portsmouth City Council, Southampton City Council, Test Valley District Council and Winchester City Council.

¹⁶ http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm

- 2.6 The spatial planning principles of the South Hampshire Strategy are outlined in Box 2.1 which aims to secure sustainable development within the sub-region. Further details of the South Hampshire Strategy are included in the following relevant sections.

Plan 1: Area covered by the South Hampshire Strategy (2012)



Box 2.1: Spatial Planning Principles adopted in the South Hampshire Strategy (PUSH 2012)

- Prioritise sustainable development in the cities and major urban areas, and ensure the development elsewhere does not undermine that priority, so as to support urban regeneration, reduce inequalities and minimise greenfield development;
- Concentrate greenfield development in a Strategic Development Area and in urban extensions, because large developments help maximise sustainability and developer funding towards infrastructure and facilities;
- Plan for improvements to transport and other infrastructure, and for new infrastructure to accompany new urban development so as to enhance economic performance and quality of life and to ensure that the impacts of new development can be mitigated;
- Provide for a range of employment sites for all types of business uses especially those, such as marine, aerospace, environmental technologies, and transport and logistics, in which South Hampshire has existing strengths or growth opportunities and facilitate a sufficient, suitably skilled workforce in order to foster a successful economy and faster economic growth;
- Ensure a diverse range of high quality new housing including affordable housing which is focused on meeting the needs of the economy and the resident population;
- Enable a full range of recreational, shopping, entertainment and cultural facilities focused in city/town centres to ensure vitality and maximise their accessibility;
- Conserve the unique natural features and man-made heritage of South Hampshire's countryside, coast and built environment, as part of the area's attractiveness to residents and entrepreneurs;
- Maintain local distinctiveness and sense of place by requiring development to be appropriately located, and to be of a high quality and design so that it creates quality places;
- Encourage and enable South Hampshire to become more sustainable and resilient to climate change, by balancing economic growth with social and environmental considerations, by more prudent use of natural resources, and by reducing human impact on the environment.

Further information:

National Planning Policy Framework (DCLG 2012); and

<http://planningguidance.planningportal.gov.uk/>

The South Hampshire Strategy: A framework to guide sustainable development and change to 2026 (PUSH October 2012).

http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm

3.0 GOSPORT PROFILE AND KEY ISSUES

GOSPORT PROFILE

- 3.1 As way of an introduction to Gosport Borough this section identifies the key economic, environmental and social characteristics of the area which highlight a number of issues which the Local Plan needs to address¹⁷. These issues are summarised at the end of the section and have been identified as a result of the consideration of the latest international and national policy context, assessment of available evidence, and consultation with key stakeholders including the Gosport Partnership¹⁸ and the general public. Many of the identified issues are interlinked and consequently cross-cutting solutions will need to be found to address them.

Location

- 3.2 Gosport Borough is located in South Hampshire on the western side of Portsmouth Harbour opposite the city of Portsmouth. The Borough is a peninsula of 2,750 hectares surrounded on three sides by The Solent and Portsmouth Harbour with almost 39 kilometres of coastline. It is predominately urban in character and contains two principal settlements, Gosport and Lee-on-the-Solent, separated by the Alver Valley.

Plan 2: Location of Gosport Borough



¹⁷ The latest available statistics on these issues are included in the Council's Sustainability Profile- www.gosport.gov.uk/sustainability-profile

¹⁸ The local strategic partnership

Population and Households

- 3.3 The population of the Borough in 2011 was 82,600 persons¹⁹ and has increased by 8.1% since 2001. Over those past 10 years there has been a growth in the over 60's (+22.1%) with the over-85's increasing by 27.6%. There has been an increase in children aged under 4 (+15.4%), although a smaller overall increase in the under 18's (+2.6%). The proportion of the population of working age population has (16-65) has increased by almost the same rate as the population as a whole (+8.2%) although the population aged 30-44 has decreased by 6.6%.
- 3.4 94.4% of the Borough's resident population describe itself as 'white British'; with those from other ethnic groups having increased from 3.1% to 5.6% of the population between 2001 and 2011.
- 3.5 The Borough is also one of the most densely populated areas in the South East Region, with an urban density of 32.6 people per hectare. There are approximately 35,400 households.
- 3.6 According to the latest long term population projections²⁰ the Borough's population will increase by about 2.2% over the period to 2029 with the number of households projected to increase by 8.5%. The average household size is 2.38 persons and is projected to decrease to 2.24 persons by 2029.
- 3.7 The Borough's population is ageing due largely to a longer life expectancy and a low birth rate; this is in line with the national trend. The proportion of over 65's will increase from 17.2% in 2011 to 24% in 2029 with the number of residents over 65 increasing by 42.4% over the same period which represents approximately 6,000 people. As part of this trend, there is a marked increase in those living beyond 85 with an 82% increase over the plan period (2011-2029).
- 3.8 At the same time the number aged under 16 has shown a trend to decrease both in proportion and absolute terms. In 2011, 18.7% of the population was under 16; by 2029 this is projected to fall to 17.9%. It is projected that there will be a 2.2% fall in the number of people aged under 16. It is however important to acknowledge that some areas of the Borough such as Grange ward have experienced a population increase amongst the younger age groups and has one of the most youthful age profiles in England.
- 3.9 In relation to the traditional working age population (16-64), it is projected that these age groups will decrease from 64% in 2011 to 58% in 2029. According to the latest available forecasts the economically active population (i.e. those employed, self-employed or actively seeking employment), will fall by 3.9%²¹. This forecast takes into account the predicted increases in retirement age. This represents approximately 1,600 less people in the workforce which may have positive and negative implications for the Borough. For example a reduced workforce will lead to less commuting and therefore less pressure on the local road system at peak time however a smaller workforce will have implications for wealth generation and spending power in the local economy.

¹⁹ Census 2011.

²⁰ Hampshire County Council Long-term population forecasts (October 2013) based on anticipated number of dwellings to be completed between 2011-2029.

²¹ Hampshire County Council Long-term population forecasts (October 2013) based on anticipated number of dwellings to be completed between 2011-2029.

- 3.10 These demographic changes will have significant implications for the delivery of services over the Plan period and will have an impact on the type of development that will need to take place.

Economy and Employment

- 3.11 There have been significant changes in the employment structure in the Borough over last the 20 years. Historically, Gosport developed primarily as a support base for the Royal Navy providing significant employment for local residents as evidenced by the significant naval heritage across the Borough. Employment at Portsmouth Naval Base has fallen while several other Ministry of Defence (MoD) establishments in the Borough and around the Harbour have closed. This has led to a significant supply of brownfield land in the Borough with each site having a particular mix of issues including contamination, historic buildings and flood risk. Some of these sites have been redeveloped and others are available for re-use and are addressed within this Plan. The Government has recently recognised the particular difficulties affecting the defence industry in the Portsmouth Harbour area and has designated the area as having Assisted Area Status²² including six wards²³ within Gosport Borough.
- 3.12 As a result of these changes a large number of residents of the Borough now work in different locations, particularly along the A27-M27 corridor in areas where the journey to work is predominantly by private car. The 2008 MVA study showed that nearly two-thirds of employed Gosport residents work outside the Borough which has increased from 49% at the time of the 2001 Census²⁴. Gosport has the highest workplace self-containment ratio among Hampshire districts with 74% of Gosport based jobs filled by local residents²⁵. This suggests that when local jobs are provided they are successfully filled by local residents.
- 3.13 There are approximately 24,000 jobs in Gosport Borough²⁶ which has declined from, 33,000 in 2000 representing a 27% decrease in the employment base. A separate measure on jobs shows that there were approximately 19,100 employee jobs in Gosport in 2012²⁷. This has decreased from approximately 21,200 employee jobs in 2008. The reduced number of employee jobs which has also been recorded across a number of key sectors apart from advanced manufacturing can be attributed largely to the economic downturn. The job density in Gosport Borough is 0.45 (i.e 0.45 jobs per person aged 16-64)²⁸ which is the lowest in the South East region and compares to a regional average of 0.81.
- 3.14 The proportion of jobs within the public administration sector (including defence, health and education) continues to be higher than the regional level (34.6% compared to the regional average of 26.6%) despite the closure of several MoD establishments and other public sector job losses over recent years. There has also been a continuation of the long-term trend for there to be a significantly lower proportion of jobs within the finance, IT and other business activities sector in comparison to county and regional levels with

²² <https://www.gov.uk/government/publications/state-aid-assisted-areas-introduction>

²³ Bridgemary North, Bridgemary South, Christchurch, Elson, Hardway and Town

²⁴ 2011 Census information on flow data (travel to work and migration patterns of individuals on a day to day basis is expected to be released by the ONS later in 2014).

²⁵ Annual Population Survey 2008.

²⁶ —this is a workplace measure and includes employee jobs, self-employed, Government trainees and HM forces.

²⁷ Experian, ONS Business Register and Employment Survey.

²⁸ ONS Job Density 2012

only 12.6 of employee jobs locally within this sector compared with the regional average of 21.8%.

- 3.15 Gosport with its strong naval and military history accommodates a number of specialist key sectors and clusters which gives it a competitive advantage in advanced manufacturing, aerospace and marine industries. These key sectors employ significantly higher proportions of the workforce than the proportion nationally. As a sector manufacturing is particularly well represented in the local economy compared to the regional average (13.9% compared to the regional average of 6.6%).
- 3.16 The Borough has a number of employment assets which need to be maintained. A key factor supporting the marine industry is the availability of deep water in the Gosport Waterfront area. This is an important asset that provides Gosport with a competitive advantage over other marina locations.
- 3.17 In 2010 there were 2,100 firms²⁹ in Gosport which is the lowest total number of firms out of all Hampshire Districts³⁰. This ranges from long-established major employers to new start-up companies. A relatively small number of large companies provides for a significant number of jobs in the local economy with firms of more than 50 employees accounting for approximately 45.8% of all jobs³¹. High profile world leading companies such as Huhtamaki, QinetiQ and Vector Aerospace have retained their operations in Gosport, due in part to the pool of skilled workers and embedded local supply chain. At the other end of the scale, micro-businesses (1-9 employees) equate to 85.8% of all businesses in Gosport and provide jobs for approximately 25% of the workforce³². The high proportion of small firms and low proportion of larger firms in the Borough is comparable with other districts in Hampshire.
- 3.18 Gosport has the lowest business density and the lowest business start-up rate in the South-East and amongst the lowest in the country. This is related to lower levels of entrepreneurship which is often associated with areas that have a high dependency on large public sector employers such as the MoD. The Council is working in partnership with the Solent Local Enterprise Partnership and the Partnership for Urban South Hampshire (PUSH) to encourage more new business start-ups and business growth locally and across the Solent region.
- 3.19 The 2010 Indices of Deprivation³³ show that two Super Output Areas within Town ward and one within the Privett ward were within the top 15% of the most deprived nationally in terms of employment deprivation with other areas within Town and Grange wards also experiencing higher levels of employment deprivation.
- 3.20 The unemployment rate at April 2014 remained lower than the national average as it has over the long-term period with 1.8% claiming Job Seekers Allowance (JSA). The long-term trend shows that the Grange and Town Wards have recorded the highest unemployment rates within the Borough.

²⁹ ONS cited by A Profile for Hampshire 2011.

³⁰ The term Hampshire Districts in this section also includes Portsmouth and Southampton.

³¹ ABI 2008 cited by A Profile of Hampshire 2011.

³² ABI 2008 cited by A Profile of Hampshire 2011.

³³ The Indices of deprivation 2010 (ID 2010) is a Deprivation index at the small area level, created by the British Department for Communities and Local Government (DCLG) and released on 24 March 2011. It follows the ID2007 and because much of the datasets are the same or similar between indices allows a comparison of 'relative deprivation' of an area between the two indices.

Furthermore, the youth unemployment rate in April 2014 was also higher than the overall unemployment rate with 4.3% of 18-24 year olds claiming JSA. This is in line with the national trend on youth unemployment which has emerged as a result of the economic downturn. Long-term trends show that unemployment amongst these age groups has generally been the highest proportionately in wards such as the Town, Leesland and Grange.

- 3.21 Earnings by residence (both male and female) have continually been lower within the Borough compared to those at national and regional level over the long-term period. Earnings by workplace have also shown a general long-term trend to be below the national and regional level.
- 3.22 There has been a long-term trend for there to be a higher than average number of people aged 16-64 attaining education levels 1 and 2 as their highest level of qualification in comparison to the county, regional and national average. In terms of higher level education, there has been a long-term trend for there to be a lower than average number of people aged 16-64 attaining levels 4 and 5 as their highest level of qualification when compared with the county and national average. Both the public and private sectors in Gosport are working collaboratively with schools, colleges and training providers to ensure school leavers have the necessary skills and qualifications required by local businesses.

Transport

- 3.23 Access to the peninsula is via three road routes (the A32, Newgate Lane and Stubbington Lane). Gosport town centre is approximately 11 km (7 miles) from the nearest motorway junction (J11) with the northern part of the Borough approximately 3km (2 miles) from the motorway network.
- 3.24 The increasing dominance of the journey to work by private motor vehicle has resulted in high levels of congestion in the morning and evening peaks. By 2002 the traffic flow capacity had been reached on parts of the A32, the B3334 (Rowner Road) and the B3385 (Newgate Lane). The need to improve the out-commuting and congestion problems and reduce car usage therefore remains a key issue facing the Borough.
- 3.25 Bus service choice and reliability has been enhanced through the launch of the Bus Rapid Transit route in April 2012 with the 'Eclipse' bus services which in-part utilises a disused railway line. This connects Fareham to Gosport and represents an enhanced public transport choice for the area allowing for easier access out of the Borough via Fareham for residents particularly during peak travel times. Some areas, however, do experience less regular bus services including Lee-on-the-Solent.
- 3.26 Gosport is linked to Portsmouth by the Gosport Ferry service which is one of the busiest passenger ferry routes in the United Kingdom. The Ferry service provides a link to Portsmouth Harbour railway station. There is no railway station within Gosport itself.
- 3.27 The 2011 Census shows that most of the Borough's residents in employment travel to work by car (56.5%) this is slightly above the national average of 53.7%. The second highest mode is cycling (10.6%) which is significantly above the national average of 2.9% and the sixth highest rate in England. Walking to work is the next highest mode (9.6%) which is about the same as the national average; followed by being a passenger in a car (5.1%) bus travel (5%) and then motorcycling 2.3% which is the second highest proportion in

England. Importantly the Census question relates only to the largest single element of the total journey and therefore in most cases would not include the ferry which is used by the Borough's workers for a significant number of commuting journeys as part of a multi-modal commute.

Housing

- 3.28 The need to provide sufficient housing for local residents is an important matter in terms of affordability and the type of accommodation available at a satisfactory standard. The number of households in the Borough increased by 13.1% between 2001 and 2011.
- 3.29 The 2011 Census shows that the Borough is characterised by smaller properties with 59.6% comprising terraced housing or flats compared to the England average of 45.7%. There is a much lower proportion of detached housing in Gosport comprising just 13.4% of the housing stock compared to the England average of 22.4%. In terms of bedroom size, 12.2% of the stock were one bedroom units, 29.2% two bedrooms units, 45.0% three bedroom units, 10.8% four bedroom units and 2.6% five bedroom units.
- 3.30 In terms of tenure, the 2011 Census identifies that 65.2% of houses were privately owned, 16.4% were in shared ownership, 16.3% were privately rented, 1.1% in were in shared ownership and 1.0% were living rent free. The proportion of the households privately renting has increased significantly from 2001 increasing from 1,794 households (5.7%) in 2001 to 5,777 households in 2011, whilst the social rented sector (local authority and housing association) has increased by 242 households. The percentage of households owning a property outright or with a mortgage has increased by 2.3% (23,115) households since 2001; although those with a mortgage have decreased by 8.5%.
- 3.31 There has been a significantly high number of housing completions in the Borough in the years preceding the economic downturn which outpaced the requirements set in the higher-level development plan³⁴. This level of completions has slowed down over more recent years due to wider national economic trends.
- 3.32 The Borough Council has achieved the provision of 40% affordable housing for residential development on most sites of at least 0.5 hectare or 15 dwellings or more. However, such provision has also dropped off over recent years due to the consequences of the economic downturn. The proportion of affordable housing completions in the Borough as a percentage of all housing completions in 2010/11 was the highest out of all the PUSH authorities with 57.6% of all completions being classed as affordable housing³⁵. This can be attributed to the regeneration of the Rowner estate.
- 3.33 House prices in Gosport have shown a long term trend across all tenures to be the lowest out of all Hampshire districts including Portsmouth and Southampton. The HM Land Registry data³⁶ shows that the value of a detached house in the Borough was £277,000 (3rd lowest out of PUSH authorities), £165,500 for semi-detached (lowest out of the PUSH authorities), £130,500 for terraced (lowest out of all PUSH authorities) and £106,687 for flats (lowest out of all PUSH authorities). Following the economic downturn,

³⁴ These were the former Hampshire County Structure Plan 1996-2011 (Review) and the South East Plan (2006-2026)(adopted in 2009) (now revoked).

³⁵ South Hampshire Housing Market – Annual Market Monitoring Report 2011 (May 2012).

³⁶ HMLR Data August 2013.

recent evidence which has emerged throughout 2013 points towards a trend of a recovery in house prices both locally and nationally.

Health

- 3.34 There are two areas of Town Ward which are within the top 15% of areas in England which experience health deprivation. The Borough has a lower life expectancy when compared to the Hampshire average particularly for the female population although for both it is similar to the national average. However, life expectancy for males is significantly lower for men in the most deprived areas of Gosport in comparison to the least deprived areas (8.3 years difference). Higher mortality rates are caused by higher smoking and cancer related deaths in comparison to the Hampshire and national average. There are also higher mortality rates caused by heart disease and stroke in the Borough in comparison to the Hampshire average³⁷.
- 3.35 The Borough has amongst the highest infant mortality and teenage pregnancy rates (under 18) in Hampshire with these rates also being above the national average³⁸. The Borough also consistently has amongst the highest overall fertility rates in Hampshire with these also being above the national average³⁹.
- 3.36 There are also a number of other health indicators such as higher risk drinking, and child and adult obesity that are higher than the national average. According to recent Government⁴⁰ statistics Gosport Borough has the sixth highest level of people that are considered to have excessive weight (overweight and obese) in the country.

Local infrastructure and facilities

- 3.37 Good infrastructure to serve existing residents and meet the requirements of new development is vitally important to deliver a genuine sustainable community. As highlighted above transport is a particular concern but there are other infrastructure needs facing the Borough including flood defences, enhanced community facilities such as health and education in parts of the Borough as well as improved leisure and cultural facilities.
- 3.38 Access to local facilities is very important for the quality of life and well-being of local residents. The hierarchy of local centres in the Borough provide a focus for many facilities and it is important that these remain vibrant and viable. Gosport Town Centre is the principal town centre in the Borough with a variety of convenience and comparison shops⁴¹ and a range of services. It provides an attractive shopping environment with neighbouring open spaces and waterfront. It performs relatively well despite competition from higher order centres in the sub-region, although it is considered to be increasingly vulnerable in the face of strengthening competition from Portsmouth, Fareham and Southampton as well as internet shopping in the context of a difficult economic climate. The Borough has significant leakage of retail expenditure by its residents to areas outside of the Borough although in both convenience and comparison goods expenditure this has improved since 2007.⁴²

³⁷ Health Profiles published by Public Health England/Department of Health.

³⁸ Health Profiles published by Public Health, England/Department of Health.

³⁹ ONS Birth Summary tables (2011 and 2012).

⁴⁰ Public Health England: Local Authority Adult Excess Weight Prevalence Data

⁴¹ Convenience and comparison shops are defined in the glossary.

⁴² Gosport Retail Capacity Study 2014 (GVA 2014).

- 3.39 In addition there are two district centres, at Lee-on-the-Solent and Stoke Road and 22 smaller centres which provide convenience shopping and services within their respective neighbourhoods.
- 3.40 The enhancement of leisure and cultural facilities in order to increase participation and improve the physical and mental well-being of local residents is identified as an area where the Local Plan can help deliver improvements. The development of the Gosport Leisure Park includes the recently completed leisure centre and hotel. Local schools, colleges and clubs also play an important role in local sports provision.
- 3.41 Local residents primarily use facilities in Portsmouth and Fareham for many cultural facilities such as theatres and cinemas although there are a number of smaller local community venues in the Borough. The Borough has good provision in terms of museums and display facilities including the Explosion Museum, the Submarine Museum and the Gosport Discovery Centre as well as a number of other heritage facilities in the Borough.

Flood Risk

- 3.42 As Gosport is a low-lying coastal Borough it is at risk of tidal flooding. The Government has categorised the levels of flood risk in terms of Flood Zones ranging from 1 to 3 with 3 being at most risk of flooding. These zones do not take account of existing flood defence measures. A total of 380⁴³ hectares of land is located within Flood Zones 2 and 3 representing 15.0% of the Borough's land area⁴⁴. Consequently, flood risk and the impacts of climate change will need to be considered in the Local Plan particularly when considering the predicted increase in the frequency and intensity of storms and the implications this will have for the Borough's coastal defences.

Quality of the Environment

- 3.43 Despite being densely developed there are some important and attractive open spaces within the Borough. The Alver Valley, Stokes Bay/Gilkicker area and Lee-on-the-Solent seafront provide significant areas of open space which are popular with local residents and attract visitors from outside the Borough.
- 3.44 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). The Borough also has numerous locations which contain important habitats and species that are identified on the UK List of Priority Species and Habitats and the Hampshire Biodiversity Action Plan. Gosport is an important location for feeding and roosting Brent Geese and wading birds. Under national, regional and local policy, these special and sensitive habitats will have continued protection. It will also be important to enhance biodiversity within the Borough.
- 3.45 The quality of Gosport's environment is also reflected in its built heritage particularly relating to its naval and maritime associations. Key elements include: a string of forts and other fortifications (such as Fort Gilkicker); buildings associated with supplying and training the Royal Navy (such as Priddy's Hard, Royal Clarence Yard and Daedalus); as well as the former military hospital at Haslar. In addition key non-military buildings include the Church of St Mary at Rowner (Grade I listed), residential properties in the

⁴³ Based on Environment Agency maps 2013.

⁴⁴ 57 hectares in Flood Zone 2 only and 327 hectares in Flood Zone 3.

Crescent, the former railway station and the Church of the Holy Trinity (all Grade II* Listed). The Borough has 16 Conservation Areas, approximately 540 Listed Buildings, 14 Scheduled Ancient Monuments, a number of historic Parks & Gardens as well as numerous important local features.

SUMMARY OF ISSUES

- Maximise opportunities to provide jobs and enhance the skills base through training.
- Alleviate significant out-commuting and traffic congestion.
- Provide and improve infrastructure and services to serve new and existing development.
- Maintain vibrant centres within the Borough and reduce the effects of significant competition from neighbouring centres.
- Address the consequences of an ageing population.
- Ensure that opportunities are available for young people and future generations.
- Take opportunities to regenerate the significant number of brownfield sites.
- Meet local housing requirements.
- Improve health and well-being particularly in areas of health deprivation.
- Continue to improve leisure and cultural facilities.
- Protect and enhance the Borough's important habitats and open space and create a local and sub-regional green infrastructure network.
- Protect and enhance the Borough's built heritage and distinct maritime character and take opportunities to improve the quality of the built environment through good design.
- Ensure that flood risk in the Borough is minimised.
- Adapt to, and mitigate against climate change as necessary.
- Use resources sustainably.

Further information:

Further information can be found within the Gosport Sustainability Profile which forms part of the Council's Sustainability Appraisal. This can be viewed at the following web link: www.gosport.gov.uk/sustainability-profile. Further assessment of these issues is contained in the Background Papers which accompany this version of the Gosport Borough Local Plan Review.

www.gosport.gov.uk/localplan2029-evidencestudies

4.0 THE VISION FOR GOSPORT BOROUGH AND LOCAL PLAN OBJECTIVES

VISION: GOSPORT TO 2029

Gosport will take advantage of the opportunities presented by its attractive coastal location adjacent to Portsmouth Harbour and the Solent, making the best use of its maritime heritage. New development will provide a mix of employment, homes, shops, leisure and community facilities.

The delivery of high quality sites will maintain and enhance the Borough's sense of place. New development will assist in delivering a prosperous economy and creating quality neighbourhoods.

Accessibility throughout the Borough will be improved for all. Development will respect and where possible enhance the environment and will fully consider the need to adapt to the impact of climate change as necessary.

- 4.1 The Vision for the Council's Local Plan has regard to the Gosport Partnership's vision that is included in its Sustainable Community Strategy. It has evolved from an analysis of the issues affecting the Borough identified through consultation as well as the findings of the evidence base. The joint consultation undertaken by the Gosport Partnership and the Borough Council has been fundamental in the process of developing the vision. A number of more detailed complementary vision statements have been set out under six themes which reflect the key elements that the Local Plan is aiming to address. These are set out at the start of each of the following sections in the Local Plan:

- Regenerating Gosport through the Delivery of High Quality Sites;
- Enhancing Sense of Place;
- Delivering a Prosperous Economy;
- Improving Transport and Accessibility;
- Creating Quality Neighbourhoods; and
- Creating a Sustainable Environment.

LOCAL PLAN OBJECTIVES

- 4.2 The Local Plan objectives reflect the elements outlined in the Vision and aim to address the issues identified in Section 3.

Regenerating Gosport through the delivery of high quality sites

- Objective 1:** To promote sustainable development in accessible locations making the most effective use of land with an emphasis on the Borough's brownfield sites.
- Objective 2:** To create a high quality environment at the Gosport Waterfront which maximises its economic regeneration opportunities and enhances the vitality and viability of Gosport Town Centre.
- Objective 3:** To regenerate the Solent Enterprise Zone at Daedalus, making the best uses of its key assets particularly the airfield, coastal location and historic core.

Objective 4: To enable the regeneration of the Haslar Peninsula appropriate to its historic setting.

Objective 5: To facilitate the continuing regeneration of the Rowner Regeneration area.

Objective 6: To continue to promote the Country Park within the Alver Valley ensuring it forms a major part of the Borough's green infrastructure network.

Enhancing sense of place

Objective 7: To conserve and enhance the Borough's historic built environment, and its landscape and townscape character, with particular importance given to those characteristics that provide its local distinctiveness.

Objective 8: To ensure new development is designed to a high quality and that areas are safe and attractive places to live, work and visit.

Delivering a prosperous economy

Objective 9: To assist in regenerating the local economy in order to provide a prosperous and sustainable economy creating a significant number of local jobs to help alleviate deprivation and social exclusion, and reduce out-commuting.

Objective 10: To ensure there is sufficient employment land available to help diversify the economy and meet the needs of modern businesses including those of existing clusters (advanced manufacturing, marine, aviation and aerospace).

Objective 11: To identify opportunities to enhance local skills.

Objective 12: To continue to develop the tourism and leisure sectors.

Improving transport and accessibility

Objective 13: To plan the future use of land in the Borough so that the need to travel is reduced and the use of sustainable forms of transport is encouraged.

Objective 14: To help facilitate improvements to the Borough's transport infrastructure including public transport proposals, as well as improvements to the highway network and pedestrian and cycling routes.

Creating quality neighbourhoods

Objective 15: To create a safe and high quality environment where people want to live and which encourages people to make healthy choices.

Objective 16: To meet local housing requirements including a range of housing types and tenures to provide the opportunity for all

members of the community to live in a decent home including the increasingly ageing population as well as future generations.

Objective 17: To maintain and improve facilities in the Borough's centres to meet the needs of local communities.

Objective 18: To provide and promote a range of quality health, education, community, leisure and cultural facilities in locations that are easily accessible.

Objective 19: To create a range of attractive and accessible open spaces and promote participation in active recreation and sport.

Objective 20: To ensure that the existing community is served by appropriate infrastructure and that all new development is supported by suitable infrastructure.

Creating a sustainable environment

Objective 21: To protect and enhance the Borough's green infrastructure network and identify new opportunities which link with sub-regional initiatives.

Objective 22: To protect and enhance the Borough's biodiversity and geology including natural assets such as the coast and harbour.

Objective 23: To deal with the consequences of climate change (including the potential increase of flooding incidence through sea-level rises, greater frequencies of storms and higher temperatures) and adapt to these changes.

Objective 24: To ensure natural resources are used in the most sustainable way including effective waste and water management systems and the protection and enhancement of water quality.

Objective 25: To minimise energy requirements of development and require the use of renewable energy sources where appropriate to minimise CO₂ emissions.

Objective 26: To ensure new development takes account of natural hazards such as flooding and coastal erosion including that it is safe, in the most appropriate location and contributes to a reduction in flood risk.

Further information:

Gosport Sustainable Community Strategy.

<http://www.gosport.gov.uk/sections/community/gosport-partnership/sustainable-community-strategy/>

5.0 SUSTAINABLE DEVELOPMENT

- 5.1 The fundamental purpose of the Local Plan is to seek sustainable development ensuring a balance of economic, environmental and social objectives are achieved. In order to deliver a sustainable Local Plan it will be necessary to ensure that there is sufficient infrastructure to serve local residents as well as businesses, workers and visitors. Box 5.1 sets out what is meant by Sustainable Development.

Box 5.1: What is Sustainable Development?⁴⁵

Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs.⁴⁶

For the planning system delivering sustainable development means:

Planning for prosperity (an economic role) – use of the planning system to build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type, and in the right places is available to allow growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure.

Planning for people (a social role) – use the planning system to promote strong, vibrant and healthy communities, by providing an increased supply of housing to meet the needs of the present and future generations; and by creating a good quality built environment, with accessible local services that reflect the community's needs and supports its health and well-being.

Planning for places (an environmental role) – use the planning system to protect and enhance our natural, built and historic environment, to use natural resources prudently and to mitigate and adapt to climate change, including moving to a low carbon economy.

⁴⁵ Source: National Planning Policy Framework (DCLG 2012).

⁴⁶ Resolution 42/187 of the United Nations General Assembly cited by the National Planning Policy Framework (DCLG 2012).

POLICY LP1: SUSTAINABLE DEVELOPMENT

- 1. When considering development proposals the Council will take a positive approach that reflects the presumption in favour of development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the Borough.**
- 2. Planning applications that accord with the policies in this Local Plan will be approved without delay, unless material considerations indicate otherwise.**
- 3. Where there are no policies relevant to the application or where relevant policies are out of date at the time of making the decision then the Council will grant planning permission unless material considerations indicate otherwise, taking into account whether:**
 - a) any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or**
 - b) specific policies in that Framework indicate that development should be restricted.**

EXPLANATION OF POLICY LP1

- 5.2 The Borough Council's overall approach to development is a presumption in favour of development which accords with the National Planning Policy Framework (NPPF). Policy LP1 sets out how the Borough Council will determine planning applications to achieve sustainable development in relation to national and local policies. The NPPF states there are specific policies which indicate development should be restricted and these include those policies relating to sites protected under the Birds and Habitats Directives and/or designated as Sites of Special Scientific Interest, designated heritage assets and locations at risk of flooding. The rest of the policies in the Local Plan have been written within this overarching policy context.

INFRASTRUCTURE

5.3 New development will normally need a number of different infrastructure requirements to support it. Phased delivery of strategic and local infrastructure is a key component of implementing the Local Plan proposals. Such infrastructure provision includes (but is not exclusive to) transport, water supply, waste water treatment, flood defences, public utilities, health, education, recreation and social facilities.

5.4 The National Planning Policy Framework (NPPF) states that Local Plans should plan positively for the development and infrastructure required in the area to meet the objectives, principles and policies of the NPPF. Local authorities are required to work with other authorities and providers to assess the quality and capacity of infrastructure and take account of the need for strategic infrastructure including nationally significant infrastructure within their areas.

Local Context

5.5 To accord with the principles of sustainability, this Local Plan proposes that growth within Gosport is located within existing urban areas, and is not reliant on major new Greenfield sites that are dependent on the provision of completely new infrastructure. Growth within Gosport is therefore more dependent on the general provision of infrastructure keeping pace with development. This, however, makes determining the necessary infrastructure a more complex undertaking requiring an understanding of existing provision and whether there are any deficits.

5.6 In order to meet the Local Plan objectives and create a genuine sustainable community the provision of good infrastructure in the right location at the right time is essential for the well-being of local residents and ensures that the area will be attractive for businesses and visitors. The role of the Local Plan is therefore to help maintain existing infrastructure and enable new infrastructure to be developed. This can be achieved by ensuring that the Borough Council works in partnership with a range of key stakeholders including developers, infrastructure providers and the local community.

5.7 The key requirement regarding infrastructure provision therefore relates to how, when, and where the necessary infrastructure is provided and by who. Details of the known requirements at present are contained within the Council's Infrastructure Assessment Report and Infrastructure Delivery Plan⁴⁷.

5.8 The Borough Council's assessment of infrastructure requirements will be regularly reviewed over the plan period as inevitably infrastructure demands will emerge that have not been identified at the present time. There may also be difficulties of delivering certain elements of infrastructure which may need to be reviewed.

⁴⁷ www.gosport.gov.uk/localplan2029-evidencestudies

POLICY LP2: INFRASTRUCTURE

- 1. The Borough Council and its partners will work together to review existing provision and identify new infrastructure needs within the Borough.**
- 2. Planning permission for development will be granted provided that:**
 - a) adequate infrastructure, services and/or facilities are available; or**
 - b) arrangements have been made by the developer to provide or improve the existing infrastructure, services and facilities, both on and off site, which are made necessary by the development.**
- 3. The payment of financial contributions will be required through the Community Infrastructure Levy (CIL) and/or planning obligations to ensure that proposals make an appropriate and reasonable contribution to the cost of infrastructure provision to support the development.**

EXPLANATION OF POLICY LP2

- 5.9 Policy LP2 sets out the principles relating to the Borough's infrastructure requirements including the need to secure public sector funding for new infrastructure together with appropriate provision from developers. The current infrastructure provision and the known requirements are set out in the Borough Council's Infrastructure Assessment Report and Infrastructure Delivery Plan (2014).

Overarching Approach (Points 1 and 2 of policy LP2)

- 5.10 It will be necessary to ensure that the appropriate level and type of infrastructure is provided to support the anticipated level of development. This includes, but is not limited to the following:

- Transport including roads, public transport infrastructure (bus and ferry), and measures to encourage walking and cycling;
- Education and training facilities including nurseries, primary schools, secondary schools and post 16 education;
- Health including strategic and local health care;
- Social facilities including social/community facilities, sports centres, sports pitches, parks and play space;
- Public services including libraries and cemeteries;
- Emergency Services including fire and rescue, ambulance and police;
- Utilities including gas, electricity, water supply, wastewater, telecommunications and energy generation;
- Green infrastructure; and
- Flood risk management.

- 5.11 The Infrastructure Assessment Report sets out in more detail the issues associated with each type of infrastructure. The Infrastructure Delivery Plan sets out as far as practicable when, where and by whom key elements of the infrastructure will be delivered. An important aspect of delivering the necessary infrastructure at the right place and at the right time will be through partnership working with other neighbouring local authorities and statutory infrastructure providers.

Developer Contributions (Point 3 of policy LP2)

- 5.12 The Borough Council recognises that the provision of certain types of infrastructure including utilities such as local sewerage facilities will need to be secured by agreement with the relevant service provider. The developer will be required to contact the provider as early as possible in the planning process to determine contributions required. The Borough Council will ensure that the site is served by on-site infrastructure that is essential to enable the development to proceed and will normally secure such measures through condition.
- 5.13 In many instances it will not be possible to provide the required infrastructure on-site and therefore a developer contribution will be necessary. This will normally be via the Community Infrastructure Levy (CIL). This mechanism allows local authorities to raise funds from developers which can be used to fund a range of infrastructure that is needed as a result of development. The Borough Council's CIL Charging Schedule⁴⁸ sets out the tariffs that will apply to various types of development and is supported by a viability study which will be refreshed at appropriate times during the Plan period. The Charging Schedule has been prepared in accordance with Community Infrastructure Levy Regulations (2010) and the subsequent amendments (2011-2014). The Schedule will also be accompanied with a '123 List'⁴⁹ which sets out the infrastructure that will be funded by CIL. Qualifying developments will be required to make payment in line with the charging schedule.
- 5.14 In some instances there may be a requirement to collect a developer contribution, normally by planning obligations contained in a legal agreement (Section 106 Agreement) in accordance with the statutory tests. This will often be for particular works associated with that development that are not covered by the CIL. The Borough Council has prepared a Planning Obligations and Developer Contributions Strategy⁵⁰ which sets out the various types of obligations including developer contributions that arise from the policies of the Local Plan. Its objectives are to provide greater clarity to developers and the local community when the Borough Council will seek Section 106 contributions and other types of obligations and how these interact with CIL.
- 5.15 In accordance with the NPPF, the Borough Council recognises that development sites should be subject to a reasonable level of contributions to support necessary infrastructure which do not threaten their viability and the deliverability of a proposal. As part of the CIL viability work, costs such as affordable housing and standards of construction have been taken into account as well as abnormal development costs associated with major regeneration sites. It is recognised that this work is at a moment in time and that a site's viability will change over the Plan period as part of the economic cycle.
- 5.16 The Borough Council will aim to strike a balance between the need of securing necessary infrastructure to support the development (as well as delivering other identified planning objectives) with the need to ensure the development remains viable.

⁴⁸ <http://www.gosport.gov.uk/cil>

⁴⁹ <http://www.gosport.gov.uk/cil>

⁵⁰ <http://www.gosport.gov.uk/cil>

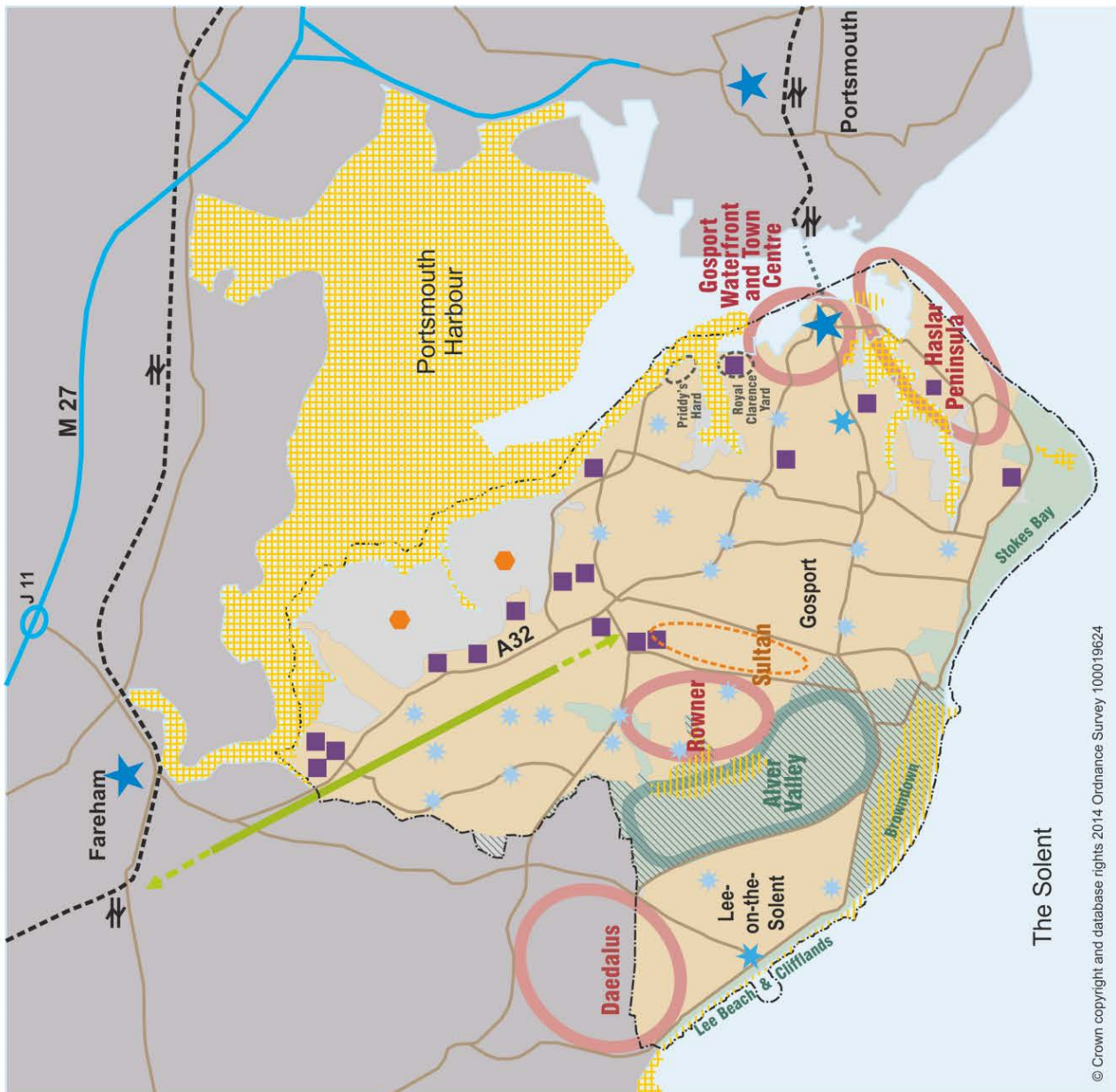
6.0 SPATIAL STRATEGY

What is the scale of development and where will it be located?

INTRODUCTION

- 6.1 The Spatial Strategy aims to deliver the overarching Vision and objectives of the Local Plan (see Section 4) and sets out the scale of development that is appropriate and sustainable for the Borough over the plan period to 2029. It has been prepared having regard to the core planning principles set out in the National Planning Policy Framework.
- 6.2 The Spatial Strategy provides the framework for the more detailed policies of the Local Plan and establishes how much development should take place and where it should be located. It outlines opportunities for development through the identification of Regeneration Areas and other key locations as well as establishing the principle that certain sites should be safeguarded for existing uses (see Key Diagram).
- 6.3 The ‘how much development?’ aspect of the Spatial Strategy is the result of significant collaborative work of the PUSH authorities for the South Hampshire sub-region. The Spatial Strategy aims to ensure that local economic, housing and community needs are addressed whilst fully taking account of environmental and design considerations. It recognises the general presumption in favour of sustainable development.
- 6.4 The ‘where to locate development?’ part of the Spatial Strategy has been largely determined by the availability of brownfield sites in the Borough, primarily as a result of the MoD legacy. The Borough Council also considers that other areas in the Borough such as the Gosport Waterfront, given its prominent location overlooking Portsmouth Harbour and proximity to the town centre, should be redeveloped to stimulate the local economy.
- 6.5 The Spatial Strategy also sets out the locations where there is a presumption against development in order to protect the Borough’s precious natural assets. The policy presumes against development outside of the urban area and promotes the use of sustainable brownfield land, which are generally of lesser environmental value.

Key Diagram : Gosport Borough



POLICY LP3: SPATIAL STRATEGY

1. The Local Plan will make provision for the following over the period 2011-2029:	
Employment:	84,000 sq.m. net additional floorspace⁵¹
Housing:	3,060 net additional dwellings
Retail:	10,500 sq.m. net additional floorspace⁵².
2. Development proposals will be permitted within the urban area (as defined on the Policies Map) provided that it accords with Policy LP10: Design and other policies in the Local Plan.	
3. Brownfield land within the urban area of the Borough will be the priority for new development. This new development will be focused within the following Regeneration Areas:	
a) The Gosport Waterfront and Town Centre (mixed-use); b) Daedalus (mixed-use employment led); c) The Haslar Peninsula at Royal Hospital Haslar (mixed-use medical/health/care led) and Blockhouse (mixed-use leisure/ maritime led); and d) Rowner (mixed-use residential led).	
4. HMS Sultan is an important training centre, however if released by the MoD, it is considered to have significant development potential for a predominantly employment led scheme and consequently is identified as an Employment Priority Site.	
5. Other development allocations are detailed in Policies LP9A-E and shown on the Policies Map.	
6. The Borough Council will protect, and seek opportunities to enhance existing employment sites, community facilities and open spaces.	
7. Development likely to have an individual or cumulative adverse impact on internationally important habitats will not be permitted unless the necessary avoidance or mitigation measures have been secured.	
8. Development proposals which affect heritage assets will need to conserve, and where possible enhance, them in a manner appropriate to their significance.	
9. Areas outside of the urban area will be safeguarded from development unless they are for appropriate recreational uses or development essential to the operational requirements of public and other essential services. Such exceptions will need to accord with Policy LP10: Design.	
10. The character and function of the settlement gaps (as shown on the Policies Map) between Gosport/Fareham and Lee-on-the-Solent/Stubington will be preserved.	

⁵¹ This figure relates to floorspace within the B1, B2 and B8 Use Classes.

⁵² This figure is measured as net sales area and includes A1 uses only.

11. The Alver Valley is identified as a Regeneration Area for Green Infrastructure and includes a Country Park. It forms part of the Borough's strategic green infrastructure together with Browndown, Stokes Bay and Lee-on-the-Solent seafront.

EXPLANATION OF POLICY LP3

Overall Strategy

- 6.6 The Spatial Strategy is based on the South Hampshire Strategy developed by PUSH which places significant emphasis on the need to increase the economic performance of the sub region by increasing jobs and productivity. This South Hampshire Strategy closely matches the strategic needs of this Borough. This requires that sufficient land is made available for business premises and homes which need to be supported by the necessary transport infrastructure, services and community facilities.
- 6.7 Genuine options relating to the broad location of development are limited in the Borough due to its small size and the built up nature of the Borough as well as significant environmental considerations including internationally and nationally important habitats and areas within defined Flood Zones 2 and 3. However there are significant opportunities for the development of brownfield land within the Borough which can contribute to its regeneration.
- 6.8 There is a need to provide more jobs in the Borough in order to provide a balanced community and tackle deprivation, health inequalities, out-commuting and congestion issues. Consequently the provision of employment land is a key element of the Borough's Spatial Strategy. The employment land will be required to offer a range of premises to meet a variety of business needs including existing clusters such as aviation, aerospace, marine industries and advanced manufacturing as well as emerging sectors.
- 6.9 In addition to employment uses, brownfield sites will also be required to deliver sufficient housing as well as retail, leisure and community facilities for local residents. It will also be necessary to protect and enhance the quality of the local environment to ensure the Borough remains a place where people wish to live, work and invest.
- 6.10 In order to deliver the Spatial Strategy a number of '*Regeneration Areas*' have been identified, as shown on the Key Diagram, which will be integral for delivering the overall strategy. These include a number of major development sites which are all brownfield sites and will play a major role in regenerating the Borough providing a range of uses. The detailed boundaries of these sites are shown on the Policies Map and further guidance is given in policies LP4-7.
- 6.11 In addition there are other areas within the regeneration areas where the Borough Council considers it important to provide a policy framework to guide the form of future development, should these sites be released whilst acknowledging that at this stage there is little detail of the quantum and type of development. Consequently these sites do not contribute towards the quantum in Policy LP3.

Quantum of Development (Point 1 of Policy LP3)

- 6.12 **Employment:** The Gosport's Spatial Strategy accords with the wider sub regional framework which focuses on economic led regeneration. The South Hampshire Strategy (2012) requires that 580,000 sq.m of net additional office floorspace and 550,000 sq.m of net additional manufacturing and distribution floorspace is provided in South Hampshire. As a result of collaborative work with the other PUSH authorities it has been established that the Borough should provide 84,000 sq.m of net additional employment floorspace between 2006 and 2026. This figure has been used for the Local Plan to cover the extended period to 2029 as there is potentially some uncertainty in the amount of employment floorspace identified. Consequently it is considered that the 84,000 sq.m figure should be the target for the whole period to 2029 with the aim of delivering this quantum by 2026 as the Local Plan is an employment-led plan. The three additional years will give three years lee-way to deliver this figure which may be required in the light of the recent economic downturn. For the purposes of this policy the figure relates to B1, B2 and B8 floorspace⁵³, although the Borough Council recognises the importance of providing other types of floorspace for employment uses (see also Policy LP16: Employment Land). If opportunities arise for additional net employment floorspace they should be taken in order to maximise the economic regeneration of Gosport and the wider sub-region.
- 6.13 The Borough Council has identified almost 83,500sq.m. of net additional employment floorspace (see Table 6.1) from a variety of sources including existing permissions, unused land within existing employment sites and proposed allocations.

Table 6.1: Employment Floorspace supply

	Net additional floorspace (sq.m.)
Total completions (1 April 2011- 31 March 2014)	392
Outstanding planning permissions (as at 1 st April 2014)	1,541
Potential floorspace within existing employment sites at 1 st April 2014	11,365
Allocations	
Daedalus (see Policy LP5)	50,700
Grange Road (see Policy LP9B)	8,400
Brockhurst Gate (see Policy LP9B)	5,000
Royal Hospital Haslar (see Policy LP6)	4,000
Aerodrome Road (see Policy LP9B)	1,100
Priddy's Hard Heritage Area (see Policy LP9A)	1,000
Gosport Waterfront (see Policy LP4)	- ⁵⁴
Other town centre sites (see Policy LP4)	- ⁵⁵
Total	83,498

- 6.14 If the Blockhouse site on the Haslar Peninsula (Policy LP6) and HMS Sultan (Policy LP16) are released for development in the future by the MoD then proposals should make provision for employment uses and in particular

⁵³ B1 includes offices, research and development, and light industrial, B2 is general industrial and B8 is warehousing (in accordance with the Use Classes Order).

⁵⁴ New employment premises will be developed which will potentially increase employment but no overall net gain in floorspace.

⁵⁵ New employment premises will be developed which will potentially increase employment but no overall net gain in floorspace.

marine related employment. Over the Plan period it is considered likely that the Blockhouse site has the potential to contribute to at least the 500sq.m current shortfall in identified employment floorspace supply.

- 6.15 It will also be important that existing employment sites are safeguarded and where possible refurbished/redeveloped to meet modern business needs. Policy LP16 provides further details regarding such employment sites.
- 6.16 **Housing:** The NPPF makes it clear that local planning authorities need to significantly boost the supply of housing in order that Local Plans meet the full objectively assessed needs for market and affordable housing in their housing market area including identifying key sites which are critical to the delivery of the housing strategy over the plan period.
- 6.17 The Borough Council has fully cooperated with its neighbouring authorities as part of PUSH to produce the South Hampshire Strategy (2012). More recently to support a roll forward of the strategy PUSH has produced a South Hampshire Strategic Housing Market Assessment (2014) (SHMA)⁵⁶ in accordance with the latest Government methodology. The SHMA has concluded that there is an objectively assessed need for 4,160 homes to be provided per year until 2036. The SHMA identified two sub-housing market areas (HMA) in the PUSH area, the Portsmouth HMA and the Southampton HMA. Gosport would fall within the Portsmouth HMA and the SHMA concluded that 2,115 homes are needed in this HMA. However, whilst this Local Plan will have regard to the SHMA, until the review of the Strategy is completed, which is programmed for 2016, this Local Plan will allocate housing sites in line with the adopted South Hampshire Strategy 2012.
- 6.18 The Local Plan allocates 3,060 dwellings to be built between 2011 and 2029. This allocation takes into account the policy within the South Hampshire Strategy (2012) which identifies a need for 55,800 dwellings over the period 2011-2026 within the sub region with 2,550 dwellings to be provided in Gosport Borough. This represents an annual requirement of 170 dwellings which has been used to calculate the three additional years of the Gosport Borough Local Plan to give a total of 3,060. This will provide an achievable and realistic housing allocation and can be met by the current identified supply of 3,121 (as identified in Table 6.2).
- 6.19 The Borough has long-recognised constraints on the availability of sites and limitations of highway infrastructure associated with its peninsula location. These constraints have been recognised at both sub-regional and regional level and have informed previous higher-level development plans and the current South Hampshire Strategy. The Borough Council will continue to contribute towards the overall requirements by taking a positive approach towards new residential development. This will be in accordance with the presumption in favour of sustainable development set out in Policy LP1 of the Local Plan. Additional proposals would need to accord with the other policy objectives of the Local Plan to create a genuine sustainable community.⁵⁷
- 6.20 The proposed housing allocation will significantly assist with meeting the needs of the local population and consequently issues such as affordability, tenure, size and special requirements will need to be fully addressed as part

⁵⁶ South Hampshire Strategic Housing Market Assessment (GL Hearn Jan 2014) can be viewed at

www.gosport.gov.uk/localplan2029-evidencestudies

⁵⁷ Further explanation is set out in the Housing Background Paper www.gosport.gov.uk/localplan2029-evidencestudies

of this provision (see Policy LP24). The proposed level of housing will also facilitate sites being developed for employment, retail and community uses which will stimulate economic development in the Borough. The proposed housing supply is included in Table 6.2 with the latest housing trajectory included in Appendix 1.

Table 6.2: Housing supply (net) as at 1st April 2014 for the Local Plan period (2011-2029)

	No of Dwellings (Net Gain)
Completions (1/4/11-31/3/14)	381
Existing permissions and permitted development that required prior approval (1/4/14)	743
Large sites without planning permission (10 dwellings or more)	
<i>Gosport Waterfront</i>	700
<i>Daedalus</i> ⁵⁸	249
<i>Royal Hospital Haslar</i>	300
<i>Smaller Town Centre sites</i> ⁵⁹	172
<i>Priddy's Hard Heritage Area</i>	100
<i>Stoners Close</i>	17
<i>Wheeler Close</i>	16
<i>Laphorn Close</i>	14
Small Site Windfall Allowance ⁶⁰ (2016/17-2028/29)	429
Total Supply	3121

6.21 Retail and Town Centre Uses: It is clear from Government guidance that retail development should be focused in the existing centres in accordance with the overall hierarchy of centres⁶¹. Gosport Town Centre is the primary centre in the Borough and is recognised as an important centre in the South Hampshire Strategy. Consequently it is considered that Gosport Town Centre and the adjacent Gosport Waterfront area will be the focus for a range of town centre uses including retail, leisure, community services and office employment. The Local Plan aims to ensure that new opportunities to enhance retail and leisure facilities are taken, making the most of Gosport's superb Waterfront setting. The evidence set out in the Council's Retail Study suggests that there are signs of vulnerability within the Town Centre. Accordingly, the Council wishes to strengthen the Town Centre so that it can increase its viability, make the centre less vulnerable from competing centres and maintain it as a vibrant centre. Therefore it is proposed to increase the amount of retail floorspace available with a view to increasing its market share of retail expenditure.

6.22 Therefore, it is considered that in order to strengthen the Town Centre it will be necessary to 'claw-back' the leakage of expenditure from the Borough by:

⁵⁸ Daedalus has a residential allocation of 350 dwellings in the emerging Local Plan. Of these 101 has now received planning permission and included in the existing planning permission section; hence a revised figure for Daedalus of 249. A further permission has been granted for 200 dwellings at a different part of the site as part of the wider regeneration proposals subject to the completion of a Section 106 Agreement.

⁵⁹ It is estimated from the capacity study undertaken as part of the Borough Council's SHLAA that approximately 200 dwellings could be accommodated within the Town Centre Regeneration Area. Since 1/4/11 there have been 14 completions on small sites within the Waterfront and Town Centre Regeneration Area and 14 outstanding planning permission. These figures are included in the relevant categories above.

⁶⁰ 33 dwellings per year based on the average completions on small sites (excluding gardens) between 2004/5-2013/14. It assumed no windfalls in 2014/15 and 2015/16 as these would already have planning permission.

⁶¹ See LP27 for details of the full retail hierarchy.

- increasing its comparison goods market share from 37% to 45% for the Borough as a whole with almost all of this being focussed in the Gosport Town Centre and Waterfront area; and
- maintaining the convenience goods market share (76%) within the Borough as a whole but taking opportunities to increase the market share of the Town Centre and Waterfront area for convenience goods.

6.23 This proposed increased market share; and scope for increased floorspace to provide greater choice and competition, assist in further regeneration and create more opportunities for linked trips, would require approximately 10,500 sq.m of net additional retail (A1) floorspace⁶² for the Borough over the Plan period. This is considered to be a reasonable target which reflects Gosport's position in the South Hampshire hierarchy. The take up of this floorspace will be predominantly in the comparison goods sector and will need to take place largely within Gosport Town Centre and as part of new development on the adjacent Gosport Waterfront site (see Policy LP4). It is considered that the other centres in the Borough will be appropriate for small scale development reflecting the scale and nature of the specific centre. This figure includes the recently opened supermarket (2013) as part of the Alver Village scheme⁶³ in order to assist with the regeneration of that neighbourhood (see Policy LP7).

Location of Development (Points 2-5 of LP3)

6.24 In principle the Borough Council will presume in favour of development within the Urban Area Boundary, as defined on the Policies Map, providing proposals accord with the design criteria set out in Policy LP10 and do not conflict with other policies.

6.25 As outlined previously the Borough has significant areas of brownfield land as a result of its military legacy. Consequently the use of this land in the urban area is a key priority as it will regenerate underused sites, bringing back life to previously vibrant areas which provided employment and a variety of local facilities. Any such proposals for brownfield land would still need to take account of whether the site includes land of high environmental value.

6.26 Since 2006 almost all development in the Borough has been on brownfield land. In many cases the re-use of brownfield sites in the Borough represents an opportunity to re-use historic buildings and such proposals add to the distinctive character of the Borough. The focus of development on brownfield sites also safeguards the finite resource of green open spaces in one of the most built-up areas in the South East.

6.27 The Spatial Strategy identifies a number of Regeneration Areas which will be the focus for new development on brownfield sites. These are:

- Gosport Waterfront and Town Centre (Policy LP4);
- Daedalus (Policy LP5);
- Haslar Peninsula (Policy LP6); and
- Rowner (Policy LP7).

6.28 The Regeneration Areas include major development site allocations which have been identified on the Policies Map and detailed in each of the policies in Section 7. These sites are the main focus for development in the Borough

⁶² See the Retail Background Paper for further explanation of how this figure is derived which is based primarily on evidence in Gosport Retail Capacity Study (GVA 2014).

⁶³ also known as the Rowner Renewal Project.

and contribute significantly to the quantum of development identified in Point 1 of the Spatial Strategy.

- 6.29 HMS Sultan has a high value as a centre of excellence for engineering training for the defence industry and provides significant employment within the Borough. The Borough Council will support its continued operation. It is one of the largest employers in the Borough and currently accommodates the Royal Naval School of Marine Engineering and the Royal Naval Air Engineering and Survival School. Whilst the site's connection with the Ministry of Defence is very important it also provides opportunities for engineering training for a number of private sector companies. The training packages offered at this facility matches the specific skills sectors in which Gosport excels. The site employs almost 2,600 people (including approximately 1,350 trainees, 450 service personnel and 800 civilians)⁶⁴.
- 6.30 The MoD are reviewing its strategic land and training requirements and it remains unclear whether the MoD will retain HMS Sultan in the long term (after 2020). As there is a question over the future of this site it is necessary to consider the implications of both the closure of the training facility and its potential release. Due to the uncertainty about its release it is not considered appropriate to identify it as a Regeneration Area. The Borough considers it necessary to ensure the site is used for employment purposes should the site be released in order to at least compensate for the potential number of jobs lost in the Borough. Consequently it has been identified as an Employment Priority Site.
- 6.31 In addition to these sites, new employment, housing, community, leisure facilities have been identified on non-strategic smaller sites outside of the Regeneration Areas (see Policies LP9A-E). These will assist in the regeneration of the Borough, support economic growth and complement the development of the larger sites by providing additional homes, employment and facilities.

Protecting and Improving Existing Sites (Point 6 of LP3)

- 6.32 The Borough aims to ensure that high quality and accessible employment sites (Policy LP16), community facilities which includes health, care, education, leisure and cultural facilities (Policy LP32), and open spaces (Policy LP34) are provided in the Borough with key existing facilities being protected and improved. The provision of such facilities will improve the quality of life of residents and deliver a more sustainable community including reducing the need to travel. These sites are identified on the Policies Map⁶⁵. The detailed criteria for determining planning applications in relation to sites that have been protected in some way are contained in the respective policies set out in the Local Plan.

Protection of internationally important habitats (Point 7 of LP3)⁶⁶

- 6.33 The Local Plan has been subject to an assessment under the Habitats Regulations⁶⁷ which has influenced the Spatial Strategy. The Habitats Regulation Assessment considers any potential impacts on internationally important habitats or the species using such habitats in internationally

⁶⁴ The Impact of the Defence Sector on the Economy of Gosport (University of Portsmouth 2008).

⁶⁵ A number of smaller community and built leisure facilities are not shown on the Policies Map although this policy also applies to these smaller sites as well as other facilities that have been developed since the preparation of this plan.

⁶⁶ Further details of the protection of internationally important as well as nationally and locally important sites are contained within Policy LP42 on Biodiversity and Geological interests.

⁶⁷ The Habitats Regulation Assessment can be viewed at www.gosport.gov.uk/localplan2029-evidencestudies

important numbers. This also includes areas outside of designated sites known to be of importance to these species. The Council recognises that additional growth in the Borough, in-combination with growth in neighbouring authorities, could, without appropriate management and mitigation, lead to adverse effects upon European sites and other sites that support their integrity.

- 6.34 In order to prevent such effects, the Council will continue to work with other local authorities (including through PUSH) and relevant organisations to develop and implement a strategic approach to protecting European sites from recreational pressure and other impacts of development. This will include a suite of mitigation measures, including adequate provision of alternative recreational space and support via developer contributions for access management measures within and around the European sites in the Solent and the New Forest.
- 6.35 New residential development will be required to contribute towards relevant mitigation measures relating to recreation disturbance as identified by the Solent Disturbance and Mitigation Project. Natural England has confirmed that without the appropriate necessary measures development should not be permitted. The creation of the Alver Valley Country Park is recognised by Natural England as a project that will contribute towards these mitigation measures. Further details are set out as part of Policy LP42.
- 6.36 The Council with its partners will, through on-going monitoring⁶⁸, scrutinise the effectiveness of the sub-regional approach to avoidance and mitigation of effects on European sites. It will adjust the rate, scale and distribution of development across the Borough to respond to the findings of new evidence where appropriate, in order to preserve the integrity of the European sites.

Protection of the historic environment (Point 8 of LP3)

- 6.37 The Borough Council aims to ensure that its rich historic environment is preserved and where possible enhanced in order to contribute to the Borough's local distinctiveness. Heritage assets include Listed Buildings, Scheduled Ancient Monuments, Registered Parks and Gardens and Conservation Areas. When considering the impact of a proposed development on the significance of a heritage asset great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through the alteration or destruction of the heritage asset or development within its setting. Policy LP3 and other policies of the Local Plan have included an assessment of the significance of heritage assets in the Borough, including their setting, using available evidence as set out in Section 8. Further details are set out in Policies LP11-13 relating specifically to heritage assets.

Areas outside of the Urban Area (Points 9-11 of LP3)

- 6.38 Point 8 of the Spatial Strategy aims to restrict most forms of development outside of the urban area as defined on the Policies Map in order to safeguard the remaining limited areas of countryside.
- 6.39 The Borough Council recognises that in certain instances there will be a need for particular types of development to be located outside of the Urban Area Boundary. The developers of such proposals will need to demonstrate the

⁶⁸ This includes ecological evidence from Natural England, the Council's Annual Monitoring Report, work relating to the PUSH Green infrastructure Strategy and the Solent Disturbance and Mitigation Study, on-going air quality management and visitor surveys.

need for the development, the reasons why the development cannot be located within the urban area and why the particular site outside of the Urban Area Boundary has been chosen. Such exceptions must be integrated into the surrounding environment in order to protect the open character of the urban fringe as well as its ecological and recreational value. Proposals that would diminish the function and the visual and physical character of the area will not be permitted.

- 6.40 Outdoor recreational uses are considered appropriate outside of the urban area providing the proposal is in accordance with the criteria contained within the relevant policies of the Local Plan including the design criteria of Policy LP10 and those policies relating to nature conservation interests. In certain instances it will be necessary for public authorities and statutory undertakers to carry out development relating to key public services such as energy, drinking water, drainage and communications. Each application should be submitted with supporting justification demonstrating the need for the facility and that no alternative suitable site can be identified within the urban area. The policy also allows for development essential to MoD operations. All such development should again accord with the relevant policies of the Local Plan.

- 6.41 A key strategic consideration is to retain a significant gap between Gosport/Fareham and Lee-on-the-Solent/Stubbington in order to protect the identity of each settlement and ensure proposals do not physically and visually diminish these open areas. This settlement gap is considered of sub regional importance and is identified in the South Hampshire Strategy. The local boundaries as defined on the Policies Map have been defined in cooperation with Fareham Borough Council to reflect the cross boundary extent of the gap. The Borough Council will work with partners to explore opportunities to enhance the multi-functional benefits of this area as part of the wider PUSH Green Infrastructure Strategy initiative of the green grid (see Policy LP41).

- 6.42 The Alver Valley represents the main area of separation between Gosport and Lee-on-the-Solent. It is a former quarry and landfill site and consequently has been identified as a Regeneration Area for Green Infrastructure and will be the main focus for green infrastructure in the Borough linking with the wider strategic and local open space network. The Alver Valley Country Park has been identified on the Policies Map with further details contained in Policy LP8. It will include a range of recreational opportunities, offering the potential to increase local biodiversity. It is likely to attract local visitors and thus potentially reducing the need to travel to such facilities outside of the Peninsula and ease pressure on more sensitive habitats in the sub region. It will be necessary to consider improving linkages between the urban area and the wider countryside beyond the Borough boundary as well improving access to local open spaces from residential areas.

Further information:

The South Hampshire Strategy: A framework to guide sustainable development and change to 2026 (PUSH October 2012).

http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm

The following can be found at www.gosport.gov.uk/localplan2029-evidencestudies

Employment Land Review (GBC 2012);

Open Space Monitoring Report (GBC 2014);

Strategic Flood Risk Assessment (PUSH/Atkins June 2007);

Strategic Housing Land Availability Assessment (GBC 2014); and

Gosport Retail Capacity Study 2014 (GVA 2014).

7.0 REGENERATING GOSPORT THROUGH THE DELIVERY OF HIGH QUALITY SITES

Vision - Regenerating Gosport through the delivery of high quality sites

Gosport will take advantage of the opportunities presented by its attractive coastal location adjacent to Portsmouth Harbour and the Solent, making the best use of its maritime heritage. The creation of jobs will be prioritised. New development will provide a mix of employment, homes, shops, leisure and community facilities.

Gosport Waterfront will be revitalised with strong linkages with the Town Centre. The retail and leisure offer will be enhanced with new employment opportunities including marine-related employment. A new residential quarter will be created which will add vitality to the Harbour side and Town Centre.

The Royal Hospital Haslar site will provide a new generation of health and care facilities as part of a mixed-use development. This will bring back into use a nationally significant historical asset which will bring benefits to the community. Blockhouse will also offer new opportunities for tourism, leisure, and marine employment and training.

Daedalus will be a hub of new aviation, aerospace, advanced manufacturing and marine industries which will be the focus of the Solent Enterprise Zone. Proposals for the historic core will make the best use of the built heritage.

The renewal of Rowner will continue and the new community will be a vibrant neighbourhood enjoying a quality environment.

The Alver Valley Country Park will offer a countryside haven for local residents and visitors.

Plan 3: Location of Regeneration Areas



INTRODUCTION

- 7.1 In order to deliver the objectives of the Local Plan and assist in implementing the Vision, the Borough Council has identified a number of Regeneration Areas which include major redevelopment proposals. The development sites are brownfield land which can deliver a large proportion of the development set out in the Spatial Strategy (Policy LP1), whilst the Alver Valley is an area of countryside identified for strategic green infrastructure.
- 7.2 The Regeneration Areas are:
- Gosport Waterfront and Town Centre (Policy LP4);
 - Daedalus (Policy LP5);
 - Haslar Peninsula (Policy LP6);
 - Rowner (Policy LP7); and
 - Alver Valley (Policy LP8).
- 7.3 Each policy includes an annotated plan outlining key features relating to the site and is accompanied by a site profile which includes details relating to the recent history of the site, why it is considered of strategic importance, the various options relating to potential uses, key development considerations and delivery and implementation issues. Where it is known that a site will be available for development during the Plan period it has been possible to

allocate it as a development site on the Policies Map. The allocations within each Regeneration Area are:

- The Gosport Waterfront and Barclay House sites within the Gosport Waterfront and Town Centre Regeneration Area;
- The Daedalus site within Gosport Borough;
- The Royal Hospital Haslar and Blockhouse sites within the Haslar Peninsula Regeneration Area;
- The Alver Village and Davenport Close site within the Rowner Regeneration Area; and
- The Alver Valley Country Park within the Alver Valley Regeneration Area for Green Infrastructure.

- 7.4 The regeneration policies also provide key principles for other potential development sites within the Regeneration Area which are not allocated on the Policies Map as there is insufficient detail at this stage.
- 7.5 In addition Policies LP9A-F identify a number of smaller allocations for employment, residential and community facilities which all contribute to the regeneration of the Borough.
- 7.6 A summary of each site is outlined below with further consideration of the options for each site contained within the Sustainability Appraisal⁶⁹. The progress of all these sites will be updated in the Borough Council's Authority Monitoring Reports.

⁶⁹ <http://www.gosport.gov.uk/localplan2029-evidencestudies>

POLICY LP4: GOSPORT WATERFRONT AND TOWN CENTRE

Location and Scale of Development

1. The Gosport Waterfront and Town Centre is a prime location for regeneration within the South Hampshire sub region. Planning permission will be granted for the following uses:
 - a) 33,000sq.m (gross) of employment floorspace (B uses);
 - b) approximately 6,500sq.m of retail (A1); and additional floorspace for other town centre uses (A2-A5);
 - c) a range of community and leisure uses (D1 and D2);
 - d) 700-900 dwellings;
 - e) a new transport interchange; and
 - f) enhanced public realm.
2. Planning permission will be granted for development at the following sites provided it accords with the general principles set out in this policy and is in accordance with other policies in the Local Plan:
 - a) Gosport Waterfront (Mixed use site);
 - b) Barclay House (Residential site); and
 - c) other sites within the Gosport Waterfront and Town Centre Regeneration Area.

General Principles

3. Planning permission will be granted for development provided that:
 - a) proposals are of a high quality design in accordance with Policy LP10, which conserves and enhances the distinctive built heritage of the Waterfront and Town Centre as well as improving the quality of the public realm;
 - b) proposals mitigate any impacts on the Strategic Road Network or other parts of the highway network;
 - c) where applicable, opportunities are taken to improve public transport, pedestrian and cycling accessibility to, and within, the Regeneration Area; and that well-designed links between Gosport Waterfront and Town Centre are provided ensuring that there is significant connectivity between them;
 - d) it accords with the principles set out in Policy LP45 on flooding including the requirements of a Flood Risk Assessment with the appropriate flood defences and mitigation measures; and
 - e) it is served by sufficient infrastructure including:
 - i) a connection to the sewerage system at an appropriate point of adequate capacity; and
 - ii) requirements outlined in other policies of the Local Plan.

Gosport Waterfront

4. Planning permission will be granted for development on the Waterfront sites provided that:
 - a) access to deep water facilities is safeguarded;
 - b) appropriate measures are taken to remediate contamination and to ensure that there is no adverse impact on the water environment;
 - c) measures are taken to retain appropriate access to MoD oil pipeline facilities as required;

- d) buildings and civic spaces are of a high quality design to reflect its superb setting overlooking Portsmouth Harbour;**
- e) proposals incorporate or improve public access along the waterfront;**
- f) Falkland Gardens will form an integral part of any development;**
- g) interpretation of the historic maritime significance of Portsmouth Harbour is incorporated within the development;**
- h) measures to avoid and mitigate any adverse impacts on internationally important habitats are taken; and**
- i) biodiversity within the site is protected and enhanced.**

EXPLANATION OF POLICY LP4

Location and Scale of Development (Points 1 and 2 of Policy LP4)

- 7.7 This Regeneration Area (as shown on the Policies Map) is made up of the Gosport Waterfront and the Town Centre. The Regeneration Area defines the town centre in its wider sense⁷⁰ and includes not only the commercial centre focused on the retail dominated High Street but also adjacent areas of open space, residential neighbourhoods, important civic and community buildings, the main transport interchange and a significant frontage along Portsmouth Harbour.
- 7.8 The key objectives of the Regeneration Area are to improve the vitality and viability of Gosport Town Centre by linking it with an attractive mixed use waterfront redevelopment which also maintains and creates important maritime employment. The Regeneration Area has the potential to accommodate a significant amount of new development as set out in point 1 of Policy LP4 in order to create a vibrant Town Centre and focus for the Borough.
- 7.9 The Waterfront site makes the predominant contribution towards meeting the overall quantum outlined in Policy LP4 although smaller sites within the Town Centre will also provide residential and commercial floorspace.
- 7.10 Further work will be required to inform a forthcoming Supplementary Planning Document (SPD) relating to detailed matters about the Regeneration Area.

Gosport Waterfront

- 7.11 The Gosport Waterfront area is one of Gosport's key development sites and is identified in the LEP's Solent Strategic Economic Plan as a priority site as it includes a number of areas where there is an opportunity to intensify employment generating uses, particularly marine-related employment due to the opportunities to access deep water. It includes a long section of the coastline including: the Royal Clarence Yard (retained area); the Coldharbour area; Falkland Gardens and the Bus Station.
- 7.12 There are a number of existing uses in the area which have the potential to be redeveloped and intensified including an industrial estate, extensive marine activity (boat yards and marina), underused MoD land and the Gosport Bus Station. In recent years parts of the area have been redeveloped including two new residential developments at either end of the Coldharbour site as well as modern premises for an existing employer and a GP surgery and pharmacy.

⁷⁰ The town centre in terms of its primary retail function is defined separately on the Policies Map and relates to policies LP27 and LP28.

- 7.13 This area benefits from excellent views across Portsmouth Harbour to the Historic Dockyard and the Spinnaker Tower and offers opportunities for a range of uses which will serve local residents and visitors. The site is close to the ferry terminal with a short trip across the harbour to Portsmouth Harbour Railway Station with its regular direct trains to London and other locations.
- 7.14 Initial work has been undertaken for the Borough Council and major landowners to determine key issues relating to the Waterfront site as well as an initial public consultation⁷¹.

Gosport Town Centre

- 7.15 In relation to the town centre itself Gosport Town Centre is the Borough's principal centre and provides the focus for a variety of convenience and comparison retailing and other town centre services in the Borough including the market, library and museum facilities, and Council services. It provides a pleasant pedestrianised shopping environment in close proximity to the Waterfront and attractive open space. The High Street is the main shopping area with a small number of adjacent retail frontages.
- 7.16 The Gosport Retail Capacity Study (GVA 2014)⁷² concluded that the town centre performs reasonably well. However in terms of its role within the sub region it is a lower order centre within the South Hampshire hierarchy and consequently it will be vulnerable to other competing shopping centres and increasingly from internet shopping over the Plan period. The Study also showed that shoppers and visitors come to Gosport for a variety of reasons including its waterfront setting and its market and this provides Gosport with an advantage over some of the other competing centres in the sub region.
- 7.17 It will be important to increase the vitality and viability of the Town Centre by attracting new business investment and developing the tourism sector. Initiatives for Gosport Waterfront and Town Centre will need to complement each other with good linkages between the two areas.
- 7.18 Policy LP4 focuses on new redevelopment opportunities within the Town Centre whereas Policies LP27 and LP28 deal with issues relating to the function of the existing Town Centre uses which will remain the focus for the Borough's retail activity and related town centre uses.
- 7.19 There are a number of potential redevelopment sites within the Town Centre which can provide a mix of office, retail, community and residential development. The South Street area includes a number of parcels of land that could be developed for a mix of uses such as the potential to redevelop the Precinct on South Cross Street. Similarly there may be opportunities to reconfigure some of the sites occupied by community uses to provide a mixed use form of development that better meets the needs of the Borough. The Barclay House site has potential to be redeveloped for residential use. There is unlikely to be a net gain in B1 office floorspace but it is more likely that sites could be reconfigured to enable the development of a range of uses.
- 7.20 In order to support the town centre it will be necessary to ensure that there is adequate car parking provision and servicing to existing and proposed retail units.

⁷¹ <http://www.gosport.gov.uk/localplan2029-evidencestudies>

⁷² <http://www.gosport.gov.uk/localplan2029-evidencestudies>

- 7.21 Further details on potential development sites will be expanded in the Gosport Waterfront and Town Centre SPD.

Proposed uses on new development sites

- 7.22 **Employment uses:** It is proposed that some 33,000 sq.m (gross) of employment floorspace (B uses) will be developed within the regeneration area as a whole.
- 7.23 The Waterfront will be the focus for new employment development and it will be a key objective that new development creates job opportunities which are greater than current levels.⁷³ Marine-related employment will continue to be a key sector given the site's deep water access and it will be important to safeguard access to marine assets and facilities (see Paragraph 7.45). New employment floorspace will be primarily focused at the Royal Clarence Yard (RCY) Retained Area which could include the potential relocation of marine industries from other parts of the site.
- 7.24 It is estimated that approximately 26,000 sq.m (gross) of employment floorspace could be developed within the Waterfront with a range of manufacturing and industrial premises. In terms of net additional floorspace it is anticipated that there will only be a marginal increase in floorspace but the premises will be more suited to modern business and that the reconfiguration of employment uses on the site will allow the development of other non class B type employment uses (such as retail, tourism and leisure) to be accommodated on the site. The Waterfront site could accommodate a small element of high quality office development, making good use of an attractive environment. Gosport has had a very limited office market and whilst this is not expected to expand considerably it is clear that a quality environment close to public transport and town centre facilities could provide a good location for offices which would provide new jobs and broaden the economy.
- 7.25 Elsewhere in the regeneration area sites in the Town Centre and in particular the South Street area, have the potential for approximately 7,000 sq.m (gross) of office floorspace. There is unlikely to be any significant net gain in floorspace instead new modern and more efficient office floorspace could be created with the potential to include other uses such as retail and residential.
- 7.26 **Retail and other town centre uses:** The Gosport Waterfront and Town Centre Regeneration Area will be the focus for the Borough's new retail floorspace and consequently will take approximately 6,500 sq.m of retail floorspace (net sales area). This provision represents a large proportion of the 10,500 sq.m of total floorspace identified in the Spatial Strategy (Policy LP3) taking into account other retail developments in the Borough. This proposed level of retail floorspace will increase the market share of the Borough's comparison goods expenditure as a whole and also has the potential to increase the share of the Town Centre and Waterfront's market for convenience goods by improving the provision available and creating additional choice. It will also assist with regeneration opportunities as well as increasing the potential for linked trips.

⁷³ According to initial work undertaken by Colin Buchanan (July 2010) working on behalf of GBC and major landowners, existing employment densities on the site are very low. It is estimated that at the peak marina activity period there could be approximately 525 people working within the whole waterfront area which would equate to 58.5 sq.m per person i.e. much lower than accepted employment space standard for office, industrial and even warehousing.

- 7.27 The Waterfront's close proximity to the town centre and potential to attract visitors from a wider area makes this the best location in the Borough for new retail development. Retail development will be considered as an extension of the town centre and consequently the retail offer must enhance and complement the provision of the existing town centre. It will be necessary to improve linkages between the centre and the Waterfront retail area. Any retail development will need to be well-designed to make a positive contribution to its waterfront setting in terms of its layout, scale and appearance. Proposals will also need to complement attractions on the other side of the harbour in Portsmouth including the Historic Dockyard and Gunwharf Quays.
- 7.28 Leisure activities within the Waterfront site could include cultural and recreational facilities, bars and restaurants which will be attractive to local residents and visitors. These facilities link well to the existing marina use and have the potential to increase boat-based visitors amongst others.
- 7.29 In terms of the town centre there are currently limited opportunities to improve the retail offer within the High Street, although there may be opportunities if sites between the High Street and South Street become available during the Plan period. Other community and leisure uses appropriate for the Town Centre will be encouraged.
- 7.30 **Residential:** It is considered that between 700-900 dwellings could be built within the Waterfront and Town Centre Regeneration Area subject to achieving schemes that are of high quality design. The Waterfront's location overlooking the natural and heritage assets of Portsmouth Harbour makes this a highly desirable residential setting. It is anticipated that the Waterfront will become a new residential neighbourhood whilst delivering benefits to the Borough as outlined above. Whilst not a ceiling it is considered that the Waterfront could accommodate some 700 dwellings with a range of densities across the site. Further work will be required to ensure that this level of dwellings can be accommodated in a form which respects both the historic core of Gosport and the attractive Harbour frontage as well as ensuring sufficient employment and retail uses can be accommodated on the site. It is recognised that residential development has the potential to play an important enabling role for delivering these benefits and the wider regeneration of the area.
- 7.31 Elsewhere in the regeneration area it is envisaged that further residential development can be accommodated on a number of sites within the Town Centre area⁷⁴. The Barclay House site could accommodate approximately 25 dwellings. There may be opportunities for residential use to be included in any redevelopment of the South Street area.
- 7.32 **Transport Interchange:** A key element of the redevelopment of the Waterfront will include a new ferry/bus interchange which will serve the Bus Rapid Transit and other buses. Proposals coming forward for the site should facilitate the removal of the existing unattractive buildings and incorporate a well-designed interchange appropriate for this important gateway to the town. The interchange will continue to be the transport hub for Gosport, linking buses that serve the Borough, Stubbington and parts of Fareham to the ferry connection with Portsmouth City Centre and national rail services. The

⁷⁴ Potential sites are identified in the Strategic Housing Land Availability Assessment (GBC 2014). The location and number of dwellings on each site are only indicative and it can not necessarily be assumed that planning permission for development of these sites and at the identified density will be forthcoming as it will be depend on the details of each proposal and any constraints identified.

interchange will better utilise the space used by the existing bus station. Proposals will have regard to the new ferry pontoon as well as space for taxis, and cycle parking and include a pick-up/drop-off point for car passengers. The new interchange will need to be easy to use, ensuring accessibility for all and be an attractive and safe place to wait for the transport connection. Opportunities should be taken to increase water transport links across the Harbour.

- 7.33 **Public realm:** Falkland Gardens and the area of Walpole Park adjacent Creek Road within the town centre both form important open space at either end of the High Street. Both sites also have the potential to be reconfigured in order to aid the regeneration of the town centre and improve the public realm. The open spaces associated with the Holy Trinity Church and the Millennium Timespace feature which link to the waterfront are important and similarly make a contribution to the public realm.

Development considerations for the entire regeneration area (Point 3 of Policy LP4)

Built Heritage, Public Realm and Design (Point 3a of Policy LP4)

- 7.34 The Regeneration Area includes three Conservation Areas (High Street, Royal Clarence Yard and St George Barracks South) and is adjacent two other Conservation Areas (St George Barracks North and Stoke Road). It contains numerous Listed (including the Grade II* Church of the Holy Trinity) and Local Listed Buildings and areas of archaeological importance.
- 7.35 Proposals will therefore need to be of a high quality design which conserve and enhance these historic features. Consequently all forms of development including major schemes to relatively minor alterations will need to accord with the Council's planning policies relating to built heritage, public realm and design issues (see policies LP10-13).

Dealing with potential impacts on the highway network (Point 3b of Policy LP4)

- 7.36 It will be necessary to ensure that any development at the Gosport Waterfront and Town Centre mitigates any adverse impact on the strategic road network (SRN) or the rest of the highway network. Consequently appropriate proposals will normally require a transport assessment (see policies LP22 and LP23) to demonstrate whether there are any impacts and how these will be mitigated.

Accessibility to, and between, the Waterfront and the Town Centre (Point 3c of Policy LP4)

- 7.37 It is important that the Town Centre and Waterfront is easily accessible for residents across the Borough including provision of good bus services and cycle routes. Key transport proposals which will improve accessibility to this Regeneration Area are set out in Policy LP21 and accompanying text. It is also necessary to ensure that there is good pedestrian access with adjacent residential and commercial areas. Similarly, the main ferry/bus interchange, other bus stops and town centre car parks must also be easily accessible with the town centre. Linkages with important adjacent open spaces such as Walpole Park are also important.
- 7.38 The provision of strong linkages between the Waterfront and the existing Town Centre are critical and will ensure that the additional retail floorspace proposed for the Waterfront will complement and enhance the Town Centre. It

will be necessary that these linkages are well-designed ensuring that the routes are safe, convenient, clearly marked and enhance the public realm. The Gosport Waterfront and Town Centre SPD will set out further details.

Flood Risk (Point 3d of Policy LP4)

7.39 The Waterfront is in Flood Zones 2 and 3 and has been subject to a Strategic Flood Risk Assessment. It is considered that the site offers significant regeneration benefits that are unrivalled anywhere else in the Borough. In order to accord with guidance in the NPPF a sequential test has been undertaken where it has been demonstrated that there are no alternative sites in the Borough that will deliver the quantum and mix of uses. Consequently it will be necessary to ensure that the site fully accords with the Exception Test through a site specific flood risk assessment.

7.40 It will be necessary to demonstrate that the development is safe from flooding without increasing flood risk elsewhere and where possible will reduce flood risk overall. Proposals for flood risk management will need to contribute to the overall strategy for reducing flood risk to the existing community over the next 100 years, and that any proposals that come forward will need to contribute positively to the Portchester to Hamble Flood & Coastal Erosion Risk Management Strategy. Significant further work will be required to demonstrate the deliverability and suitability of flood defences for the Waterfront area. Any site specific FRA will need to address the following matters:

- Safe entry and exit to, and from, the site should a severe flooding event occur (this could include raising the level of local roads); and
- Appropriate flood defence infrastructure is in place.

7.41 Within the site the most vulnerable development including residential uses should be located in areas of lowest flood risk. This could include ensuring residential development is above ground floor level within the Waterfront site. Such development will need to be appropriately flood resilient and resistant. Early discussions with the Environment Agency regarding development at the Waterfront will be necessary.

7.42 Most of the existing Town Centre itself is within Flood Zone 1, with parts in Flood Zone 2 and a very small area within Flood Zone 3 at the eastern end of the High Street. Where proposals come forward within the town centre they will need to meet the requirements of the National Planning Policy Framework (or other latest Government guidance).

Infrastructure (Point 3e of Policy LP4)

7.43 There are a number of broad infrastructure requirements arising from the development of sites within the Gosport Waterfront and the Town Centre area. More detail is contained in the Council's latest Infrastructure Assessment Report⁷⁵ and Delivery Plan⁷⁶. Key requirements include:

- Suitable flood risk management measures;
- Provision of new high quality bus and ferry interchange;
- Provision of high quality civic space and a waterfront walkway;
- Provision for appropriate green infrastructure; and
- Provision of adequate utility infrastructure including measures to improve the local sewerage capacity as well as the necessary on-site provision and

⁷⁵ www.gosport.gov.uk/localplan2029-evidencestudies

⁷⁶ www.gosport.gov.uk/localplan2029-evidencestudies

connections for water supply, telecommunications, electricity and gas supplies.

- 7.44 Southern Water has identified that there is insufficient capacity in the local sewerage system to meet the anticipated demand from the development proposed at Gosport Waterfront and Town Centre. New and/or improved local sewerage infrastructure will therefore be required to serve the development. Applicants are advised to contact Southern Water. There is scope to remove surface water which currently drains to a combined system into an alternative system (SUDS or separate piped system). This would release capacity for foul water produced in new homes. In addition it is also necessary to protect existing on-site infrastructure including underground sewers and water mains present on the site. This infrastructure must be allowed to continue to fulfil its function and must not be damaged or built over (see Policy LP39).

Specific development considerations for Gosport Waterfront (Point 4 of Policy LP4)

Deep water access (Point 4a of Policy LP4)

- 7.45 The retention of deep water access for marine-related employment uses is paramount. There is deep water access at the Endeavour Quay part of the site and the continual use of this facility is supported. However when the deep water facility within the Retained Area at RCY becomes available then this site could be used by marine businesses relocated from other parts of the waterfront site as well as providing opportunities for new businesses. In securing these alternative deep water facilities the development of other sites within the Waterfront that currently have deep water access may be acceptable.

Contamination (Point 4b of Policy LP4)

- 7.46 Given the industrial and defence related history of the site it is likely that significant areas will contain some form of contamination. Developers will need to take appropriate measures to address the contamination issue and make safe for future users. It will be necessary to ensure that there is no adverse impact on the quality of the water environment including ensuring that any land disturbance does not create a pathway which could harm coastal waters including internationally important habitats.

Oil Pipeline (Point 4c of Policy LP4)

- 7.47 As part of any release of the Retained Area at RCY, the MoD will require that it maintains control over its remaining oil pipeline and associated land. Development proposals will need to address this issue and early contact with the Oil and Pipelines Agency will be required.

Public Realm (Point 4d-g of Policy LP4)

- 7.48 There are a number of specific design issues which need to be considered as part of any development of the Waterfront site and these will be detailed further as part of the forthcoming SPD. Key issues are set out below.
- 7.49 Proposals will need to respect the attractive waterfront setting adjacent to Portsmouth Harbour as well as the setting of the High Street Conservation Area and the Royal Clarence Yard Conservation Area. The site also includes two listed buildings within the 'Retained Area' and is in close proximity to a number of others. There are also a number of locally important buildings and archaeological alert areas including historic studies that indicate the suspected below ground remains of the site of 17th Century Fort Charles.

- 7.50 The height, scale and massing of buildings will be an important consideration. Tall buildings may be considered acceptable on certain parts of the site where it can be shown they can enhance the quality of their setting and do not detract from the surrounding area particularly in terms of amenity, townscape and ecological considerations.
- 7.51 Any scheme will need to incorporate proposals to extend the existing public walkway along the waterfront where opportunities arise in order to create a continuous public route along the Harbour, where practical and appropriate. In certain circumstances routes may need to be diverted from the waterfront edge to take account of marine uses requiring access to the water or in some cases it may be necessary to incorporate safety measures where public access is restricted at certain times.
- 7.52 It will also be necessary to retain Falkland Gardens as part of any development and it should be an integral part of any design, as it is a much valued attraction, although there may be opportunities to reconfigure parts of the site.
- 7.53 Measures will also need to be taken to allow residents and visitors to be able to appreciate the historic maritime setting and interpret features around the Harbour. These elements will need to be incorporated as part of any design. There may also be an opportunity to recreate Clarence Square as part of the development.

Nature Conservation (Point 4h-i of Policy LP4)

- 7.54 The Waterfront site is within 200 metres of the Portsmouth Harbour Special Protection Area and Ramsar Site and consequently consideration will need to be given to whether the proposal will have any impact on these important bird habitats. It will also be necessary to consider other sites in the vicinity that support internationally important species.
- 7.55 The Habitats Regulations Assessment⁷⁷ makes it clear that any recreational pressures generated by the development must be carefully considered to ensure that it has no detrimental impact on the internationally important sites and other sites supporting internationally important species. It will be important that civic space adjacent the waterfront is designed and suitably managed to prevent impacts on intertidal areas within the vicinity including sufficient screening of activities (such as dog walking and cycling) to prevent disturbance to the intertidal areas. Early consultation with Natural England is advised.
- 7.56 The scale, form, massing and height of new buildings at Gosport Waterfront will also need careful consideration to prevent adverse effects through overshadowing, reduction of sight lines, over-illumination and collision risk to birds. The implications of any traffic-related air pollution on international sites will also need to be considered.
- 7.57 It will be important to take opportunities to protect and enhance the biodiversity within the site particularly in relation to priority habitats and species that are identified on the UK List of Priority Species and Habitats and in the Hampshire Biodiversity Action Plan.

⁷⁷ www.gosport.gov.uk/localplan2029-evidencestudies

Further information:

The following can be found at <http://www.gosport.gov.uk/localplan2029-evidencestudies>

Transport for South Hampshire and Isle of Wight Evidence Base – Gosport Borough Local Plan (201-2029) (Systra March 2014);

Employment Land Review (GBC 2012);

Gosport Waterfront: Baseline Study (Colin Buchanan January 2010); and
Gosport Waterfront: Consultation Report (Colin Buchanan April 2010);

Infrastructure Assessment Report (GBC 2014);

Strategic Flood Risk Assessment (GBC 2014);

Strategic Housing Land Availability Assessment (GBC 2014); and

Gosport Retail Capacity Study 2014 (GVA Grimley April 2014).

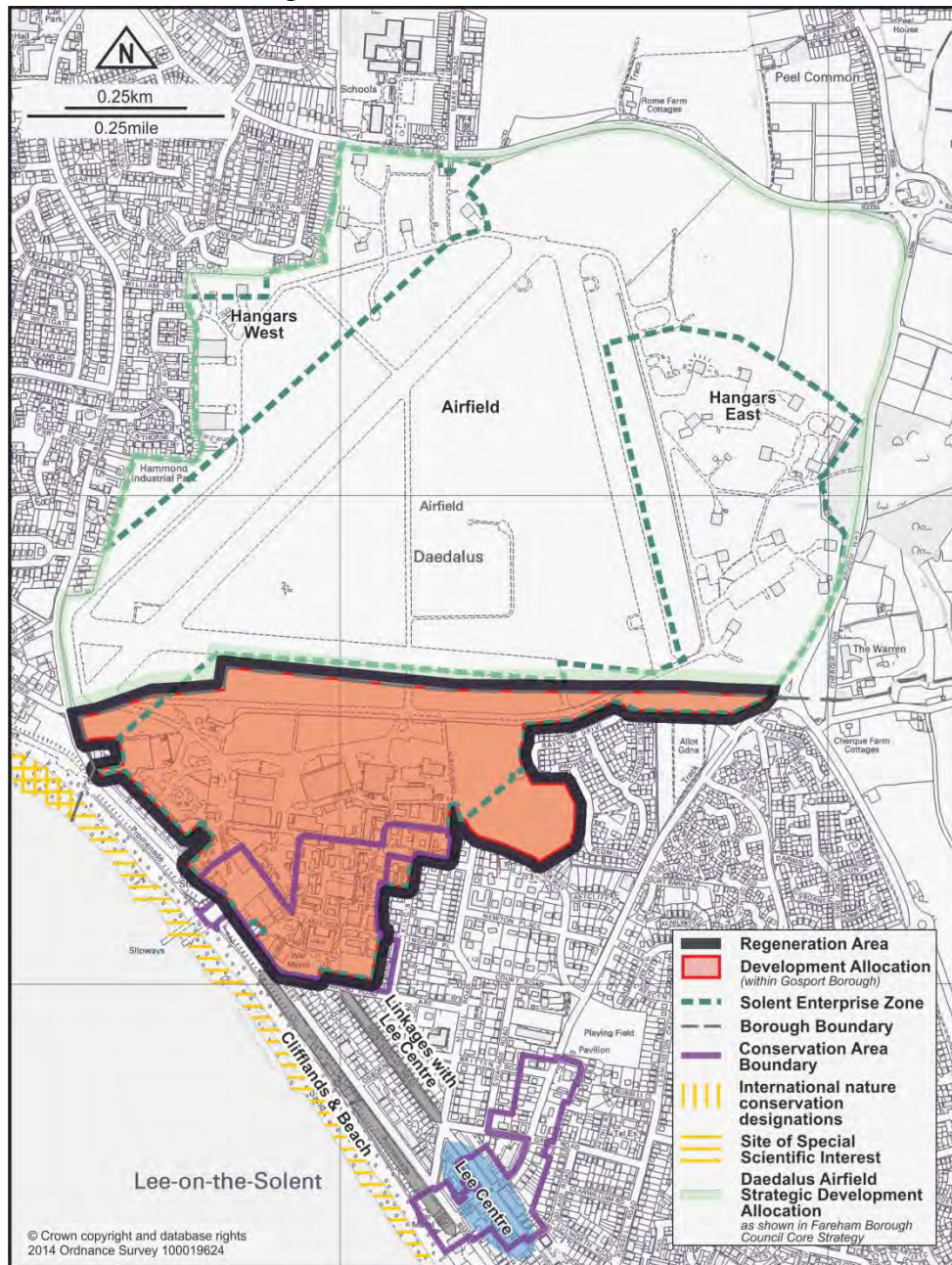
Other documents of relevance include:

Strategic Flood Risk Assessment (PUSH/Atkins 2007); and

Waterfront Strategy (SEEDA 2008).

REGENERATION AREA 2: DAEDALUS

Plan 5: Daedalus Regeneration Area



POLICY LP5: DAEDALUS

- 1. Proposals for the Daedalus site (as shown on the Policies Map) should be for an employment-led regeneration scheme with a mix of uses. The balance of uses, infrastructure requirements and internal and external linkages will be planned in a comprehensive and co-ordinated way in close liaison between Gosport Borough Council, Fareham Borough Council, Hampshire County Council, the Solent Local Enterprise Partnership and landowner.**
- 2. Planning permission will be granted to provide a number of uses as set out below:**
 - a) 75,000 sq.m (gross) employment floorspace (B1, B2 and B8) including premises suited for advanced manufacturing and technology clusters including marine, aviation and aerospace uses;**
 - b) a range of leisure and recreational facilities to enhance the visitor attractions at Lee-on-the-Solent;**
 - c) food and drinks premises;**
 - d) community facilities to meet local requirements and make the best use of available buildings; and**
 - e) up to 350 dwellings.**
- 3. Planning permission will be granted for development provided that:**
 - a) the distinctive built heritage of the area is conserved and enhanced having particular regard to the character of the Daedalus Conservation Area. Historic buildings should be appropriately re-used and their setting protected. The development will need to respect and enhance its seafront setting. Opportunities will need to be taken to include interpretation of the site's historic significance;**
 - b) safe and attractive pedestrian and cycle routes are provided to link with the Lee-on-the-Solent District Centre, the seafront and neighbouring residential areas;**
 - c) the site is served by a hierarchy of access points to meet the requirements of the various users of the site;**
 - d) opportunities to improve public transport infrastructure and services to the site are taken;**
 - e) a Framework Travel Plan and an HGV Servicing Plan is prepared to the satisfaction of the highway authority;**
 - f) proposals mitigate any impacts on the Strategic Road Network or other parts of the highway network including necessary offsite transport measures that accord with the latest transport strategies for the Gosport peninsula;**
 - g) it includes measures to avoid and mitigate any adverse impacts on internationally important habitats. Proposals should preserve and where possible enhance biodiversity and geological interests in the vicinity;**
 - h) environmental considerations such as contamination and flood risk issues are assessed and fully addressed;**
 - i) the site is served by sufficient levels of infrastructure as required by other policies in the Local Plan.**

EXPLANATION OF POLICY LP5

Background

- 7.58 The Daedalus site is a former military base and lies to the north and north-west of Lee-on-the-Solent. The site covers a total area of approximately 196 hectares. The majority of the site (151 hectares), comprising the runways and some isolated airfield buildings, lies within the Fareham Borough Council administrative area. The remainder of the site (44 hectares) lies within the Borough of Gosport.
- 7.59 The site has broadly four parts to it: the airfield, Hangars West, Hangars East and the Daedalus Waterfront. The first three areas are predominately within Fareham Borough whilst the Daedalus Waterfront and a small area at the southern end of Hangars East and the airfield are within Gosport Borough.
- 7.60 The Daedalus Waterfront area has a strong character and contains most of the built development on the site including a number of historic buildings, many of which are Listed including the prominent Wardroom and Westcliffe House located close to the seafront. Part of the Daedalus Waterfront area has been designated as a Conservation Area and its proximity to Lee-on-the-Solent seafront adds to the site's character with splendid views across the Solent. Between the historic area and the airfield are a number of large hangars and related buildings which are currently used by a range of employers on a short lease basis.
- 7.61 In 2006 the Maritime and Coastguard Agency (MCA) acquired the airfield and it has subsequently been transferred to the Homes and Communities Agency (HCA). The site continues to be operated as an airfield with priority given to coastguard operations. The site is also used for business and general aviation as well as gliding activities. A new high quality building for the MCA has been completed on the southern edge of the airfield. The South-East England Development Agency (SEEDA)⁷⁸ acquired 80 hectares of land surrounding the airfield for the purposes of employment-led regeneration which also has now been transferred to the HCA. Part of the site was retained by the Ministry of Defence to develop Married Quarters, of which a first phase was completed. The remaining part of this site was disposed of by the MoD in 2012 to the HCA
- 7.62 In August 2011 the Solent Local Enterprise Partnership (LEP) successfully bid for the Daedalus site to become an Enterprise Zone. The focus for the Solent Enterprise Zone at Daedalus, as it is known, is to be the advanced manufacturing cluster including aviation, aerospace and marine creating up to 3,700 additional jobs by 2026.
- 7.63 One of the key objectives of Enterprise Zones is to allow areas with real potential to create significant new business and employment opportunities to deliver benefits across a wider area. Key measures include lower tax levels and the potential for simplified planning measures such as a Local Development Order (LDO).
- 7.64 The Borough Council has produced a Supplementary Planning Document for the Daedalus site within Gosport Borough which was adopted in September 2011⁷⁹. It sets out the Council's vision, development strategy and an outline of key development considerations.

⁷⁸ SEEDA ceased to exist after April 2012.

⁷⁹ www.gosport.gov.uk/daedalus-spd

7.65 In March 2012 outline planning applications submitted by SEEDA were approved by Fareham and Gosport Borough Councils subject to the signing of a Section 106 agreement. In Gosport this included provisions for an employment-led mixed use site with almost 70,000 sq.m of employment floorspace, hotel, leisure and other commercial uses, and 200 dwellings. Further provision for significant employment floorspace was made in the Fareham part of the site.

7.66 The application did not include the former MoD Married Quarters site (phase 2). Subsequently planning permission has been granted in 2014 for 101 dwellings on approximately half of this part of the site with the remaining area being available for employment uses.

Co-ordinated delivery of an employment-led mixed site (Point 1 of LP5)

7.67 Gosport and Fareham Borough Councils have been working closely together to ensure a successful comprehensive redevelopment of the site including the '*Joint Planning Statement for Daedalus*' in April 2006, which sets out a series of aspirations for the site. It recognised that the two authorities would work together to ensure that the site is planned comprehensively.

7.68 The two Borough Councils have agreed a whole-site plan to ensure the comprehensive development of the site including requiring that there is sufficient infrastructure to serve the whole site which is reflected in Fareham's adopted Core Strategy and the proposals set out in Policy LP5 above. The two authorities have, and will continue to, work closely on cross-boundary planning applications that come forward. The Borough Council will also work closely with Hampshire County Council as the Highway Authority for on-site and off-site transport improvements.

7.69 More recently there has been close working relationships with PUSH and the Solent Local Enterprise Partnership (LEP) to successfully bid for Enterprise Zone status. This work is now continuing to deliver the Enterprise Zone objectives.

Proposed uses (Point 2 of Policy LP5)

7.70 It is considered important to create a vibrant place for business with a focus on generating new jobs. This employment-led mixed use site will need to be integrated with Lee-on-the-Solent and complement and support the regeneration of the existing local centre and seafront. Key uses are set out below.

Employment (Point 2a of Policy LP5)

7.71 The Solent LEP and the Government has clearly recognised the business opportunities at Daedalus through the designation of an Enterprise Zone. The LEP's Strategic Economic Plan recognises Daedalus as a priority site and it has also been identified by PUSH as a Strategic Employment Site⁸⁰ Consequently it is considered to have a significant role in delivering the total net additional employment floorspace required for the South Hampshire Strategy.

7.72 The site is considered to be integral to the regeneration of the Borough's economy. It will create new job opportunities with the potential to increase skill levels, including jobs for those living in more deprived communities in the

⁸⁰ Including it in its Business Plan 2008-2011.

Borough. It represents a significant opportunity to enhance existing clusters of businesses that can utilise the Borough's traditional strengths in marine, aviation, aerospace and advanced manufacturing sectors and this is reinforced by the priorities of the Enterprise Zone. There is also the potential to diversify the local economy and develop new sectors, for example environmental technologies. The site will provide a variety of modern business premises and there is the potential to accommodate start-up and move-on type premises for local businesses.

7.73 The latest estimates demonstrate that 75,000sq.m. (gross) floorspace could be accommodated⁸¹ in the Gosport Borough part of the site.⁸² There should be flexibility regarding the type of employment floorspace to be accommodated on the site but it is clear that the site should maximise the opportunities at Daedalus to create a dynamic and innovative employment area.

7.74 The site has a number of advantages that make it attractive to a variety of sectors including:

- Access to the airfield with the potential to attract businesses within the aviation and aerospace sectors including both advanced manufacturing and service businesses;
- The waterfront location with the potential to attract marine industries;
- Its seafront location on the Solent makes it an attractive location that can be an important choice for certain types of businesses;
- The large area of land available which provides flexibility for a variety of building types to be accommodated; and
- Proximity to the newly constructed Centre for Engineering, Manufacturing, Advanced Skills and Training (CEMAST).

7.75 In order to achieve the Council's ambitions for the site it is considered that a long-term management arrangement needs to be secured for the future of the airfield. This would continue to give priority for the MCA but would provide greater certainty to aviation businesses and their ability to use the runways.

Leisure and Recreation Uses (Points 2b and c of Policy LP5)

7.76 The frontage of the site presents significant opportunities to enhance and diversify the visitor attractions of Lee-on-the-Solent. The re-use of historic buildings such as the Wardroom offer opportunities for hotel/conferencing facilities. There are opportunities for food and drink establishments as well as the development of sport/leisure activities. Where possible existing attractions and functions should be accommodated within the site.

Community Uses (Point 2d of Policy LP5)

7.77 From the numerous consultations with the local community and stakeholders, it is clear that there appears to be demand for a variety of community uses on the site. Consideration will need to be given to those where there is significant demand and whether they could be accommodated through the re-use of existing buildings or whether there is the need for purpose-built facilities. Potential facilities could include education, health, child care, skills and training uses and buildings to be used by community groups.

⁸¹ 69,995sq.m as part of the approved planning application and an estimate of 5,000sq.m on the site formerly identified for Married Quarters. This represents approximately 50,700 sq.m net when taking into account existing, albeit underused, employment floorspace on the site.

⁸² A further 50,000 sq.m of employment floorspace within Fareham Borough has been granted planning permission.

- 7.78 It is considered that the site is not suitable for significant retail as this is more appropriately placed in main centres, primarily Gosport Town Centre, with facilities serving Lee residents to be located within the Lee-on-the-Solent District Centre. However a limited amount of retail such as a small convenience store to serve the site may be considered appropriate. The Council's latest evidence⁸³ is that a small convenience store of approximately 200 sq.m. net is likely to be acceptable in this location to serve the needs of new residential and employment communities, without significantly adversely affecting the vitality and viability of Lee-on-the-Solent District Centre.
- 7.79 Certain niche shopping may also be appropriate to serve specialist needs generated by site users. Proposals for retail and other town centre uses will need to accord with the National Planning Policy Framework and more detailed retail policies included in the Local Plan (LP29). In the light of the latest retail evidence, the Borough Council will require an impact assessment for any retail proposal of over 200 sq.m.

Residential (Point 2e of Policy LP5)

- 7.80 It is considered important to have an element of residential development which could increase activity on the site and assist with blending the site with neighbouring residential areas. Many buildings in the historic core of the site are appropriate for residential use. An element of residential development will ensure that a genuine mixed use development is created. It will be important to ensure that dwellings on the site include affordable housing and a mix of sizes and types to meet local requirements.
- 7.81 500 dwellings were originally allocated in the Gosport Borough Local Plan Review (2006) for the Daedalus site. 148 of these dwellings have already been built as MoD married quarters leaving 352 dwellings outstanding. It is considered that the provision of 350 additional dwellings is an appropriate level of housing on an employment-led site. A large proportion of this allocation is considered appropriate for the historic part of the site.
- 7.82 In exceptional circumstances it may be appropriate to include some flexibility and consider a limited higher residential figure in order to achieve the Council's key objective of maximising employment opportunities particularly within the advanced manufacturing, aviation, aerospace and marine sectors. Developers that propose to exceed the allocated residential figure will need to provide a clear rationale of why additional dwellings are required in relation to design and viability considerations. The Borough Council will require an 'open book' approach regarding the proposed quantum of residential units and a robust justification relating to the economic benefits of the scheme.

Development Considerations (point 3 of policy LP5)

Built heritage and design (Point 3a of Policy LP5)

- 7.83 It will be important to foster a distinctive identity for Daedalus based on its heritage, through the restoration of existing buildings and the creation of high quality new buildings which complement the Daedalus Conservation Area and historic buildings including a number of Listed Buildings namely: the Dining Room and Cookhouse; The Wardroom; Westcliffe House; and three Type J Seaplane Hangars and Winch Houses.
- 7.84 Significant work has been carried out regarding the important historic features of the Daedalus site including the Council's Daedalus Conservation Area

⁸³ Gosport Retail Capacity Study 2014 (GVA April 2014).

Appraisal as well as a number of other studies. The SPD includes detailed design principles to ensure the built heritage is conserved and/or enhanced.

Accessibility to, and within the site (Points 3b-f of Policy LP5)

- 7.85 It will be necessary to ensure that any development at Daedalus mitigates any adverse impact on the strategic road network (SRN) or the rest of the highway network. Consequently appropriate proposals will normally require a transport assessment (see policies LP21 and LP22) to demonstrate whether there are any impacts and how these will be mitigated.
- 7.86 The site will need to be easily accessible to make it attractive to new investment including securing developer funding for necessary off-site transport measures (see Policy LP21). A framework travel plan will be required, to the satisfaction of the highway authority, to promote a range of sustainable modes of travel and thereby reduce the number and length of sole occupancy car journeys to and from the site (see Policy LP22). The SPD for the site includes detailed information regarding the necessary improvements to the local road network, public transport infrastructure and services, and routes for pedestrians and cyclists.
- 7.87 The primary access point will be through a new road access from Broom Way (in Fareham Borough Council area) to form the fourth arm of a signal controlled junction with Cherque Way. A secondary access north of Ross House is also proposed. Heavy goods vehicles will be routed to the Broom Way access point and it will be necessary for the developer to produce an HGV Servicing Plan to the satisfaction of the highway authority outlining appropriate HGV routing and signage measures.
- 7.88 Where appropriate other former access points will be re-opened which will increase the connectivity of the site with neighbouring areas for buses, cars, cyclists and pedestrians.⁸⁴

Nature Conservation (Point 3g of Policy LP5)

- 7.89 The site is within 100 metres of the mudflats at Hill Head which form part of the Solent and Southampton Water Special Protection Area (SPA) and Ramsar site which are of international importance for wading birds.
- 7.90 It will be necessary to ensure that development does not have a detrimental impact on the features of the European sites either alone or in combination with other plans and projects. If there was such an impact the proposal would not be in accordance with the Council's planning policies and would be refused⁸⁵. Consequently it will be necessary to ensure proposals avoid and mitigate any impacts on internationally important habitats (or areas outside of the designated sites known to be of importance to the internationally important species).
- 7.91 The Habitats Regulation Assessment for the Local Plan⁸⁶ recognises that development at Daedalus has the potential to have a detrimental impact on the internationally important habitats. A number of measures should be considered as part of any development proposal including those highlighted in the HRA Report as well as those identified as part of the Solent Disturbance and Mitigation Project⁸⁷.

⁸⁴ Full details are set out in the Daedalus SPD.

⁸⁵ Unless it could be shown that the project was of overriding public interest and could secure any necessary compensatory measures in accordance with the Habitats Regulations 2010.

⁸⁶ <http://www.gosport.gov.uk/localplan2029-evidencestudies>

⁸⁷ http://www.solentforum.org/forum/sub_groups/Natural_Environment_Group/Disturbance_and_Mitigation_Project/

- 7.92 When considering the outline planning application for the site the two Borough Councils and Natural England have agreed in principle the creation of a significant informal recreational area within the north east corner of the Daedalus site (within Fareham Borough) to provide a suitable alternative natural greenspace (often referred to as a SANG). It is intended that this area will deflect recreational pressure particularly from dog walking away from the sensitive sites at Hill Head by attracting at least the equivalent number of households created by the Daedalus development who would otherwise have visited the Hill Head site. In addition the recreational improvements within the Alver Valley as part of the Country Park will become increasingly attractive to a larger number of dog walkers from the wider area.
- 7.93 In order to minimise recreation disturbance, access towards Hill Head will require careful management and recreational access towards the south and the east of the site should be promoted and maximised including the Lee-on-the-Solent Clifflands and beach, and the Alver Valley.
- 7.94 A project level HRA⁸⁸ will be required at the planning application stage for development outside the scope of the outline planning application (which has been agreed in principle by the two local planning authorities) and any potential LDO.
- 7.95 In addition several European and nationally protected species have been recorded within Daedalus, including badgers, bats and birds (barn owl and skylark). Consequently the necessary ecological surveys and assessments will be required to protect these species. Future developments should also recognise the ecological potential of the site, including retaining important features on the site such as mature trees. Measures to enhance biodiversity should be incorporated into detailed development design at the planning application stage including the planting of indigenous species. The use of sustainable drainage systems has the potential to enhance biodiversity on the site.⁸⁹

Flood risk and other environmental considerations (Point 3h of Policy LP5)

- 7.96 Whilst the risk from tidal flooding at the Daedalus site is minimal (the site is in Flood Zone 1) a flood risk assessment (FRA) will be required given the size of the site and scale of development in order to address issues such as surface run-off. Sustainable Drainage Systems (SuDS) may offer opportunities to reduce surface water run-off. The FRA would need to include a SuDS feasibility study to identify: any constraints of using SUDs (such as contamination issues); any particular SuDS techniques that could be utilised on-site; and any area of land that would be required. Other issues such as the consideration of contaminated land will need to be fully addressed through more detailed stages of the planning process.

Infrastructure requirements (Part 3i of Policy LP5)

- 7.97 The strategic infrastructure requirements to serve the site such as transport (highway, public transport and cycle/pedestrian routes) and utilities will need to be considered on a whole-site basis in both Gosport and Fareham. Further details of the infrastructure requirements are set out in the Council's Daedalus SPD with the latest update included in the Council's Infrastructure Delivery Plan. Requirements will be considered in relation to the type of development and the respective development plan policy. Key requirements include:

⁸⁸ Often referred to as an 'appropriate assessment'.

⁸⁹ Further details are identified in the Daedalus SPD.

- Primary and secondary access points and associated internal road infrastructure;
- Off-site road improvements;
- Cycle network improvements;
- Provision of adequate utility infrastructure including: measures to protect existing sewerage infrastructure (see Policy LP39) and improve the local foul sewer capacity; and provide the necessary on-site provision and connections for water supply, telecommunications including high-speed broadband, electricity and gas supplies;
- Public realm and open space; and
- Green infrastructure and other requirements as appropriate for the type of development proposed.

7.98 Government funding has been secured through the Solent Local Enterprise Partnership to assist in the development of the necessary utility infrastructure to replace the old MoD networks. Regional Growth Funding (RGF) has also been secured to improve the airfield and associated infrastructure as well as grants for businesses which plan to locate to the site or are already there.

Further information:

Transport for South Hampshire and Isle of Wight Evidence Base – Gosport Borough Local Plan (201-2029) (Systra March 2014);

Daedalus Conservation Area Appraisal (GBC 2007);

Daedalus Supplementary Planning Document (GBC 2011);

Employment Land Review (GBC 2012);

Gosport Borough Council Infrastructure Assessment Report (GBC 2014);

Gosport Retail Capacity Study 2014 (GVA Grimley April 2014);

Solent Waterfront Strategy (SEEDA 2008);

Strategic Flood Risk Assessment (GBC 2014); and

Strategic Housing Land Availability Assessment (GBC 2014).

REGENERATION AREA 3: HASLAR PENINSULA

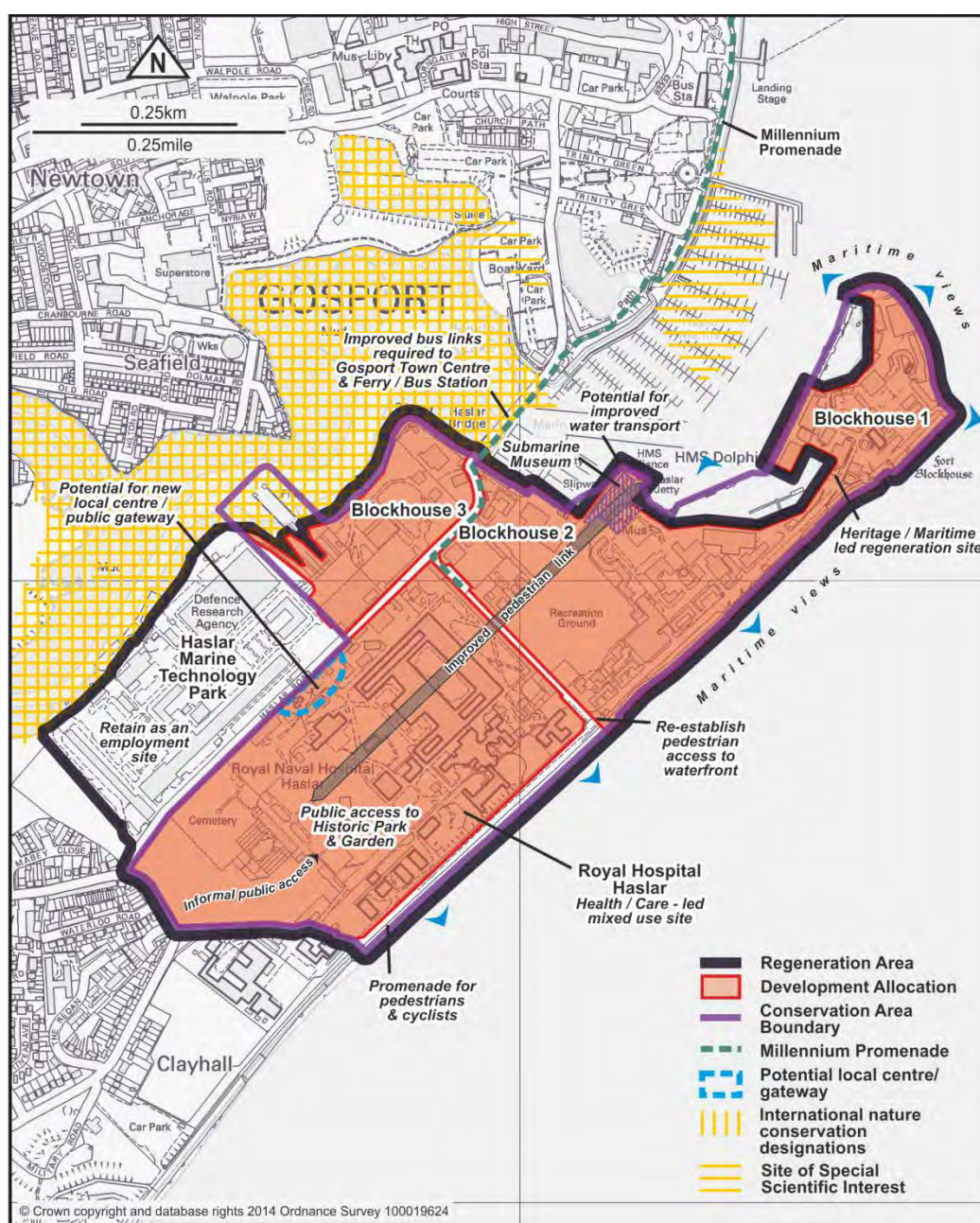
INTRODUCTION

7.99 The Haslar Peninsula, is a significant area of change and consists of three large sites:

- Royal Hospital Haslar;
- Blockhouse/Haslar Gunboat Yard; and
- The Haslar Marine Technology Park including QinetiQ.

7.100 Policy LP6 below sets out general principles for all parts of the Haslar Peninsula as well as specific considerations for each of the sites.

Plan 6: Haslar Peninsula Regeneration Area



POLICY LP6: HASLAR PENINSULA

General principles

- 1. Planning permission will be granted for development provided that:**
 - a) the distinctive built heritage and setting of the Haslar Peninsula is conserved and enhanced, and opportunities are taken to interpret the historic significance of Royal Hospital Haslar and Blockhouse/Haslar Gunboat Yard;**
 - b) it accords with the principles set out in Policy LP45 on flood risk including the need to undertake a Flood Risk Assessment with the appropriate flood defences and mitigation measures;**
 - c) measures to avoid and mitigate any adverse impacts on internationally important habitats are taken. Proposals should protect and enhance biodiversity on-site and within the vicinity including protected species and important habitats;**
 - d) opportunities to improve public transport services and cycling/pedestrian access to and from the site are taken as appropriate;**
 - e) any additional traffic generated by the development should be within the capacity of the existing road network and should not compromise the safety of existing roads; and**
 - f) contamination issues are addressed.**

Royal Hospital Haslar

- 2. Planning permission will be granted to provide a number of uses at the Royal Hospital Haslar site (as shown on the Policies Map) as set out below:**
 - a) medical, health and care facilities including residential care will be the prime uses on this site including the re-use of existing facilities and buildings;**
 - b) other employment uses will be encouraged including the re-use of buildings for small offices and workshops;**
 - c) there may be opportunity for the development of a range of small scale retail facilities and services to serve the site and the local community;**
 - d) appropriate leisure and tourism uses;**
 - e) up to 300 dwellings (Use Class C3) will be considered if it can be demonstrated that it is necessary for facilitating the other medical, health and care uses on this site and that it is appropriate to the character and setting of the Hospital site.**
- 3. In addition to the general principles (set out in Point 1), planning permission will be granted provided:**
 - a) The Listed Buildings and the Historic Park and Garden are conserved and where appropriate enhanced;**
 - b) that public access to the Historic Park and Garden and the Solent frontage is secured; and**
 - c) the development is served by sufficient levels of infrastructure including:**
 - i) a connection to the sewerage system at an appropriate point of adequate capacity;**
 - ii) requirements outlined by other policies in the Local Plan.**

Blockhouse

4. Planning permission will be granted to provide a number of uses at the Blockhouse/Haslar Gunboat Yard site (as shown on the Policies Map) as set out below:
- a) employment and training uses including marine and associated sectors;
 - b) leisure and tourism uses that best utilise the heritage and coastal setting;
 - c) residential uses will be considered:
 - i) to allow for the successful re-use of historic buildings where other uses would not be appropriate or viable; or
 - ii) if it can be demonstrated that an element of residential development is required to enable the development of other uses on the site in terms of securing a viable scheme.
5. In addition to the general principles (set out in Point 1), planning permission will be granted provided:
- a) the Submarine Museum is retained as an important focus for the area;
 - b) public access along the waterfront is secured where appropriate;
 - c) the existing sports field on the site is retained; and
 - d) the development is served by sufficient levels of infrastructure as required by other policies in the Local Plan.

Haslar Marine Technology Park

6. Planning permission within the Haslar Marine Technology Park (as defined on the Policies Map) will be granted for employment uses (B uses) with high-tech employment uses given priority.

EXPLANATION OF POLICY LP6: GENERAL PRINCIPLES (Point 1 of policy LP6)

Preserving and enhancing the Peninsula's heritage and setting (Point 1a of Policy LP6)

- 7.101 The Haslar Peninsula contains significant built heritage in an attractive coastal setting adjacent the Solent and at the mouth of Portsmouth Harbour. Most of the Peninsula is within the Haslar Peninsula Conservation Area and the Council's Conservation Area Appraisal sets out the historic development of the Peninsula and its heritage value.⁹⁰
- 7.102 The protection and enhancement of the historic buildings, and the park and grounds are a key priority and consequently it is important that the buildings are re-used appropriately at an early stage to prevent them falling into disrepair. Further investigations will need to be conducted in order to understand the archaeology and historical development of the site including a landscape assessment. It will be necessary to include some form of interpretation of the history of the Haslar sites.

⁹⁰ See the Haslar Peninsula Conservation Area Appraisal (GBC March 2007).
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/conservation-areas/area-appraisals/>

Safeguarding against Flood Risk (Point 1b of Policy LP6)

- 7.103 Early discussions with the Environment Agency and the Eastern Solent Coastal Partnership will be necessary. Flood risk will be a major consideration for development proposals on the Peninsula particularly in relation to Blockhouse/Haslar Gunboat Yard which is mainly within Flood Zone 3. Significant flood defence infrastructure is likely to be required on the Peninsula with the precise nature and scale still to be determined. This would include improvements to sea walls on the Solent frontage of Royal Hospital Haslar and Blockhouse. The emerging River Hamble to Portchester Castle Flood and Erosion Study⁹¹ will provide further details.
- 7.104 Most of the Royal Hospital Haslar site is within Flood Zone 1 but is surrounded by higher risk areas. There is one small area in the south west corner (which will be retained as open space) within Flood Zone 2. The areas proposed for re-use and potential redevelopment meet the sequential test as they are within Flood Zone 1 and consequently the exception test is not required. An assessment of sea-level rise over the next century indicates that areas of proposed development (i.e. not the area to be retained as historic park and garden) would still be within Flood Zone 1. Therefore the risk of tidal (as well as fluvial flooding) is considered to be low.
- 7.105 The Flood Risk Assessment (FRA) for the site will need to address a number of issues including:
- the potential of overtopping of the Solent sea wall flood defences (particularly for the eastern edge of the site) over the next century;
 - a flood response plan; and
 - the capacity of the existing sewer network which drains surface water run-off and whether it is satisfactory to meet the needs of the new development and changing climatic conditions. The use of sustainable drainage systems may have a role to help reduce any impact and measures for their long-term management will need to be considered.
- 7.106 The flood risk issues at Blockhouse/Haslar Gunboat Yard will be a determining factor on the location, type and scale of uses within the site as significant parts of Blockhouse/Haslar Gunboat Yard are within Flood Zones 2 and 3. Consequently the Flood Risk Assessment will need to consider whether it is appropriate to locate vulnerable uses (as defined by the NPPF) on certain parts of the site. Issues that need to be addressed by a Flood Risk Assessment include:
- the condition of the existing Solent seawall defences and the risks of defence failure;
 - whether the sea defences are adequate to deal with future climatic condition and what improvements would be required;
 - the potential of overtopping of sea defences;
 - a flood response plan; and
 - the capacity of the site to deal with surface water and whether sustainable drainage systems can assist.
- 7.107 As the Royal Hospital Haslar site and parts of Blockhouse site within Flood Zone 1 could potentially be surrounded by tidal floodwater in an extreme flood event it will be necessary for the FRA to include a flood response plan. This will need to be developed in conjunction with the Borough Council to ensure that it could be an appropriate and effective method for managing risk. The

⁹¹ The River Hamble to Portchester Coastal Flood and Erosion Risk Management Strategy is being prepared by the East Solent Coastal Partnership.

response plan will need to consider flood notification and evacuation arrangements including maintaining safe access and egress routes. Alternative on-site arrangements (whilst not the preferred method) may also need to be considered to provide a robust flood response to ensure the continuing safety of people on the site during a flood event, particularly as there are likely to be vulnerable people on-site given the proposed care and health-related uses.

Protection of Nature Conservation Interests (Point 1c of Policy LP6)

- 7.108 The Haslar Peninsula is adjacent internationally important habitats (Portsmouth Harbour SPA and Ramsar Site). Consequently it will be necessary to assess proposals for the sites in terms of their potential impact on the important habitats in combination with other proposals.
- 7.109 The Habitats Regulation Assessment for the Local Plan⁹² recognises that development on the Haslar Peninsula has the potential to have a detrimental impact on the internationally important habitats. Consequently it will be necessary to ensure proposals avoid and mitigate any adverse impacts on internationally important habitats (or areas outside of the designated sites known to be of importance to the internationally important species). A number of measures should be considered including those highlighted in the HRA Report as well as those identified as part of the Solent Disturbance and Mitigation Project⁹³.
- 7.110 A project level HRA⁹⁴ is likely to be required at the planning application stage depending on the location and the nature of the proposal on the Haslar Peninsula. It will be necessary to ensure that development does not have a detrimental impact on the features of the European sites either alone or in combination with other plans and projects. If there was such an impact the proposal would not be in accordance with the Council's planning policies and would be refused⁹⁵.
- 7.111 Particular consideration will need to be given to the potential impact that development could have on Haslar Lake. There will need to be careful management to prevent access onto the intertidal area, with sufficient screening to ensure dog walkers and cyclists do not disturb birds within the SPA/Ramsar. The policy also requires that sections of the Solent frontage are opened up to public access. While there are no SPA/Ramsar designations along this stretch, the southern seawall is a potentially important wader roost. Proposals to open up the route will require additional bird surveys and careful planning and design.
- 7.112 Part of the Royal Hospital Haslar site has been identified as a Site of Importance for Nature Conservation (SINC) due to the presence of important plant life. There is also evidence of badgers, roosting bats, reptiles and nesting birds on-site. Consequently it will be necessary to undertake all the relevant on-site ecological assessments. The site also contains a number of mature trees which are worthy of protection and any works would require the Borough Council to be notified since they are within a Conservation Area. Any proposal will need to include details of the on-going management of the site to protect and enhance the site's biodiversity particularly in relation to habitats and

⁹² www.gosport.gov.uk/localplan2029-evidencestudies

⁹³ http://www.solentforum.org/forum/sub_groups/Natural_Environment_Group/Disturbance_and_Mitigation_Project/

⁹⁴ Often referred to as 'an appropriate assessment.'

⁹⁵ Unless it could be shown that the project was of overriding public interest and could secure any necessary compensatory measures in accordance with the Habitats Regulations 2010.

species included on the UK List of Priority Species and Habitats and within local Biodiversity Action Plans. In addition it will also be necessary to consider the impacts of development on other known or potential nature conservation interests in the vicinity. An Ecological Management Plan should be prepared and European Protected Species Mitigation licences will need to be sought from the statutory licencing authority where appropriate.

Accessibility: (Points 1d-e of Policy LP6)

- 7.113 The Haslar Peninsula is connected to Gosport Town Centre by Haslar Road which passes over Haslar Creek on a 200m long single lane bridge. It is signal controlled to allow traffic travelling in each direction to use the bridge alternately.

- 7.114 The Haslar Peninsula Regeneration Area is also served from the south-west by Clayhall Road, a residential distributor road; and by Fort Road, which provides direct access to Stokes Bay, which in part is a narrow winding lane. Neither road is of suitable character to carry significant volumes of additional traffic.

- 7.115 In view of the limitations of the existing access roads and the finite capacity of the bridge Hampshire County Council as the Highway Authority consider that proposed development on the Haslar Peninsula should not result in significantly more traffic than that arising when the proposed sites were fully occupied by the MoD. The scale of development on the Haslar Peninsula will therefore need to be kept within the capacity of the current bridge and highway network.

- 7.116 It will be necessary to ensure that any development on the Haslar Peninsula mitigates any adverse impact on the strategic road network (SRN) or the rest of the highway network. Consequently appropriate proposals will normally require a transport assessment (see policies LP21 and LP22) to demonstrate whether there are any impacts and how these will be mitigated.

- 7.117 To improve accessibility, proposals will need to include a range of measures to accommodate and encourage non-car trips and consequently Travel Plans will be required. By working with the Highway Authority and transport providers opportunities should be sought and implemented to improve public transport and cycling to the Haslar Peninsula. Key transport proposals which will improve accessibility to this Regeneration Area are set out in Policy LP21 and accompanying text.

- 7.118 There may be opportunities for dedicated mini-bus services to serve proposed care, health or residential institutional and educational uses. Consideration shall also be given to water based transport from Blockhouse.

Contamination (Point 1f of Policy LP6)

- 7.119 Due to the long-term military and medical uses of the sites it will be necessary to ensure that any contamination issues are satisfactorily mitigated in accordance with Policy LP47. It will also be necessary to ensure that any land disturbance does not create a pathway which could have an impact on coastal waters including the adjacent internationally important habitats.

ROYAL HOSPITAL HASLAR (Points 2 and 3 of Policy LP6)

Background

- 7.120 The Royal Hospital Haslar closed as a military hospital in 2007 and the NHS ceased operating from the site in July 2009. The MoD held an Enquiry by Design workshop⁹⁶ to identify uses on the site which has helped inform the Local Plan. Subsequently the site has now been sold to private developers. A planning application for a mixed use development was submitted in 2013.
- 7.121 The site which overlooks the Solent is approximately 23 hectares and has been designated as a Grade II Registered Park on Historic England's Register of Parks & Gardens of Special Historic Interest. The site includes a number of Listed Buildings and other important historic buildings. Construction begun in 1745 and was the first purpose-built naval hospital for the sick and wounded in England. The site also includes significant areas used for burial. The key characteristic of the Hospital site is the formality of the layout and the form of the buildings and grounds with the subservient scale of buildings to the main hospital. More details can be found in the Conservation Area Appraisal⁹⁷.

Site Uses (Point 2 of Policy LP6)

- 7.122 It is envisaged that that the facilities of the site will largely be used for medical, health and care purposes. Due to the large amount of floorspace at Royal Hospital Haslar there will be a range of other uses that could be accommodated on the site which are compatible with these health-related uses. It will also be important to create as many jobs as possible to replace the employees recently working on the site and help address the current residential/employment imbalance in the Borough. Key proposed uses are outlined below.

Medical Health and Care Facilities (Point 2a of Policy LP6)

- 7.123 The site is suitable for a range of medical and health uses including public medical and health facilities, private healthcare and specialist practices. The site could also include preventative treatment and facilities such as a health club/spa uses and a gym.
- 7.124 The site is suited to care facilities including opportunities for a veterans care facility with all the relevant associated facilities and/or a Continuing Care Retirement Community (CCRC) as well as extra-care facilities. The site has the potential to play an important role in meeting the demands of an increasingly ageing population.

Employment Uses (Point 2b of Policy LP6)

- 7.125 There are also opportunities for other types of employment including office and workshop type uses, (particularly in the north-west part of the site) including those linked to medical uses, but also those linked with other important business clusters in the Borough as well as knowledge based industries. It is estimated the site could accommodate approximately 4,000 sq.m of employment floorspace (B1 uses).

⁹⁶ Royal Naval Hospital Haslar EbD [Enquiry by Design] Workshop Report (The Prince's Regeneration Trust, January 2009).

⁹⁷ www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/conservation-areas/area-appraisals/

Retail/Community Uses and Leisure/Cultural Facilities (Points 2c and d of Policy LP6)

- 7.126 It is considered that buildings close to the existing main entrance of the site could include community facilities and a convenience store to serve the site and the immediate local community. This would represent a new public gateway to the site.
- 7.127 It is anticipated that a limited retail need will arise as part of any development to meet the requirements of new residents. The floorspace of such provision should be restricted and serve the immediate residential/employment catchment for everyday and small-scale shopping needs, as suggested by the Borough Council's latest evidence⁹⁸. Small scale in this instance is considered to be approximately 300 sq m (net) of convenience floorspace. Depending on the nature of the rest of the development a small amount of specialist shops/services may also be appropriate on the site for example relating to health uses. Similarly food and drink uses are likely to be appropriate to serve the uses of the site including visitors to the Historic Park and promenade.
- 7.128 Any retail proposals will need to accord with the policy tests set out in the National Planning Policy Framework and more detailed policy elements contained elsewhere in the Local Plan (LP29).
- 7.129 The site is considered suitable for hotel/conferencing uses which can utilise the assets of the site (historic grounds and buildings and the Solent views), and has potential synergies with the health and care facilities on the site. A hotel will bring visitors to the site and the town as a whole making for a more viable development. It is considered that the site is sufficiently close to the town centre and bus/ferry interchange to be accessible by modes other than the private car. If further hotel facilities were proposed then it would be necessary for the proposal to accord with the relevant tests (sequential and impact) as outlined in the NPPF.

Residential (Points 2e of Policy LP6)

- 7.130 In order to ensure a health/care-led scheme is viable, open market housing is likely to be required. Residential use may also represent the best use of particular historic buildings. It is considered that around 300 dwellings (Use Class C3) could be accommodated on the site. The enabling role of any dwellings will need to be clearly demonstrated by a developer.
- 7.131 It will be necessary to ensure that associated parking and bin/cycle storage do not detract from the character, setting and appearance of the Listed Buildings and the Historic Park.

Development Considerations (Point 3 of Policy LP6)

- 7.132 In addition to the considerations set out in Part 1 it will be necessary to consider additional site specific issues relating to the Royal Hospital Haslar site.

Protection and enhancement of heritage assets (Point 3a of Policy LP6)

- 7.133 It will be necessary to ensure that the nationally important buildings and grounds will be protected and where appropriate opportunities are taken to enhance the assets. Due to the presence of the historic park and garden there is limited scope for new buildings within the site but where opportunities do exist planning applications should be accompanied with the relevant

⁹⁸ Gosport Retail Capacity Study 2014 (GBC 2014).

supporting material demonstrating how the proposal respects the historic features and setting of the Hospital site.

- 7.134 It is acknowledged that the site does contain some later twentieth century buildings which have had no regard to the historic setting and in such cases demolition may be appropriate. If the 'cross-link' building is removed it will be necessary to restore this part of the site as open space in character with the rest of the site. The site also includes significant burial areas which need to be protected.

Public enjoyment of the Historic Park and Solent Frontage (Point 3b of Policy LP6)

- 7.135 An important objective for the redevelopment of the site is to encourage public use of the historic grounds. The Borough Council will also require that public access to the Solent frontage is secured with links to the historic park.

Infrastructure Requirements (Point 3c of Policy LP6)

- 7.136 Detail is contained in the Council's latest Infrastructure Assessment Report⁹⁹ and Delivery Plan¹⁰⁰. Key requirements include:
- Provision of on-site care and health facilities;
 - Travel plan measures to reduce car travel on the Haslar Peninsula;
 - Provision of community facilities to serve the needs of the site;
 - Suitable flood evacuation measures;
 - Provision of adequate utility infrastructure including measures to improve the local foul sewer capacity as well as the necessary on-site provision and connections for water supply, telecommunications, electricity and gas supplies;
 - Public space, green infrastructure and public access to the Solent frontage;
 - Recreational open space; and
 - Other requirements as appropriate for the type of development proposed.
- 7.137 Southern Water has identified that there is insufficient capacity in the local sewerage system to meet the anticipated demand from the development proposed at Royal Hospital Haslar. New and/or improved local sewerage infrastructure will therefore be required to serve the development, or separation of surface water which currently drains to a combined system. In addition it is also necessary to protect existing on-site infrastructure including underground sewers and water mains present on the site. This infrastructure must be allowed to continue to fulfil its function and must not be damaged or built over (see Policy LP39).

BLOCKHOUSE (Points 4 and 5 of policy LP6)

Background

- 7.138 The MoD has notified the Borough Council that it may release the Blockhouse sites although timescales and details are not known at this stage. Whilst the site has been identified as a mixed use allocation on the Policies Map due to the limited details available at this stage no quantum of development has been set out and consequently the site does not currently contribute to the housing and employment figures set out in Policy LP3. However it is important to recognise the potential of this site for delivering regeneration benefits and its linkages with the Royal Hospital Haslar site.

⁹⁹ www.gosport.gov.uk/localplan2029

¹⁰⁰ www.gosport.gov.uk/localplan2029

- 7.139 The site is adjacent to the mouth of Portsmouth Harbour and has a frontage with the Solent and Haslar Lake. A blockhouse or fortified tower is known to have been located on this spit of land from 1417 and the site has been developed considerably since then. It contains significant historic buildings including two scheduled ancient monuments (Fort Blockhouse and Haslar Gunboat Yard¹⁰¹) and the Submarine Escape Training Tank (SETT) which is a Grade II Listed Building.
- 7.140 The site occupies four land parcels known as Blockhouse 1, 2 and 3 and the Haslar Gunboat Yard.
- Blockhouse 1 (former HMS Dolphin) includes the Submarine Escape Training Tank and 33 Field Hospital as well as MoD administration, training, living accommodation and sports and welfare facilities.
 - Blockhouse 2 includes the RN Submarine Museum and the Joint Services Adventurous Sailing Training Centre (JSASTC). The Museum is a popular visitor attraction that will be retained on the site.
 - Blockhouse 3 (former HMS Hornet) is separated from Blockhouse 1 and 2 by Haslar Road and is used jointly by the JSASTC and the Hornet Sailing Club primarily as a boatyard. HSSC signed a new 25 year lease (2040) with the MOD in 2015 for the full use of Blockhouse 3 with an option to renew for a further 25 years (2065).
 - Haslar Gunboat Yard includes the underused historic gunboat sheds and yard
- 7.141 The intensity of use on the whole site is considerably lower than when the site was used as a submarine base. It currently employs almost 400 people, whilst in 1986 it employed just under 2,500 people¹⁰².

Site Uses (Point 4 of policy LP6)

- 7.142 The Blockhouse and Haslar Gunboat Yard area provides a significant opportunity to create a new heritage/leisure quarter focusing on the strengths of its Harbour-mouth location, historic buildings and the Royal Naval Submarine Museum. As with other sites it will be important to replace existing employment on the site. Key proposed uses are set out below.

Employment, training, tourism and leisure uses (Points 4a, b and c)

- 7.143 The site has a number of features which are potentially attractive to the marine, marina and associated sectors including: deep and sheltered water close to the Solent; a cluster of marina and other technology businesses close by (such as the Haslar Technology Park); as well as on-site assets which may be suitable for re-use (such as the diving tank). The site also has the potential to expand its training and skills potential particularly as the JSASTC is likely to be retained on the site. The marina itself will offer enhanced visitor opportunities and potential for linked employment uses.
- 7.144 Given its strong heritage features including the existing Submarine Museum, the site will be an attractive location for residents and visitors to spend time and consequently has the potential for a number of tourism/leisure uses including hotel/conferencing facilities, arts/craft studios, food and drink establishments and heritage interpretation attractions. It will be important to ensure that the uses on the site bring genuine regeneration benefits enhancing the local economy.

¹⁰¹ Identified on the local authority historic buildings at risk register.

¹⁰² University of Portsmouth 2008 - The Impact of the Defence Sector on the Economy of Gosport.

- 7.145 Other employment opportunities will need to be considered including small scale offices and workshops.

Residential (Point 4d of Policy LP6)

- 7.146 It is acknowledged that housing will assist bringing forward the employment objectives for this site. A developer will need to demonstrate that the proposed level of residential development is required to: help facilitate the delivery of employment generation on the site; protect heritage assets; or represents the most appropriate re-use of an existing building. Consideration will need to be given to the risk of flooding on parts of the site and appropriate evacuation measures when necessary (see Point 1c).
- 7.147 It is recognised that a number of blocks used by service personnel on the site could be converted to some form of accommodation either institutional types (Class C2) or private residential (C3).

Development Considerations (Point 5 of policy LP6)

- 7.148 It will be important to conserve and enhance the character and appearance of the site's built heritage and bring forward proposals in order to ensure that the site does not become derelict and under-used. Proposals will need to consider the historic and functional links with the Hospital site including the continuity of the route from the Harbour, through Blockhouse to the Hospital site as well opening the route from Haslar Road to the seawall. Proposals for Blockhouse should have regard to the historic context and the potential use of the Gunboat yard and sheds (a scheduled ancient monument).
- 7.149 In addition to the considerations set out in Point 1 relating to heritage, flood risk, nature conservation and accessibility it will be necessary to consider other specific issues outlined below.

Retention of the Submarine Museum (Point 5a of Policy LP6)

- 7.150 The Submarine Museum is a major visitor attraction and will need to be retained as part of any future proposals for Blockhouse. It offers significant opportunities to be a major focus and attraction for the whole site and consequently proposals should be designed to enhance the Museum's prominence on the site.

Public access to the waterfront (Point 5b of Policy LP6)

- 7.151 It is important that as parts of Blockhouse/Haslar Gunboat Yard are developed opportunities are taken to improve public access to the site and along the waterfront. It will be necessary to ensure proposals do not harm important nature conservation interests such as over-wintering birds on important habitats adjacent Blockhouse/Haslar Gunboat Yard.

Retention of the sports field (Point 5c of Policy LP6)

- 7.152 The sports field on the site should be retained to be used as open space which is most suited to the development.

Infrastructure Requirements (Point 5d of Policy LP6)

- 7.153 Detail is contained in the Council's latest Infrastructure Assessment Report¹⁰³ and Delivery Plan¹⁰⁴. Key requirements include:

- Flood defences and other flood risk measures;
- Measures to reduce car travel on the Haslar Peninsula;

¹⁰³ www.gosport.gov.uk/localplan2029

¹⁰⁴ www.gosport.gov.uk/localplan2029

- Provision of adequate utility infrastructure including measures to improve the local foul sewer capacity as well as the necessary on-site provision and connections for water supply, telecommunications, electricity and gas supplies;
- On-site public space and green infrastructure;
- Community and education facilities where appropriate; and
- Other requirements as appropriate for the type of development proposed.

HASLAR MARINE TECHNOLOGY PARK (Point 6 of policy LP6)

- 7.154 This site includes a cluster of high-technology, research and development, and specialist engineering marine businesses. The Borough Council requires that this site be retained for employment purposes with the focus remaining on its current strengths. There may be scope to provide linkages and synergies with Blockhouse and the Royal Hospital Haslar site. The site has been allocated on the Policies Map as an 'Existing Employment site' and will be protected as such.
- 7.155 Key development considerations are set below and it will be necessary for proposals to accord with the relevant policies of the Plan. Proposals will need to conserve and enhance the site's historic assets. The eastern part of the site is within the Haslar Conservation Area and the site includes the No2.Cavitation Tunnel which is a Grade II Listed Building and two ship testing tanks which are locally listed buildings. The site is adjacent to internationally important habitats and consequently the relevant considerations (as set out in Policy LP42) apply. If they arise opportunities should be taken to improve public access along the waterfront subject to operational and environmental considerations outline above.

Further information:

Transport for South Hampshire and Isle of Wight Evidence Base – Gosport Borough Local Plan (201-2029) (Systra March 2014);

Employment Land Review (GBC 2012);

Gosport Retail Capacity Study 2014 (GVA 2014);

Haslar Peninsula Conservation Area Appraisal (GBC 2007);

Infrastructure Assessment Report (GBC 2014);

Royal Naval Hospital Haslar: EbD [Enquiry By Design] Workshop Report (The Princes Regeneration Trust January 2009);

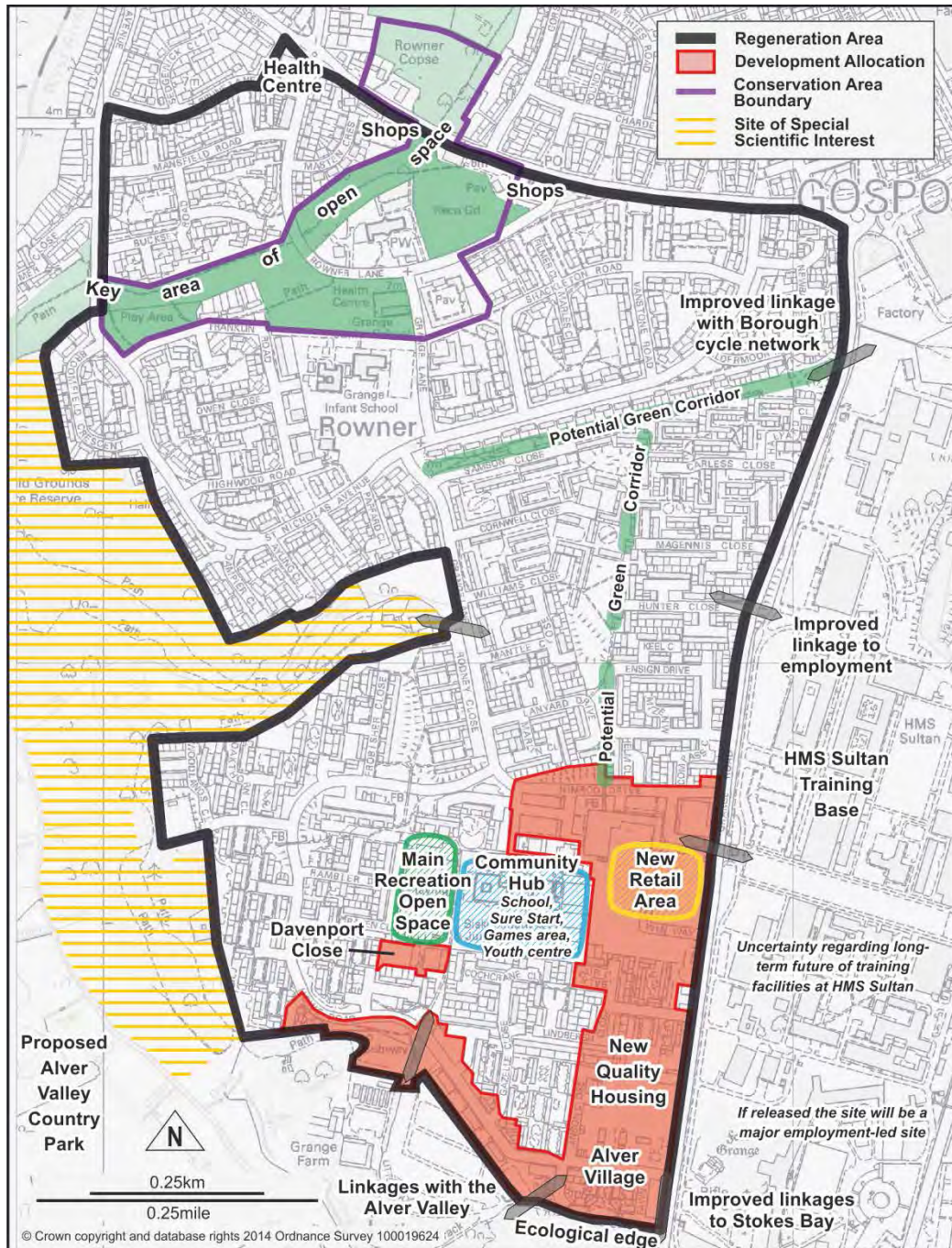
Strategic Flood Risk Assessment (PUSH/Atkins);

Strategic Flood Risk Assessment (GBC 2014); and

Strategic Housing Land Availability Assessment (GBC 2014).

REGENERATION AREA 4: Rowner Regeneration Area

Plan 7: Rowner Regeneration Area



POLICY LP7: ROWNER

1. The redevelopment of the Rowner Regeneration Area will create a range of high quality new homes served by a good range of quality and accessible community facilities including education, health and recreational facilities.
2. The Alver Village Site will include:
 - a) up to 700 dwellings with approximately 200 net additional dwellings (as defined on the Policies Map); and
 - b) 2,250 sq.m. (net) of total retail floorspace with an enhanced local centre with improved facilities (as defined on the Policies Map).
3. The Davenport Close site will include approximately 20 dwellings.
4. Planning permission will be granted for the refurbishment and redevelopment of other parts of the Rowner Regeneration area provided that:
 - a) it enhances the quality of the local environment;
 - b) proposals mitigate any impacts on the Strategic Road Network or other parts of the highway network;
 - c) strong pedestrian and cycling linkages are created with surrounding areas;
 - d) opportunities are taken as appropriate to improve public transport as well as other measures to reduce car usage;
 - e) sufficient quality open space is provided on-site and opportunities are taken to improve access to the Alver Valley Country Park;
 - f) it accords with the principles set out in the National Planning Policy Framework (or other latest Government guidance) relating to flooding including the requirements for a Flood Risk Assessment which set out the appropriate flood defence and mitigation measures;
 - g) it protects, and where possible enhances, biodiversity on-site and within the vicinity, with the appropriate mitigation measures taken where necessary;
 - h) it will be served by sufficient levels of infrastructure as required by other policies in the Local Plan.

EXPLANATION OF POLICY LP7

Background

- 7.156 Rowner is an established residential estate built in the 1960s for the MoD. The site is located between the Alver Valley to the west and south, HMS Sultan to the east and other residential areas to the north. The Rowner Regeneration Area is adjacent to significant areas of change as the Alver Valley is currently being created as a Country Park for the Borough and the HMS Sultan site has an uncertain future as a MoD training facility after 2020.
- 7.157 Part of the Rowner housing area was sold by the MoD in the 1980s and has since been sold on to a variety of private owners or housing associations. Due to a lack of maintenance by private owners the estate developed significant economic, social and environmental problems. The Rowner Estate was within the top 20% most deprived areas in England¹⁰⁵. The site is within

¹⁰⁵ Indices of Multiple Deprivation 2010.

Grange Ward which has a very youthful population with 41% aged under 18 years (one of the highest in England) and significant child poverty issues.

- 7.158 Some parts of the estate had been redeveloped with a mix of modern dwellings including a number of housing association homes. New facilities have also been developed including a community centre, Sure Start facility and youth centre. These are clustered close to the primary school.
- 7.159 However significant areas remained which were in poor condition including 'The Precinct' which comprised of mainly high rise units with a central block of up to nine storeys and a neglected neighbourhood centre. Not only were the buildings in a poor state of repair but the area also suffered from community safety problems and consequently the regeneration of this area was a priority for both the Borough and County Councils.

Regenerating Rowner (Point 1 of policy LP7)

- 7.160 In order to address these issues the Rowner Renewal Consortium¹⁰⁶ was formed to deal with part of the Regeneration Area around 'The Precinct' which has been identified as a housing and retail allocation on the Policies Map. This area is now referred to by the developers as Alver Village which will include a mix of quality housing and a new neighbourhood centre within a pleasant environment.
- 7.161 The Rowner Regeneration Area itself includes a wider area to allow the opportunity for additional residential led mixed-use projects to be brought forward in the future. It is considered that the Alver Village project will act as a catalyst for the continuing regeneration of the whole Rowner area. The area has a number of assets which can help provide a focus for regeneration including the proximity of the Alver Valley, the historic core around Rowner Church, attractive open space with mature trees, and a cluster of services including a local centre, school, medical and other community facilities.

Alver Village: Proposed Uses and Delivery (Point 2 of policy LP7)

- 7.162 The Alver Village is now being delivered through the implementation of the approved planning permissions for the site which includes the required levels of infrastructure. The outline planning permission sets out a phasing programme which seeks completion by 2017/18.
- 7.163 The final proposal includes up to 700 new residential units (a net gain of 200 dwellings). The scheme also includes a new superstore with smaller units for retail, food and drink and other services appropriate for a local centre which have now been built. The new centre will be integrated with existing community facilities including Siskin School, the Sure Start Facility, youth centre and multi-use games area.

Davenport Close (Point 3 of policy LP7)

- 7.164 The site is located in close proximity to the much larger Alver Village project. It is currently a disused swimming pool which has fallen into disrepair and significantly detracts from the local vicinity. These leisure facilities have now in effect been replaced with the development of the Gosport Leisure Park as well as outdoor recreational improvements in the adjacent Alver Valley. The

¹⁰⁶ This Consortium was launched in 2007 and is a partnership between Gosport Borough Council, Hampshire County Council, the Homes and Communities Agency, First Wessex Housing Association and Taylor Wimpey. As a result of significant consultation, the Consortium prepared the Rowner Renewal Project.

site is considered suitable for residential use and planning permission has been granted for 23 dwellings.

Development considerations for the redevelopment of other areas of the Regeneration Area (Point 4 of policy LP7)

Housing and layout quality (Point 4a of policy LP7)

- 7.165 Many of the problems associated with the Rowner estate have resulted from poor design and layout. It is therefore essential that any future redevelopment is designed to a high quality and enhances the local environment to the benefit of the local community. Alver Village has been developed to a Design Code to achieve a high quality, sustainable, safe and attractive environment within that part of the estate. Elements may be applicable for other parts of the wider Rowner Regeneration Area.

Dealing with potential impacts on the highway network (Point 4b of Policy LP7)

- 7.166 It will be necessary to ensure that any development within the Rowner Regeneration Area mitigates any adverse impact on the strategic road network (SRN) or the rest of the highway network. Consequently appropriate proposals will normally require a transport assessment (see policies LP21 and LP22) to demonstrate whether there are any impacts and how these will be mitigated.

Improving accessibility with neighbouring areas (Point 4c and d of policy LP7)

- 7.167 A Travel Plan will be required to set out measures to help reduce car trips and encourage alternative modes of travel (see also Policy LP22). When considering new proposals it will be important to ensure that linkages are improved to neighbouring areas and important facilities in the vicinity. This could include measures to improve cycle links to the existing cycle network including links to the new Gosport Leisure Park, Stokes Bay and the Alver Valley Country Park with further links to key employment sites such as Daedalus.

Provision of open space and links with the Alver Valley Country Park (Point 4e of policy LP7)

- 7.168 Currently there is a significant amount of open spaces within the wider Rowner Regeneration area and these are protected under Policy LP35 of the Local Plan as they provide local areas of play and informal recreation for local residents, particularly young people. However much of it is of relatively low quality and value, and consequently as part of any comprehensive redevelopment scheme of the area the Borough Council considers that there may be significant opportunities to enhance the value and quality of accessible open space. Therefore it may be necessary to reduce the number of the existing small open spaces with limited value. Improved provision should be centred on existing larger areas of open space.
- 7.169 The Alver Valley Country Park is adjacent the Rowner Regeneration Area and residents are likely to benefit from its proximity through improved recreational opportunities. It will be important to consider the provision of useful cycle and pedestrian access between the sites and the provision of appropriate facilities to meet the needs of local residents. The provision of a BMX track and adventure play area is already helping to meet some of the needs of young people in the Rowner area.

- 7.170 Additionally the design of proposals within the Rowner Regeneration Area will need to respect the rural edge of the Alver Valley to ensure its landscape characteristics are safeguarded.

Flood Risk (Point 4f of policy LP7)

- 7.171 Although none of the Rowner Regeneration Area is currently within Flood Zones 2 or 3 prospective developers are advised to contact the Environment Agency to determine if there are any issues that may affect the site. Surface water management is likely to be the key issue and an appropriate SuDS scheme will be required.

Nature Conservation (Point 5g of policy LP7)

- 7.172 The Regeneration Area is adjacent the Wildgrounds SSSI so it is imperative that any future development does not affect the integrity of the site. Future redevelopment schemes should seek to protect and enhance the biodiversity within the estate and in adjoining areas.

Infrastructure requirements (Point 5h of policy LP7)

- 7.173 Detail is contained in the Council's latest Infrastructure Assessment Report¹⁰⁷ and Delivery Plan¹⁰⁸. Key requirements include:

- Improved pedestrian and cycling links with neighbouring areas including the Alver Valley;
- New local centre with retail and community facilities;
- Open space to serve the needs of the development;
- Provision of adequate utility infrastructure including necessary on-site provision and connections for water supply, telecommunications, electricity and gas supplies; and
- Other requirements as appropriate for the type of development proposed.

Further information:

Planning Application K17671 Supporting Material; www.gosport.gov.uk/localplan2029-evidencestudies

Infrastructure Assessment Report (GBC 2014);

Open Space Monitoring Report (GBC June 2014);

Transport for South Hampshire and Isle of Wight Evidence Base – Gosport Borough Local Plan (201-2029) (Systra March 2014); and

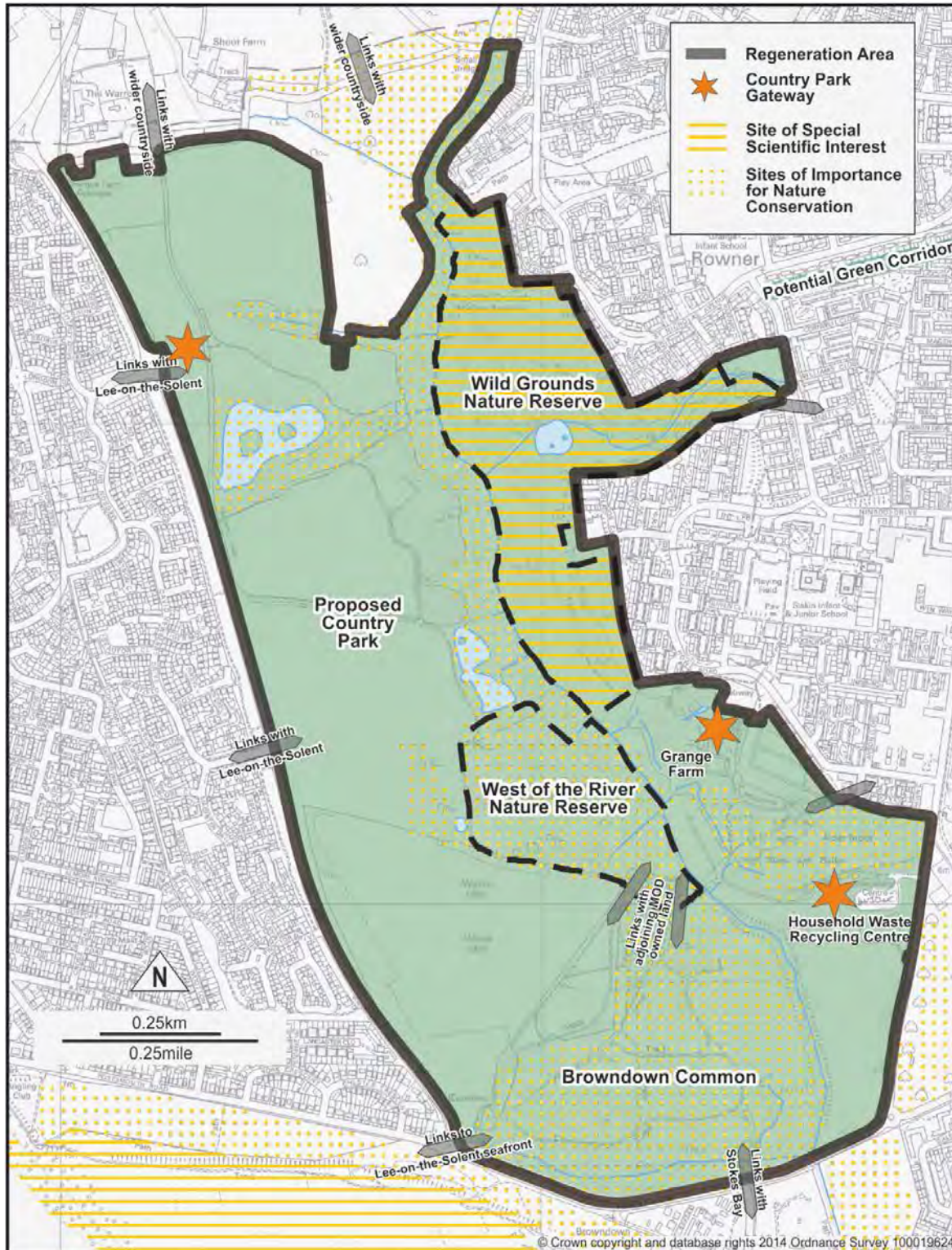
Strategic Flood Risk Assessment (GBC 2014).

¹⁰⁷ www.gosport.gov.uk/localplan2029-evidencestudies

¹⁰⁸ www.gosport.gov.uk/localplan2029-evidencestudies

REGENERATION AREA 5: Alver Valley

Plan 8: Alver Valley Regeneration Area for Green Infrastructure.



POLICY LP8: ALVER VALLEY

- 1. The promotion of the Alver Valley as a Country Park will be a major area of green infrastructure within the Borough offering community, education, health and nature conservation benefits. It will offer a range of informal recreational opportunities as well as limited associated commercial uses which will need to be appropriate within its setting outside the urban area.**
- 2. Planning permission will be granted for country park facilities; and complementary commercial uses in the area around Grange Farm;**
- 3. Proposals associated with the Country Park will be granted planning permission provided that:**
 - a) they protect and enhance biodiversity and do not prejudice the restoration/recreation of important habitats on suitable areas;**
 - b) they are carefully designed to take account of its sensitive location;**
 - c) they conserve and enhance heritage assets on the site including the consideration of any potential archaeological interest;**
 - d) proposals mitigate any impacts on the Strategic Road Network or other parts of the highway network;**
 - e) stronger pedestrian, cycling and public transport linkages with the surrounding areas are created;**
 - f) vehicular access and parking arrangements are sensitively designed to respect the local environment;**
 - g) they accord with the principles set out in the National Planning Policy Framework (or other latest Government guidance) on flooding including the requirements of a Flood Risk Assessment with the appropriate flood defences and mitigation measures;**
 - h) contamination issues are considered and mitigated in consultation with the Environment Agency;**
 - i) they do not exacerbate water quality issues and consider opportunities to improve the quality of water within the valley taking into account the Water Framework Directive; and**
 - j) they will be served by appropriate infrastructure as required by other policies in the Local Plan.**

EXPLANATION OF POLICY LP8

Background

- 7.174 The Alver Valley forms a significant undeveloped gap between Gosport and Lee-on-the-Solent. Part of the Alver Valley has been used for gravel extraction and subsequent restoration works have largely been completed. The Alver Valley encompasses a great diversity of habitats and landscapes including a range of wetlands, woodlands and grasslands. It is an important corridor linking the open land to the north with the coast and includes Gosport's highest point (Sandhill). Much of the Alver Valley is now accessible to the public including the Wildgrounds Nature Reserve (by permit), Carter's Copse, Alver Meadow and the West of the River Nature Reserve with significant scope to provide facilities appropriate to a Country Park.
- 7.175 A significant part of the area is now in the ownership of the Borough Council and during the Plan period the Borough Council will seek to acquire additional

areas within the Valley. Local organisations¹⁰⁹ have been involved with the implementation of new facilities in the Country Park and such involvement will be on-going.

Creation of a Country Park (Points 1 and 2 of policy LP8)

- 7.176 The Country Park is located within the Regeneration Area for Green Infrastructure. The Borough Council has considered that the most appropriate use for the area is for recreation purposes retaining its open undeveloped nature and managed as a Country Park. Proposals were originally set out in the Alver Valley Masterplan¹¹⁰ and these have been further developed in the Borough Council's Alver Valley Country Park Strategy 2014 and accord with the principles sets out in Policy LP8.¹¹¹
- 7.177 The Country Park represents the largest element of green infrastructure in the Borough with potential linkages to other strategic open areas such as the coastal areas of Stokes Bay, Browdown and the Lee-on-the-Solent seafront. It will also be able to link to the wider countryside areas within Fareham Borough between Gosport, Fareham, Stubbington and Lee-on-the-Solent.
- 7.178 The Alver Valley is currently under-utilised for recreational purposes and there is significant potential to increase the number of visitors. The Country Park will be important for providing a range of recreational opportunities to local residents and thereby reduce the need for residents to travel out of the Borough to access similar facilities and therefore reduce car trips and lengths of journeys. It will also promote healthy living which can potentially reduce certain health problems evident within the Borough. By providing a facility in this location the proposal will reduce recreational disturbance on more sensitive habitats in other parts of the sub region. This potential has been recognised by the Solent Disturbance and Mitigation Project which has included the involvement of Natural England. It will be necessary to ensure important habitats within the Alver Valley are appropriately managed for visitors. The Alver Valley is identified by PUSH as being of sub-regional significance representing a strategic element of the South Hampshire green infrastructure network.
- 7.179 Gosport Borough has recognised shortages of open space and the provision of the Alver Valley Country Park will help the Borough meet Natural England's 'Accessible Natural Greenspace Standards'.
- 7.180 The Borough Council intends to continue to manage existing and newly acquired areas within the Alver Valley by providing a range of recreational opportunities for the public in appropriate locations compatible with the objectives of protecting wildlife and enhancing habitats.
- 7.181 In the area around Grange Farm there is an opportunity to provide a sensitively located visitor centre and car parking. There is also scope for a café to serve visitors and an appropriately-sized garden centre. It will be necessary for such commercial uses to be well-designed and not detract from the appearance or function of the country park. There may be opportunities for small scale sensitively located visitor facilities elsewhere in the park.

¹⁰⁹ For example the Lee-on-the-Solent Residents' Association successfully bid for funds for interpretation, benches and a sculpture. There are also local events involving community groups.

¹¹⁰ Prepared in 2003 by the Borough Council in liaison with Groundwork Solent following significant public consultation.

¹¹¹ www.gosport.gov.uk/localplanreview2029-evidencestudies

- 7.182 The area shown on the Policies Map as the 'Regeneration Area for Green Infrastructure' includes areas not currently owned or managed by the Borough Council. This includes the Browndown Common area which is owned and managed by the MoD and is used extensively by the public with strong linkages with the Borough Council owned land. There are also two privately owned areas including a large area on the west side of the river which is used by a gun club and a smaller area just south of Shoot Lane. Neither of these areas is open to the general public. It is the longer term ambition of the Borough Council in liaison with the current owners to incorporate these areas within the Country Park for the benefit of local people as well as preserving and enhancing any nature conservation interests.

Development considerations

Nature Conservation (Point 3a of policy LP8)

- 7.183 The site contains significant important habitats including the Wildgrounds SSSI and Local Nature Reserve, which is currently managed on an 'access by permit' basis, as well as a number of Sites of Importance for Nature Conservation (SINCs) including the West of the River Local Nature Reserve. A number of species using these habitats are sensitive to disturbance, especially from dogs and such pressures will be managed as part of an overall dog-friendly Country Park management plan. The protection and enhancement of biodiversity within the Country Park and allowing appropriate public access for the public to enjoy such areas will be a key objective in the management of the Alver Valley. Large tracts of the Alver Valley benefit from Higher Stewardship funding which is being managed for nature conservation which requires biodiversity targets to be met.

Design (Point 3b of policy LP8)

- 7.184 Good design will be imperative to ensure the park is attractive, well managed and safe. The provision of quality ancillary buildings will need to be appropriate to their sensitive surroundings and create a sense of place. Consideration will need to be given to light and noise issues.

Built heritage (Point 3c of policy LP8)

- 7.185 It is important to conserve and enhance the site's heritage including the character and setting of the site's Scheduled Ancient Monument (Castle Mound) and Listed Building (Grange Farmhouse). This is one of the most important areas for archaeology in the Borough and schemes will need to consider this issue in liaison with the County Archaeologist.

Dealing with potential impacts on the highway network (Point 3d of Policy LP8)

- 7.186 It will be necessary to ensure that proposals for the Alver Valley mitigate any adverse impact on the strategic road network (SRN) or the rest of the highway network. Consequently relevant proposals will normally require a transport assessment (see policies LP21 and LP22) to demonstrate whether there are any impacts and how these will be mitigated.

Accessibility (Points 3e and f of policy LP8)

- 7.187 Currently bus services in close proximity to access points to the Alver Valley are very limited. The Borough Council will discuss opportunities for amending routes with local operators to serve the Alver Valley and adjacent communities. The Borough Council will also continue to enhance its cycle network with improved linkages to the Alver Valley from other parts of the Borough as well as routes through the Park including links between Alver Village and Daedalus.

- 7.188 It is recognised that the Country Park will generate additional car trips and consequently appropriate provision will need to be made to accommodate car parking (shown as gateways on Plan 8) but it will be necessary to ensure that such provision will be sensitive to its location and well-designed in terms of size, lay-out, surfacing and landscaping.

Flood risk (Point 3g of policy LP8)

- 7.189 Large parts of the Alver Valley are within Flood Zones 2 and 3. The Alver Valley represents a major area of green infrastructure and has the potential to store significant floodwater thereby reducing flood risk elsewhere including residential areas. A new balancing pond has been created to reduce flood risk within the new Cherque Farm residential development and will be a recreational resource in the Alver Valley Country Park with the potential to enhance local biodiversity. The Borough Council will continue to work with the Environment Agency and other partners to address issues relating to the River Alver Outfall which currently when blocked can flood areas around Apple Dumpling Bridge.

Contamination and water quality (Point 3h and i of policy LP8)

- 7.190 As large parts of the Alver Valley were used in the past for landfill waste the site does have contamination issues and may be designated as Contaminated Land under Part 11a of the Environment Protection Act 1990. The Environment Agency will need to be consulted on proposals for the site. Therefore any proposals for development in the area will need to be carefully designed to ensure that they do not conflict with measures to break significant pollutant linkages. Proposals should not exacerbate the existing water quality issues on the site and opportunities should be taken to improve it taking account of the Water Framework Directive. The Borough Council is working with the Environment Agency on an on-going basis on both contaminated land and related water quality issues.

Infrastructure requirements (Point 3j of policy LP8)

- 7.191 Detail is contained in the Council's latest Infrastructure Assessment Report¹¹² and Delivery Plan¹¹³. Key requirements include:
- Visitor attractions appropriate for a Country Park;
 - Improved vehicular access and car parking;
 - Improved pedestrian and cycle links from other parts of the Peninsula;
 - Network of routes within the park;
 - Children's play facilities; and
 - Management of habitat and other on-site infrastructure.

Further information:

Alver Valley Park Masterplan Study (GBC, Groundwork Solent and H/E/D 2003);

Alver Valley Country Park Strategy (GBC April 2014);

Green Infrastructure Strategy (PUSH/UE Associates June 2010);

Infrastructure Assessment Report (GBC 2014);

Open Space Monitoring Report (GBC 2014); and

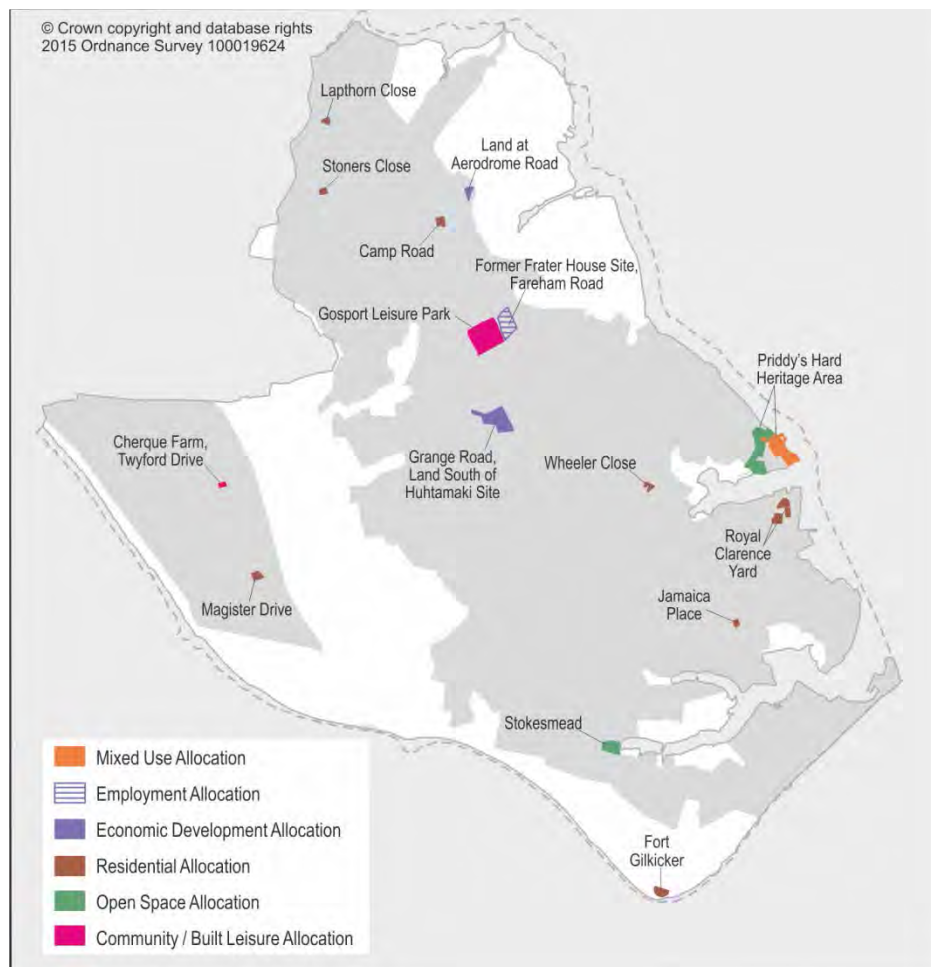
Strategic Flood Risk Assessment (GBC 2014).

¹¹² www.gosport.gov.uk/localplan2029

¹¹³ www.gosport.gov.uk/localplan2029

ALLOCATIONS OUTSIDE OF THE REGENERATION AREAS

Plan 9: Allocations outside of the Regeneration Areas



Introduction

7.192 In addition to the major development sites identified in the Regeneration Areas there are a number of additional sites which also contribute towards the regeneration of the Borough in terms of providing new employment, housing, retail, leisure and open space. Each of the allocations is identified on the Policies Map and is shown on Plan 9 above.

7.193 These site allocations will be implemented in accordance with the other policies of the Gosport Local Plan and national policy guidance and through the determination of planning applications. Issues that need to be considered include:

- Design and sustainable construction issues;
- Heritage;
- Flood risk;
- Nature conservation;
- Environmental concerns including contaminated land, air quality, noise and light pollution;
- Amenity issues;
- Transport issues; and
- Ensuring the development is served by the appropriate infrastructure and services.

- 7.194 Policy LP9 is divided into a number of sub-policies reflecting different uses (mixed use, economic development, employment, residential and leisure/community/open spaces). Each part of the policy sets out the proposed use for each site, estimated quantum and key site-specific development considerations which need to be addressed in addition to other policy requirements set out in the Local Plan. A summary of each site is outlined below with further consideration of the options for each site contained within the Sustainability Appraisal¹¹⁴.

**POLICY LP9A: ALLOCATIONS OUTSIDE THE REGENERATION AREAS:
MIXED USE SITE**

1. Priddy's Hard Heritage Area

Planning permission will be granted at the Priddy's Hard Heritage Area provided proposals are in accordance with the criteria set out below as well as other policies in the Local Plan and national planning guidance:

Development should include a mix of uses including residential (up to 100 dwellings), commercial, community and leisure uses (approx. 1,400 sq.m.) with a new park at the Ramparts. Proposals will need to:

- a) accord with the National Planning Policy Framework on internationally important habitats including taking measures to avoid and mitigate any adverse impacts on internationally important habitats;
- b) protect and enhance biodiversity within the site;
- c) incorporate public access along the waterfront;
- d) accord with the principles set out in Policy LP45 on flooding including the requirements of a Flood Risk Assessment with the appropriate flood risk management measures and mitigation measures;
- e) address on-site contamination issues;
- f) conserve and enhance the Priddy's Hard Conservation Area and accord with national and local policies regarding Listed Buildings and other important heritage assets;
- g) incorporate good design that is appropriate to this sensitive coastal site; and
- h) ensure that the Explosion Museum is retained for public use.
- i) be served by sufficient infrastructure, including:
 - i) a connection to the sewerage system at an appropriate point of adequate capacity; and
 - ii) requirements outlined by other policies of the Plan.

EXPLANATION OF POLICY LP9A

Priddy's Hard Heritage Area

- 7.195 The Priddy's Hard Heritage Area (2.89 ha) is allocated for a mixture of uses and the Ramparts (3.1 ha) is proposed to form a public open space. The site is within the Priddy's Hard Conservation Area and includes a number of Listed Buildings. The Ramparts are a Scheduled Ancient Monument.

¹¹⁴ In cases where planning permission has yet to be granted.

- 7.196 The Heritage Area is adjacent Portsmouth Harbour to the east and Forton Lake to the south and is bounded to the west by a residential development completed in 2007. The site has the potential for a further 100 dwellings and a range of commercial uses to complement the Explosion Museum and benefit from the Harbour side setting such as hotel/conferencing, food and drink outlets, small offices, craft workshops, education and/or community uses. The site is now owned by the Portsmouth Naval Base Property Trust, which operate the historic dockyards in Portsmouth. Boat trips link the Heritage Area to the Historic Docks in Portsmouth and the Royal Naval Submarine Museum in southern Gosport. There is therefore considerable scope to expand the tourism potential of this site. Any proposal will therefore need to fully incorporate the Explosion Museum.
- 7.197 Proposals will need to conserve and enhance the Conservation Area and be designed to respect the Listed Buildings and their setting in accordance with other policies in the Local Plan.
- 7.198 The site is adjacent the Portsmouth Harbour Special Protection Area, Ramsar site and Site of Special Scientific Interest. Consequently any development will need to ensure that the nature conservation interests of these sites are not harmed and that the appropriate avoidance and mitigation measures are incorporated as part of any development proposal in accordance with the Habitats Regulations.
- 7.199 The Borough Council aims to ensure that the public can enjoy the views across the Harbour and therefore public access along the waterfront should be improved. Proposals will need to fully consider the potential impact on the international habitats and incorporate measures which reduce disturbance on the over-wintering birds, as undertaken in other parts of Priddy's Hard. Further consideration will need to be given to this issue as part of the appropriate assessment of any planning application.
- 7.200 It is proposed to create a new public open space within the Ramparts at Priddy's Hard which respects the heritage assets of the site as well as making provision for any important nature conservation interests. An evaluation of both heritage assets and nature conservation will need to be undertaken. It will therefore be necessary to protect and enhance biodiversity at the Ramparts and elsewhere within the Priddy's Hard site.
- 7.201 Given the site's historic use as an ammunition manufacturing facility there are a number of contamination issues which will need to be addressed. Earlier studies are likely to be of assistance but further advice will be required from the Environment Agency and the Council's Environmental Health Department.
- 7.202 Development proposals will need to be accompanied with a site-specific flood risk assessment to demonstrate how the proposal deals with the small part of the undeveloped site which is within Flood Zones 2 and 3 and will need to accord with the Council's 'Guidance for Developing in Flood Risk Areas'¹¹⁵. Proposals for flood risk management will need to contribute to the overall strategy for reducing flood risk to the existing community over the next 100 years, and that any proposals that come forward will need to contribute positively to the River Hamble to Portchester Coastal Flood and Erosion Risk Management Strategy.

¹¹⁵ <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/>

- 7.203 It will be necessary to ensure the location of vulnerable use such as residential uses is in accordance with the NPPF and associated guidance. Flood risk matters to consider include an assessment of defence standards, defence failure scenarios and overland flood flow to ensure the necessary mitigation and safety of the development is addressed throughout its lifetime. The issue of surface water runoff and the appropriateness of sustainable drainage systems will also need to be addressed.
- 7.204 Measures that could be considered which have been used in other parts of the Priddy's Hard development include raising the existing harbour wall to 3.9m above Ordnance Datum (AOD) with a 1metre high splashwall and a collection channel. In addition a sewer to store storm water and the floor levels of the residential blocks to have a minimum level of 4 metres AOD. Any applicant will need to seek further advice from the Environment Agency.
- 7.205 Proposals will need to be accompanied with the necessary infrastructure to serve the development as outlined by other policies of the Local Plan (including Policy LP2).
- 7.206 Southern Water has identified that there is insufficient capacity in the local sewerage system to meet the anticipated demand from the development proposed at Priddy's Hard. New and/or improved local sewerage infrastructure will therefore be required to serve the development or the separation of surface water which currently drains to a combined system. In addition it is also necessary to protect existing on-site infrastructure including underground sewers and water main present on the site. This infrastructure must be allowed to continue to fulfil its function and must not be damaged or built over (see Policy LP39).

**POLICY LP9B: ALLOCATIONS OUTSIDE THE REGENERATION AREAS:
ECONOMIC DEVELOPMENT USE SITES**

Planning permission will be granted on the following site provided proposals are in accordance with the criteria set out below as well as other policies in the Local Plan and national planning guidance:

1. Brockhurst Gate, (Former Frater House site), Fareham Road

Development should be for economic development uses¹¹⁶. Proposals will need to:

- a) ensure that any proposed Main Town Centre Use accords with the Sequential and Impact Tests as set out in Policy LP29;**
- b) ensure buildings are well-designed to enhance this prominent location;**
- c) ensure that the setting of the adjacent Fort Brockhurst is not harmed;**
- d) ensure a sports pavilion or an appropriate community facility is re-provided to serve the adjacent sports ground and open space;**
- e) ensure a car parking strategy is in place to ensure users of the adjacent sports pitches can use parking within the economic development site;**
- f) accord with the requirements of Defence Munitions Safeguarding Area (see Policy LP15); and**

¹¹⁶ as defined by the NPPF (and re-iterated in Glossary and Box 9.1 of this document).

g) protect and enhance biodiversity features in accordance with policies LP42-44.

EXPLANATION OF POLICY LP9B

Brockhurst Gate, (Land at Former Frater House site), Fareham Road

- 7.207 The site is located on the Fareham Road/Heritage Way junction and is a former MoD site which forms part of a larger site with the adjacent sports ground. It is considered that the western part of the site is appropriate to develop for economic development uses which include: B class uses; public and community uses; and main town centre uses¹¹⁷. This definition is based on the NPPF and excludes residential development.
- 7.208 Whilst the Borough Council has considered that the site should be developed for uses within the B Use Class order (such as offices and industrial premises) it is also possible that given its location adjacent the Gosport Leisure Park there may also be scope for a range of leisure uses or other economic development uses. For uses which are generally considered as main town centre uses, proposals will need to accord with the necessary tests (sequential and impact tests) and policies as set out in the NPPF and Policy LP29.
- 7.209 The Borough Council considers that the open space on the eastern part of the site should be protected to ensure that the Borough has a sufficient supply of good quality pitches and to enable the open space to protect the setting of the Fort and be used for other open space functions as appropriate. A small part of the sports ground has been included within the economic development allocation to make the site more developable. The playing field was previously served by a sports pavilion on this part of the site and any future development should ensure that an appropriate facility is re-provided.
- 7.210 Due to the site's prominent location, the buildings should be well-designed and ensure that the setting of the adjacent Fort Brockhurst, which is a scheduled ancient monument, is not harmed (see Policy LP11). It will be necessary to have regard to the requirements of the Defence Munitions Safeguarding requirements (see Policy LP15) as a large proportion of the site is within the defined Safeguarded Area. Consequently early discussions with the DIO will be required.
- 7.211 The site will require a suitable road access that does not unreasonably impede the traffic flow along the two adjacent main roads (see Policy LP22).
- 7.212 In accordance with policies LP42-44 it will also be necessary to undertake appropriate ecological studies of the site and ensure that development does not have a detrimental impact on features of ecological importance. This includes other habitats in the vicinity such as those areas outside of designated sites known to be of importance for protected species (such as Brent Geese and waders).

¹¹⁷ As defined by the NPPF.

**POLICY LP9C: ALLOCATIONS OUTSIDE THE REGENERATION AREAS:
EMPLOYMENT SITES**

Planning permission will be granted on the following sites provided proposals are in accordance with the criteria set out for each site as well as other policies in the Local Plan and national planning guidance:

Employment sites

1. Grange Road, Land south of Huhtamaki site

Development should be for employment uses (B1, B2 and B8).
Proposals will need to:

- a) include a cycle-pedestrian link through the site linking Grange Road with the main cycle way; and
- b) retain the woodland on the southern edge of the site.

2. Land at Aerodrome Road

Development should be for employment uses (B1, B2 and B8).
Proposals will need to:

- a) ensure buildings and the use of land accord with the requirements of the Defence Munitions Safeguarding Area (see Policy LP15); and
- b) protect and enhance biodiversity features in accordance with policies LP42-44.

EXPLANATION OF POLICY LP9C

Land at Grange Road, south of Huhtamaki

7.213 The site offers potential for new employment floorspace with access off Grange Road and has the potential to be linked with the Huhtamaki site to the north or employment uses on the HMS Sultan site to the south.

7.214 It is considered that a small wooded area to the south of the site should be retained. It will also be necessary to provide a pedestrian/cycle link through the site which links the Rowner area with the Borough's strategic cycle network and Brune Park School.

Land at Aerodrome Road

7.215 This site of 0.32 ha could provide a small extension to the other business parks in the vicinity of an estimated 1,100 sq. m of employment floorspace. It will be necessary to have regard to the requirements of the Defence Munitions Safeguarding requirements (Policy LP15) and consequently early discussions with the DIO will be required.

7.216 Further consideration will also be required to the ecological importance of the site and consequently any proposals will need to accord with policies LP42-44. Whilst the site has not been designated as an internationally, nationally or locally important site there is evidence¹¹⁸ that this site forms part of a much larger area where protected Brent geese and wader species have been

¹¹⁸ As part of the Brent Goose and Waders Study (Hampshire and IOW Wildlife Trust 2010).

recorded in significant numbers and frequencies. Consequently in accordance with the Habitats Regulations it is important to safeguard areas outside of designated sites known to be of importance for these species. However there is uncertainty on whether the land proposed for employment is used by these important species given its location and characteristics of the site.

POLICY LP9D: ALLOCATIONS OUTSIDE THE REGENERATION AREAS: RESIDENTIAL SITES

Planning permission will be granted on the following sites provided proposals are in accordance with the criteria set out for each site as well as other policies in the Local Plan and national planning guidance:

Development for residential uses will be appropriate for the following sites (approximate figures).

1.	Royal Clarence Yard	105 dwellings
2.	Fort Gilkicker	26 dwellings
3.	Stoners Close	17 dwellings
4.	Camp Road	17 dwellings
5.	Wheeler Close	16 dwellings
6.	Lapthorn Close	14 dwellings
7.	Magister Drive	13 dwellings
8.	Jamaica Place	11 dwellings

EXPLANATION OF POLICY LP9D

Residential sites (between 10 and 99 units)

- 7.217 Policy LP9D includes those sites 10 dwellings or above with outstanding planning permission together with a number of other potential suitable housing sites identified. Additional sites may come forward during the Plan period.
- 7.218 The allocation at Royal Clarence Yard (a former Royal Navy victualling yard) represents a small element outstanding as part of a much larger mixed use site which is being developed. Southern Water advise that local sewerage is a constraint at this site and consequently it will be necessary as part of any proposal to provide a connection to the sewerage system at an appropriate point of adequate capacity. Proposals for residential development should have regard to the provisions of Policy LP31.
- 7.219 The Fort Gilkicker redevelopment has received planning permission and involves redeveloping this prominent historic site in Stokes Bay. The other sites are small residential sites on underused land within the urban boundary.

**POLICY LP9E: ALLOCATIONS OUTSIDE THE REGENERATION AREAS:
LEISURE COMMUNITY USES AND OPEN SPACES**

Planning permission will be granted on the following sites provided proposals are in accordance with the criteria set out for each site as well as other policies in the Local Plan and national planning guidance:

1. **Gosport Leisure Park**
Development should include leisure facilities.
2. **Cherque Farm (Twyford Drive)**
Development should include community and leisure facilities to serve the local community.
3. **Stokesmead**
Stokesmead should be developed as a public park. Proposals will need to:
 - a) accord with national policies on internationally important habitats;
 - b) respect the setting of the Anglesey and Alverstoke Conservation Areas; and
 - c) be designed in accordance with the principles set out in Policy LP34.

EXPLANATION OF POLICY LP9E

Gosport Leisure Park

- 7.220 Gosport Leisure Park, which opened in December 2012, includes a new major public leisure centre with associated outdoor play and sport facilities. A hotel and pub/restaurant have also since been completed on the site. In the future there may be opportunities for additional leisure facilities with complementary commercial uses.

Cherque Farm (Twyford Drive)

- 7.221 The site is currently used as an additional car park to serve Lee Community Centre on the opposite side of the road. The site is well-sited to serve the development at Cherque Farm and the wider area and is adjacent the local centre and local park. Facilities that could be provided on this site include a GP practice, for which a need has been identified in Lee-on-the-Solent or other care/health facilities, a crèche/nursery and/or community leisure uses.
- 7.222 In common with previous developments at Cherque Farm discussions with the Environment Agency will be required regarding contaminated land issues given the wider site's history as a quarry and landfill site.

Stokesmead

- 7.223 The field occupies a very prominent location in the Anglesey Conservation Area and adjoins a site currently used for community facilities. It is well placed to serve the local area and enables the opportunity to provide a green area which can be utilised for recreation purposes. There is currently a deficiency of local play facilities within this part of Gosport. The Borough Council will seek to acquire Stokesmead Field for public open space uses through negotiations with the owners.

7.224 Built development, including residential is not suited at this location for a number of reasons and the site should be retained as open space outside the urban area boundary. These reasons include:

- It is a high value open space due to its waterside location, is an important feature of the Anglesey Conservation Area and provides a setting for a number of important buildings in the adjoining Alverstoke Conservation Area;
- The site is located within an area of high density housing and is in an ideal position to provide an area clear of development;
- The site can help meet identified open space deficiencies;
- The site is adjacent an internationally important habitat and is able to provide a useful buffer between that area and housing; and
- Most of the site is located in Flood Zone 3 with a high risk of flooding.

Further information:

Employment Land Review (GBC 2012);

Infrastructure Assessment Report (GBC 2013);

Open Space Monitoring Report (GBC 2012);

Strategic Housing Land Availability Assessment (GBC 2012); and

Gosport Retail Capacity Study 2014 (GVA 2014).

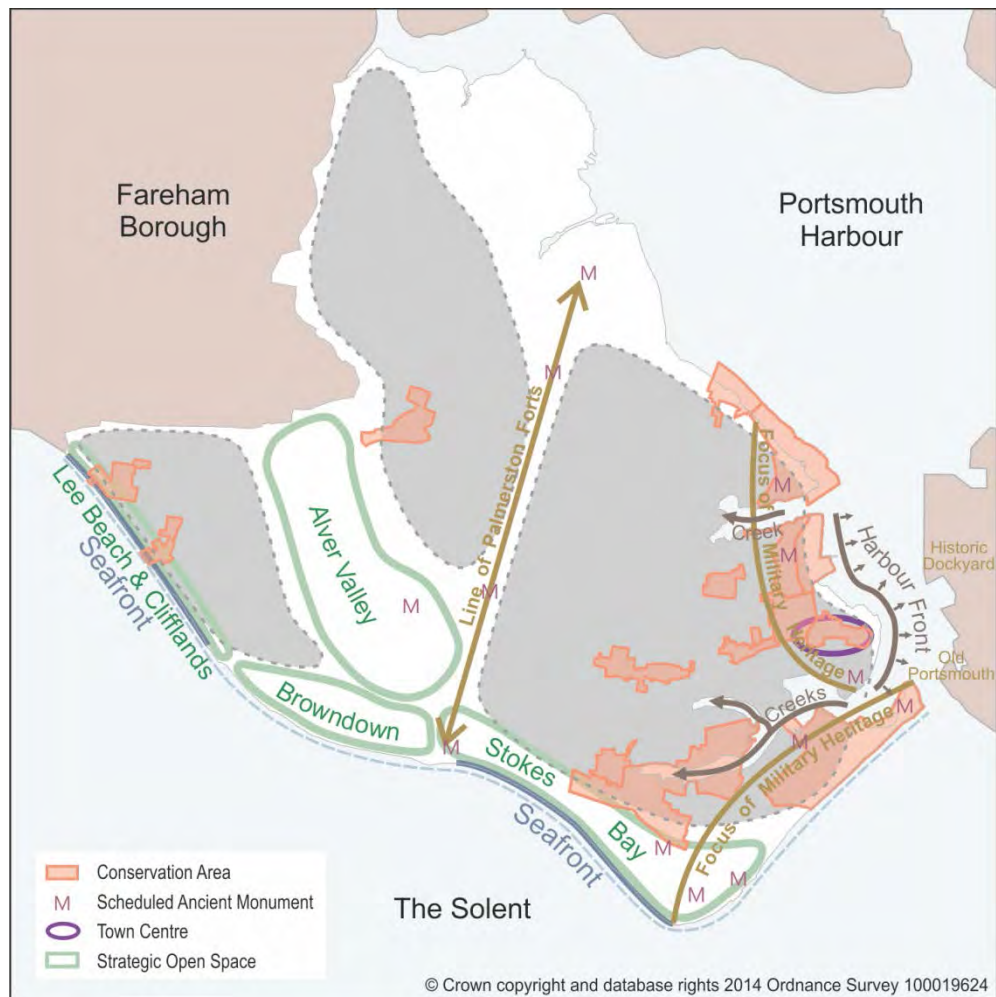
8.0 ENHANCING A 'SENSE OF PLACE': DESIGN AND HERITAGE:

Vision: Enhancing sense of place

The Borough's built heritage will be protected, enhanced and celebrated.

Buildings and spaces will be designed to a high quality fully considering matters of aesthetics, layout, context, function, accessibility and sustainability.

Plan 10: Enhancing a Sense of Place: The Borough's Key Attributes



INTRODUCTION

- 8.1 This section sets out the importance of design in preserving, sustaining and enhancing a sense of place within Gosport Borough and ensuring that it is a place where people want to live, work, visit and invest. The Council recognises the importance of the Borough's historic environment in contributing to its distinctive character and the need to ensure the design of new development enhances the Borough's sense of place, not reduces it.
- 8.2 Preserving, enhancing and creating a sense of place includes appreciating those characteristics that make the area special. It relates to understanding aspects of a place for which people have an attachment or sense of belonging. Aspects that contribute to a sense of place can include the

landscape, building traditions and materials, patterns of local life and other factors that make one place different from another.

- 8.3 The section includes the overarching policy for design and heritage in the Borough (LP10) followed by more detailed policies relating to protecting heritage assets and areas of special character (LP11-14). The policy relating to safeguarded areas is included within this section as its implications are primarily related to design issues (LP15).
- 8.4 The policies in this section and the Local Plan as a whole have included a proper assessment of the significance of the heritage assets in the Borough including their setting. Policies have also been informed by the potential for finding new sites of archaeological or historic interests. Sites allocated for development and the resulting policies have also included consideration of their historic significance. Key evidence is set out in Box 8.1 below.

Box 8.1: Evidence relating to historic significance and local character underpinning the policies of the Local Plan

Archaeology and Historic Buildings Record (Hampshire County Council) this is the Historic Environment Record (HER) for Hampshire. It is an index to the known archaeological sites and finds, historic buildings, designed and historic landscapes, parks and gardens, and industrial monuments in the county.
<http://www3.hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm>

Conservation Area Appraisals produced by the Borough Council for various Conservation Areas in the Borough.
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/conservation-areas/area-appraisals/>

The **Local List of Heritage Assets** includes buildings of local interest and locally important parks and gardens using recognised criteria.
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/>

Gosport Borough Townscape Assessment (GBC 2013)
www.gosport.gov.uk/localplan2029

There have also been **various evidence studies relating to specific sites** including:

- Daedalus – studies to inform the Daedalus Supplementary Planning Document www.gosport.gov.uk/spd
- Haslar studies include information to inform the Prince's Regeneration Trust's Enquiry By Design www.gosport.gov.uk/localplan2029-evidencestudies

LOCAL CONTEXT

- 8.5 The historic character of Gosport has largely been determined by the strategic defence significance of the Peninsula. The focus of the Borough's townscape relates largely to its waterfront including:
- Its harbour frontage with superb views across the historic Portsmouth Harbour with creeks that penetrate into the built-up areas;
 - The special character of Lee-on-the-Solent's Marine Parade and traditional beachfront; and
 - The informal open space of Stokes Bay.
- 8.6 In addition the Alver Valley possesses natural qualities of strategic importance as a recreational open space and provides a settlement gap between Gosport

and Lee-on-the-Solent. It also includes historic features with its layout influenced by medieval Cistercian monks.

- 8.7 Gosport Town Centre and its immediate surrounds have a more traditional urban form with dense development and numerous historic buildings. Other parts of the Borough are characterised by several small settlements (Alverstoke, Brockhurst, Elson, Forton, and Hardway), many with historic features, merging into a larger urban form that now includes more recently developed areas such as Bridgemary, Peel Common and the expansion of Lee-on-the-Solent at Cherque Farm.
- 8.8 Significant naval heritage is evidenced across the Borough, most notably at Royal Clarence Yard, Royal Hospital Haslar and Priddy's Hard. Additionally, the military legacy has left a series of ramparts from the 17th to 19th centuries, together with barrack blocks and several coastal and inland forts. The mid Victorian line of Palmerston Forts defines the outer edge of the succession of key military defences and is a prominent reminder of the historic and strategic importance of the area.
- 8.9 The Borough has a strong association with victualling, the manufacture and supply of military ordnance, naval aviation and a rich legacy of connections with gunboats, motor torpedo boats and submarines. These heritage sites retain numerous unique buildings which are gradually being released by the Defence Infrastructure Organisation and for which new uses are being found. These sites are also associated with a number of nationally important historic engineers, architects and inventors. Royal Hospital Haslar has a particularly rich history, both in its buildings and people connected with the site.
- 8.10 The key local issues relating to creating a sense of place are summarised as follows:

Box 8.2: Summary of key issues

The Borough has significant heritage assets including Listed Buildings, Conservation Areas, Registered Parks & Gardens, Scheduled Ancient Monuments, Locally Listed Buildings, Parks & Gardens of Local Historic Interest and areas of archaeological interest which need to be protected.

There are numerous former and existing Ministry of Defence sites that are of significant heritage value. As sites are released these heritage assets are potentially at risk and therefore it is important to find appropriate uses for these sites.

New development should respect the Borough's heritage and its distinctive features including its waterfront location.

Well-designed buildings and spaces contribute to the local quality of life and can attract much-needed investment including employment opportunities.

DESIGN

- 8.11 Good design is integral to meeting most if not all the Local Plan's objectives. It enhances people's quality of life by creating better buildings, streets, spaces and neighbourhoods that function well and respect their immediate surroundings and the wider environment including its natural and historic assets. Poor design on the other hand can lead to poor quality surroundings and fails to take opportunities available for improving the character and quality of an area and the way it functions.

POLICY LP10: DESIGN

1. The Borough Council's overall approach in relation to design is as follows:
 - a) planning permission will be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions;
 - b) new development should be well-designed to respect the character of the Borough's distinctive built and natural environment including its heritage assets and their setting;
 - c) historic assets should be conserved and where possible enhanced in a manner appropriate to their significance;
 - d) proposals for development must be based on sound supporting evidence.

2. Proposals will be permitted within the urban area as defined on the Policies Map, provided that:

Development form

 - a) it has a high quality appearance in terms of scale, setting, layout, massing, landscaping, and appearance including details and materials;

Public realm and open space

 - b) it provides, or is accessible to, high quality public spaces;
 - c) it incorporates measures to protect and enhance biodiversity and landscape features;
 - d) it will not significantly prejudice important townscape and landscape features;
 - e) it will protect public views of important landscape and townscape features;

Ease of movement

 - f) it ensures measures are incorporated that improve accessibility to all users;
 - g) it is accessible for pedestrians and cyclists and is well connected to local facilities via links with pedestrian and cycle routes;
 - h) it is well connected to public transport routes
 - i) it is easy to move through with safe and recognisable routes, intersections and landmarks;

Safe and high quality neighbourhoods

 - j) it creates a safe environment where crime and disorder and fear of crime does not undermine quality of life or community cohesion;
 - k) it does not cause harm by reason of:
 - i) loss of light, privacy or outlook;
 - ii) noise, light pollution, vibration, smell, or air pollution; or
 - iii) other adverse impacts;

Adaptability

 - l) it minimises its impact on climate change and is resilient and adaptable to its effects;
 - m) it meets nationally described standards for sustainable

- construction;**
n) in the case of residential development, it ensures a reasonable proportion of homes are adaptable to meet the changing needs of occupants over a lifetime;
o) it takes opportunities to promote flexibility to deal with future social, technological and economic requirements;

Comprehensive development

- p) it makes the most efficient use of the site and does not prevent the comprehensive development of that site and any adjoining land.**

EXPLANATION OF POLICY LP10

Overall approach (Point 1 of policy LP10)

- 8.12 The National Planning Policy Framework (NPPF) is very clear that poor design which fails to improve the character and quality of an area should be refused. It is important that new development promotes character in the townscape and landscape by responding to and reinforcing locally distinctive patterns of development, landscape and culture. This includes the Borough's maritime and military heritage associated with its waterfront location on Portsmouth Harbour and the Solent. The Council's understanding of local character will be informed by relevant studies and strategies included in Box 8.1 and any further relevant studies.
- 8.13 In relation to sound supporting evidence the Borough Council has produced a 'local list'¹¹⁹ of requirements to support various types of planning applications. It is a statutory requirement for major developments¹²⁰ and certain types of developments in Conservation Areas to include a Design and Access Statement with a development proposal. It will be necessary to ensure that the statement addresses the criteria set out in the above policy.
- 8.14 The Statements should provide a site analysis describing the concepts behind the proposal, how it has evolved, and how the proposal relates to its surroundings in both design and access terms. In preparing Design and Access Statements developers of residential schemes should have regard to the principles set out in the National Planning Practice Guidance.
- 8.15 On major development sites the Borough Council will work with developers and stakeholders to devise design principles to guide development either by agreeing design principles as part of an approved masterplan/development brief; or through the development of a Design Code. A Design Code is a set of illustrated design rules and requirements which instruct and may advise on the physical development of a site or area. The graphic and written components of the code are detailed and precise, and build upon a design vision such as a masterplan and development framework for a site or area.¹²¹
- 8.16 It will be a key priority for the design of new development to conserve the Borough's heritage assets and where possible enhance them (see Policies LP11-13). The term 'heritage assets' (see Box 8.3) embraces all features that contribute to creating the unique sense of place including Listed Buildings,

¹¹⁹ <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/>

¹²⁰ This is defined in the Town and Country Planning (Development Management Procedure)(England) Order 2010 as 10 or more dwellings or residential developments sites of 0.5 hectares or more; or buildings where the floorspace to be created by the development is 1,000 metres or more or development is carried out on a site of 1 hectare or more.

¹²¹ The National Planning Practice Guidance provides further details on design codes and other circumstances where they may be applicable.

Conservation Areas, Registered Parks & Gardens, Scheduled Ancient Monuments, Locally Listed Buildings, Parks & Gardens of Local Historic Interest and areas of archaeological interest.

- 8.17 As historic buildings or sites are released for development it will be necessary to find viable uses for them that respect the historic/aesthetic value of the site and the wider neighbourhood. Where proposals affect historic assets it will be necessary for the applicant to produce a heritage statement. This should set out the impact of the development on historic assets, both known assets and currently unidentified heritage assets which might be predicted (such as archaeology).
- 8.18 The content of the heritage statement will vary depending on the significance of the heritage asset and the impact of development. It should include a consideration of the positive contribution of the development and the loss and harm caused by the development. In such cases it should include an appropriate mitigation of that loss and harm, including: design considerations; recording, where adverse impacts are unavoidable; and the promotion of knowledge such as interpretation and exhibitions. To produce a heritage statement it will be necessary to use a variety of evidence including the Archaeological and Historic Building Record (AHBR) and other evidence (see Box 8.1). Further guidance is provided on the Council's website.¹²²

Design considerations (Point 2 of policy LP10)

- 8.19 Whilst this policy primarily applies to proposals within the urban area there may be exceptions in line with policy LP3 that would allow some forms of development outside of the urban area. In these instances the criteria stated in policy LP10 would also apply.
- 8.20 It is considered important that new development contributes to, or creates, a sense of place, emphasising what makes that particular locality distinctive. The policy aims to ensure that all development has regard to key design principles in order to support the Borough Council's vision for high quality development which will assist the regeneration of the Borough including a vibrant waterfront. The Borough Council will apply this policy in conjunction with Government guidance including the National Planning Practice Guidance which includes a comprehensive section on design as well as relevant national and local guidance and best practice manuals¹²³ including:
- *Climate Change Adaptation By Design: A Guide for Sustainable Communities TCPA et al 2007*;
 - *Green Infrastructure Guidance (Natural England 2009)*;
 - *Manual for Streets (DoT 2007)*; and
 - *Manual for Street Companion Guide (HCC April 2010)*.
- 8.21 The detailed heritage and design policies (LP11-14) and the Borough Council's Design SPD provide more detailed guidance regarding the considerations outlined in Policy LP10 and specific design issues. In addition site specific SPDs will also set out design criteria to guide future development.
- 8.22 Brief details of each criterion (Points 2a-2p of LP10) are set out below and are expanded upon within the Borough Council's Design SPD. Elements outlined

¹²² <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/list-of-documents-required-by-gbc-lpa/>

¹²³ The guidance listed identify useful principles that a developer may wish to follow- they do not represent mandatory standards.

below are set out in the Government's National Planning Practice Guidance (NPPG). Each criterion (2a-p) should be addressed as part of a Design and Access Statement where required.

8.23 Development Form (2a of policy LP10): The layout, landscape, density, scale and appearance of new development are critical elements to ensure both the short and long term success of a development. Proposals for new development will therefore need to:

- Consider the site's landform and character;
- Ensure new development is integrated into the Borough's urban and landscape setting which reduces its impact on the natural environment and reinforces local distinctiveness;
- Consider the existing layout of buildings, streets and spaces to ensure adjacent buildings relate to one another; streets are connected; and spaces complement one another;
- Respond to local building forms and patterns of development in the detailed layout and design of development;
- Use local materials, building methods and details to enhance local distinctiveness where appropriate;
- Ensure the scale, massing and height of proposed development is considered in relation to adjoining buildings, the topography, the general patterns of heights in the area and views, vistas and landmarks;
- Ensure public and private spaces are clearly distinguished; and
- Resist the inappropriate development of residential gardens, for example where development would cause harm to the local area.

8.24 Public Realm¹²⁴ and Open Space (2b-e of policy LP10): Issues to consider include the need to:

- Incorporate and link to a network of accessible open and green spaces that respect natural features and protect and enhance biodiversity;
- Ensure that well-designed public space relates to the buildings around it;
- Ensure that streets and spaces are overlooked which improves natural surveillance and can make an area safer as well as reduce the fear of crime;
- Take into account the micro-climate and the predicted effects of climate change; and
- Demonstrate that the proposed development does not have a detrimental impact on important public views of landscape and townscape features and where possible opportunities are taken to create new attractive public vistas.

8.25 It is important to recognise that the protection of views only relates to those which are enjoyed by the general public in the interests of protecting important features of the wider landscape and townscape. The policy does not protect private views per se from a private property such as a dwelling unless there are wider public benefits.

8.26 Ease of movement (2f-i of policy LP10): The convenience, safety and comfort with which people go to, and pass through buildings and spaces play a large part in determining how successful a place will be. Important considerations when assessing new development include the need to ensure:

¹²⁴ See Glossary.

- The development has, and/or is connected to, a network of well-designed spaces and routes for pedestrians, cyclists and vehicles;
- Transport routes reflect urban design qualities and not just traffic considerations;
- The development's access and circulation contribute to a network of direct and connected routes within and beyond the site;
- The development is laid out to encourage appropriate and safe traffic speeds;
- The layout of the development helps increase accessibility to public transport;
- The development is legible with appropriate focal points to help people find their way: This could include views and vista, memorable buildings or landscape features; and
- The development is laid out to make it accessible for all including people with disabilities, elderly persons and those using pushchairs.

8.27 Safe and quality neighbourhoods (2j-k of policy LP10): It is important that the design of new development preserves and enhances the overall environmental quality of the area and that the amenities¹²⁵ of existing and future residents are respected. Key considerations include the need to ensure:

- Development proposals are designed to minimise the potential for criminal activity and anti-social behaviour including creating defensible spaces and facilitating natural surveillance;
- Residential development has regard to the guidance that is set out in the Design SPD relating to space standards for residential development both within and outside the home;
- Issues of loss of light (such as through overshadowing), privacy, and outlook (where a development could be overbearing) are considered in relation to local amenities; and
- Noise, light pollution, vibration smell and air pollution is fully considered (see also Policy LP46).

8.28 Adaptability (Point 2l-o): New development should be adaptable at every scale from the individual building to the whole development and it is important to consider how the proposal can deal with major trends such as climate change, an ageing population, restructuring of the economy, reduced public expenditure, advances in new technology and reduced supplies of fossil fuels. These challenges will require a holistic approach to design.

8.29 Adaptability- climate change and sustainable construction (Point 2l-m of policy LP10): Development proposals should therefore adapt to the potential impacts of climate change and mitigate against its effects. This includes the use of green infrastructure within new developments to deal with issues such as increased surface water run-off (caused by heavier storms), increased incidence of tidal flooding (caused by stormier conditions and sea-level rise) and the need to provide more street trees and other planting (to ameliorate the effects of hotter summer temperatures).¹²⁶

8.30 The design of new houses and other buildings need to maximise energy efficiency and take account of landform, layout, building orientation, massing

¹²⁵ See Glossary.

¹²⁶ <http://publications.naturalengland.org.uk/publication/35033?category=49002>

and landscaping to minimise energy consumption and CO2 emissions (see Policy LP38). Developments should incorporate principles of solar passive design and maximise the use of renewable energy and low carbon technology where possible, as well as consider the suitability of green roofs and walls. Proposals should incorporate water efficiency measures (see Policy LP39) as well as other sustainable construction measures such as the use of environmentally friendly materials, satisfactory levels of noise insulation and sustainable drainage systems where appropriate.

- 8.31 **Adaptability- adaptable homes over a lifetime** (Point 2n of policy LP10): The Borough Council considers that it is important that new residential development incorporate design principles to ensure dwellings can be adaptable to meet the changing needs of occupants over a lifetime.¹²⁷ The range of measures incorporated in the development and the proportion of dwellings which include these measures should be identified by the developer in any planning application setting out what is considered to be a reasonable level for the proposed development.
- 8.32 **Adaptability- promoting flexibility to deal with future social, technological and economic requirements** (Point 2o of policy LP10): It is important to ensure buildings are designed to allow flexibility for a variety of possible future uses to adapt to some of the changing economic, technological and social trends identified above. This could include adaptable ground floors on busy streets to allow for different uses to be accommodated over time or allow for greater opportunities for multiple uses and shared floorspace. Similarly developments should incorporate infrastructure¹²⁸ which takes account of potential changes in demand as well as being adaptable to technological changes.
- 8.33 **Comprehensive development** (Point 3p of policy LP10): It will continue to be important to ensure that development proposals do not prejudice the comprehensive development of a site or adjoining land to make the most efficient use of land. It will also be important to ensure opportunities for creating viable well-planned sustainability developments are taken. Development proposals should be prepared on a comprehensive and co-ordinated basis and this should be reflected in the Design and Access Statement, where required.

HERITAGE ASSETS

- 8.34 Box 8.3 lists the various types of heritage assets having regard to the Government's definition of 'designated heritage assets'. These features are key elements which contribute to a unique sense of place and are an irreplaceable resource. It is therefore necessary to conserve them in a manner appropriate to their significance.
- 8.35 Heritage assets are a finite and valuable resource and the presumption will remain in favour of conserving or enhancing a heritage asset. Some assets should be conserved due to their unique interest and value nationally and/or their value to Gosport. By their very nature some 'redundant' features, including for example areas of historic defences, may not have obvious

¹²⁷ These principles may be those set out in nationally described standards still to be determined by Government or it may be useful to refer to the Lifetime Homes guidance. It is important to note that the Lifetime Homes guidance are not used as prescribed standards by the Borough Council.

¹²⁸ Including water supply, sewerage, drainage, gas, electricity, cable, telephone, road/footpaths/cycleways, and open spaces.

economic value but will be of significant historic value to the area and the sense of place.

Box 8.3: What are heritage assets?

The NPPF defines a heritage asset as a ‘building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions because of its heritage interest.’ Heritage assets comprise of the following:

Designated Heritage Assets

- Listed Buildings
- Conservation Areas
- Scheduled Ancient Monuments
- Registered Parks & Gardens
- Protected Wrecks
- World Heritage Sites

Locally Important Heritage Assets

- Locally Listed Buildings
- Parks & Gardens of Local Historic Interest
- Sites of Archaeological Interest
- Wrecks of local historic interest
- Historic landscapes

Unidentified Heritage assets

- Heritage assets yet to be identified which could become ‘Designated’ or ‘Locally important’ as a result of further assessment.

Local Context

- 8.36 The Borough has approximately 540 Listed Buildings and approximately 100 Locally Listed buildings. There are 16 Conservation Areas, which are designated to conserve and enhance the special character of the area. There are 14 Scheduled Ancient Monuments, the majority of which are related to Gosport’s military fortifications. The grounds of Royal Hospital Haslar are a Grade II Registered Historic Park of National Importance (23ha). There are also seven Parks & Gardens of Local Historic Interest (33.1ha).
- 8.37 It is a key priority for the Borough to conserve and enhance its heritage assets. The Borough has numerous potential development sites that are of significant heritage value including many former and existing MoD sites. As sites are released, the buildings, landscape and setting are potentially at risk. It is important to find viable uses for historic buildings, which are appropriate to the site’s character and respect the wider historic and aesthetic value of the site and area.
- 8.38 The Local Plan area contains a number of important and distinctive archaeological sites, many reflecting the area’s military, particularly naval, heritage spanning hundreds of years. As well as above ground features, there are a number of below ground remains which may be of local or national importance. However, only a small proportion of these sites are protected as Scheduled Ancient Monuments (these being Designated Heritage Assets). The Archaeological and Historic Buildings Record (AHBR)¹²⁹ maintained by Hampshire County Council is a useful source of information. In liaison with the County Council an ‘Archaeological Alert Map’¹³⁰ has been prepared and identifies areas in the Borough most likely to contain archaeological remains.

¹²⁹ <http://www3.hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm>

¹³⁰ See Hampshire CC for further details.

POLICY LP11: DESIGNATED HERITAGE ASSETS INCLUDING LISTED BUILDINGS, SCHEDULED ANCIENT MONUMENTS AND REGISTERED HISTORIC PARKS & GARDENS¹³¹

- 1. The Borough Council will work with landowners, developers, Historic England and other stakeholders to:**
 - a) ensure that new development conserves or enhances designated heritage assets;
 - b) ensure that historic buildings are appropriately re-used as soon as possible to prevent deterioration of condition;
 - c) reduce the number of buildings on the “Buildings at Risk” Register; and
 - d) make information about the significance of the historic environment publicly accessible.
- 2. When considering an application that would affect a designated heritage asset, an applicant will be required to describe the significance of the asset with a proportionate level of detail relating to the likely impact a proposal could have on the asset’s historic, architectural and archaeological interest.**
- 3. Planning permission will not be granted for development proposals which would harm the significance of a Listed Building, Registered Park & Garden or Scheduled Ancient Monument.**
- 4. Planning permission will be granted for proposals that make a positive contribution to, or better reveal the significance of the setting of a designated heritage asset.**
- 5. If it is determined through the relevant evidence that currently undesignated buildings, structures, landscapes or archaeology are of national significance, the above points (1-4) will apply.**

1

EXPLANATION OF POLICY LP11

The Borough Council’s Positive Strategy for protecting and enhancing the Borough’s Heritage assets (Point 1 of Policy LP11)

- 8.39 The Borough Council has a positive approach to promoting Gosport’s unique historic character by engaging with local people, developers and heritage organisations to ensure that this special character is conserved and where possible enhanced whilst ensuring the Borough has a vibrant economic future. The Council has had years of experience working positively and constructively with key partners, including on challenging sites of national heritage value, and this will continue to be a priority.
- 8.40 This experience has meant that the Borough Council places high value on early discussions at pre-application stage, so that those seeking to develop a site are fully informed of the issues that they are required to address, and so that a positive strategy can be developed to assist with the most expedient delivery of appropriate proposals.

¹³¹ This policy would also apply to world heritage sites and protected wrecks if designated within Gosport Borough as well as those undesignated assets which are found to be of equivalent significance (see point 5 of Policy LP11).

- 8.41 The Borough Council places high value on the input of the many local people and organisations with detailed knowledge of the Borough's heritage assets including the Gosport Society and the Lee-on-the-Solent Residents' Association, and statutory consultees such as Historic England. Working in partnership with such interests, the Council will continue to develop effective and positive strategies to conserve and enhance the Borough's many heritage assets: both designated and undesignated.
- 8.42 A key area of concern will continue to be the identification and monitoring of 'Buildings at Risk'. These are designated heritage assets which are falling into disrepair and 'at risk' of serious deterioration or loss. Gosport's extensive military legacy, much of which by its very nature is obsolete, has raised particular challenges but on sites like St George Barracks and Royal Clarence Yard, has been integrated successfully into new developments. This approach will be replicated for any new sites that become available.
- Appropriate evidence to support planning applications (point 2 of Policy LP11)
- 8.43 The NPPF is clear on the need to ensure proposals are appropriately informed with background research required proportionate to the significance of the asset or site. The developer will be required to describe the significance of any heritage asset affected including any contribution made by its setting. The decision making process is informed by: the historic context of a site; its sense of space; its special architectural or historic interest as part of a group or in isolation; and its archaeological interest.
- 8.44 In many cases, the historic significance of an asset may not be entirely obvious due to a lack of readily available information. The asset may have developed over hundreds of years and elements of earlier phases may exist within the external structure or below ground level.
- 8.45 The Borough Council strongly encourages the use of the Archaeology and Historic Buildings Record¹³². This important source of information is regularly updated as new information becomes available. Other local historic information sources include the Gosport Local Studies Centre. Where necessary, applicants may need to engage appropriately qualified historic building consultants or archaeologists.
- 8.46 Advice on the information likely to be required in support of an application can be sought from the Borough Council at pre-application stage and careful thought will be given to the proportionate level of information that may be required including the preparation of a heritage statement¹³³.
- Determining proposals affecting designated assets (points 3-4 of Policy LP11)
- 8.47 The Borough Council will determine planning applications affecting designated assets including Listed Buildings, Registered Parks & Gardens and Scheduled Ancient Monuments, as well as applications for Listed Building consent, in accordance with national guidance, including the NPPF and the Local Plan policies. Proposals which involve the carrying out of works to a Scheduled Ancient Monument require Scheduled Ancient Monument Consent from the relevant Government department.

¹³² This is the Historic Environment Record (HER) for Hampshire and can be viewed at <http://www3.hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm>

¹³³ <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/list-of-documents-required-by-gbc-lpa/>

- 8.48 Proposals which harm the significance of a designated asset will not be permitted including proposals which have a detrimental impact on the historic and architectural character of the building or structure. This could include the removal, repair, replacement or alteration of internal and external features of a building which affect its character.
- 8.49 In many cases the most appropriate use for a historic building is that for which it was originally constructed and this should, where possible, be retained. However in many cases this use will no longer be practical or viable and a new use will have to be found. New uses should: avoid the need to remove important architectural or historic features; respect the integrity of the built form and quality of spaces within the building; and avoid or minimise the introduction of inappropriate structural features.
- 8.50 The setting of an historic asset often forms an important part of the character of a historic structure including landscaped grounds, the walls and outbuildings, the historic plan form of a military complex or a broader layout of an historic settlement. New development will need to pay particular attention to its impact on a setting and justify how it conserves and enhances the setting.
- 8.51 In relation to the Borough's Registered Park & Garden particular regard will be given to protecting the unique historic landscape in development proposals. Where proposals are made for restoration of the park and garden it will be necessary for the applicant to show that the work proposed would not detract from the character and significance of the landscape.
- 8.52 In certain cases planning permission may be granted for proposals which affect the character and setting of a designated asset and would normally be considered contrary to policy. Such proposals would be assessed in accordance with Historic England's guidance on 'enabling development'¹³⁴ which recognises that the proposal would secure the future conservation of a heritage asset and that the benefits of such a scheme outweighs the harm of departing from the national and local policies.
- 8.53 When assessing proposals the Borough Council recognises that new development can make a positive contribution to a historic asset in a number of ways. For example a poor quality modern development or gap in a town centre location could be significantly enhanced by new build which respects the proportioning and layout of an historic street scene. Another example would be where a new build is located to create a high quality landmark that may respect an historic layout but not necessarily be 'pastiche' in design. New and exciting design can add significantly to a street scene and enhance heritage assets and such proposals will be positively considered.

Undesignated heritage assets that are of equivalent significance to designated heritage assets (point 5 of Policy LP11)

- 8.54 There are likely to be buildings, structures, landscapes and archaeology within the Borough that are of equivalent significance as designated heritage assets but are currently undiscovered (particularly in relation to archaeology) or their significance has yet to be appreciated. Consequently if as part of the necessary heritage investigations to inform a planning proposal, it has been

¹³⁴ <https://www.historicengland.org.uk/images-books/publications/enabling-development-and-the-conservation-of-significant-places/>

demonstrated that such assets are equivalent to designated heritage assets it will be necessary to apply Policy LP11.

POLICY LP12: DESIGNATED HERITAGE ASSETS: CONSERVATION AREAS

- 1. The Borough Council will aim to:**
 - a) conserve or enhance the character or appearance of existing Conservation Areas;**
 - b) produce and update Conservation Area Appraisals; and**
 - c) where appropriate, identify additional Conservation Areas.**
- 2. Proposals for development in Conservation Areas will be permitted provided that:**
 - a) the location, form, scale, massing, density, height, layout, landscaping, use and external appearance conserves or enhances the special historic or architectural interest of the Conservation Area; and**
 - b) it conserves or enhances the setting of the Conservation Area and is not detrimental to inward or outward views.**
- 3. Proposals for consent to demolish a building in a Conservation Area will be permitted provided it has been demonstrated that:**
 - a) the building does not contribute to the character or appearance of the area;**
 - b) the building is of no historic or architectural interest or is wholly beyond repair and is not capable of beneficial use; and**
 - c) new development proceeds after the loss has occurred within a reasonable and agreed timescale and that the new development is of architectural merit which conserves and enhances the character of the Conservation Area.**

EXPLANATION OF POLICY LP12

Council's approach to Conservation Areas (Point 1 of Policy LP12)

- 8.55 The Borough will endeavour to provide up to date information about the significance of Conservation Areas, their local distinctiveness and character, and identify features of interest. The Borough Council has produced detailed appraisals for many of the Borough's Conservation Areas which provide detailed information relating to significant features¹³⁵ and will continue to prepare and update these as well as Conservation Management Plans where appropriate. From time to time the Borough Council will consider identifying additional Conservation Areas where evidence suggests that this is appropriate. The Borough Council will ensure that an area justifies such status because of its special architectural or historic interest.

Development proposals within a Conservation Areas (Points 2 and 3 of Policy LP12)

- 8.56 In determining planning applications for new development including changes of use within designated Conservation Areas the Borough Council will pay special attention to whether a proposal conserves or enhances the character and appearance of the particular Conservation Area. Proposals for development or change of use should look to reflect the particular identity of a Conservation Area. They will need to consider characteristics such as

¹³⁵ Details of the Borough's Conservation Areas can be found at <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/conservation-areas/area-appraisals/>

traditional building form and scale, the historic relationship between buildings and spaces, the retention of an historic street or settlement pattern, the architectural detailing of buildings and the pattern of uses which establish the character of the area. Such considerations will need to be set out in a heritage statement. The applicant should use existing available evidence including the AHBR and other evidence included in Box 8.1 to inform their proposals.

- 8.57 Where a development proposal is likely to have a significant impact on a Conservation Area, the applicant should provide the Borough Council with an appropriate detailed assessment of the special interest of the area and how a proposal would conserve and enhance the area.
- 8.58 In assessing the potential impact of proposed development in a Conservation Area the guidelines set out by Historic England in their Policy Statement on Enabling Development will be adopted.
- 8.59 The character of a Conservation Area is most often created by its buildings and spaces, so the loss of either a single building or a small group (whether listed or not) can have a significant and often disproportionate impact on the area's appearance. Any proposals to demolish a building should consider the contribution it makes to the character and appearance of the Conservation Area and the likely impact of demolition on the preservation or enhancement of the Conservation Area.
- 8.60 The Borough Council will aim to retain existing buildings within Conservation Areas where they have been identified as contributing to the character or appearance of the area, and will periodically review the identified buildings which make this contribution. There are occasionally cases where demolition could, as a last resort, be accepted. A full assessment will be required against the criteria set out in the NPPF and the latest Government best practice note¹³⁶. Where the loss of a whole or part of a building is permitted by the Borough Council it will be necessary to ensure that new development will proceed after the loss has occurred as set out in the NPPF.
- 8.61 The Borough Council will treat favourably proposals for new development in a Conservation Area or its setting which enhance or better reveal their significance.

¹³⁶ Currently this is known as English Heritage's 'PPS5 Historic Environment Planning Practice Guide'
<http://www.english-heritage.org.uk/professional/advice/government-planning-policy/pps-practice-guide/>

POLICY LP13: LOCALLY IMPORTANT HERITAGE ASSETS

- 1. The Borough Council will aim to conserve or enhance locally important heritage assets and will consider revisions to the Local List of Heritage Assets dependent on any new information.**
- 2. Planning permission for a development which affects a locally important heritage asset will be permitted provided that:**
 - a) the location, form, scale, massing, density, height, layout, landscaping, use and external appearance of the proposal conserves or enhances the asset; and**
 - b) an appropriate historic desk based study, or field evaluation in the case of archaeological interest, has been carried out demonstrating how the proposal will conserve or enhance the locally important heritage asset.**
- 3. Planning permission will only be granted where a proposal could result in harm to, or the loss of, a locally important heritage asset if it:**
 - a) can be demonstrated that the benefits of the development outweighs the asset's historical, architectural or archaeological significance;**
 - b) demonstrates that any new development would proceed within a reasonable and agreed timescale; and**
 - c) ensures all appropriate recording of the building, structure or other feature has taken place before it is lost.**
- 4. If it is determined through the relevant evidence that currently undesignated buildings, structures landscapes or archaeology are of local significance, the above points (1-3) will apply.**

EXPLANATION OF POLICY LP13

Overall approach (Point 1 of Policy LP13)

- 8.62 Locally important heritage assets include Locally Listed Buildings, Parks & Gardens of Local Historic Interest, archaeological sites that are not of national importance and other features of the historic landscape.
- 8.63 The Locally Listed Buildings are considered by the Borough Council to be of local historic or architectural interest or make a particular contribution to the character and appearance of an area. In each case their conservation or enhancement warrants special consideration in determining any proposals relating to them.
- 8.64 There are also a number of important historic parks or landscapes in the Borough including Parks & Gardens of Local Historic Interest which have been identified on the Hampshire Register of Historic Parks & Gardens¹³⁷. These add significant value to the sense of place and often form the setting of Listed Buildings or are located within Conservation Areas.
- 8.65 The latest Local List of Heritage Assets includes Locally Listed Buildings and Parks & Gardens of Local Historic Interest.¹³⁸ From time to time it may be

¹³⁷ based on research carried out by Hampshire County Council and the Hampshire Gardens Trust.

¹³⁸ Currently the Local Listed Buildings can be found at <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/>

necessary to add further buildings structures and parks to the list and this will be undertaken using the methodology detailed in Appendix 2. These additional heritage assets will be covered by Policy LP13.

- 8.66 Archaeological sites are identified on the Archaeology and Historic Buildings Record (AHBR) and selection for inclusion is subject to the agreement of the County Archaeologist.
- 8.67 In appropriate cases the Borough Council will consider the use of Article 4 Directions to remove permitted development rights where this would safeguard features of importance.

Development proposals affecting a locally designated asset (Points 2 and 3 of Policy LP13)

- 8.68 Although Locally Important Heritage Assets do not enjoy the protection of statutory listing, the Borough Council will afford considerable and appropriate weight to the desirability of conserving and enhancing buildings or structures contained on the Local List of Heritage Assets. The applicant should use existing available evidence including the AHBR, historic maps and other evidence (see Box 8.1) to inform their proposals and set out key considerations in a heritage statement.
- 8.69 When determining planning applications which affect Locally Important Heritage Assets the Borough Council is required to have regard to the scale of any harm or loss and the significance of the heritage asset. When considering proposals the following factors will be taken into consideration:
- The particular contribution of the asset to the special character of the area and sense of place;
 - Its value, whether it forms part of an important group of buildings, or a key phase in the historic development of Gosport;
 - The importance of the asset in terms of its rarity, archaeological or historic interest;
 - The degree of harm proposed;
 - Whether the nature of the asset prevents all reasonable use and whether marketing has demonstrated that it is not viable in the medium to long term; and
 - The benefits (economic, environmental and/or social) of a proposal outweigh the significance of the asset.
- 8.70 There may be some circumstances where enabling development may be acceptable. In these instances the proposal would be contrary to policy but it would secure the future conservation of the heritage assets and consequently the benefits would outweigh any potential harm. The Borough Council will use Historic England's guidance on enabling development¹³⁹ to assess such proposals.

A combined 'Local List of Heritage Assets' will be available later.

¹³⁹ <https://www.historicengland.org.uk/images-books/publications/enabling-development-and-the-conservation-of-significant-places/>

- 8.71 Where a loss of a locally important heritage asset is proposed and the developer has provided clear evidence in relation to the above considerations the Borough Council will only consider such a loss if:
- The proposed scheme is of high quality which enhances the local setting; and
 - That the new development will proceed within a reasonable and agreed timescale.
- 8.72 Development proposals which may affect archaeological sites and monuments that are not statutorily protected (i.e. local important heritage assets) will be carefully assessed to ensure that the impact on such sites is minimised. Where there is evidence that archaeological remains may exist, the Borough Council will require applicants to produce a heritage statement which should assess the impact of the proposed development upon the archaeological potential of the site and include an archaeological impact assessment. In many instances this may need to include a field assessment; however in other cases a desk based assessment will be sufficient. This work will need to be carried out in consultation with the County Archaeologist.
- 8.73 Where the physical preservation of archaeological remains is not considered possible or feasible, the Borough Council may require applicants to make provision for investigating and recording. Recording of locally important archaeology will be required where they are to be harmed or lost. Planning permission will be refused where applicants have not sought to accommodate archaeological requirements.
- 8.74 Research and documentation should be deposited with the AHBR and relevant Record Office, subject to advice of the County Archaeologist. The results should also be publicly disseminated, where appropriate, in order to contribute positively to the area's sense of place and distinctiveness
- Undesignated and unidentified heritage assets that are of equivalent significance to locally important heritage assets (point 4 of Policy LP13)
- 8.75 There are likely to be buildings, structures, landscapes and archaeology within the Borough that are of equivalent significance as locally designated heritage assets but are currently undiscovered (particularly in relation to archaeology) or their significance has yet to be appreciated. Consequently if as part of the necessary heritage investigations to inform a planning proposal, it has been demonstrated that such assets are equivalent to existing locally important heritage assets it will be necessary to apply Policy LP13.
- 8.76 The County Council Archaeology section advise that there may be further archaeological discoveries in the Borough including from: the prehistory period, which is poorly understood; and the Roman period which is currently underrepresented despite Gosport occupying a strategic location at the entrance to Portsmouth Harbour. The paucity of information for these periods is a reflection of the lack of past archaeological investigation rather than necessarily an indication of genuine absence of archaeology. There is consequently the potential for previously unidentified archaeological sites to be disturbed by development. Assessment for the potential for previously unidentified archaeological sites should be included within any heritage statement submitted.
- 8.77 On occasion when the presence of archaeological remains only becomes apparent after development has commenced, the Borough Council will seek

to negotiate with the applicant to preserve or excavate the remains as appropriate in consultation with the County Archaeologist or other appropriately qualified archaeologist.

OTHER DESIGN POLICIES

POLICY LP14: AREAS OF SPECIAL CHARACTER

- 1. The Borough Council will aim to:**
 - a) protect the identified qualities of a designated Area of Special Character; and**
 - b) identify additional 'Areas of Special Character' where there is appropriate justification.**
- 2. Within the Marine Parade Area of Special Character (as shown on the Policies Map) development proposals will be permitted subject to the following criteria and the guidance set out in the Marine Parade Area of Special Character SPD:**
 - a) a high standard of design and layout is achieved that reflects the townscape qualities and visual appearance of the seafront;**
 - b) there is proper and adequate protection given to the residential amenities of neighbouring properties; and**
 - c) vehicular access is achieved via rear service areas, except where it has been demonstrated that it would be preferable to gain access from Marine Parade provided that:**
 - i) it does not have an adverse impact on road safety;**
 - ii) there would be no harmful increase in traffic flow; and**
 - iii) it would not be detrimental to the overall character and design of the area.**

EXPLANATION OF POLICY LP14

Overall approach (point 1 of policy LP14)

- 8.78 Areas of Special Character are considered to be local areas that have recognised townscape qualities such as a strong sense of cohesion and sense of place; and where particular design characteristics have been identified as worthy of being safeguarded. Such areas do not have the historic or architectural qualities to be designated as a Conservation Area and therefore do not have the same controls or policy tests. However the areas do have characteristics that add substantially to the character of the local area.
- 8.79 These characteristics will normally have been considered in the Borough Council's latest townscape assessment. In order to identify any new Areas of Special Character it will be necessary to undertake detailed character appraisals of an area in order to ascertain whether any such designation can be sufficiently justified. If there is merit in designating an Area of Special Character it will be necessary to identify those features which are particularly important to maintaining the character and local distinctiveness of that area. Further planning guidance for such areas will be contained in a Supplementary Planning Document and subject to public consultation.

Marine Parade Area of Special Character (point 2 of policy LP14)

- 8.80 When viewed in its entirety, the seafront at Lee-on-the-Solent forms one of the most distinctive stretches of urban coastline on the Solent. It is characterised by detached 2 to 3 storey buildings with some higher development of 4 and 5 storeys set in regular plots and forming a continuous urban edge behind the Promenade and clifflands.
- 8.81 Lee-on-the-Solent began to develop in the 1880s when a grid pattern of streets was laid out. A key part of this was the long seafront of Marine Parade, facing areas of parkland dropping down to the beach. The plots were largely developed by the late 1930s giving the area a distinct character of inter war detached and semi-detached housing to the west and east of Pier Street (the centre of the Victorian new town).
- 8.82 This character has been eroded in part by larger-scale post-war flat developments, but there remains a relative uniformity in the height of development along Marine Parade that is separated into four distinct areas which are detailed in the Marine Parade Area of Special Character Supplementary Planning Document (SPD)¹⁴⁰. Although there are a few examples of late Victorian seaside architecture, the buildings are of more value as a group. Given their combined townscape quality and visual prominence along the seafront and from the Solent, the Borough Council regards the overall appearance and character of the seafront area as meriting special consideration in determining proposals for development.
- 8.83 The Council will seek to encourage innovative design that improves the overall appearance and character of Marine Parade. While helping to safeguard the local distinctiveness of the area, new development should also be of a high standard of design and appropriate scale and form that helps enhance both the buildings' immediate context and the area's special character. Equal consideration should be given to the design of each elevation of a building in terms of its visual impact and the potential impact on the amenity of properties within its setting including those to the rear of Marine Parade.
- 8.84 The distinct townscape qualities which are evident along Marine Parade include:
- The rhythmic quality to the pattern of development with many buildings within the original Victorian plots;
 - The consistent building line set back from the pavement;
 - Buildings largely developed on the southern half of the plots;
 - The relative uniformity in ridge and parapet heights along key groups of buildings (within the four areas described); and
 - The predominance of hipped and pitched roofs.
- 8.85 These are all important qualities which define the area's built form and can help guide potential development and detailed guidance is contained within the SPD. In addition the Daedalus SPD sets the design context for development proposals along Marine Parade frontage within the Daedalus site.
- 8.86 The issues relating to vehicular access are further detailed in the Marine Parade Area of Special Character SPD.

¹⁴⁰ www.gosport.gov.uk/spd

POLICY LP15: SAFEGUARDED AREAS

1. The Borough Council will consult appropriate organisations before granting planning permission for certain types of development which fall inside the identified Safeguarded Areas.¹⁴¹
2. Proposals including the construction of new buildings and structures should not interfere with broadcast and telecommunications services.

EXPLANATION OF POLICY LP15

Identified safeguarded areas (point 1 of policy LP15)

- 8.87 There are a number of safeguarded areas within the Borough which have design implications for proposed buildings within these areas. There may also be restraints on particular uses in some instances. As the boundaries of these areas can be subject to change at short notice the Borough Council has not shown them on the Policies Map. Instead the latest areas are shown on the Council's website.¹⁴² Under the provisions of the Government Circular 01/05: *Safeguarding aerodromes, technical sites and military explosives storage areas* the Borough Council is required to consult the relevant organisation regarding development proposals for buildings, structures and works within the safeguarded areas. The types and characteristics of each safeguarded area are set out below.
- 8.88 Defence Munitions Safeguarded Area: This area covers Bedenham and Frater as well as parts of Hardway and Elson and the precise boundaries are subject to change. The Defence Infrastructure Organisation (DIO) will need to be consulted in this instance who will advise developers on issues such as buildings materials and construction techniques for proposals within this safeguarded area.
- 8.89 Aerodrome Safeguarding Area for Daedalus: The outer boundary of this safeguarded area covers most of the Borough and may have implications for building heights. The inner zones have the most stringent safeguards. The Civil Aviation Authority and airfield operator are the relevant organisations for consultation in this instance where height specifications are exceeded¹⁴³.
- 8.90 Fleetlands Safeguarded Area: There are various height and construction material restrictions associated with different zones around this helicopter services facility as well as the requirement to consult on particular types of uses which could increase bird activity.
- 8.91 Southampton Airport Safeguarded Area: This covers the whole Borough and the relevant authorities must be consulted on any applications for wind farm proposals within a 30km radius of the airport due to the potential for interference with radar signals, and disruption to air traffic control systems.

¹⁴¹ The latest safeguarding maps provided by the appropriate agencies are shown at <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/local-development-framework/gosport-borough-local-plan-2029/gosport-borough-local-plan-2011-2029-adopted-october-2015/local-plan-2011-2029-adopted-october-2015-policies-map/>

¹⁴² www.gosport.gov.uk/localplan2029

¹⁴³ Details set out with map <http://www.gosport.gov.uk/localplan2029>

Interference with broadcast and telecommunications services (Point 2 of policy LP15)

- 8.92 There is a need to ensure new buildings and structures do not interfere with broadcast and telecommunications services as set out in the NPPF.

Further information:

Archaeology and Historic Building Record (Hampshire County Council on-going);
<http://www3.hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm>

Climate Change Adaptation By Design: A Guide for Sustainable Communities (TCPA 2007); http://www.tcpa.org.uk/data/files/bd_cca.pdf

Conservation Area Appraisals (GBC-Various);
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/conservation-areas/area-appraisals/>

Design Guidance: Supplementary Planning Document (GBC Feb 2013);
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/local-development-framework/supplementary-planning-documents/design/>

Enabling Development and the Conservation of Significant Places (English Heritage June 2012); <https://www.historicengland.org.uk/images-books/publications/enabling-development-and-the-conservation-of-significant-places/>

Gosport's Townscape: A Townscape Assessment of the Borough of Gosport (Michael Ricketts Associates 2013);
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/local-development-framework/supplementary-planning-documents/design/design-guidance-spd-background-papers/>

Green Infrastructure Guidance (Natural England 2009);
<http://publications.naturalengland.org.uk/publication/35033?category=49002>

Hampshire County Council Townscape and Landscape appraisals;
<http://www3.hants.gov.uk/landscape-and-heritage/hampshire-integrated-character-assessment.htm>

Local List of Heritage assets (GBC-on-going);
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/>

Manual for Streets (DfT 2007); <http://www.dft.gov.uk/publications/manual-for-streets/>

Manual for Streets Companion Guide (HCC April 2010);
<http://www3.hants.gov.uk/hampshire-manual-for-streets.htm>

Marine Parade Area of Special Character SPD (GBC May 2007); and
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/local-development-framework/supplementary-planning-documents/marine-parade-spd/>

National Planning Practice Guidance.
<http://planningguidance.planningportal.gov.uk/blog/guidance/design/>

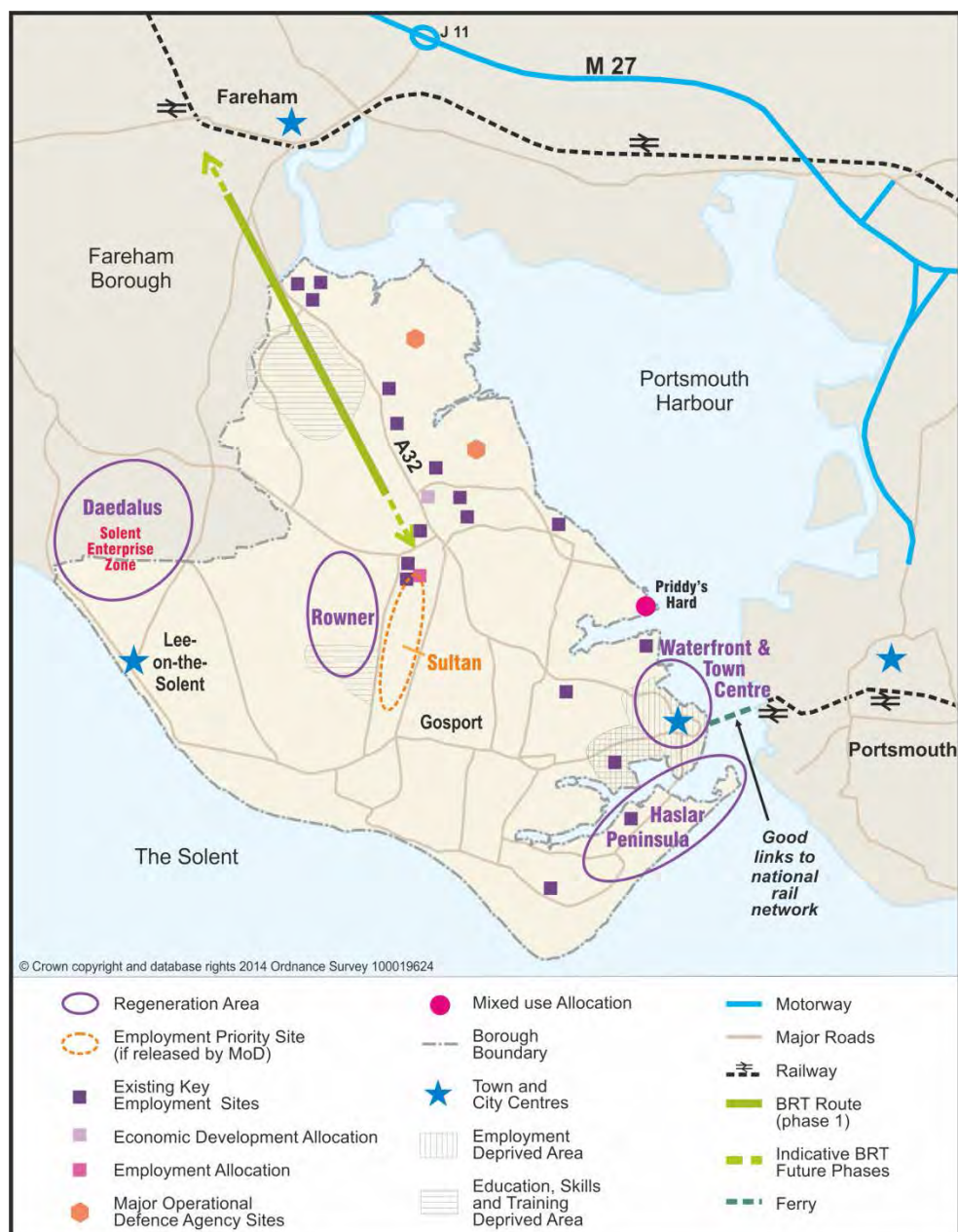
9.0 DELIVERING A PROSPEROUS ECONOMY

Vision: Delivering a prosperous economy

Gosport's local economy will be thriving and diverse. There will be a good choice of jobs on the peninsula and people will have the opportunity to work close to home. The economy will build on its strengths in the marine, aviation, aerospace and advanced manufacturing sectors. The Borough will host a range of sailing initiatives including international events which would not only showcase Gosport but create new jobs and support existing marine and other related businesses. Key employment assets will be protected and utilised for new employment opportunities. The potential for the growth of the tourism sector will be realised.

Local people will have improved skills and qualifications through the enhancement of educational and vocational training facilities.

Plan 11: Delivering a Prosperous Economy



INTRODUCTION

- 9.1 It is important that the Local Plan can help facilitate economic development in the Borough in order to create jobs and prosperity for the local community. The Local Plan includes a number of measures that can contribute to these aims which are set out below together with the relevant policy:
- The need to ensure there is sufficient land for employment floorspace as well as making the best use of key employment assets in order to attract new employment (Policy LP16);
 - The need to ensure that there is an increase in local skill levels which meet the demands of new investors (Policy LP17);
 - The need to develop the local tourism industry to make the most of Gosport's waterfront setting and naval history (Policy LP18);
 - The need to ensure any further marina and other coastal development, which can enhance the local economy, is suitably sited in relation to environmental and other considerations (LP19); and
 - The need to ensure business is served by modern telecommunications technology (Policy LP20).
- 9.2 The Government's National Planning Policy Framework (NPPF) sets out a definition for economic development which is set out in Box 9.1 below and is used within this section.

Box 9.1: What is economic development?

For the purposes of this Local Plan, economic development includes:

- development within the B Use Classes;
- public and community uses; and
- the main town centre uses including:-
 - retail development;
 - leisure and entertainment facilities;

This definition does not apply to housing development.

Local Context

- 9.3 There are a number of factors that make Gosport a good place to attract new businesses including:
- The presence of important employment assets such as a coastal and harbour frontage including access to deep water and associated facilities, the presence of an airfield and a variety of specialist engineering buildings;
 - Good skill levels in a number of high-tech industries;
 - A cluster of businesses in a number of sectors including aviation, aerospace, marine and advanced manufacturing with linked employment assets and benefits of being located in close proximity to each other;
 - The traditionally lower land values in this part of Hampshire may make the site attractive for emerging sectors and businesses that need to keep costs low particularly whilst becoming established;
 - Relatively low housing costs in Gosport compared to other parts of the South East;
 - The coastal location offers a good quality of life; and
 - Relatively good access to the motorway compared with many areas of the UK, particularly off-peak.

- 9.4 There are however economic issues facing the Borough which need to be addressed. These are summarised in the box below¹⁴⁴. Addressing these problems have shaped the Spatial Strategy (Section 6) and directed the development objectives of each of the Regeneration Areas (Section 7).

Box 9.2: Summary of key economic issues¹⁴⁵

- Significant loss of local employment over the last 30 years due to release of MoD sites and the loss of other manufacturing jobs.
- The Borough has the lowest job density in the South East.
- Increased out-commuting on constrained road network has led to extended peak-time congestion.
- The Borough's economy is underperforming and has a significantly lower business density when compared with the averages for Hampshire and the South East Region and has the lowest number of businesses registered for VAT within Hampshire.
- Public sector jobs accounts for a high proportion of workforce.
- Relatively low levels of entrepreneurship.
- The Borough has significant pockets of deprivation which experience higher rates of economic inactivity, lower skill levels and qualification attainment than the Borough as a whole, and compared to national and regional averages.

POLICY LP16: EMPLOYMENT LAND

1. The Borough Council will make provision for at least 84,000 sq.m. of net additional employment floorspace (B1, B2, B8 use classes).
2. The Borough Council will ensure that new employment land is provided by identifying:
 - a) major development sites (as shown on the Policies Map) that have opportunities for significant employment creation including the Gosport Waterfront and Town Centre (LP4), Daedalus (LP5), and the Haslar Peninsula (LP6);
 - b) other employment land allocations (as shown on the Policies Map) (LP9B&C); and
 - c) HMS Sultan as an Employment Priority Site (as shown on the Policies Map) if opportunities arise (LP3).
3. Employment assets (such as the waterfront access, airfield access or specialist on-site facilities) will be protected.
4. Existing employment land (as shown on the Policies Map), will be safeguarded for employment purposes (B1, B2 and B8). Planning permission for other types of economic development¹⁴⁶ on existing employment land will be granted if it can be demonstrated that:
 - a) the use will generate similar or higher levels of employment than the existing use;
 - b) the use is compatible with neighbouring uses within the employment site; and
 - c) the relevant tests in Policy LP29 regarding town centre uses are met.
5. In certain circumstances planning permission may be granted for

¹⁴⁴ Further detail in the Employment Background Paper.

¹⁴⁵ Further detail in the Employment Background Paper and the various evidence studies identified therein.

¹⁴⁶ See definition in Box 9.1.

residential development as part of an employment led mixed use scheme provided that:

- a) it is demonstrated that it is not viable to redevelop the whole site for employment uses or other types of economic development; and**
- b) the overall proposed development will generate the same or a greater number of jobs than recent levels on the site.**

6. Planning permission will be granted for service hubs to support live /work units.

EXPLANATION OF POLICY LP16

Overall approach

- 9.5 The Borough Council's employment-led approach accords with the PUSH South Hampshire Strategy (2012) which includes a strong drive to deliver economic growth and regeneration. Its ambition is to narrow the gap in economic performance between South Hampshire and the rest of South East England and address the impact of recession, create jobs and tackle unemployment, and increase productivity.
- 9.6 The Borough Council's approach also reflects the ambitions of the Solent Local Enterprise Partnership's Strategic Economic Plan (2014)¹⁴⁷ which identifies a number of strategic sectors and clusters including marine, aerospace and defence, advanced manufacturing, engineering and enhancing the visitor economy. It places significant emphasis on the need to invest in skills and enable infrastructure priorities to be secured such as land assets, transport and housing, reducing flood risk and improving access to superfast broadband (see also policies LP17-20).
- 9.7 The Local Plan aims to make the best use of the Borough's assets and create the conditions that will attract business investment. The focus on an employment-led strategy will assist in the Council's wider economic objectives to stimulate enterprise, reduce public sector dependency and enhance and develop its business clusters. The Local Plan's key role is to facilitate the use of derelict or unused land, much of it currently or until recently in public ownership, towards employment generating commercial uses.
- 9.8 It is clear that an employment led approach is the most appropriate method of addressing Gosport's out-commuting and congestion problems as well as help alleviate the significant pockets of deprivation within the Borough. This employment led strategy includes the need to identify major sites for employment and protect key assets.
- 9.9 The development of existing business clusters (including marine, aviation, aerospace and advanced manufacturing sectors) will be encouraged as well as the promotion of new sectors. It is therefore important to build upon existing strengths and assets in Gosport to support these key clusters. The development of existing clusters and/or the emergence of new ones will impact on the level of demand for new employment floorspace and the type of premises required. Some of these businesses will require that premises have particular locational attributes. In many cases individual businesses enjoy

¹⁴⁷ http://solentlep.org.uk/uploads/documents/Solent_Strategic_Economic_Plan.pdf

benefits of being located within an area where there are other businesses within a cluster. These benefits include the use of specialised facilities, being part of a specialised supply chain, benefiting from a positive local reputation, sharing knowledge and expertise, and the ability to lobby for mutual interests. In addition such clusters support other local businesses including a range of service industries (e.g. catering, retail, business services such as accountancy) which may develop their own linked specialism.

- 9.10 The PUSH Economic Development Strategy¹⁴⁸ has identified that the office and business service sectors will be one of the key areas of employment growth over the next twenty years and consequently growth in this sector in the Borough should be facilitated. It is recognised that this sector is currently limited in the Borough and that whilst other locations in South Hampshire will be more attractive for office growth, such as the city centres, there are parts of the Borough that are particularly suitable for this type of development. It is considered that office development should be located primarily on sites within, and on the edge of, Gosport Town Centre or sites with relatively good public transport access. It is considered that there are potential opportunities on Gosport Waterfront for offices overlooking the harbour. These would have the benefit of being sited in an accessible location adjacent to the Town Centre with all the relevant facilities as well as good transport connections including bus services and regular ferry connections to the national rail network.
- 9.11 Sites for other employment purposes will be on land with access to the Borough's main road network, with good public transport access and will be compatible with the character and amenities of the local area.
- 9.12 To compensate for the significant loss of jobs in the Borough over the past few decades caused by MoD rationalisation it is important that employment sites are maintained and developed most effectively, generating significant job opportunities. It will therefore be necessary to encourage medium to high density employment uses¹⁴⁹ on employment sites rather than low employment generating uses such as warehousing, distribution and open storage. These low employment generating uses can include high levels of automation and require significant areas of land, thereby reducing opportunities to significantly increase employment levels. It has been found that the warehouse/distribution sector will have only limited potential in Gosport as other parts of the sub region have better motorway and rail access¹⁵⁰. Consequently the Borough will have a limited demand for large scale strategic warehousing. Instead this sector is likely to occur in connection with manufacturing businesses in the Borough or be on a smaller scale with more intensive employment levels serving a local market.

Employment Floorspace Targets (Point 1 of policy LP16)

- 9.13 The Borough Council aims to ensure that 84,000 sq.m of net additional employment floorspace (B1, B2 and B8 use classes) is provided in the Borough over the period to 2029. Further details are set out in the Spatial Strategy Section (Policy LP3).

¹⁴⁸ PUSH Economic Development Strategy (DTZ - October 2010).

¹⁴⁹ Medium to high employment densities are considered to be within the range 15-40sq.m per employee.

¹⁵⁰ PUSH Property Requirements for distribution and Logistics (Roger Tym & Partners 2008).

Proposed Employment Sites (Point 2 of policy LP16)

Allocations

- 9.14 The allocations to contribute to the above target include a number of strategic mixed-use sites and a number of smaller employment allocations which are shown on the Policies Map. New employment opportunities will generally be located on brownfield sites within the urban area.
- 9.15 The three strategic sites with significant potential for employment are Daedalus (Policy LP5), Gosport Waterfront and Town Centre (LP4), and the Haslar Peninsula (LP6) which have been identified as mixed-use sites. Daedalus has been identified as an Enterprise Zone and is of sub-regional significance with a focus on marine, aviation, aerospace and other advanced manufacturing clusters. Gosport Waterfront has the potential for marine employment with new office development in both the Town Centre and Waterfront areas. Royal Hospital Haslar has the potential for health related employment with Blockhouse having assets which are appropriate to the marine sector. In addition smaller employment allocations have been identified (see Policy LP9B and C) which contribute to the overall proposed quantum. Smaller sites include the Brockhurst Gate (former Frater House site) and land on Grange Road, south of Huhtamaki.

Employment Priority Site

- 9.16 The HMS Sultan site has been identified as an employment priority site in order to ensure that if the site is released by the MoD it retains its role as a major employment site in the Borough.
- 9.17 HMS Sultan employs large numbers of people primarily linked to its role as a training base. It employs almost 2,600 people (including approximately 1,350 trainees, 450 service personnel and 800 civilians)¹⁵¹. The Borough Council strongly supports the retention of this important function at Sultan and will encourage opportunities to expand its role. The site also accommodates advanced engineering training to private sector companies and consequently there may be further opportunities in this sector. The site relates well to the Borough's existing strengths in advanced manufacturing and aerospace clusters.
- 9.18 There is uncertainty regarding the future of this site as the MoD reviews its strategic land needs and training estate. Following the Strategic Defence and Security Review 2010 it remains unclear whether the MoD will retain the site for other defence purposes. If released it will be imperative that the site is re-used for new employment to at least replace the lost employment but also take the opportunity to increase employment densities. The re-use of the specialist training facilities as well as the use of premises for advance manufacturing, marine and aviation businesses are considered to be key opportunities. Due to the uncertainty it is not appropriate to include the site as part of the current employment land supply but ensure that such sites are used for employment if released. The Council's priority would be to continue to argue for its retention as a MoD centre of excellence for training.

Employment Assets (Point 3 of policy LP16)

- 9.19 The Borough Council considers that it is important to protect employment assets that have the potential to attract new employment opportunities. The

¹⁵¹ The Impact of the Defence Sector on the Economy of Gosport (University of Portsmouth 2008).

importance of waterfront access has been outlined by the Solent LEP's Marine and Maritime Supplement¹⁵² (March 2014) and the Solent Waterfront Strategy (SEEDA 2007) which identifies significant stretches of the Gosport Waterfront as having potential for marine businesses. Other identified employment assets include access to the runways at Daedalus and could also include specialised marine facilities on Blockhouse if released. It is important that options to use such assets are fully explored for employment opportunities before being released for other uses.

Protecting existing employment sites (Points 4 and 5 of policy LP16)

- 9.20 The Employment Land Review (ELR) assessed the appropriateness of existing employment sites and recommendations have been made regarding which sites should be protected for employment use. These sites are identified on the Policies Map. The ELR will be periodically reviewed to determine if the allocated sites are still appropriate.
- 9.21 It is considered that employment sites should be predominately for B1, B2, and B8 uses, however it is accepted that in certain instances in order to generate new employment opportunities and contribute towards genuine sustainable communities other economic uses (as defined in Box 9.1) could be accommodated on employment sites.
- 9.22 This approach is very much in accordance with Government policy which aims to ensure that local authorities avoid designating sites for single or restricted use classes. In such instances it will be necessary for a developer to demonstrate the following criteria are met.
- *Alternative uses and employment levels:*
When proposing non B1, B2 or B8 uses the applicant would need to demonstrate that the proposal would create at least the same number of jobs than the existing premises has achieved over the past three years. This period is considered a reasonable length of time within the business cycle to provide a fair understanding of the potential levels of employment that can be achieved on the site.
 - *Compatibility:*
When determining the appropriateness of a non B1, B2 or B8 use on a site it will be necessary to ensure the use will not have a detrimental environmental impact on neighbouring businesses and vice versa.
 - *Alternative sites and meeting relevant tests:*
It will be necessary to consider whether a proposed non B1, B2 or B8 use can be more suitably located elsewhere in the Borough and whether sites or premises are reasonably available. In particular town centre uses should meet the tests set out in Policy LP29. Similarly other uses such as community facilities should firstly be located in existing centres or within neighbourhoods in accordance with other policies in the Local Plan. If no such sites are available the use may be appropriate on the employment site if it is compatible with other employment uses on the site and sufficient jobs are generated.
- 9.23 The Borough Council will continue to safeguard employment sites and will consider a wide range of employment uses. The Borough Council will

¹⁵² https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/303591/transforming-solent.pdf

encourage the refurbishment of existing employment sites in order to meet modern business requirements. In some cases the layout and design of existing premises may not be suitable for new enterprises and it may be necessary to redevelop all or part of the site for alternative employment premises.

- 9.24 Residential uses will not normally be considered as there is sufficient brownfield land already identified to meet the Borough's housing target as set out in Policy LP3. However there may be certain circumstances where the development of dwellings on part of the site could be considered acceptable to the Council. Primarily this is when the proposed residential development would enable the refurbishment and/or redevelopment of older industrial buildings in order to create new employment premises. In such cases the applicant would need to demonstrate that the new employment site would create at least the same number of jobs that the existing premises has achieved over the past three years and that it is not viable to redevelop the whole site for employment purposes. The applicant would also need to provide evidence regarding financial viability and that the proposed level of housing is required to refurbish or redevelop the rest of the site. The applicant will also have to demonstrate how the existing premises have been marketed for employment uses.

Live/work units (Point 6 of policy LP16)

- 9.25 Increased levels of working from home have the potential to reduce out-commuting and congestion. The provision of live/work units with local support facilities, known as service hubs, which can include meeting rooms/IT suites will therefore be supported. Such units however will be considered primarily as residential units when determining planning applications and therefore all the policies in the Local Plan relating to residential development will apply.

POLICY LP17: SKILLS

- 1. The Borough Council will require employment and training measures as part of development proposals on appropriate sites.**
- 2. Existing specialist training facilities will be protected unless it can be demonstrated that there is no longer a requirement for such facilities.**
- 3. New training facilities will be permitted provided they accord with other policies in the Local Plan.**

EXPLANATION OF POLICY LP17

- 9.26 The need to improve the skills of the local population is considered one of the most critical issues for the Borough's economy and its residents. The need to address this issue has heightened due to the recession as competition for work intensifies and there is an increasing requirement for re-training.
- 9.27 The Solent LEP's Strategic Economic Plan¹⁵³ and the PUSH Economic Development Strategy¹⁵⁴ recognise that South Hampshire needs to have a sufficiently trained workforce to achieve higher levels of productivity. The

¹⁵³ http://solentlep.org.uk/uploads/documents/Solent_Strategic_Economic_Plan.pdf

¹⁵⁴ PUSH Economic Development Strategy (DTZ October 2010).

Gosport economy continues to have a strong defence dependency and related skills base with high levels of employment in the high technology manufacturing sector. Despite these strengths there are growing concerns over skill shortages with deficiencies in basic skills as well as academic and vocational attainment levels. This is underpinned by low participation levels in further education, training and lifelong learning opportunities. It is recognised that there are numerous barriers for residents to overcome in order to gain access to employment opportunities including poor health, low skills and family responsibilities. Improving the skills base will help residents to retain employment and progress with greater prospects for higher wages. Appropriate training and support can ensure more people can gain employment and thereby help improve social and economic well-being. Developing the local skills base is necessary to help attract investment, provide new job opportunities and reduce the need to out-commute. The alternative of relying on workers from outside the Borough will not ease local deprivation and represents a missed opportunity to improve skills at the same time as regenerating the Borough's brownfield sites.

- 9.28 There are a range of measures which can enhance access to jobs including: training to develop skills and achieve qualifications; lifelong learning; apprenticeships; advice to help apply for jobs; guaranteed interviews; training/work experience; childcare provision; and transport measures.
- 9.29 There are a number of initiatives at sub regional and local levels to increase the educational attainment and skills in the area and reduce barriers to learning and employment. This includes measures to improve local access to training. The Borough Council recognises that there are a number of agencies working in partnership to increase skill levels and reduce barriers to work and it will continue to work with these organisations.
- 9.30 The Borough Council recognises that initiatives will need to:
- Meet the anticipated growth in demand for workers with qualifications of NVQ Level 2 and above (i.e. those with equivalent of 5 GCSEs A-C Grade);
 - Reduce the number of young people not in education, employment or training (NEETs);
 - Deliver inclusive learning opportunities in community and workplace settings, targeting those with no qualifications or NVQ Level 2 and below;
 - Address skill shortages in priority sectors (e.g. marine); and
 - Assist in retaining people in employment and encourage progression.
- 9.31 There are a range of organisations which will have a role in delivering education and training initiatives including: Hampshire County Council, as the local education authority; local secondary schools and colleges which deliver a variety of academic and vocational training services including the Centre of Excellence for Engineering, Manufacturing and Advanced Skills Technology (CEMAST) College at Daedalus; the Gosport Discovery Centre; the Employment Access Centre¹⁵⁵; the significant training and education role undertaken by MoD establishments; as well as a range of private training providers across a number of industries.

¹⁵⁵ which is a joint initiative between the Wheatsheaf Trust and Gosport Borough Council.
<http://www.gosport.gov.uk/sections/your-council/council-services/housing/council-tenants/resident-involvement/the-employment-access-centre/>

Securing training opportunities as part of new development (Point 1 of policy LP17)

- 9.32 Where appropriate the Borough will negotiate with a developer to secure training opportunities as part of the development of a site. The Borough Council has produced its own practice guide outlining the process for securing training and employment in relation to major development which relate to local priorities¹⁵⁶. Key measures the Borough Council will seek include:

- Work placement (14-16 yrs & 16-19 yrs)
- Career advice
- Work trials and Interview guarantees
- Vocational training
- Leadership and management training
- Support with transport, childcare and work-equipment
- Financial contributions towards relevant training schemes within the area
- Curriculum Support Activities
- Pre-employment training
- Apprenticeships
- Supervisor training
- Health and safety
- Construction skills certificate scheme

- 9.33 This policy applies to major employment generating developments including retail, leisure and office development greater than 1,000 sq. m; industrial development greater than 2,000 sq. m; warehouse development greater than 4,000 sq. m (all figures gross); and any other development likely to generate 50 full time equivalent jobs or more. The policy will also apply to construction jobs related to residential schemes of 40 or more dwellings¹⁵⁷.

- 9.34 Measures will be negotiated to be appropriate to the specific development and secured by a legal agreement in the form of a training and employment plan. It is envisaged that for most commercial developments the Borough Council will seek to secure 'in-kind' measures rather than financial contributions, which will only be sought where it is not possible to secure 'in-kind' measures.

- 9.35 For residential developments of 40 or over the Borough Council will seek to secure training measures relating to the construction industry. In some cases it may be appropriate to secure a financial contribution towards training schemes in the area which in principle could be accessed by residents of the new housing.

Existing and new premises for training purposes (Points 2 and 3 of policy LP17)

- 9.36 It is important for the Borough Council to facilitate the creation of improved and new facilities to enable training and learning. This can be achieved by ensuring that sufficient land is made available in accessible locations.

- 9.37 The Borough has had a strong tradition for training the armed forces which is still evident at HMS Sultan and Blockhouse. However the contraction of the MoD presence in the Borough and uncertainties regarding the future training function at HMS Sultan could potentially reduce this role. It is important that significant training assets including specialist facilities such as the Diving

¹⁵⁶ See GBC practice guidance.

<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/>

¹⁵⁷ See GBC practice guidance for further explanation of how these thresholds were derived.

Tank at Blockhouse and specialist engineering facilities at HMS Sultan are retained unless it can be demonstrated that they are no longer required by alternative training providers.

- 9.38 It is considered that if, or when, these sites are released by the MoD it will be important to assess whether any of the specialist training facilities and support facilities (for example classrooms, catering and accommodation) could be utilised by other organisations for training purposes. It will also be appropriate to safeguard other premises used for training in the Borough which are not related to military use. There may be scope on certain sites for new facilities to be built to meet modern training requirements for other sectors.
- 9.39 The Daedalus site, in addition to the CEMAST College, has the potential to include training facilities to support local clusters. The provision of skills and training facilities at Royal Hospital Haslar, particularly for medical and care sectors will be supported as well as any high-tech training in connection with uses at the Haslar Marine Technology Park.
- 9.40 Any additional training sites will be permitted provided they accord with the other Local Plan policies.

POLICY LP18: TOURISM

- 1. Proposals that develop the tourism sector will be supported in the Borough as they can assist in diversifying the local economy, creating additional jobs and providing a wider range of recreational activities.**
- 2. Hotel and tourism proposals have been identified in policies LP4 - LP5 and LP9A. Outside of these areas proposals for these uses will need to pass the sequential test as indicated in the National Planning Policy Framework.**
- 3. Planning permission will not be granted for proposals which will result in the loss of existing tourism accommodation with 6 or more tourist bedrooms unless it can be demonstrated that the use is no longer viable in this location and that there have been reasonable attempts to let/sell the property for tourism accommodation.**

EXPLANATION OF POLICY LP18

- 9.41 The tourism industry in Gosport Borough has been a growing sector with almost 1.5 million visitors a year, spending almost £78.7 million and sustaining over 1,770 jobs (Tourism South East 2010)¹⁵⁸. However staying visitors make-up only a small proportion of these visits (10%) and expenditure (23%) and therefore there is considerable scope for this element of the market to bring greater economic benefits. The Borough itself has sufficient attractions to encourage over-night stays and serve as a base to explore the Portsmouth Harbour area, particularly those with an interest in the rich maritime heritage or those who enjoy marine activities (sailing and other water sports). Currently there is the potential for more weekend tourism as hotel occupancy rates are significantly weaker than mid-week.

¹⁵⁸ Research carried out by Tourism South East using the Cambridge Economic Impact Model.

- 9.42 Research commissioned by PUSH¹⁵⁹ identifies the need for additional bedrooms in the Borough (in the order of at least 100 bedrooms). Since this study was produced a 64-bed hotel has been completed at the Gosport Leisure Park. There may be potential for additional bed space as the regeneration areas are developed and new opportunities for tourism are realised. It is therefore important for the Local Plan to help protect existing tourism assets and facilitate the expansion of this sector at a realistic and sustainable level.

Development of the tourism sector (Point 1 of policy LP18)

- 9.43 Tourism opportunities as referred to in the policy can include:

- Hotel and other visitor accommodation;
- Marina and marine related activities for visitors;
- Heritage related activities;
- Bars/restaurants/cafes;
- Parks, viewpoints, walkways;
- Indoor and outdoor recreational, and cultural activities; and
- Uses that support the tourism sector.

- 9.44 Tourism plays an important role in providing employment and contributing to the local economy. It is clear that Gosport has significant potential to further develop its tourism sector taking advantage of its coastal location, including its marinas and maritime heritage. Future development should complement the significant heritage attractions in Portsmouth, particularly the Historic Dockyard, as well as sites such as the Spinnaker Tower and Gunwharf Quays. This will include working with partners on a cross-harbour basis.

- 9.45 The Council will encourage the upgrading of tourism facilities in ways that promote higher value activity, reduce seasonality and support urban regeneration. This includes additional leisure uses in the Borough and an enhanced Town Centre with a quality evening economy.

Location of tourism opportunities (Point 2 of policy LP18)

- 9.46 Brownfield sites adjacent the Solent and Portsmouth Harbour will be a key focus for the development of tourism opportunities including Gosport Waterfront and Town Centre (LP4), Daedalus (LP5), Royal Hospital Haslar and Blockhouse (LP6) and Priddy's Hard (LP9A) as well as the Gosport Leisure Park (LP9E). These sites have attributes that offer the potential to develop a range of facilities that will enhance the tourism sector. Whilst some of these sites are town centre or edge of centre sites it is acknowledged that certain proposed sites are further from the Town Centre. However these are considered acceptable locations for hotel and other tourism proposals in order to make good use of the tourism assets of the immediate locality such as the waterfront and historic setting. Proposals on these sites will either make best use of a historic building or add to the overall viability of a mixed use development.

- 9.47 Additional proposals for hotel and other tourism uses will need to accord with the latest Government guidance ensuring that the sequential test for site selection has been followed.

¹⁵⁹ http://www.push.gov.uk/pjc-100914-r05-sro-sh_hotel_future_2_.pdf

Safeguarding existing tourism accommodation (Point 3 of policy LP18)

- 9.48 Evidence¹⁶⁰ demonstrates a need for new hotels in the Borough. These new hotels together with the existing accommodation are considered critical for developing the local tourism industry and bringing additional multiplier effects into the wider economy. There is currently limited tourist accommodation in the Borough and consequently the loss of just one hotel for redevelopment would represent a loss of a large proportion of its tourist bedspaces. Consequently the Borough Council will protect existing hotels and other tourist accommodation of six tourist rooms or more from redevelopment to other uses. This threshold enables the Borough to restrict the loss of larger tourist establishments but enables flexibility for small scale providers to move in and out of the market including those wishing to use their dwelling for such purposes.
- 9.49 Experience¹⁶¹ elsewhere has shown that operators may deliberately over-price accommodation; undertake insufficient marketing, or allow a facility to become run-down as a pre-cursor to applications for redevelopment, using arguments such as 'poor performance' and 'lack of demand'. Consequently any proposals that would result in the loss of tourist accommodation would need to be accompanied with sufficient evidence to demonstrate that there is no demand for the accommodation. These measures would apply to hotels, bed and breakfasts, tourist static caravan and camping facilities. As a guide the following information will be sought where applicable:
- A marketing report covering at least 6 months to show that the property was marketed at a competitive and realistic price and through appropriate media and mainstream tourism publications; and
 - Evidence of a clear and demonstrable lack of demand based on evidence of the preceding three years occupancy rates where applicable as well as any other relevant factors such as previous marketing or business plan.
- 9.50 Whilst six months is considered a reasonable length of time to market a property it is acknowledged that in some cases it may be more appropriate to consider a longer marketing period particularly if it is a large premises or site. There may also be circumstances where a shorter marketing period may be acceptable. Further advice should be sought from the Borough Council on this matter.
- 9.51 Whilst a number of tourism accommodation sites are shown on the Policies Map, it is important to note that this policy also applies to smaller sites not shown on the Policies Map as well as other accommodation sites which are not shown such as those that have been developed since the Local Plan has been adopted.

¹⁶⁰ Hampshire Hotel Study (Hotel Solutions 2013).

¹⁶¹ Advice provided by Tourism SE as a response to the Council's Core Strategy Preferred Options in 2010.

POLICY LP19: MARINAS AND MOORINGS

Planning permission will be granted for new marinas and the extension of marinas and mooring areas provided that the development:

- a) does not harm important features of internationally and nationally important habitats;**
- b) is acceptable to the Queen's Harbour Master in that it does not have a detrimental impact on the movement of marine traffic in the Harbour and surrounding waters;**
- c) is supported by adequate on-shore facilities;**
- d) does not harm the distinctive landscape and heritage assets of the coastline;**
- e) incorporates designs that are appropriate to existing and proposed sea defences; and**
- f) does not constrain further development of the waterfront or access to other sites with the potential for development.**

EXPLANATION OF POLICY LP19

Introduction

- 9.52 The Solent is an internationally-renowned area for sailing and Gosport's proximity to it via the mouth of Portsmouth Harbour has made it an attractive area for marinas and related industries. Its marina assets have the capacity to host large sailing vessels and such facilities enable it to host and service major international sailing events, for example it is the base for the Clipper Round the World Race.
- 9.53 The Borough Council recognises the importance of marinas for the local economy which supports a wider sailing community and supply chain and can bring visitors to the Borough. The Borough currently has three marinas (Gosport, Haslar and Royal Clarence) as well as a number of sizeable areas of moorings including those linked to the Ministry of Defence. Proposals for new marinas or extensions to marinas and moorings must meet the criteria set out in Policy LP19 and detailed below.

Nature conservation (Point 1a of policy LP19)

- 9.54 The detailed considerations in relation to this issue are set out in Policy LP42.

Marine Traffic considerations (Point 1b of policy LP19)

- 9.55 The Queen's Harbour Master (QHM) advises that due to capacity limits of the small boat channel and issues of harbour mouth congestion it is necessary to restrict the number of total moorings in Portsmouth Harbour. It is estimated that there are currently approximately 3,800 berths. The QHM has set a limit of 5,000 berths maximum. The trend for larger boats has over time reduced the number of available berths in the Harbour and consequently there is some scope for the minor extension of existing marinas.

On-shore facilities (Point 1c of policy LP19)

- 9.56 Planning applications should set out what facilities are required to support any marina or moorings. Such facilities could include the provision of additional on-shore facilities such as long term car parking, a boat compound for winter lay-up and storage of trailers. It may also be appropriate for the development

of associated uses such as a chandlery, administrative facility, and leisure uses such as cafés and restaurants.

Landscape and townscape issues (Point 1d of policy LP19)

- 9.57 Proposals will need to ensure that the quality of local landscape and townscape including heritage assets are not unduly harmed and that important landward and seaward views are protected as much as possible (see LP10).

Flood defence issues (Point 1e of policy LP19)

- 9.58 It is important that any proposals do not compromise the integrity and continuity of the sea walls and consequently it will be necessary to consult with the Environment Agency and the Eastern Solent Coastal Partnership. Consideration will need to be given to Government advice in the NPPF and reflected in Policy LP45.

Safeguarding development opportunities and access to sites (Point 1f of policy LP19)

- 9.59 Proposals for new or extended marinas should not have a detrimental impact on the potential to develop other sites in the vicinity nor restrict access to sites with the potential for development. This could include for example reducing the width of a channel making it difficult for boats using other existing or potential future development sites to pass.

POLICY LP20: INFORMATION AND COMMUNICATIONS TECHNOLOGY

- 1. The Borough Council will work with relevant partners to support advances in Information and Communication Technologies (ICT) including positively promoting the development of ICT embedded sites and premises.**
- 2. Planning permission will be granted for telecommunication installations and equipment provided that:**
 - a) the feasibility of sharing an existing mast or erecting antennae on an existing building or other structure has been investigated and demonstrated to be unsuitable;**
 - b) they do not have an unacceptable adverse impact on the character of the area or the appearance of any building;**
 - c) the proposal does not harm important nature conservation interests;**
 - d) all reasonable measures have been taken in respect of siting, design and landscaping to minimise the impact of the development;**
 - e) they do not cause significant and irremediable interference with other electrical equipment, air traffic services, broadcast or telecommunication services, or instrumentation operated in the national interest.**

EXPLANATION OF POLICY LP20

Promoting new ICT technology (Point 1 of policy LP20)

- 9.60 Information and Communication Technologies (ICT) includes high speed broadband and 3rd and 4th generation telecommunication technology (often referred to as 3G and 4G) for laptops, wireless modems, smart phones and

other mobile devices. It is a constantly advancing area of technology which often requires rapid changes in infrastructure.

9.61 ICT is commonly recognised as the most significant driver of economic, social and cultural change in the past twenty years and in an increasing globalised society this trend is set to continue, if not accelerate. Such technology can help deliver a number of benefits including:

- Enabling areas which may have disincentives for businesses (eg limited transport infrastructure) to operate more competitively;
- Enabling business to operate competitively in global, national and local markets;
- Providing greater opportunities for home working and thereby reducing commuting;
- Providing opportunities to develop local ICT expertise and attract new businesses as part of emerging clusters (eg knowledge based and creative industries) as well as enhancing existing ones such as advanced manufacturing;
- Enabling new and efficient ways to deliver a range of services including those provided by public and voluntary agencies (for example health, education, transport and energy management, community information) which can have benefits to local business.

9.62 It is therefore essential for existing and new businesses in Gosport to have access to the latest technologies in order to create new wealth, skill and employment. Consequently the Borough Council will work with service providers and other partners to facilitate the provision of technology within the Borough including within the Regeneration Areas. The Solent Enterprise Zone at Daedalus (see Policy LP5) will be a particular focus as it is the Government's intention to facilitate the provision of the latest high speed broadband technology in the identified Enterprise Zones.

Telecommunication masts (Point 2 of policy LP20)

9.63 The latest telecommunication technology (3G/4G) enabling e-commerce plays an increasing role in the operation of modern business, as well as for essential services and personal communications. It therefore important the Borough has sufficient coverage of telecommunication masts and associated infrastructure to enable this technology to operate effectively. At the same time it will be necessary to ensure that such infrastructure does not detract from the quality of the local environment.

9.64 The latest Government guidance contained in the NPPF requires that the numbers of telecommunications masts and the sites for such installation should be kept to a minimum consistent with the efficient operation of the network. Consequently there is a need to use existing masts and structures unless the need for a new site has been justified. Where a new mast is proposed developers will be required to provide evidence that the applicant has explored the possibility of erecting antennas on an existing building, mast or other structure. Applicants will also be required to provide a statement that self-certifies that, when operational, guidelines produced by the International Commission on Non-Ionising Radiation Protection (ICNIRP) will be met.

9.65 Where new sites are required they should be sympathetically designed and not detract from important heritage, townscape and nature conservation

interests. Equipment should be designed and sited to avoid adverse impact on the character of the area and the appearance of any building. The height of the proposed mast/antenna, the nature of ancillary equipment and the scope of landscaping and screening will be considered. In some instances the impact of these masts may be lessened by use of camouflaging. Proposals must have regard to areas of landscape prominence and environmentally sensitive areas, such as settlement gaps, Conservation Areas, the coast and harbour and areas of nature conservation value. All telecommunications development is subject to the normal statutory procedures in so far as Listed Building consent is concerned. In addition to planning considerations, all mast proposals must comply with the prevailing technical and industry standards. Where appropriate, provision is also to be made for the reinstatement of the site after it is no longer required for telecommunication purposes.

- 9.66 Planning applications for telecommunications development (including for prior approval under Part 24 Town & Country Planning General Permitted Development Order) should be supported by the necessary evidence to justify the proposed development as outlined in the above policy. This should be supported by the outcome of consultations with organisations with an interest in the proposed development, in particular with the relevant body where a mast is to be installed near a school or college or within a statutory safeguarding zone surrounding an aerodrome or technical site (see Policy LP15).

Further Information:

Employment Background Paper (GBC 2014);

Employment Land Review (GBC 2012);

PUSH Economic Development Strategy (DTZ October 2010) and associated documents;

http://www.push.gov.uk/pos-101109-r02-bto-amm-appendix_b.pdf

Hampshire Hotel Trends 2010-2012 (Hotel Solutions April 2013);

<http://www.investinhampshire.co.uk/site/eng/hotel-development>

PUSH Hotel Study (Hotel Solutions April 2010); www.push.gov.uk/pjc-100914-r05-sro-sh_hotel_future_2_.pdf

PUSH Property Requirements for Distribution and Logistics (Roger Tym & Partners 2008;)

Securing Employment and Training Measures through planning obligations (GBC April 2012); www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/

Solent Waterfront Strategy (SEEDA 2007);

South Hampshire Strategy: A framework to guide sustainable development and change to 2026 (PUSH October 2012); http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm

The Impact of the Defence Sector on the Economy of Gosport (University of Portsmouth 2008); and

Transforming Solent- Solent Strategic Economic Plan 2014-20 (Solent Local Enterprise Partnership).
http://solentlep.org.uk/uploads/documents/Solent_Strategic_Economic_Plan.pdf

10 IMPROVING TRANSPORT AND ACCESSIBILITY

Vision: Improving transport and accessibility

There will be an enhanced transport system within the Borough that will also provide links to an economically successful South Hampshire. Traffic congestion (especially that related to out-commuting) will be reduced. Development will take place in accessible areas in order to reduce reliance on the private car.

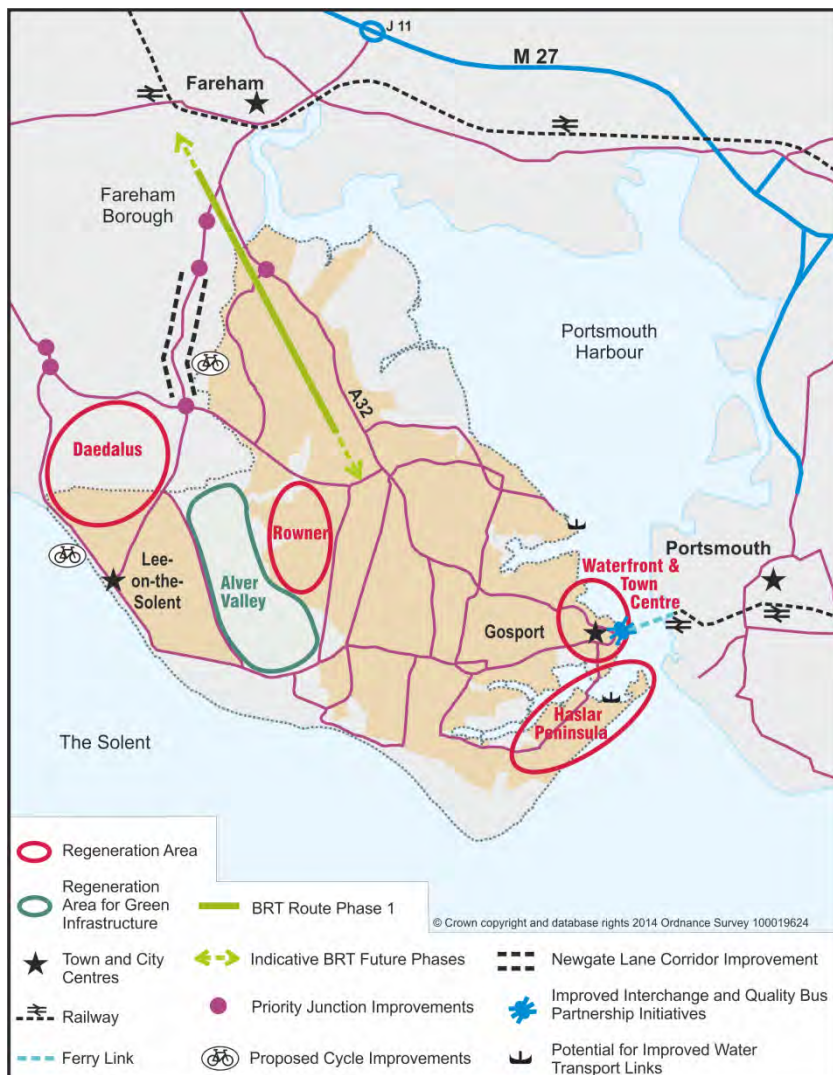
Gosport will be served by a quick efficient public transport network which will focus on the extension of the Bus Rapid Transit.

Road access will be enhanced including improvements to strategic routes serving the Borough.

Water transport will remain important with the provision of additional routes and services.

Cycling will continue to be a significant form of transport and the number of people walking to work and school will increase.

Plan 12: Strategic Transport Proposals



INTRODUCTION

- 10.1 Improving accessibility to and from the Peninsula is a key objective of the Local Plan. The Borough needs an efficient multi-modal transport system that will meet everyone's travel requirements, support new development and promote economic growth. Reducing car use and promoting alternative modes will play an important part in alleviating congestion and enabling more sustainable travel including minimising emissions.
- 10.2 The Local Plan aims to ensure residential areas have good access to employment, health, education, recreation, and retail opportunities. Development should be located on sites where they are, or will be, well connected by public transport, walking and cycling in order to provide travel choices and reduce the reliance on the car. The provision of more employment in the Borough is critical to reducing out commuting and congestion.
- 10.3 Policy LP21 below outlines the Council's overall transport strategy followed by two policies relating to transport requirements associated with new development.

Local Context

- 10.4 A summary of the issues is set out below.

Box 10.1: Summary of key transport issues¹⁶²

- There are high levels of out-commuting and a history of falling local employment in the Borough, particularly in relation to the rationalisation of Ministry of Defence sites;
- There is significant congestion on key routes over extended peak periods which is exacerbated by a limited road network serving the Peninsula;
- Public transport choices are limited although this has considerably improved by the first phase of the Bus Rapid Transit. There is no railway station on the Peninsula and bus reliability to parts of the Borough is affected by road congestion. The Ferry is a major public transport provider and the main link to national railway services in Portsmouth; and
- Cycling remains a significant mode of transport for commuting and other journeys.

- 10.5 The relative accessibility of areas within the Borough in terms of proximity to shopping centres and bus stops served by varying levels of services is included in the Council's Annual Monitoring Report and will be updated on a regular basis. The most accessible locations are defined as being within 400 metres of Gosport Town Centre, and within 400 metres of a bus stop served by at least 12 buses per hour (at peak times). The degree of relative accessibility then decreases for any given point depending on the number of services from a bus stop within 400 metres, and its location to a district then neighbourhood centre. The least accessible areas are those not within 400 metres of a bus stop and not with 400 metres of a centre.
- 10.6 Hampshire County Council (HCC) is the Local Highway Authority, and along with Solent Transport¹⁶³ has the powers to develop and deliver transport schemes within the Borough. The Solent Local Transport Body (SLTB) is a

¹⁶² Further detail in the Transport and Accessibility Background Paper and the various evidence studies identified therein.

¹⁶³ The transport enabling and delivery agency for strategic projects was formerly known as Transport for South Hampshire and Isle of Wight (TfSHIoW).

partnership of the four Local Transport Authorities¹⁶⁴, the Solent Local Enterprise Partnership (LEP) and the Partnership for Urban South Hampshire (PUSH). The SLTB is distinct from Solent Transport and was formed in 2013 with a remit to determine major transport priorities in the Solent area and decide where transport funding from central government should be targeted.

- 10.7 Solent Transport produced the 'Strategic Access to Gosport Study (2010 – 2026) (StAG Report)¹⁶⁵ which identifies transport measures to improve strategic access to the Gosport Peninsula and has informed Solent Transport's, 'Transport Delivery Plan 2012-2026'¹⁶⁶, the HCC Local Transport Plan (LTP3)¹⁶⁷ and this Local Plan. The Transport Delivery Plan was prepared by Solent Transport to identify where transport interventions are and will be required as a consequence of growth and changing travel patterns, and to reflect the national policy shift towards economic growth. The Fareham and Gosport – Strategic Transport Infrastructure Plan (Autumn 2013)¹⁶⁸ updates and expands upon these strategy documents specifically in relation to access to Fareham and Gosport. It reviews previous transport policies and proposals to reflect the emerging priorities of the Solent Local Enterprise Partnership and the changes in government funding mechanisms.
- 10.8 The LTP3 promotes the concept of Reduce, Manage and Invest, which is also supported within national and sub-regional policies. Policy LP21 reflects this principle, and in common with LTP3, aims to reduce the need to travel, maximise the use of existing transport infrastructure and deliver targeted improvements.
- 10.9 To provide a local supplement to LTP3 Hampshire County Council has produced the Gosport Borough Transport Statement 2012 (The Statement). This document makes reference to the array of transport documents and policies relevant to Gosport and includes a schedule of schemes, which is reviewed annually, to meet the needs of Gosport. The Statement informs the policies of the Local Plan. It introduces revised priorities for HCC including:
 - Promote economic growth by maintaining a safe and efficient highway network, reducing casualties and tackling congestion on the transport network;
 - Improve access to jobs, facilities and services by all types of transport;
 - Facilitate and enable new development to come forward; and
 - Reduce emissions and minimise the impacts of transport on the environment.
- 10.10 Key proposals to improve transport and accessibility to and within the Gosport Peninsula are set out in Box 10.2 below¹⁶⁹. These proposals will support the development of sites outlined in policies LP3-LP9.

¹⁶⁴ HCC, Portsmouth City Council, Southampton City Council and the Isle of Wight Council.

¹⁶⁵ Approved by the TfSH Joint Committee on the 21st June 2010 (now known as Solent Transport).

¹⁶⁶ <http://documents.hants.gov.uk/transport-for-south-hampshire/TransportDeliveryPlan.pdf>

¹⁶⁷ <http://www3.hants.gov.uk/transport/local-transport-plan.htm>

¹⁶⁸ http://www3.hants.gov.uk/getdecisiondocumentfile?item_doc_ID=11921&file=Fareham

http://www3.hants.gov.uk/getdecisiondocumentfile?item_doc_ID=11922&file=Fareham

¹⁶⁹ Further details are set out in the Council's Infrastructure Assessment Report (GBC 2014) and the Infrastructure Delivery Plan (GBC 2014) and updated in subsequent Annual Monitoring Reports.

Box 10.2: Transport improvements that will improve accessibility to and within the Borough

The following schemes have been identified in the Transport Delivery Plan 2012-2026 (Solent Transport (formerly TfSHIoW) 2013), Gosport Borough Transport Statement (HCC 2012) and the Fareham & Gosport Transport Infrastructure Plan (HCC 2013).

- A number of highway improvements including:
 - Newgate Lane Corridor improvements such as straightening, widening and signalisation of roundabouts;
 - Stubbington Bypass and improvements to western access on Titchfield Road and A27 to Segensworth Roundabout;
 - Junction improvements on the A32; and
 - M27 route management.
- Improvements to bus infrastructure and services including:
 - extensions to the Bus Rapid Transit including off-road busway extension to Rowner Road and Fareham Railway Station;
 - development of on-road bus priority measures on A27 from Delme Roundabout to Queen Alexandra Hospital, the A32 and other local bus routes.
 - improvements to the quality, range and frequency of bus services;
- Improved integration of bus, rail and ferry services including integrated ticketing and travel information systems;
- Provision of a high quality convenient transport interchange at the Gosport Waterfront;
- Walking and cycling improvements including:
 - Cycle lanes along Marine Parade;
 - Greater waterfront pedestrian/cycling access on the Haslar Peninsula;
 - Improved links to the BRT corridor and the Gosport Leisure Park;
 - Improvements in and around Gosport Town Centre; and
 - Safer routes to schools.

POLICY LP21: IMPROVING TRANSPORT INFRASTRUCTURE

- 1. The Borough Council will work with the Highway Authority, Highways England, Fareham Borough Council, transport providers, developers and other stakeholders where necessary to promote and provide a transport system that supports development within the Borough and enables sustainable economic growth through a policy of reduce, manage and invest.**
- 2. Development proposals will need to contribute to the delivery of an integrated and sustainable transport network including, where appropriate, measures outlined in the latest Local Transport Plan and Transport Delivery Plan (or equivalent) and supporting documents.**
- 3. Development proposals will not be permitted which prejudice the delivery of transport improvements as identified in the latest Local Transport Plan (or equivalent) and supporting documents.**

EXPLANATION OF POLICY LP21

Overall approach (Point 1 of policy LP21)

- 10.11 To deliver improvements to the Borough's transport network, and improve accessibility, a number of organisations need to work together. Hampshire County Council's Strategy to reduce, manage and invest provides the basis for improving transport in the Borough.

Reduce

- 10.12 The promotion of Smarter Choices¹⁷⁰ and Travel Planning will contribute to the reduce strategy by improving awareness of travel choices and encouraging non car modes. Travel Planning will be promoted to discourage single occupancy car use and to encourage travel by non-car modes. Travel Plans may restrict and / or charge for car parking and encourage walking, cycling, bus and rail use. Car sharing can also make a significant contribution to trip reduction.¹⁷¹ For occasional drivers car clubs can provide access to a car in their neighbourhood without having to own it. Other methods of reducing the need to travel will be encouraged including increased home working through the application of technology such as broadband and cable networks.

Manage

- 10.13 Managing traffic is essential to maximise the efficiency of the existing road network; to improve journey time reliability; and support the efficient and sustainable movement of people and goods. A range of traffic management measures, technological advances in traffic control systems and highway improvement schemes to local junctions can help to ensure that the existing network is working to capacity and optimally for all modes.

Invest

- 10.14 In addition to reduce and manage there will also be the need for further investment in highways, public transport, walking and cycling facilities as set out in Box 10.2. It is accepted that sustainable modes cannot cater for all trips and there will remain a heavy reliance on the car. Local and strategic highway improvements will be required to support development and deliver attractive and competitive local employment sites.
- 10.15 **Highways:** The Local Plan seeks to reduce and manage traffic congestion and promote sustainable travel. However there remains a need to improve strategic highway access to address journey time reliability, to support growth within the Borough and to enable proposed local employment sites to compete with other sites within South Hampshire. In particular it is necessary to improve the Newgate Lane corridor to an appropriate standard to accommodate commercial traffic to the Enterprise Zone at Daedalus and provide a safer and more attractive route for cyclists between Lee-on-the-Solent and Fareham. It is also desirable to provide a bypass to Stubbington Village and improve the Western Access. In addition improvements to

¹⁷⁰ The term Smarter Choices refers to a range of initiatives, also known as 'soft' transport policy measures, which seek to give better information and enhance opportunities for people to reduce their car use and make better use of more sustainable alternatives such as walking, cycling and public transport. Commonly used measures are workplace, school and personalised travel plans; travel planning and awareness campaigns; public transport information and marketing; car clubs and car sharing schemes and teleworking, teleconferencing and home working and shopping.

¹⁷¹ TfSH 2008- Towards Delivery.

Junction 10 of the M27 associated with the proposed Welborne development will be necessary to reduce pressure on junctions 9 and 11.

- 10.16 The Borough supports the findings of Solent Transport's Strategic Access to Gosport Study and the Transport Delivery Plan as amended by the Fareham & Gosport – Strategic Transport Infrastructure Plan. This policy reflects the broad scope of measures identified to improve strategic access to the Gosport Peninsula. The Infrastructure Delivery Plan¹⁷² accompanying the Local Plan provides a summary of the relevant transport interventions.
- 10.17 **Public Transport:** Comprehensive public transport networks are a key requirement to reduce the number of car trips and provide access to jobs, shops, education, health and other essential services for people without a car. Improvements in public transport are required to enhance accessibility within the Borough and to provide realistic travel choices to other parts of South Hampshire.
- 10.18 It is the policy of HCC and Solent Transport to work with bus operators to encourage provision of better bus services to make them a more viable alternative to the private car for everyday journeys. A modal shift to public transport will also reduce the carbon footprint and help prevent further congestion and deterioration in journey time reliability on the main routes.
- 10.19 Bus Rapid Transit (BRT) is being promoted by HCC and Solent Transport. Phase 1a of a dedicated busway on the disused railway line between Gosport and Fareham has been completed and will form part of a wider quality bus network for South East Hampshire. HCC and Solent Transport envisage additional off-road sections towards Gosport Town Centre as well as a number of future routes extending to the proposed Fareham Strategic Development Area (SDA) known as Welborne, Queen Alexandra Hospital and Portsmouth. It is proposed that these routes will be supported by a range of bus priority measures, high quality vehicles, bus stop infrastructure and information facilities. The viability and the priorities for the future phases of the BRT network are currently being considered by HCC and Solent Transport. The priority for the Borough is to extend the BRT towards the centres of Fareham and Gosport to improve connections with rail, bus and ferry services accessing a wider area beyond the peninsula.
- 10.20 In order to encourage more sustainable travel, the interchange between modes should be made as comfortable and convenient as possible. There is scope to improve the interchange facilities in Gosport Town Centre between the bus and ferry services as part of the regeneration proposals for Gosport Waterfront.
- 10.21 Gosport already has good ferry links with Portsmouth and the cross harbour ferry is a major public transport service. The StAG study proposes that new ferry services be considered in the longer term between Portsmouth and Southampton, serving intermediate communities, to widen travel choice and reduce peak hour congestion.
- 10.22 **Walking and Cycling:** Cycling is already popular for trips on the Peninsula and to Portsmouth via the ferry, particularly for journeys to work and school. Peak hour congestion and the favourable topography and climate of the

¹⁷² www.gosport.gov.uk/localplan2029-evidencestudies

Borough provide an incentive for more cycling and walking trips. Further cycle use can be encouraged through improvements in infrastructure and the promotion of travel planning. The Borough Council recognises the importance of providing continuity in cycle facilities and there is a need to fill the gaps in the existing network.

- 10.23 BRT Phase 1a is a shared bus / cycle route extending the existing off road cycle track towards Fareham and offering an alternative to the A32. The future extension of the off road BRT route utilising the Fareham to Gosport disused railway line will continue to provide for cycles. There is a need to incorporate improved cycle routes as part of new development including Daedalus, the Gosport Waterfront and the Haslar Peninsula. Cycling infrastructure between Lee-on-the-Solent and Fareham Town Centre via Newgate Lane is a priority, along with the extension of the existing coastal route westward through Lee-on-the-Solent to Daedalus, which would also contribute to the National Cycleway Network, Route 2. There is also potential for developing recreational routes to the countryside which are included as initiatives in the PUSH Green Infrastructure Strategy¹⁷³ and HCC's Countryside Access Plans¹⁷⁴ (CAP).

Developer provision of new transport infrastructure (Point 2 of policy LP21)

- 10.24 New development will need to contribute to achieving the above proposed transport network improvements as appropriate to the scale and type of development as well as any transport issues related to the development. Sites will need to be served by a range of transport modes, including public transport, walking and cycling to provide appropriate levels of accessibility and modal choice.
- 10.25 In most cases the contribution will be in the form of the Community Infrastructure Levy (CIL). However in some instances for larger developments a Section 106 Agreement or Section 278 Agreement may be required to ensure that there are suitable access arrangements to the site and appropriate on and off-site infrastructure is secured to meet the needs of the development.

Safeguarding land for new transport infrastructure (Point 3 of policy LP21)

- 10.26 If land is required to enable the provision of transport infrastructure it will be necessary to ensure new development does not prejudice the ability to provide it. Strategic proposals such as further phases of the Bus Rapid Transit and the proposed improvements to the A32/Wych Lane junction are identified on the Policies Map. The Borough Council is also aware that land may be required for the proposed Newgate Lane improvements, most of which is located outside of the Borough; however a small section is proposed to run through the Borough at Brookers Field. Accordingly this part of the proposal is identified on the Policies Map. Development will not be permitted which would have a detrimental impact on the Borough's proposals for pedestrian and cycle network improvements. The Council will support the protection of strategic areas for transport improvements outside, but relevant to, the Borough such as the route for the western access to Gosport.

¹⁷³ http://www.push.gov.uk/push_gi_strategy_adopted_june_10-3.pdf

¹⁷⁴ The Solent CAP is most applicable to Gosport and can be viewed <http://www3.hants.gov.uk/countryside/access-plans.htm>

POLICY LP22: ACCESSIBILITY TO NEW DEVELOPMENT

Development proposals that are likely to generate significant levels of travel demand will be permitted, provided that:

- 1. The site is located where convenient public transport services exist or there is a commitment by the developer and public transport providers to deliver such service.**
- 2. The site is, or will be made, accessible to pedestrians and cyclists.**
- 3. Any new or improved road access and the traffic generated would not have any unacceptable environmental implications nor significantly prejudice the safety, function and capacity of the road network.**
- 4. Local and strategic transport improvements will be provided, where necessary, to support the development and mitigate adverse impacts on the safety, function and capacity of the transport network.**
- 5. Transport Statements or Transport Assessments are submitted in support of the planning application to evaluate transport impacts, and demonstrate that transport improvements to be provided will meet the needs of the development and mitigate adverse impacts.**
- 6. A Travel Plan is provided in support of a planning application where appropriate in relation to the scale and type of development.**

EXPLANATION OF POLICY LP22

Public transport, cycling and walking (Points 1 and 2 of policy LP22)

- 10.27 The Borough Council will require that new development which is likely to generate significant levels of travel demand is sited in locations that are effectively and conveniently served by public transport. Locations that are not currently well served by public transport may be acceptable when improvements to public transport are included as part of the overall development scheme or as part of programmed proposals in the Local Transport Plan (and supporting documents) or arising from other funding opportunities.

- 10.28 Safe access should be provided for cyclists and pedestrians and, where practical, priority should be given to pedestrian and cycle movements through the delivery of appropriate measures.

Road improvements (Point 3 of policy LP22)

- 10.29 It is important that any new road or access point onto the existing highway is constructed to a satisfactory standard which provides appropriate and safe access for vehicles, pedestrians and cycles. Developers will be required to have regard to national and local standards and their successor documents on the scale, type, design and location of highway works including:

- Manual for Streets 2 (Department of Transport 2010);¹⁷⁵
- Companion Document to Manual for Streets (HCC 2010);¹⁷⁶

¹⁷⁵ <http://www.dft.gov.uk/publications/manual-for-streets-2/>

- Highway Construction Standard Details (HCC).¹⁷⁷

Transport improvements associated with new development (Point 4 of policy LP22)

- 10.30 Where a development is likely to impose additional burdens on existing transport infrastructure the developer will be required to contribute to improvements to enable the travel demands generated by the development to be accommodated. Developer contributions for off-site improvements will be secured either through legal agreements and/or the Community Infrastructure Levy. Planning obligations secured through legal agreements will be particularly applicable for major development schemes¹⁷⁸.

Transport Statements and Assessments (Point 5 of policy LP22)

- 10.31 All applications generating significant levels of travel demand will need to be accompanied by a Transport Statement or Transport Assessment, and its scope agreed with Hampshire County Council and Gosport Borough Council. Appendix 3 provides guidance on the thresholds for requiring a transport statement or assessment and has been taken from the Department of Transport's, 'Guidance on Transport Assessment'. The guidance does acknowledge that there may be particular circumstances where a transport statement or assessment is required for a smaller development.
- 10.32 The relevant document should assess and illustrate accessibility to the site by all modes and the likely modal split of journeys to and from the site. It should give details of the proposed measures to improve access by public transport, walking and cycling; to mitigate the impact of motorised vehicles; to maximise the opportunities for sustainable travel and to provide accessibility for all people. It should identify highway improvements necessary to prevent congestion and maintain a safe and efficient highway network.

Travel Plans (Point 6 of policy LP22)

- 10.33 Travel plans will be required for developments which generate significant levels of traffic. The thresholds for requiring a Travel Plan for various land uses are set out in Appendix 3. These will detail measures that will reduce dependence on the car, encourage and facilitate the use of alternative modes for journeys to and from work, and help protect amenities for the local community. Travel Plans shall include performance targets and details of measures and funding to deliver, monitor and review them. The scope of Travel Plans should be agreed with Hampshire County Council as the Highway Authority and secured by a Section 106 Agreement.

¹⁷⁶ <http://www3.hants.gov.uk/hampshire-manual-for-streets.htm>

¹⁷⁷ <http://www3.hants.gov.uk/engineering-services/developer-information/standard-details.htm>

¹⁷⁸ In accordance with the latest statutory tests.

POLICY LP23: LAYOUT OF SITES AND PARKING

Development proposals will be permitted, provided that the layout of the site is designed so that:

- 1. There are safe and convenient routes for pedestrians and cyclists which link with the existing network.**
- 2. Existing public rights of way are safeguarded or enhanced where appropriate.**
- 3. There is provision for bus access in larger developments with suitably located bus stops.**
- 4. Adequate provision is made for an appropriate range of vehicles to access the site, manoeuvre within it, park, load and unload and turn around in a safe and convenient manner.**
- 5. Sufficient visibility and lighting is provided for the safe and convenient use of the roads, cycle tracks, paths and parking places.**
- 6. Traffic management measures are included, where appropriate, to control the speed of traffic generated by the development, to ensure that the safety and convenience of all highway users including cyclists and pedestrians is maintained or enhanced.**
- 7. Provision is made for parking cars, motorcycles, bicycles and where appropriate, goods vehicles and electric cars.**
- 8. Access and parking for people with disabilities is provided in accordance with the relevant current standards.**

EXPLANATION OF POLICY LP23

Pedestrian and cycle routes (Point 1 of policy LP23)

- 10.34 Walking and cycling have the potential, to reduce the use of the car for local journeys or as a means to reach public transport facilities. Developments should be designed to facilitate cycling and walking by providing safe, secure, effective and attractive routes. Direct routes to facilities in the local area are important to reduce car use and encourage patronage of local shops.

Rights of Way (Point 2 of policy LP23)

- 10.35 The Borough Council will expect development to safeguard public rights of way and retain them in a setting of appropriate quality. Opportunities should be taken to expand the network of public access routes where appropriate.

Bus routes and bus stops (Point 3 of policy LP23)

- 10.36 It is important that the highway layout in larger new developments provides adequate potential for bus services to operate within the site. Developments should be designed so that bus stops are within easy walking distance of all parts of the site and can be safely accessed. A general guide of 400 metres is

normally used as the maximum distance that people are prepared to walk to a bus stop.

Road layout (Points 4-6 of policy LP23)

- 10.37 It is necessary to maintain a safe environment within developments and provide for the convenient movement of all users and appropriate vehicles. Appropriate access to premises, vehicle parking, turning and servicing provision should be made having regard to national and local standards.

Parking (Point 7 of policy LP23)

- 10.38 A Parking Standards Supplementary Planning Document (SPD)¹⁷⁹ has been prepared which includes guidance on the amount of car parking required. In order to protect the amenity of existing and new residents and protect the function of the highway, parking provision for residential uses will need to reflect the likely levels of car ownership. For non-residential uses, the SPD indicates where car parking may be reduced, for example in areas displaying higher levels of accessibility to alternative modes, in the interests of encouraging modal shift and making efficient use of land.
- 10.39 Developments will be expected to provide convenient and secure cycle parking which should be integral to the design in accordance with the Parking Standards SPD.
- 10.40 New development may also need to provide parking with electric charging plugs for electric cars where practical in accordance with the guidance set out in the Council's Parking Standards SPD.

Access and parking for disabled people (Point 8 of policy LP23)

- 10.41 Development should be designed to have regard to the latest Government guidance on access for disabled people¹⁸⁰ this includes the design of pavements and parking provision. Further details on parking provision are set out in the Council's Parking Standards SPD.

Further information:

Transport for South Hampshire Isle of Wight Evidence Base: Gosport Borough Local Plan (2011-2029) (Sytra March 2014);

Gosport Borough Transport Statement 2012 (HCC 2012);

Local Transport Plan 3 (Hampshire County Council 2010);

Strategic Access to Gosport (Hampshire County Council/Mott Gifford 2010);

Transport and Accessibility Background Paper (GBC 2014); and

Transport Delivery Plan 2012-2026 (Solent Transport (TfSHIoW) 2013).

¹⁷⁹ www.gosport.gov.uk/spd

¹⁸⁰ Government guidance is set out in Inclusive Mobility (Department for Transport December 2005).
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/3695/inclusive-mobility.pdf

11 CREATING QUALITY NEIGHBOURHOODS: HOUSING, TOWN CENTRES, COMMUNITY FACILITIES AND OPEN SPACE

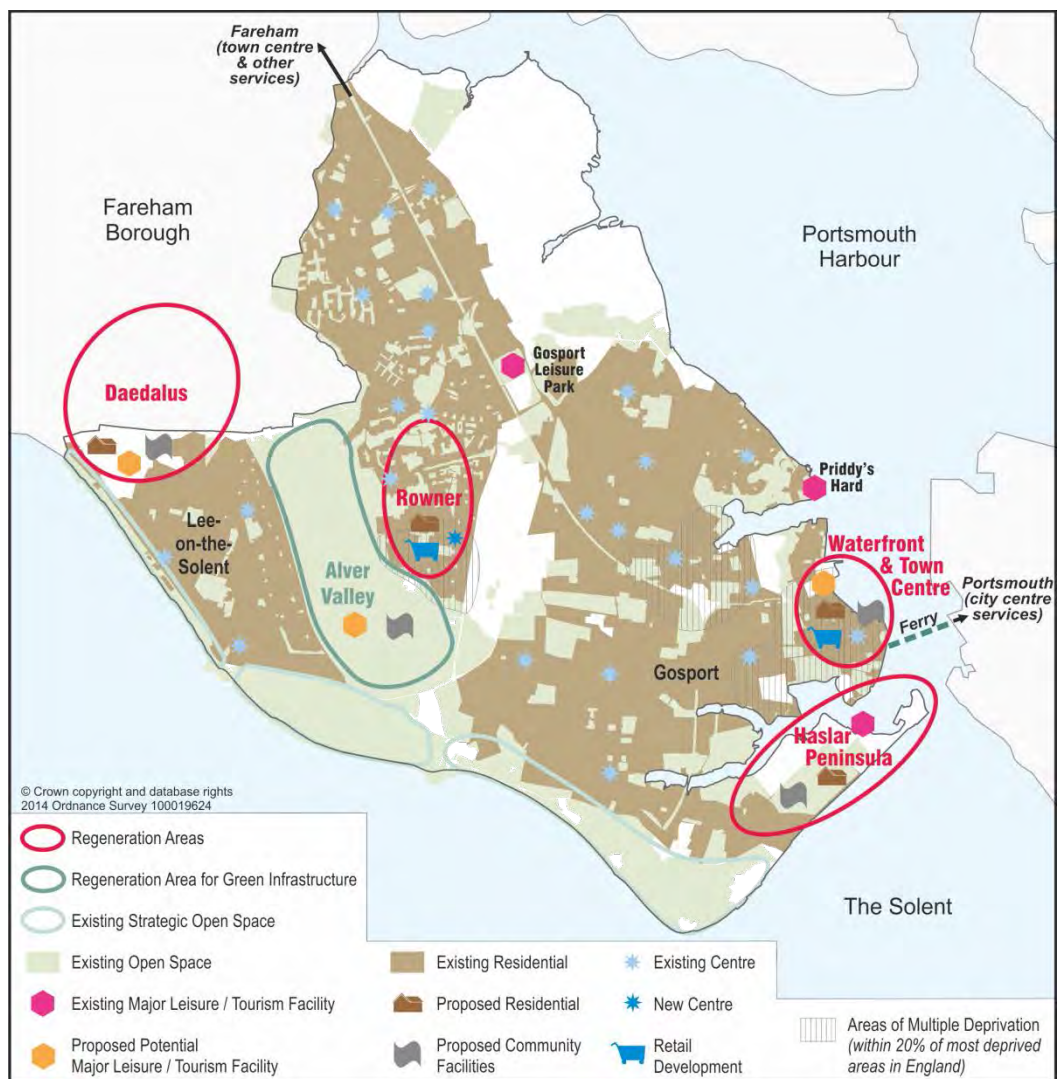
Vision: Creating quality neighbourhoods

Gosport will continue to be a great place to live for all. There will be a variety of high quality housing types that meet the needs of the local community including a range of affordable housing. These will be well designed and built to nationally recognised environmental standards with good accessibility to public transport and services.

Regeneration will continue to improve the quality of life of residents. There will be plenty of high quality and accessible, leisure, recreational and cultural opportunities for all ages with increased participation in activities. Open space for recreational and amenity purposes will be protected and enhanced. Residents and visitors will be able to enjoy the Borough's coastline and Waterfront.

There will continue to be a good range of high quality, easily accessible health services and community facilities across the Borough.

Plan 13: Creating Quality Neighbourhoods



INTRODUCTION

- 11.1 The Borough of Gosport is home to some 82,600 residents and living here offers many benefits including its attractive coastal environment and strong sense of community. However despite these strengths there are a number of issues that can detract from an area being a great place to live. This section addresses those issues under four topics Housing, Retail, Community Facilities and Open Space. All these elements are important for retaining and creating quality neighbourhoods.

Housing

- 11.2 It is acknowledged that there is a need for additional housing in the Borough including affordable housing. It is therefore important that a mix of housing in terms of size and tenure is provided to meet the needs of the community. Policies LP24-LP26 provide guidance on the provision of a range of dwellings.

Retail

- 11.3 The Borough has a wide range of centres from the principal centre of Gosport Town Centre through the district centres down to small neighbourhood centres that provide shopping facilities to the community. The Local Plan recognises the importance of these centres and the need to be flexible in the types of uses that can be accommodated in these centres. Policies LP27–LP31 provide guidance on these matters.

Community Facilities

- 11.4 It will continue to be necessary to ensure that any new housing is served by good facilities which are easily accessible. This includes community, educational, medical and built leisure facilities. Policies LP32-LP33 will seek to ensure appropriate facilities are protected and improved.

Open Space

- 11.5 A key feature in creating a quality neighbourhood is the provision of good quality open space. Open space can be provided in many forms and Policies LP34-LP37 aim to ensure that there is a range of multi-function green spaces to serve a variety of local needs.

HOUSING

- 11.6 Access to a choice of good quality housing is a key factor in sustaining and improving the quality of life for the community. It is necessary to ensure that provision is made for an appropriate number of dwellings to provide a range of homes to meet the needs of current and future residents both in terms of market housing and affordable housing. The mix of housing types should accommodate the different needs of a range of households including families, single people, older people and those with disabilities.
- 11.7 The issues connected with housing in Gosport are set out in the relevant background paper and summarised below¹⁸¹. Addressing these matters has shaped the Spatial Strategy (Policy LP3) which deals with the supply of housing and informed the proposed development on the Borough's

¹⁸¹ Further information is set out in the Housing Background Paper with references to relevant evidence studies mentioned therein including the South Hampshire Strategic Housing Market Assessment (SHMA) and the Gosport Strategic Housing Land Availability Assessment (SHLAA).

Regeneration Areas (Policies LP4-LP7) and other housing allocations (LP9A&D) as shown on the Policies Map.

Box 11.1: Summary of key housing issues:

- There is a continual demand for a range of housing to meet local needs at each stage of life and meet the requirements of the increasing number of households;
- Further affordable housing is required to meet local needs;
- The increasing ageing population requires that there is appropriate and sufficient housing and care facilities;
- New housing has an important role in contributing towards the regeneration of the Borough;
- New residential development should be at an appropriate density and located on sites which are accessible, or can be made accessible, to public transport and local services;
- Dwellings are required to be well-designed and meet sustainable construction principles; and
- The Borough has areas of ageing housing stock which need to be refurbished or redeveloped to meet modern housing standards.

POLICY LP24: HOUSING

1. **Proposals for new housing development should include a mix of dwelling types, sizes and tenure to meet the needs of Gosport's current and future population.**
2. **On development sites proposing 10 dwellings or more the Council will seek to secure 40% of the dwellings to be provided as affordable housing. Where it can be clearly demonstrated that the provision of 40% affordable housing is not economically viable the Council will seek to negotiate a percentage of affordable housing as close as possible to the target level having regard to a site specific economic viability assessment. The mix of affordable housing tenures provided by a development should reflect the latest evidence of need.**
3. **The priority for new housing development should be the reuse of previously developed land. Planning permission for new housing development will be granted provided that it is built at a density that makes efficient use of land and relates to the context of the area. Locations with very good access to facilities, particularly Gosport Waterfront and Town Centre, are more suited to higher density development. District and neighbourhood centres with good public transport access may be considered for medium to high density developments.**
4. **Planning permission will be granted for accommodation to meet the needs of the ageing population including the development of sheltered housing and extra care housing.**
5. **Planning permission will be granted for the re-development of poor quality housing with the replacement of new high quality sustainable homes.**

EXPLANATION OF POLICY LP24

Housing Mix (Point 1 of policy LP24)

11.8 Housing mix will be informed by evidence studies and in particular Strategic Housing Market Assessments and local Housing Needs Assessments.

11.9 The PUSH Strategic Housing Market Assessment 2014 (SHMA) considers that to meet the needs of new and existing households, address stock imbalance and the impact of future demographic and household formation, new developments should provide a mix of dwellings. The SHMA provides a range of different size of dwelling across the PUSH area. However due to the local demographics of Gosport the SHMA indicates that whilst the requirement for market housing is similar to the PUSH area the requirement for affordable housing is for smaller housing sizes. Accordingly new residential development should provide accommodation across the following ranges for the different housing types:

Market Housing

- 1 bedroom units 5-15%
- 2 bedroom units 30-40%
- 3 Bedroom units 40-45%
- 4 bedroom units 10-15%

Affordable Housing

- 1 bedroom units 45-60%
- 2 bedroom units 25-35%
- 3 bedroom units 10-20%
- 4 bedroom units 1-10%

11.10 However it should be noted that as a result of the welfare reforms introduced by the Government in April 2013 it is likely that in the short term a proportion of the demand for 3 bedroom units will be transferred to a demand for 2 bedroom units.

11.11 The PUSH South Hampshire Strategy (2012) encourages its Partners to strive for a mix and balance of housing types with 30% of new properties being family homes. In order to facilitate a mix of housing in the Borough, the Council will favourably consider self-build residential schemes.

11.12 It is important that residential development is designed to provide a satisfactory amount of living space. The Design SPD provides guidance on the size of dwellings.

11.13 It is recognised that the MoD has a significant operational presence in Gosport and that there may be a need for accommodation to support this presence. If evidence is produced to support the need for service accommodation, proposals will be supported provided that they comply with other policies in the Local Plan.

Affordable housing (Point 2 of policy LP24)

11.14 The PUSH SHMA (2014) supported by the annual monitoring reports¹⁸² have clearly demonstrated that there is an overriding need to provide affordable housing and that the Council would be justified in seeking to achieve a target 40% affordable housing on qualifying sites. The Council's evidence¹⁸³ in relation to economic viability of affordable housing provision concludes that in the majority of cases the provision of 40% affordable is economically viable on sites of 10 dwellings and above. Accordingly in order to meet the on-going need for affordable housing the Council will expect all qualifying housing development to provide 40% affordable housing. However, it is recognised that the development industry is subject to the influences of the wider economic cycle. Therefore in some circumstances where development costs undermine the viability of housing delivery on brownfield sites the Council may negotiate a lower level of provision of affordable housing provided it is informed by a site specific economic viability assessment.

11.15 Affordable housing can be met by a variety of formats and the PUSH SHMA (2014) identifies a requirement for the following types in Gosport:

- 28% Intermediate housing – assigned to households who can afford a housing cost at or above 80% of market rents but cannot afford full market costs.
- 15% Affordable Rent – assigned to households who could afford a social rent without the need to claim benefit to afford an Affordable Rented home (priced at 80% of market rented costs)
- 57% Social Rent – households who would need to claim housing benefit regardless of the cost of the property.

11.16 Affordable housing provision should be made on-site and only where it is robustly justified will off-site or a financial contribution in lieu of on-site provision be considered. It will need to be demonstrated that off-site provision or financial contributions will lead to the creation of a balanced community.

11.17 The Council will seek to ensure that the affordable housing remains affordable to successive as well as initial occupiers through the use of planning conditions and obligations.

Effective and Efficient use of land (Point 3 of policy LP24)

11.18 Due to the highly urbanised nature of Gosport it is important to retain the existing areas of open space for the benefit of the community and therefore priority will be accorded for housing development on previously developed land¹⁸⁴ subject to other policy considerations such as contamination (Policy LP47) and biodiversity (Policies LP42-44).

11.19 New housing schemes will be expected to make efficient use of land creating a sense of community without compromising the local environment. It is important that new development schemes should have regard to the need to provide open space, parking and a mix of dwelling types.

¹⁸² The housing background paper provides further evidence.

¹⁸³ GBC Affordable housing viability study (DTZ 2010) and CIL Viability Report (Adams Integra 2014).

¹⁸⁴ The NPPF provides a definition of previously developed land.

www.communities.gov.uk/publications/planningandbuilding/nppf.

- 11.20 Higher density developments can accommodate more people at locations with good access to employment, shops and education where residents can easily access their needs by walking, cycling or public transport. Plans in the Authority's Monitoring Reports give an indication of accessible areas within Gosport. However, high density development that is poorly located or designed can have adverse impacts on the local community, built character, traffic and sustainability. Table 11.1 provides indicative guidance on densities that relate to the accessibility of a location. Regard should be had to the accessibility and local character of the location and therefore inform an appropriate density. There may be circumstances where a higher density than implied by the indicative density matrix is appropriate. For example where there is already higher density in the immediate vicinity and the proposed development would not have an adverse effect on the character of the local area or as part of a mixed use development that provides a range of services. It is important that any proposed development provides adequate amenity space and access to open space and has regards to provisions of policy LP10.
- 11.21 Whilst the table indicates a density range to seek the efficient use of land it is recognised that in some instances there may be good reasons for developments to come forward with a density less than 30 dwellings per hectare. These special circumstances could include where higher density development could harm the setting of Listed Buildings or Ancient Monuments, landscape and nature conservation features or other constraining factors on site, for example the presence of a trunk sewer.

Table 11.1 Indicative Residential Density Matrix (dwellings per hectare)¹⁸⁵

Location		Public Transport Accessibility		
		High	Medium	Low
		12 or over buses an hour to a major centre (Gosport , Fareham, Southampton)	Between 7-11 buses an hour to a major centre (Gosport , Fareham, Southampton)	6 or less buses an hour to a major centre (Gosport , Fareham, Southampton)
Sites within a walking distance of 400m	Gosport Waterfront and Town Centre	Over 60 dph	-	-
	District Centres	45 -100 dph	45 -100 dph	30 - 45 dph
	Neighbourhood Centres	45 - 60 dph	30 - 60 dph	30 - 45 dph
Other urban areas		30 - 45 dph	30 - 45 dph	30 - 45 dph

Accommodation for the ageing population (Point 4 of policy LP24)

- 11.22 The population forecasts for Gosport show that the number of elderly people is going to increase substantially. There will be a growing demand for specialist types of housing in addition to those that are capable of adaption. The provision of sheltered housing and extra care housing can help meet this demand. Further details on Extra Care facilities have been produced by Hampshire County Council in *The Partnership for Extra Care Housing in*

¹⁸⁵ The frequency of bus services will be regularly monitored and a map showing areas with high, medium and low public transport accessibility will be included in the Authority's Monitoring Report.

Hampshire.¹⁸⁶ In certain instances it will be appropriate to secure 'extra care' provision as part of the affordable housing requirement for a residential development site.

Improvement of housing stock (Point 5 of policy LP24)

- 11.23 The Council, through its housing strategies, is committed to providing better access to decent housing. There will be occasions when the Council working in partnership with other agencies will seek to improve the quality of housing in the Borough. The Rowner Renewal Partnership is a good example where the Council continues to actively work with other Partners to improve the living conditions of the local community. This will include the demolition of poor quality homes and the re-provision of better designed sustainable homes with the aim of enhancing the local environment and developing the local community.

POLICY LP25: PARK HOMES & RESIDENTIAL CARAVANS

- 1. Park homes and residential caravans will be permitted in the areas designated on the Policies Map subject to environmental and infrastructure considerations set out in other policies of the Plan.**
- 2. The replacement of Park Homes or residential caravans in these areas with permanent housing will not be permitted.**

EXPLANATION OF POLICY LP25

- 11.24 The Borough Council recognises that park homes/residential caravans can contribute to the variety of accommodation available. These properties enable people who either cannot afford to buy or rent a permanent dwelling, or do not wish to live in a permanent dwelling, the opportunity to have a home of their own. Park Home sites have been identified on the Policies Map to meet this need and therefore the Council would resist the replacement of park homes or residential caravans with permanent dwellings.
- 11.25 Proposals for the siting of new park homes or residential caravans in the designated areas will be subject to the same environmental and infrastructure considerations as permanent accommodation including flood risk.

¹⁸⁶ <http://www3.hants.gov.uk/adult-services/carechoice/resicare/extra-care/extra-care-partners.htm>

POLICY LP26: GYPSIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE

- 1. Planning permission will be granted on land at Fareham Road (as shown on the Policies Map) to provide 1 site for up to 3 caravans for Gypsies and Travellers.**
- 2. Additional pitch or plot provision to meet the accommodation needs of Gypsies and Travellers and Travelling Showpeople will be permitted where the Borough Council is satisfied there is sufficient evidence to demonstrate there is a need for additional pitches or plots in the Borough. Where this is clearly shown to be the case, such proposals will need to meet all of the following criteria:**
 - a) the site is accessible to local facilities and services and is served or capable of being served by essential utility infrastructure;**
 - b) adequate levels of privacy and residential amenity for site occupiers should be provided;**
 - c) the site is capable of accommodating both the number of caravans/mobile homes proposed and any associated equipment for business activities; and**
 - d) the proposal would not adversely affect the character of the area including natural and built heritage assets and the wider landscape or have unacceptable amenity, traffic or other environmental impacts.**

EXPLANATION OF POLICY LP26

Allocation of land at Fareham Road (Point 1 of policy LP26)

- 11.26 National Planning Policy for Traveller Sites (March 2012) requires local authorities to proactively plan to meet the housing needs of Gypsies and Travellers and Travelling Showpeople in their area.
- 11.27 In partnership with other local authorities in Hampshire, a study was commissioned to update previous Gypsy and Traveller and Travelling Showpeople Accommodation Assessments that were carried out in 2007 and 2008. The Traveller Accommodation Assessment for Hampshire published in April 2013 considered that a site in Gosport accommodating 1 permanent pitch would meet the needs of Gypsies and Travellers over the Local Plan period. The study did not consider it to be necessary for the Borough Council to make additional provision for Travelling Showpeople.
- 11.28 Policy LP26 allocates land at Fareham Road to provide for 1 permanent site accommodating up to 3 caravans to meet identified local need. The Borough Council considers it appropriate to limit the number of caravans to be accommodated on site in order to ensure the appropriate standard of both vehicle and pedestrian access and parking can be achieved on site as well as ensuring that activity in the site will not generate unacceptable traffic impacts onto the classified A32.

Additional pitch or plot provision (Point 2 of policy LP26)

- 11.29 Based on current evidence, the Borough Council does not consider it necessary to make further allocations in the Local Plan for permanent pitches in addition to the allocation proposed at Fareham Road. However it is important that the Local Plan provides clear policy criteria in order to assess

any new proposals that may come forward over the Local Plan period in light of new evidence. Applications for new proposals will be assessed against both the criteria set out in part 2 of policy LP26 and the other relevant policies of the Local Plan.

Accessibility to local facilities and services (Point 2 (a) of policy LP26)

- 11.30 The Borough Council will expect new proposals to be located in areas that can be well served by local facilities and services in order to help support the everyday needs of residents on the site.

On-site privacy and amenity (Point 2 (b) of policy LP26)

- 11.31 It is important that site residents can enjoy good levels of privacy and residential amenity. New development should be designed to respect the residential amenity of existing and new occupiers.

Site capacity (Point 2(c) of policy LP26)

- 11.32 The Borough Council recognises that proposed sites may need to be able to accommodate both residential and business uses. In particular, it is recognised that proposals for Travelling Showpeople sites may also need to be capable of being able to store large pieces of equipment where this may be necessary for the applicant's business. Therefore in order to ensure compatibility of uses with existing neighbours, the Borough Council will seek evidence to show that the associated business uses from the proposal will not have a detrimental impact on neighbouring land uses.

Local amenity (Point 2(d) of policy LP26)

- 11.33 As with other development proposals for residential use, the impact of a specific proposal on the local amenity is a key planning consideration. It is important that new development proposals make a positive contribution to both their immediate surroundings and the wider environment. Development proposals must not cause harm to the Borough's nature conservation interests or heritage assets.
- 11.34 It is necessary to ensure new development can provide safe access and adequate parking on site can be achieved. Development generating adverse impacts onto the highway network will not be acceptable and therefore the Borough Council will consult the Highways Authority to ensure these arrangements are satisfactory.
- 11.35 As with other forms of residential development, where planning permission is granted, the Borough Council may use planning conditions or obligations to assist in the delivery of good quality development in the Borough.

Transit site provision

- 11.36 The Travellers Accommodation Assessment for Hampshire (2013) recommended further work should be jointly undertaken by the local authorities in Hampshire. The findings of this future work are not expected to be available until late 2015. If a site for transit provision is required in the Borough then it would be considered under part 2 of policy LP26 and the other relevant policies of this Local Plan.

Travelling Showpeople

- 11.37 The Travellers Accommodation Assessment for Hampshire study recommended a provision of additional plots across Hampshire for 25 plots for travelling showpeople based on an east-west geographical split of 16 plots

in the east and 9 in the west of the County respectively. Based on the evidence collected, the study concluded that no additional provision is required in Gosport. However should a planning application come forward during the plan period the Borough Council considers that part 2 of policy LP26 along with other policies in the local plan will provide clear policy guidance for the consideration of planning applications for Travelling Showpeople sites.

Further information:

South Hampshire Strategic Housing Market Assessment (GL Hearn for PUSH October 2013);

Travellers Accommodation Assessment for Hampshire 2013 (Forest Bus Limited);

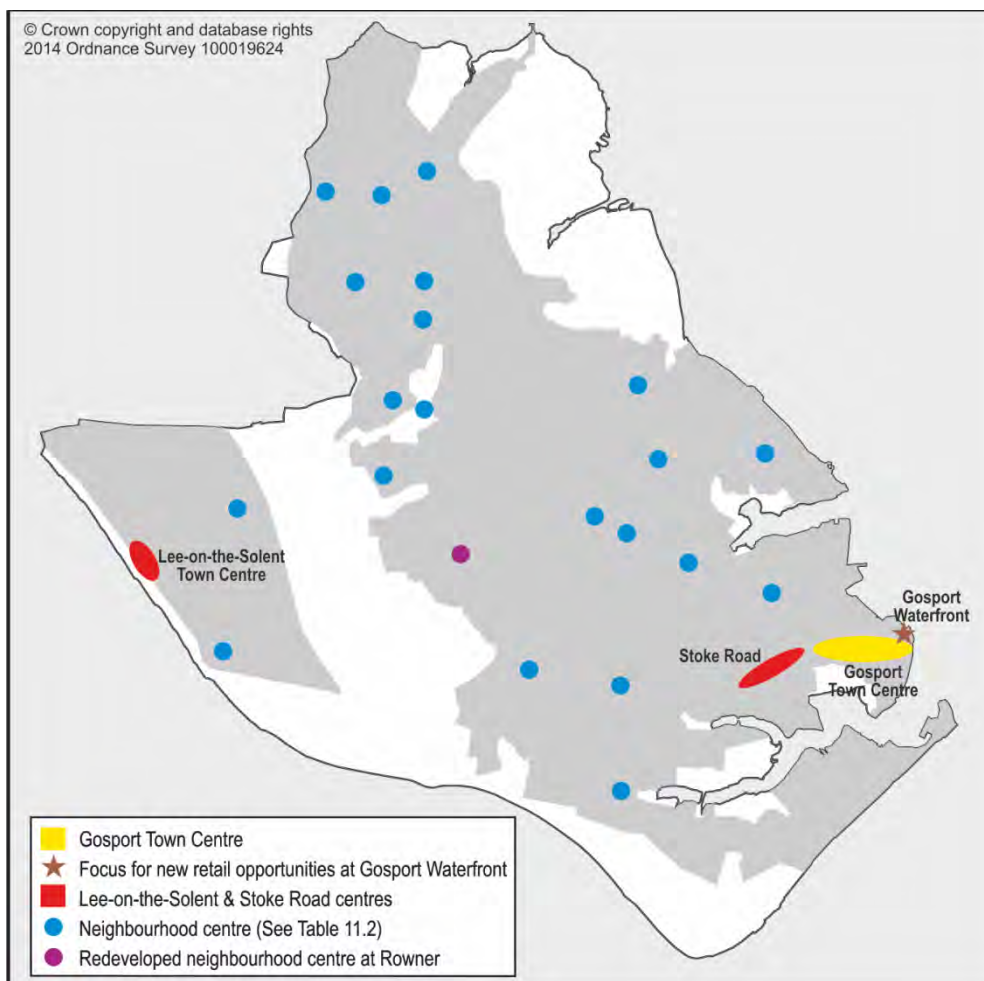
Background Papers (GBC 2013) - Housing; and Gypsies, Travellers and Travelling Showpeople;

Gosport Borough Council Affordable Housing Viability Assessment (DTZ 2010); and

South Hampshire - Sub Regional Housing Strategy: Homes for Growth for 2007-2011 (PUSH 2008).

PRINCIPAL, DISTRICT AND NEIGHBOURHOOD CENTRES

Plan 14: Location of Principal, District and Neighbourhood Centres



Background

- 11.38 The Borough Council is seeking to provide and promote a range of quality retail and community facilities in locations that are easily accessible to serve all members of Gosport's communities. In order to achieve this objective, a key element of the Local Plan is to retain and enhance Gosport's retail centres. This will allow them to remain the focus for local communities and expand that role to provide a greater choice to local people including education, health, care, community, cultural and leisure functions.

Local Context

- 11.39 Within the Borough, centres range in size and role from Gosport Town Centre to small neighbourhood centres. There are a number of issues facing the Borough's centres and these are summarised in the box below. Addressing these matters has helped shape the Spatial Strategy (Policy LP3) and policies relating to the Regeneration Areas (Policies LP4-LP7).

Box 11.2: Summary of key issues facing the centres¹⁸⁷

- Competition from other centres and significant leakage of expenditure out of the Borough by Gosport residents;
- Tough economic conditions and competition from out-of-town and on-line retailers;
- Significant opportunity to expand retail and associated facilities at Gosport Waterfront to complement and enhance Gosport Town Centre which will help 'clawback' customer expenditure;
- The potential to expand the role of neighbourhood centres to provide a wider range of services for the surrounding area particularly those centres with higher vacancy rates;
- Need to meet the demands of the local residents including an increasingly elderly population; and
- Improve the environment of certain centres.

POLICY LP27: PRINCIPAL, DISTRICT AND NEIGHBOURHOOD CENTRES

- 1. The vitality and viability of the Borough's centres, as set out in the hierarchy below, will be maintained and improved:**
 - * Principal Centre (Gosport Town Centre)
 - * District Centres (Lee-on-the-Solent, Stoke Road)
 - * Neighbourhood Centres (as set out in Table 11.2)
- 2. Planning permission will be granted for proposals which contribute towards creating a competitive principal, district and neighbourhood centre environment and which support their viability and vitality. This includes:**
 - a) allowing a greater diversity of uses;
 - b) supporting markets in relevant centres;
 - c) enhancing the environment of the centres; and
 - d) enhancing the evening economy of Gosport Town Centre, Lee-on-the-Solent Centre and Stoke Road Centre.

EXPLANATION OF POLICY LP27

Retail hierarchy (Point 1 of policy LP27)

- 11.40 The established centre hierarchy within the Borough will be maintained and is outlined in Table 11.2 below. It contains one principal centre, two district centres and 22 neighbourhood centres. It is considered that these are the key centres that serve the community of the Borough. The boundaries of the centres are defined on the Policies Map with more detailed maps contained in Appendix 4.
- 11.41 The hierarchy reflects the size of individual centres and the range of goods and services provided in each centre. Each type of centre performs a distinct and complementary role. Gosport Town Centre will remain the principal shopping and service centre within the Borough complemented by the District Centres of Lee-on-the-Solent and Stoke Road with the neighbourhood centres serving basic requirements of residents in the immediate vicinity.

¹⁸⁷More details included in the Retail Background Paper with relevant evidence studies detailed therein including the Gosport Retail Capacity Study 2014.

Further information about the principal and district centres is provided below as well as an explanation of the role of the neighbourhood centres.

Table 11.2: Hierarchy of Key Centres within Gosport Borough

Principal Centre Gosport Town Centre		
District Centres Lee-on-the-Solent Stoke Road		
Neighbourhood Centres		
Alver Village ¹⁸⁸	Dartmouth Court, Priddy's Hard	Palmyra Road
Alverstoke Village	Elson Road	Portsmouth Road, Lee
Antice Court, Twyford Drive	Forton Road/Bedford Street	Queens Parade
Beauchamp Avenue	Forton Road/Parham Road	Rowner Lane
Brewers Lane	Forton Road/The Crossways	Rowner Road
Brockhurst Road	Gregson Avenue	St Nicholas Avenue
Bury Cross	Nobes Avenue	Tukes Avenue
Carisbrooke Road		

Gosport Town Centre (Point 1 of Policy LP27)

- 11.42 Gosport Town Centre contains a variety of convenience and comparison retail shops including both national multiples and local independents and is the principal focus for shopping and services. It also includes a number of important non-retail functions including the Discovery Centre and the Town Hall. It has a number of strengths including its attractive waterside location adjacent Portsmouth Harbour and neighbouring open spaces. It has an attractive pedestrian environment and a twice weekly street market.
- 11.43 However, the Borough does face significant competition from larger centres with their wider catchment areas such as Portsmouth, Southampton and Fareham. Gosport has a lower position in the sub regional hierarchy than these competing locations and has not attracted the same range of national chains. Whilst it has been acknowledged that a number of indicators show that Gosport Town Centre is relatively healthy, it is clear that it is increasingly vulnerable through competition from neighbouring centres and wider economic and social trends. Key weaknesses in the centre that have been identified include a limited range of non-food stores and a weak evening economy.
- 11.44 The Local Plan will aim to build on the Town Centre's strengths and assets by encouraging new retail, leisure, employment and community facilities. It will support initiatives to:
- Increase diversity in the retail and non-retail offer;
 - Retain and enhance the Market;
 - Undertake environmental improvements;
 - Enhance the tourist economy; and
 - Improve transport and accessibility.
- 11.45 The Council will take a proactive approach to planning for new retail floorspace in the Borough. It is considered necessary to plan for new retail development in order to clawback significant leakage of expenditure to larger

¹⁸⁸ This is the re-provided centre formerly known as Nimrod Drive.

neighbouring centres and where possible increase its market share in a realistic manner which is appropriate for its role within the sub regional retail hierarchy. In order to address this issue approximately 10,500 sq.m of additional net retail sales floorspace could be provided in the Borough up to 2029. Based on the evidence studies it is considered that the take up of this floorspace will be predominantly in the comparison goods sector. This will be focused within the existing Town Centre and the adjacent Waterfront area (see LP4).

- 11.46 The close proximity of the Town Centre to the Gosport Waterfront will provide important opportunities to promote regeneration benefits for both these areas. Strengthening the linkages with the Gosport Waterfront will help to enhance the retail and service provision within the Town Centre, as well as improving the range of activities available to the local community. A variety of uses open throughout the day and the evening will help to enhance the vitality and viability of the Town Centre, improve the local economy and contribute towards reducing the fear of crime and anti-social behaviour. Further information on the scale and location of new retail development is contained in the Spatial Strategy¹⁸⁹ (Policy LP3) with Policy LP4 relating to the Gosport Waterfront and Town Centre Regeneration Area setting out the overall development proposals envisaged in these areas.

District Centres (Point 1 of Policy LP27)

- 11.47 The Lee-on-the-Solent District Centre serves the community of Lee. The Centre has thrived over recent years and consequently has been extended in this Local Plan. There has been a trend of low vacancy rates despite the national economic downturn. It has a good mix of independent retail as well as a small number of national chains. The centre is in close proximity to the seafront and has benefitted from a number of environmental improvements.
- 11.48 The Stoke Road District Centre provides a mix of specialist and local retail and services. Currently it largely consists of independent traders and also includes a national supermarket chain. This centre has experienced a number of vacant units over a period of time and some of the shop fronts are in poor condition. It is therefore proposed in Policy LP28 to distinguish between a primary and secondary frontage to allow greater flexibility of uses in parts of the centre to address vacancy rates.

Neighbourhood centres (Point 1 of Policy LP27)

- 11.49 There are also a number of smaller neighbourhood centres which cover a large proportion of the residential areas of the Borough (see Appendix 4 for the frontage details). Each centre provides a range of retail and other services and will therefore be protected to serve the local community. The provision of local services can add vitality to these areas increasing the number of linked trips and providing facilities within easy walking distance and thereby contribute to reduced car trips; whereas the loss of facilities will increase car journeys and contribute to road congestion.
- 11.50 The Local Plan aims to ensure the continued vitality and viability of these centres including allowing new uses, improving their accessibility and enabling environmental improvements to be undertaken. The NPPF acknowledges the need to guard against the unnecessary loss of valued facilities and services particularly where this reduces the community's ability

¹⁸⁹ Supported by the Retail Background Paper and evidence contained in the Gosport Retail Capacity Study 2014.

to meet its day-to-day needs. Shops, facilities and services should be able to develop and modernise to improve the business and benefit the community.

- 11.51 A new centre has been built as part of the Alver Village project which replaces the former run-down centre and provides a focus for the redevelopment.

Measures to enhance centres (Point 2 of Policy LP27)

- 11.52 Planning permission will be granted for proposals which enhance the centres. A number of potential measures relating to building on current strengths and potential weaknesses are outlined below.
- 11.53 **Greater diversity of uses:** It is clear from recent research¹⁹⁰ that the proportion of money being spent on retail in UK town centres has continued to fall with competition from out-of-centre shopping areas and more recently through internet and other non-store sales. In addition there has been significant competition for independent retailers and service providers from the large supermarket chains which have increased the range of goods and services offered in their in-centre and out-of-centre stores. During the latest economic downturn vacancy rates have increased in town centres. Consequently in order for centres to compete they must offer a wider range of uses to attract people to centres. Further details of maintaining a retail core whilst allowing a greater range of uses are set out in Policy LP28.
- 11.54 **Local markets:** Markets make an important contribution to the vitality and viability and local distinctiveness of centres. There is currently a market operating in Gosport Town Centre on a twice weekly basis attracting shoppers and visitors to the town centre offering a wide range of goods and produce. As part of securing the vitality and viability of the Town Centre, the Council will seek to retain and diversify the market. It is important sufficient space is retained to allow the continued successful operation of the market. Markets will be supported in other centres.
- 11.55 **The evening economy:** Gosport Town Centre has a relatively weak evening economy with very few pubs, restaurants and bars. Consequently the Gosport Town Centre is not capitalising on the potential spend from visitors as it becomes quieter as, and after, shops close for the day. By encouraging the development of an evening economy along the Gosport Waterfront there will be opportunities to encourage evening pedestrian footfall in the Town Centre itself.
- 11.56 There may be opportunities to enhance the vitality and viability of Lee-on-the-Solent District Centre and Stoke Road District Centre through the development of evening economy activities. Planning proposals which promote evening economy activities in the principal and district centres will need to take account of the Council's licensing objectives and policies as set out in its Licensing Policy. A copy of this document can be found on the Council's website¹⁹¹. Proposals will need to have regard to the amenities of local residents (see Policy LP10).
- 11.57 **Environmental Improvements:** The Borough Council will continue to work with local businesses and other partners including Hampshire County Council

¹⁹⁰ Including The Portas Review (December 2011).

¹⁹¹ <http://www.gosport.gov.uk/sections/environment/environmental-health/commercial-team/licensing/licensing-policy/>

to improve the quality of centres such as initiatives to improve shop frontages, street furniture, paving, lighting and landscaping.

POLICY LP28: USES WITHIN CENTRES

- 1. The existing network of centres will be protected and only the following uses will be permitted:**
 - a) Within the frontages of the Principal, District and Neighbourhood centres (as defined in Appendix 4) planning permission will be granted for A1 and A2 uses.**
 - b) Within the Primary frontage of the Principal and District Centres planning permission will be granted for A3, A4, A5, C1, D1 and D2 uses as well as other appropriate town centre uses provided that these uses do not either individually or cumulatively exceed 33% of the total frontage.**
 - c) Within the Secondary frontage of the Stoke Road District Centre planning permission will be granted for A3, A4, A5, C1, D1 and D2 uses as well as other appropriate town centre uses provided that these uses do not either individually or cumulatively exceed 50% of the total frontage.**
 - d) Within the Frontages of the Neighbourhood Centres planning permission will be granted for A3, A4, A5, and D1 uses as well as other appropriate town centre uses provided that these uses do not either individually or cumulatively exceed 50% of the total frontage.**
- 2. All uses identified above within these frontages will be required to maintain a shop window display that is appropriate to the building.**
- 3. Proposals for residential development will be granted planning permission in appropriate locations within the Principal, District and Neighbourhood defined centres provided that:**
 - a) they are not within the ground floor frontage;**
 - b) they do not affect the function of the commercial and community units nor prevent the servicing of these units;**
 - c) they do not have a detrimental effect on adjoining uses; and**
 - d) a separate independent and appropriate access can be achieved to serve residential accommodation.**

EXPLANATION OF POLICY LP28

Safeguarding frontages (Points 1 and 2 of policy LP28)

11.58 It is important to ensure each centre has an appropriate and balanced mix of uses to reflect its function in the hierarchy. The Borough Council will use the frontage policies set out above to determine planning applications relating to changes of use. In calculating the proportions of each particular use account will be taken of existing and permitted uses.

11.59 Whilst retail (Class A1) and financial and professional services (A2) will remain the significant focus for each centre it is considered that centres need

to be flexible and allow greater choice of the services and facilities they can provide in order to make them more responsive to meeting the needs of the communities they serve. Other 'A' uses restaurants, bars and takeaways also have a role in creating a vibrant centre.

- 11.60 The provision of community facilities appropriate to the character and catchment of a centre will be encouraged. Uses such as crèches and medical facilities will be encouraged as well as other non-residential institutions (Class D1) leisure uses (D2) and hotels and guesthouses (C1) in the Principal, District and neighbourhood centres provided that the thresholds set out in Policy LP28 are not breached. In addition a number of other uses may be appropriate for a centre including those classified as sui generis. This approach will provide the opportunity to combine trips and provide more accessible services to residents in the neighbourhood as well as local employment opportunities.
- 11.61 It is considered that retail uses should remain the predominant use of the centres as these uses are the main attractors for visitors to the centres. A balanced mix of uses as outlined above will ensure the Borough's centres remain vibrant. However it is considered important to include a threshold to ensure these other uses do not become over-dominant as this could have detrimental consequences to the centres such as prominent frontages being unused during the day which can affect the appearance and performance of a centre. Too many non-retail uses can reduce the attractiveness of a centre and reduce overall linked trips. The thresholds used in Policy LP28 are based on existing uses with an element of flexibility to allow a greater diversity of use over times which is required to enable the centres to remain a focus for commercial and community activity.¹⁹²
- 11.62 For the purposes of this policy primary frontages have been defined for Gosport Town Centre, Lee-on-the-Solent District Centre and Stoke Road District Centre (see Appendix 4 for detail). These areas have a strong retail core which the policy will seek to protect. This designation is based on the past and current performance in terms of the proportion of A1 and A2 units. The thresholds for each type of centre and frontage have been established as a result of on-going monitoring and allows for some diversity of the types of uses in centres without significantly diluting the predominant retail role of centres.
- 11.63 Parts of Stoke Road have a significantly lower proportion of retail and financial services and these areas have been defined as secondary frontages and consequently a different threshold will be used to determine change of use applications. The designation of a secondary frontage for Stoke Road will allow greater flexibility and thus encourage greater vibrancy and vitality within this frontage. This approach reflects current retail trends and the need to refocus centres to provide a broader range of services and be a place where people want to meet for a range of purposes. No secondary frontages have been defined in Gosport Town Centre or Lee-on-the-Solent.

¹⁹² It is important to acknowledge that the Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2013 which came into force on 30th May 2013 allows greater scope for permitted changes of uses (without the need for planning permission). For the purposes of this policy and calculating the proportion of frontages that are A1/A2 and non A1/A2 the Borough Council will take account of any permitted changes of uses.

Residential development (Point 3 of policy LP28)

- 11.64 Residential use can play an important role in ensuring the vitality of centres in appropriate locations. However, it is not considered appropriate at ground floor level fronting onto a shopping street as this could compromise the retail and commercial function of a centre. However the upper floors in these centres are an appropriate location for residential uses, as well as in some cases the rear of commercial and community uses (subject to other policies in the Local Plan). It will be important to ensure that such uses do not have a detrimental effect on adjoining uses. It is acknowledged some change of use to residential purposes is allowed under permitted developments rights¹⁹³.

POLICY LP29: PROPOSALS FOR RETAIL AND OTHER TOWN CENTRE USES OUTSIDE OF CENTRES

- 1. Proposals for new retail and other town centre uses outside of a centre will need to undertake:**
 - a) the sequential test in accordance with the latest Government guidance; and**
 - b) an impact assessment in accordance with the latest Government guidance and locally set floorspace threshold.**
- 2. Planning permission will be refused where an application fails to satisfy the sequential test or is likely to have significant adverse impact on the vitality and viability of a centre.**

EXPLANATION OF POLICY LP29

- 11.65 Protecting and enhancing town centres is a key element of Government policy. Therefore in considering proposals for new floorspace, the Council will expect to see clear and robust evidence in accordance with the latest national guidance. This includes ensuring that the sequential test for site selection has been followed, and that the necessary impact assessments are carried out.
- 11.66 New retail proposals and development associated with major town centre uses will be focused in Gosport Waterfront and Town Centre Regeneration Area and where appropriate in other centres in the Borough in relation to their scale. However, there may be circumstances where new retail development is considered in out of centre locations providing the relevant tests can be met.
- 11.67 For such applications the Borough Council will apply the sequential test for proposals not in an existing centre or in accordance with allocations set out in this Local Plan. This requires that the applicant demonstrate that first there are no suitable sites in the centres and secondly that there are no suitable sites in edge of centre locations. If the proposed site is allocated for a non-retail use the applicant will need to demonstrate that it is no longer needed for that particular use having regard to the relevant policies in this Local Plan.
- 11.68 When assessing retail, leisure and office development outside of town centres which are not in accordance with the allocations identified in this Local Plan, the Borough Council will generally require an impact assessment if the development is over the following size thresholds in terms of gross external floorspace¹⁹⁴:

¹⁹³ Town and Country Planning (General Permitted Development) Order 1995 (as amended).

¹⁹⁴ As defined in the NPPG.

- 1,000 sq. m for new retail development; and
- 2,500 sq. m for new leisure and office development.

11.69 The threshold for leisure and office development follows the nationally set threshold identified in the NPPF. However the threshold for retail development has been locally set to take account of relevant retail evidence.¹⁹⁵ In some instances where local evidence¹⁹⁶ has been produced it will be appropriate to require an impact assessment at a lower threshold for instance it was considered that a convenience store of over 200 sq. m. at Daedalus could have an impact on the Lee-on-the-Solent District Centre. In the light of this evidence it is considered reasonable for developers to provide such evidence which is proportionate to the scale of proposal.

11.70 The Impact Assessment should include:

- The impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
- The impact of the proposal on town centre vitality and viability including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.

POLICY LP30: LOCAL SHOPS OUTSIDE OF DEFINED CENTRES

Development proposals for changes of use of existing shops (A1 use) outside of the Principal, District and Neighbourhood centres (as shown on the Policies Map) will be permitted provided they are vacant and there have been reasonable attempts to let/sell them for retail use.

EXPLANATION OF POLICY LP30

11.71 Local shops outside defined centres can play an important role in providing for the needs of adjacent residential areas. However, should these shops no longer be required or they are no longer viable then their change of use to non-retail use would be considered acceptable provided it can be demonstrated that they have been vacant for a period of time and there have been reasonable attempts to let or lease them for retailing uses.

11.72 Planning permission for a change of use¹⁹⁷ or redevelopment to a non-retail purpose will only be considered if sufficient evidence is provided of how the property has been marketed for sell and/or let which demonstrates that a retail use cannot be secured at this site. Information required to the satisfaction of the local planning authority includes the length of the marketing period and details of the marketing including advertising methods which are proportionate to the nature of the premises and details of the prices that the properties have marketed at and whether this represents a competitive local

¹⁹⁵ Gosport Retail Capacity Study 2014 (GVA).

¹⁹⁶ Gosport Retail Capacity Study 2014 (GVA).

¹⁹⁷ It is important to acknowledge that the Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2013 which came into force on 30th May 2013 allows greater scope for permitted changes of uses (without the need for planning permission).

market rate. Consideration will be given to the location and type of shop and the community it serves and whether there are other shops in the vicinity.

- 11.73 It is considered that normally properties should be marketed for a period of at least six months. However it is acknowledged that in some cases it may be more appropriate to consider a longer marketing period particularly where the shop is important to the local community¹⁹⁸. There may also be circumstances where a shorter marketing period may be acceptable if appropriate justification can be provided.

POLICY LP31: COMMERCIAL FRONTAGES OUTSIDE OF DEFINED CENTRES

Existing important ground floor frontages as shown in Appendix 4 will be protected for commercial purposes (Classes A1, A2, A3, A4, and A5, B1a, C1 and leisure uses). Planning permission for a change of use or redevelopment of properties on these frontages from commercial uses will only be permitted provided that there have been reasonable attempts to let/sell the property for a commercial use.

EXPLANATION OF POLICY LP31

- 11.74 The Borough Council considers that there are a number of commercial-led frontages within the Borough that perform an important economic role in prime locations. These include a variety of commercial type functions at ground floor level which should be safeguarded for economic uses.
- 11.75 Planning permission¹⁹⁹ for a change of use or redevelopment to a non-commercial purpose will only be considered if sufficient evidence is provided of how the property has been marketed for sell and/or let which demonstrates that a commercial use cannot be secured at this site. Information includes the length of the marketing period, the methods of marketing, the level and type of interest generated as well as pricing details. Preferred alternative uses would include community uses if a commercial use is not feasible.
- 11.76 Normally it is considered that properties should be marketed for a period of at least six months. However it is acknowledged that in some cases it may be more appropriate to consider a longer marketing period particularly where a commercial frontage forms part of a larger development site that has yet to be completed. Further advice should be sought from the Borough Council on this matter.
- 11.77 The key frontages are set out below (with detail definition included in Appendix 4).
- 11.78 ***Marine Parade Area of Special Character*** – An intrinsic part of the Marine Parade area is its seafront location and its consequent attraction to day visitors. The presence of these day visitors provides a valuable contribution to the local economy. In order to sustain and potentially enhance the local economy it is important to retain the commercial uses along the seafront.

¹⁹⁸ For example it is the only convenience store serving a population that is further than 400 metres from a centre.

¹⁹⁹ It is important to acknowledge that the Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2013 which came into force on 30th May 2013 allows greater scope for permitted changes of uses (without the need for planning permission).

- 11.79 **Royal Clarence Yard Waterfront** – This frontage is adjacent the Royal Clarence Marina and forms an important part of a larger mixed use site. The ground-floor frontage is considered important to support the marine economy and once established will add vitality to the site providing leisure opportunities including bars and restaurant to a wider population. It also has the potential to include additional office and retail uses to serve the site and the marina.
- 11.80 **Martin Snape House, St. George Barracks South** – This frontage was completed as part of the St George Barracks mixed use site and now contains a number of community-office based functions including the Citizens Advice Bureau and Gosport Volunteer Action offices. It is considered important to retain this ground frontage for commercial/community type uses particularly given its close proximity to Gosport Town Centre.

Further information:

Retail Background Paper (GBC 2014); and

Gosport Retail Capacity Study 2014 (GVA May 2014).

COMMUNITY, CULTURAL AND BUILT LEISURE FACILITIES

INTRODUCTION

11.81 The Local Plan seeks to provide and promote a range of quality community and leisure facilities in easily accessible locations for residents, workers and visitors. Such facilities include:

- Education: nursery, primary and secondary schools, higher education and specialist vocational training;
- Health: hospitals, GPs and health centres, clinics and specialist practices;
- Care facilities;
- Sport and leisure centres and other indoor facilities;
- Cultural facilities: museums, libraries, theatres and cinemas;
- Youth and children facilities: Sure Start, youth clubs;
- Community halls;
- Places of worship; and
- Cemeteries.

11.82 This section includes an overarching policy on the protection and improvement of community facilities in the Borough (LP32) as well as a policy on cemeteries (LP33) where it is necessary to set out specific criteria.

Local Context

11.83 The provision of good quality community services can enhance the quality of life of local residents and help address particular issues facing the Borough. A summary of key issues are identified in the Box below with a more detailed assessment contained with the relevant Background Paper²⁰⁰.

Box 11.3: Summary of key issues relating to community uses

- Community facilities will need to meet the needs of all the community with particular attention to an increasingly ageing population with implications for the provision and location of services such as health and care facilities;
- Provision of good education facilities to increase local attainment and skills to improve opportunities for future employment;
- Provision of good and accessible health and leisure facilities to help alleviate health deprivation issues;
- Less public funding available requiring alternative arrangements to be made in some cases;
- Need to increase participation in leisure and cultural activities to improve physical and mental well-being;
- Ensure community facilities are located within or adjacent to centres as much as possible.

²⁰⁰ More details in the Health and Community Facilities Background Paper with relevant evidence studies detailed therein.

POLICY LP32: COMMUNITY, CULTURAL AND BUILT LEISURE FACILITIES

- 1. The Borough Council will support the development of new community, cultural and built leisure facilities²⁰¹ including those proposed within the Regeneration Areas (LP4-LP7) and other proposed sites (LP9).**
- 2. Proposals for community, cultural and built leisure facilities not allocated in this Local Plan which are considered to be a main town centre use will need to accord with the latest Government guidance.**
- 3. Planning permission will be granted for community, cultural and built leisure facilities provided that:**
 - a) they have good pedestrian and cycle access;**
 - b) there is good access to public transport services, particularly for facilities serving the whole Borough;**
 - c) they are well-designed; and**
 - d) they have the potential to be used as a multi-use facility.**
- 4. New residential development proposals will need to contribute towards providing high quality and accessible community, cultural and built leisure facilities including:**
 - a) the provision of appropriate on-site facilities in relation to the scale and type of development for which a need has been identified; and/or**
 - b) the use of Developer Contributions in accordance with the latest Borough Council standards.**
- 5. Planning permission will not be granted for development which would result in the loss of existing community, cultural, sports²⁰², recreation and built leisure facilities unless it can be demonstrated that:**
 - a) an assessment has been undertaken which has clearly shown the buildings to be surplus to requirements for that particular purpose; or**
 - b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; and**
 - c) it can be demonstrated that there are no other viable community, cultural, sports, recreation or built leisure uses for the premises or site and that there have been reasonable attempts to sell/let them for these purposes.**

²⁰¹ For the purposes of this policy community, cultural and built leisure facilities relates to those types of facilities or similar listed in Paragraph 11.81 rather than facilities such as local shops or public houses. Cemeteries are dealt with separately in Policy LP33.

²⁰² This policy relates to buildings used for sport rather than sports pitches and other open spaces which are dealt with by Policy LP35.

EXPLANATION OF POLICY LP32

New community and cultural facilities (Points 1 and 2 of policy LP32)

- 11.84 Proposals for new facilities are set out in Policies LP4 – LP7 which include land specifically allocated for a community, cultural or leisure facility or as part of a mixed use site. These sites are identified on the Policies Map.
- 11.85 Proposals for community facilities that are not allocated in the Local Plan which are defined by Government guidance as a main town centre use such as major leisure and cultural facilities will need to accord with the specific tests included in the latest national guidance i.e. the sequential text and impact test.
- 11.86 Where possible, community facilities should be located within or close to an existing centre. However the Borough Council recognises that some community facilities will have particular spatial requirements and will need different locations.

Development criteria (Point 3 of policy LP32)

- 11.87 It is important that new modern community, cultural and built leisure facilities are located in locations which can be reached by pedestrians and cyclists and that Borough-wide facilities are well served by public transport. Buildings should be well-designed, accessible for all, and incorporate flexibility for multiple uses where appropriate.

Provision of community facilities in connection with new residential development (Point 4 of policy LP32)

- 11.88 It is important that new residential development contributes towards improving the quality of and accessibility of community facilities including education and health to meet the needs of its occupants. In most cases contributions towards such facilities will be through the Community Infrastructure Levy. However there may be instances, normally major developments (over 100 dwellings) where it may be necessary to provide community buildings or land on the site or close-by to serve the new community. Such measures will be secured by a Section 106 Agreement in accordance with the latest Government guidance. The Borough Council will consider other site requirements and constraints when negotiating such provision.

Protecting existing community, cultural, sport and built leisure facilities (Point 5 of policy LP32)

- 11.89 The larger community, cultural and built leisure facilities protected by this policy are shown on the Policies Map. However it is important to note that this policy also applies to smaller sites not shown on the Policies Map as well as those that have been developed since the Local Plan has been adopted.
- 11.90 The Council will normally resist any proposal that would involve the loss of existing community, cultural, sport²⁰³ and built leisure facilities. Proposals for a change of use or redevelopment of existing facilities will only be considered where the Council is satisfied that the tests outlined in Point 5 are met. Firstly it will be necessary for the developer to demonstrate that the building is no longer required for its existing or recent function. Reasons could include that

²⁰³ This policy relates to buildings used for sport rather than sports pitches and other open spaces which are dealt with by Policy LP35.

there is no longer a local demand or that satisfactory provision exist elsewhere in the locality.

- 11.91 Alternatively it may be possible for the developer to re-provide the community, cultural, sport and built leisure facilities. This provision must be easily accessible to the residents it is intended to serve. The alternative facilities should be of an equal or greater standard than those proposed to be lost to development in terms of quality or quantity and should be provided in a suitable location.
- 11.92 In addition to meeting either of the above two tests (Point 5a and 5b) it will be necessary to demonstrate that there are no other viable community, cultural, sports, recreation or built leisure uses for the buildings or the site for which there is a local need. Consequently it will be necessary to investigate the possibility of using the building for these other uses. In the case of a building used for sports it will be necessary to investigate alternative sports uses prior to community, cultural and built leisure uses.
- 11.93 If the developer is proposing an alternative change of use or redevelopment, the applicant must demonstrate that an appropriate marketing exercise of at least 6 months has been undertaken to try to secure a community, cultural, sport or built leisure use. It is acknowledged that in some cases it may be more appropriate to consider a longer marketing period for example if the site is of particular community importance or is a complex site. There may also be circumstances where a shorter marketing period may be acceptable if sufficient justification can be provided. Information required includes: the details of the marketing including advertising methods which are proportionate to the nature of the premises; details of the prices that the properties have marketed at, and whether this represents a competitive local market rate; and details of any interest received.
- 11.94 It will also be appropriate in many cases to engage with the local community to ascertain whether there is any local demand for a community organisation use of the building. Consideration will be given to the location and type of facility and the community it serves and whether there are other such facilities in the vicinity. It will also be necessary to consider the provisions of the Localism Act which makes provisions for assets of community value whereby local community groups are given time to develop a bid and raise the money to buy an asset when it comes on the open market.

POLICY LP33: CEMETERY PROVISION

- 1. Development proposals for other uses will not be permitted on existing cemeteries as shown on the Policies Map.**
- 2. Proposals for new cemeteries will be permitted provided that they:**
 - a) are in keeping with the character of the surrounding area;**
 - b) do not have an adverse impact on the amenities of local residents;**
 - c) are appropriately sited in proximity to public transport;**
 - d) have adequate vehicular access and parking arrangements with suitable provision for disabled users;**
 - e) will have no adverse impact on controlled water (ground water or surface waters);**
 - f) do not have an adverse impact on the ecological value of the area; and**
 - g) do not have an adverse impact on archaeological interests.**

EXPLANATION OF POLICY LP33

Protection of existing cemeteries (Point 1 of policy LP33)

- 11.95 The Borough's main cemetery is located at Ann's Hill and the Ministry of Defence has a large cemetery at Clayhall Road. There are also a number of smaller cemeteries primarily associated with churches. These cemeteries are well-kept tranquil spaces often with historic monuments which add to the character of the Borough. The Borough Council considers that such sites should be protected for this function and that they form an important element of the urban townscape.

New cemetery provision (Point 2 of policy LP33)

- 11.96 The Borough Council is responsible for providing adequate cemetery facilities and ensuring that a continuous supply of land is available for this purpose. It is likely that new provision will be required within the Borough during the Plan period (potentially in 2020). The Borough Council will therefore continue to assess potential sites to determine the most appropriate location for a new cemetery. It will be necessary to liaise with the Environment Agency regarding the appropriateness of any potential location.
- 11.97 When developing a new cemetery the Borough Council will have regard to the criteria in Policy LP33 and more detailed guidance published by the Institute of Burial and Cremation Administration's (IBCA) on new cemeteries which provides advice on the selection and design of new cemeteries including issues relating to drainage, topography, soil types, site layout and landscaping. The size of any cemetery is an important consideration and will need to be able to accommodate burials for the long term, taking into account average burial rates, local demography and the size of grave spaces.

Further information:

Infrastructure Assessment Report (GBC 2014); and
Health and Community Facilities Background Paper (GBC 2014).

OPEN SPACE

Introduction

11.98 Open space is an integral part of people's quality of life. It covers a wide range of public and private spaces both in historic areas as well as in newer communities and provides a place for various activities that may change over time. Open space is an essential part of the urban heritage and a strong element in the architectural and aesthetic form of a town. It serves a variety of functions including:

- Defining and separating urban areas;
- Providing linkages between settlements and the countryside;
- Enhancing the quality and visual amenity of urban areas;
- Providing opportunities for formal sports, children's play and other leisure activities;
- Helping to improve people's physical and mental well-being;
- Providing important habitats for flora and fauna;
- Providing a venue for community contact and events;
- Providing flood water storage;
- Reducing the impacts of pollution and noise; and additionally
- Provides a setting that encourages inward investment.

11.99 There are several types of open spaces which are covered by the Local Plan, many of which perform a number of functions and represent the predominant element of the Borough's green infrastructure (see also Policy LP41). This section relates to the following types of open space:

- Parks & Gardens;
- Outdoor sports facilities;
- Cemeteries (see also LP33) and Church Yards;
- Provision for children and young people
- Allotments;
- Amenity space;
- Green corridors;
- Natural and semi-natural greenspaces (See also LP44-LP43); and
- Civic space

Local Context

11.100 Open spaces in Gosport Borough contribute significantly to the local distinctiveness of the Peninsula with many having a strong relationship with the adjoining coastal waters of the Solent and Portsmouth Harbour. The Borough has some 618ha of open space (excluding private gardens and incidental amenity areas) including natural/semi-natural greenspaces in the Alver Valley and the extensive coastal areas; formal urban parks such as Crescent Gardens; allotments; a range of sports pitches; and small neighbourhood play areas. The full diversity of the open spaces in the Borough including details of their function, quality, value and size is set out in the Council's Open Space Monitoring Report²⁰⁴.

11.101 The Borough's open space has an important role to play in enhancing the quality of the environment in order that sustainable growth can be achieved creating a place where people want to live, visit and invest. The Borough's open spaces are highly valued and represent a finite resource that should be protected and enhanced in one of the most densely populated districts in the

²⁰⁴ www.gosport.gov.uk/localplan2029-evidencestudies

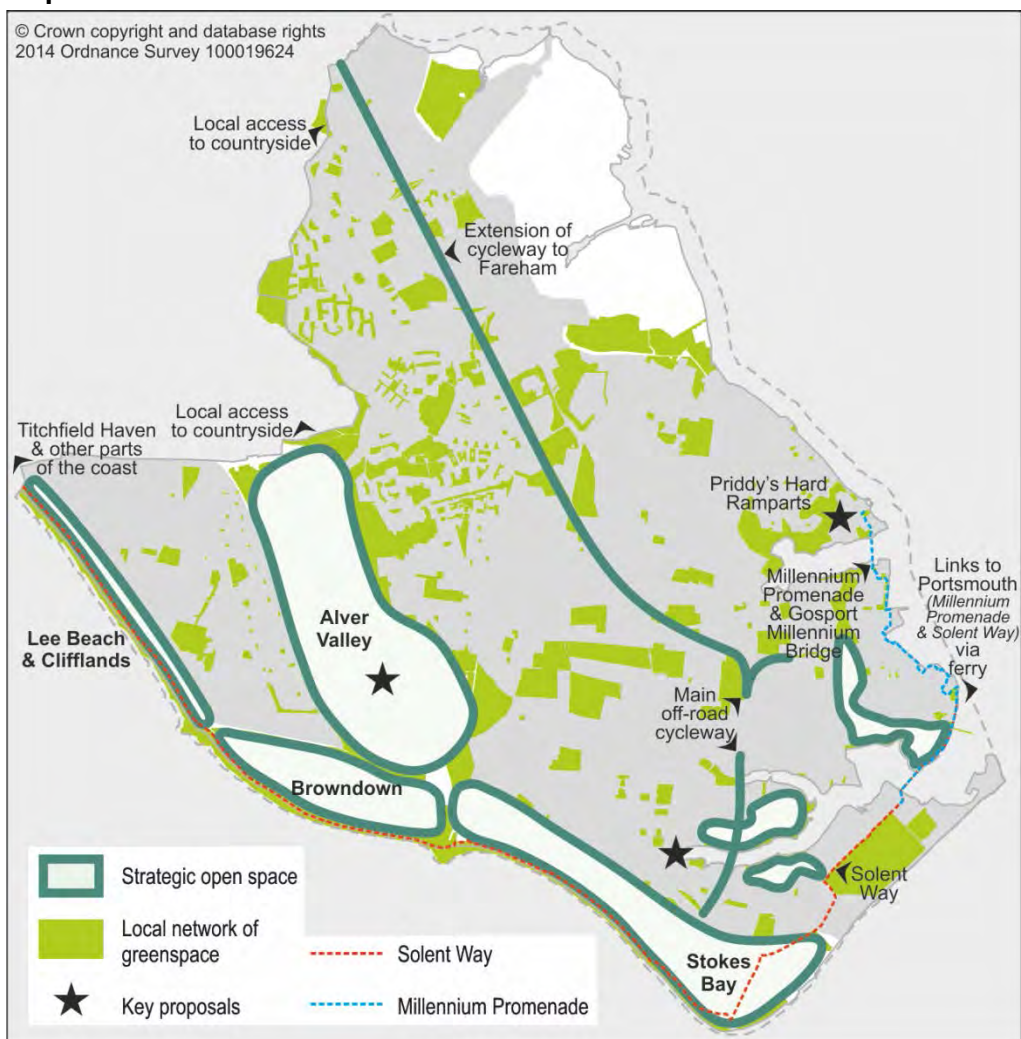
South East region. It is recognised that many residents have limited opportunities to access the wider countryside, particularly those with restricted access to the car including the elderly, young people and disabled people. Thus it is important to make areas along the coast and the Alver Valley accessible for all to enjoy whilst protecting important habitats. It is also acknowledged that many residents have no gardens or limited private areas to enjoy, highlighting the importance of local multi-functional open spaces. Many open spaces have the potential to be improved and it is essential that new developments are well-served by a range of open spaces that meet the needs of all parts of the community. Key issues relating to open space are summarised below (Box 11.4).

Box 11.4: Summary of key open space issues

- Open spaces are highly valued within a dense urban Borough and need to be protected and enhanced;
- Limited opportunities to access the wider countryside, particularly those with restricted access to the car including the elderly, young people and disabled people;
- There are quality and/or quantity deficiencies for allotments, cemetery space, play spaces and outdoor sports facilities;
- There is an identified need to make open spaces more accessible to local residents;
- There is a need to protect and enhance important habitats and increase biodiversity within open spaces;
- Many open spaces have the potential to be improved and it is important that new developments are well-served by a range of open spaces.
- The provision of quality open spaces is important in dealing with recognised health issues in the Borough such as adult and childhood obesity.

11.102 This section includes the Council's overall approach to protecting, improving and creating new open space provision (Policy LP34-35). Plan 15 gives an overview of existing and planned provision in the Borough.

Plan 15: Existing open space network, proposals and potential improvements



POLICY LP34: PROVISION OF NEW OPEN SPACE AND IMPROVEMENTS TO EXISTING OPEN SPACE

1. Planning permission will be granted for new open space to meet the Council's good quality standard including (as shown on the Policies Map):
 - a) the Alver Valley Country Park (Policy LP8);
 - b) the Ramparts Park at Priddy's Hard (Policy LP9A); and
 - c) Stokesmead (Policy LP9E).
2. Planning permission will be granted for proposals to create or improve open space provided that:
 - a) they are designed to achieve the Council's 'good' quality standards;
 - b) they do not have a significant adverse impact on the amenities of local residents;
 - c) they have good access for pedestrians and cyclists from the wider neighbourhood and the open space is accessible to all;
 - d) they do not have an adverse effect on nature conservation features and incorporate measures to enhance biodiversity; and
 - e) if the open space serves a Borough-wide catchment it:

- i) is appropriately sited in proximity to public transport; and
- ii) has adequate vehicular access and parking arrangements including spaces for disabled people.

3. Planning permission will be granted for residential development (Use Class C3) provided that appropriate provision is made for public open space facilities in accordance with the standards set out below:
- a) for developments of 50 dwellings or more on-site provision of public open space including a 'local park' will be required to a standard of 1.5 ha per 1,000 people and that this open space should be provided to the Borough Council's 'Good' Quality Standard²⁰⁵. Developer contributions should also include provision for the long term management of the open space;
 - b) in particular circumstances off-site provision may be considered appropriate for sites of 50 dwellings or more provided a financial contribution is secured through a Section 106 agreement. Contributions will be directly related in scale and in-line to the proposed development to reflect the impact the development has on existing green infrastructure. Such funds will be used to improve an existing facility normally within 800 metres of the development site to achieve the Council's 'Good' quality standard;
 - c) for sites of less than 50 dwellings the developer contribution for improving public open space and associated facilities has been calculated as part of the Community Infrastructure Levy and consequently no further contribution is required. However proposals should include green infrastructure elements (see Policy LP41).

EXPLANATION OF POLICY LP34

Proposals for new open space (Point 1 of policy LP34)

- 11.103 The Policy identifies the Alver Valley as a major area of open space. The Alver Valley has been identified as a regeneration area for green infrastructure in the Local Plan (see Policy LP8 for further details) and forms a primary element of the Borough's green infrastructure. It will provide an excellent recreational resource for Gosport residents and provide a number of protected habitats. It will help reduce the number of trips to similar facilities elsewhere and reduce the recreational disturbance pressures on more sensitive sites in the sub region.
- 11.104 The Borough Council identifies a number of other open space allocations including the Ramparts at the Priddy's Hard Heritage Area and a proposed park at Stokesmead (see Policy LP9E).

²⁰⁵ The Good Standard is assessed against the criteria in the Council's 'Gosport Local Plan: Local Open Space Standards' which is contained in Appendix 4 of the 'Planning Obligations and Developer Contributions Strategy' www.gosport.gov.uk/localplan2029

Creating and improving open spaces (Point 2 of policy LP34)

- 11.105 To achieve the Council's objectives to create a network of high quality of open spaces it is acknowledged that strong partnership working is required between the Borough Council, major landowners, developers and other key stakeholders at both a local and sub-regional level. The PUSH Green Infrastructure Strategy aims to deliver a framework for providing green infrastructure on a sub-regional basis (see Policy LP41). Consequently cross-boundary working to achieve sub-regional networks of open space on a landscape scale and improving strategic linkages will be critical.
- 11.106 Opportunities to improve open spaces have been identified in the latest Borough Council strategies and evidence studies and it will be important to work with local communities to achieve this. It will also be necessary to work with existing open space providers such as the MoD and schools to increase community usage of their open spaces.
- 11.107 Proposals for new open spaces and improvements to existing open spaces will be required to meet the Council's 'Good' Quality Standards²⁰⁶. The Borough Council is aiming to achieve a 'good' rating on all open spaces within the Borough and could use the funds from the Community Infrastructure Levy on priority sites.
- 11.108 Proposals for open space which could include essential associated buildings, such as changing rooms, must be well designed and have regard to the character of the area. Outside of the urban area, outdoor recreational uses should reflect and enhance the character of the countryside and coast.
- 11.109 All proposals will be considered in the light of the impact that they will have on the location and on the amenity of adjoining areas and neighbouring residents. In determining proposals the Council will have particular attention to hours of use, noise levels and light emissions including floodlighting (See Policy LP46 Pollution Control).
- 11.110 Open spaces should be easily reached by pedestrians and cyclists. Sites should be designed to be accessible for all users including those with wheelchairs and those using pushchairs. The most intensively used public spaces should also be served by public transport and those serving a Borough-wide catchment area should have adequate vehicular access and parking arrangements.

Open space associated with new residential development (Point 3 of policy LP34)

- 11.111 New development places additional demands on the existing inadequate supply and quality of open spaces. It important that new residential development (Use Class C3) meet or exceed the standards set out in the Policy LP34 in order to provide adequate open space provision for new residents. If these standards are not achieved the existing deficiencies in quantity, quality and accessibility will be exacerbated. Key elements of the standards are outlined below.

²⁰⁶ The Good Standard is assessed against the criteria in the Council's 'Gosport Local Plan: Local Open Space Standards' which is contained in Appendix 4 of the 'Planning Obligations and Developer Contributions Strategy www.gosport.gov.uk/localplan2029

- 11.112 The Borough Council's standard includes three key elements: 'Public Open Space' including local parks; 'Outdoor Sports Provision'; and Allotments. These elements are set out in Table 11.3²⁰⁷.

Table 11.3 Gosport Borough Open Space Quantity Standards

Type of open space	Standard
Public Open Space standard (includes the 'local park' element) To be provided on-site for developments of 50 dwellings or more. For smaller developments this element is covered by the Community Infrastructure Levy	1.5ha per 1,000 people
Outdoor sports provision Not normally provided within a development site and could be funded by the Community Infrastructure Levy	1.1ha per 1,000 people
Allotments Not normally provided within a development site and could be funded by the Community Infrastructure Levy	0.4ha per 1,000 people

- 11.113 The Borough Council will require for developments of 50 dwellings or more, a total of 1.5 hectares per 1,000 residents or 15m² per person of public open space and that this provision should be made on-site. This provision will provide at least one park to serve the development with more required on larger developments. All dwellings should generally be within 400 metres of the park provision. It is considered that the 50 dwellings threshold will enable a useful-sized local park to be provided on-site²⁰⁸. The Borough Council will require the on-site provision to achieve the Borough Council's Good Standard²⁰⁹. In order to meet the Council's Good Quality Standard it will be necessary to assess it against the criteria set out in the relevant open space scorecard²¹⁰.

- 11.114 The proposed park should include all or most of the elements that make up the park standard, such as play areas, informal recreational elements, formal garden and natural features. It is recognised that there may be the need to change the emphasis of each element to suit the type of dwellings proposed, the expected age profile, the size of the site, characteristics of the location, the presence of on-site natural features, as well as what other provision is already available in the locality. In some circumstances it may be appropriate to include outdoor sports facilities (such as a multi-use games areas) or allotment type facilities as part of the on-site public open space standard.

²⁰⁷ See the Council's 'Gosport Local Plan: Local Open Space Standards' which is contained in Appendix 4 of the 'Planning Obligations and Developer Contributions Strategy' www.gosport.gov.uk/localplan2029

²⁰⁸ It is estimated that 50 dwellings would accommodate approximately 110 residents (based on average of 2.29 persons per household). This multiplied by the 15m² standard is 1650sq.m –i.e. approximately 0.16 hectare.

²⁰⁹ See the Council's 'Gosport Local Plan: Local Open Space Standards' which is contained in Appendix 4 of the 'Planning Obligations and Developer Contributions Strategy'.
www.gosport.gov.uk/localplan2029

²¹⁰ See the Council's 'Gosport Local Plan: Local Open Space Standards' which is contained in Appendix 4 of the 'Planning Obligations and Developer Contributions Strategy'.
www.gosport.gov.uk/localplan2029

- 11.115 The developer will be required to contribute towards the maintenance (this includes the replacement of equipment) of the open space to cover a period of twenty five years in accordance with the Council's standards. In addition green infrastructure (LP41) that is required to be provided on-site, could be incorporated as part of the open space provision.
- 11.116 In certain instances it may be necessary for the developer of a proposal of 50 or more dwellings to provide a financial contribution towards a specified off-site open space proposal in lieu of all or part of the required on-site provision. This could include a new facility or an enhancement to an existing one. This would be secured by a Section 106 Agreement and normally be specific with regard to the site it is intended to be allocated to. In such cases the obligation will need to meet the tests of Government legislation and only contributions of a maximum of five sites can be pooled to secure this specific open space. Exceptional circumstances may relate to particular characteristics of the site or that there is an open space facility in close proximity to the development (normally within 800 metres of the development) which would significantly benefit from improvements and help it achieve the Council's 'Good' Standard. In certain cases the particular open space may be further than 800 metres from the development if it has the potential to be of sufficient quality and recreational value to attract residents of the new development.
- 11.117 The Borough Council recognises that on small residential developments it is neither desirable nor practical to make provision for open space other than certain elements of green infrastructure (see Policy LP41). Consequently the Borough Council in most instances will take a financial contribution in the form of the Community Infrastructure Levy where a proportion of money may be spent on new or enhanced open space provision.
- 11.118 In relation to outdoor sports provision and allotment provision (see also Policy LP36) where quality and quantity deficiencies have been identified it is accepted that this provision is not normally suitable to be provided on site given the characteristics of these uses. Instead this provision can be funded by the Community Infrastructure Levy and has been calculated by using the standards identified in Table 11.3 to inform the Borough's overall infrastructure requirements²¹¹.

POLICY LP35: PROTECTION OF EXISTING OPEN SPACE

Development proposals will not be granted planning permission on existing open space as identified on the Policies Map except where:

- a) the redevelopment of a part of the site for recreation and/or community facilities would retain and enhance the existing facilities; or**
- b) alternative provision is made available of equivalent or greater community benefit in terms of quality, quantity and accessibility and that the proposed site cannot be used for an alternative form of open space for which there is an identified need.**

²¹¹ Detailed in the Council's 'Gosport Local Plan: Local Open Space Standards'.

EXPLANATION OF POLICY LP35

- 11.119 The Borough Council will resist the loss of existing open space due to local deficiencies and the important role open spaces have in the densely populated urban area. Consequently it will normally refuse development proposals which would result in the loss of the Borough's open spaces as defined on the Policies Map²¹². It is important to note that this policy also applies to those open spaces that have been created since the Local Plan has been adopted.
- 11.120 The latest Open Space Monitoring Report includes an assessment of the quantity, quality and value of open spaces in the Borough. It has been concluded that no existing open spaces are considered surplus to requirements as there are deficiencies in terms of quantity and quality. It is important to note that existing low and medium value sites have the potential to be enhanced by changing their function to an alternative type of open space, adding a function, or improving their quality. Such measures are likely to increase usage particularly where communities have been closely involved with the improvements. Sites can only be considered genuinely surplus once a full assessment of an individual site's potential has been carried out. In relation to MoD, school or college playing fields or other outdoor sports or recreational facilities no longer required for service personnel or school sports, the Borough Council would wish to see the land continue in recreational use for the benefit of the local community. There are other providers of open space such as the church and similarly the provisions of the policy will apply.
- 11.121 Development on part of an existing open space may be acceptable in order to provide a recreational or a community facility needed by local residents. Such uses could include changing rooms or a community hall. In these circumstances particular care will be taken to ensure the nature of the development is in keeping with the character and function of the open space and that the proposal is compatible within existing adjoining uses and safeguards the amenities of local residents. Such facilities have the potential to encourage greater use of the adjoining open space for sports and recreation. Where development is proposed on playing fields, Sport England, as a statutory consultee, will be consulted.
- 11.122 In exceptional circumstances, planning permission may be granted for development at a recreational site, provided that alternative provision of equal or better value can be created to serve the same community. The arrangements of any alternative provision will need to consider the existing site's amenity and recreational value, quality of facilities, ecological characteristics, size and its accessibility to the community it currently serves. When considering whether an open space should be lost to development it will be necessary to consider all the functions that open space can perform and whether the particular site could be used for an alternative open space function for which a need has been identified.
- 11.123 In relation to schools and colleges the Borough Council will consider proposals for the redevelopment of a part of an open space for additional buildings to be used in connection with education, recreational or community

²¹² The 'Existing Open Space' designation relates to most forms of open space, although the protection of cemeteries and allotments and are dealt with by policies LP33 and LP36 respectively.

uses providing the character and the function of the remaining open space is maintained.

POLICY LP36: ALLOTMENTS

- 1. Planning permission will not be granted for development which would result in the loss of allotment gardens as identified on the Policies Map.**
- 2. The Borough Council will seek to provide additional allotments where opportunities arise. Sites should not have a detrimental impact on:**
 - a) residential amenities;**
 - b) highway safety; or**
 - c) any important landscape, biodiversity or heritage features.**

EXPLANATION OF POLICY LP36

Protection of existing allotments (Point 1 of policy LP36)

11.124 There are approximately 22.5 hectares of allotments in the Borough. These provide a valuable recreational resource and have an important health and social role as well as being a source of local food production. Over the last decade the demand for allotments in the Borough has grown considerably and consequently the Borough no longer has any vacant plots. Certain sites have been divided into smaller plots to accommodate more users and there are considerable waiting lists in some parts of the Borough²¹³.

11.125 Consequently the Borough will resist any proposals which would result in the loss of allotments. Due to the current high demand for allotments the Borough Council will seek opportunities to provide further allotment and community gardens. The only circumstances where a change of use would be considered is if over the Plan period there was evidence of continuing lack of demand for allotment use and the site can be used for alternative open space function. Wherever possible the proposed use should not preclude the re-provision of allotments should demand increase again at a future date.

New allotment provision (Point 2 of policy LP36)

11.126 Due to high demand the Borough Council will continue to seek opportunities for new allotment sites within the Borough. New allotment sites and community gardens could be established on existing open spaces where it is considered that this new function will add recreation value to the open space. This could include amenity open spaces. New allotment provision should not have a detrimental impact on the amenities of adjacent residents and highway safety; nor harm important landscape, biodiversity and heritage features in accordance with other policies in the Plan. It is important that a site is designed appropriately in order not to detract from the wider landscape setting.

²¹³ Latest evidence is contained in the latest Annual Monitoring Report.

POLICY LP37: ACCESS TO THE COAST AND COUNTRYSIDE

- 1. The Borough Council will promote public access to the coast and countryside. Planning permission will be granted for appropriate new development provided that:**
- a) it will not result in the loss of existing public access to the coast and countryside;**
 - b) public access to the coast and countryside is incorporated within new proposals where practical and appropriate, including opportunities to link to and integrate with the existing public right of way network;**
 - c) access does not adversely affect important habitats and species through disturbance of sensitive areas.**

EXPLANATION OF POLICY LP37

- 11.127 It is one of the Council's Strategic Priorities for the Borough to have a high quality waterfront environment. Public access along the frontage can contribute to enhancing the quality of life for local residents.
- 11.128 Certain parts of the coast have good public access to the shoreline including Stokes Bay and the Lee-on-the-Solent clifflands. The Council has had a successful record in improving the quality of access in recent years with the development of the Millennium Promenade stretching from the Submarine Museum to Priddy's Hard via the Forton Lifting Bridge. The Council aims to extend public access along the coastline as opportunities arise within the Gosport Waterfront regeneration area.
- 11.129 Access to certain coastal areas is constrained by the extensive MoD landholdings at Fleetlands, Bedenham, Frater and the Haslar Peninsula. Where opportunities arise appropriate public access will be sought.
- 11.130 With the improvement of coastal routes and the creation of the Alver Valley Country Park there will be new opportunities to improve linkages to the wider countryside as promoted by the PUSH Green Infrastructure Strategy and Hampshire County Council's Countryside Access Plan for the Solent.
- 11.131 When considering planning applications for appropriate new development having regard to other policies in the plan the Borough Council will aim to ensure that no coastal access is lost and that opportunities to increase access along the coast are incorporated within the development. This includes the potential to improve access along the Solent coast as part of redevelopment proposals on the Haslar Peninsula (see policy LP6).
- 11.132 Where opportunities arise the Borough Council will seek to ensure that developments are linked to the existing rights of way network including the creation of new offsite permissive routes where viable and desirable.
- 11.133 Careful consideration will be given when improving access along the coast and to the countryside to ensure proposals do not adversely affect important habitats and species, including along the coast and harbour which contain internationally important habitats. Where applicable an 'appropriate assessment' in accordance with the Habitats Regulations will be required and advice sought from Natural England regarding the suitability of avoidance and mitigation measures.

Further information:

The Open Space Background Paper (GBC 2014).

The following can be found at www.gosport.gov.uk/localplan2029-evidencestudies

Playing Pitch and Sports Facility Assessment (Strategic Leisure 2014);

Gosport Children's Play Strategy 2007-2012 (GBC 2007);

Local Open Space Standards contained within Appendix 4 of the Planning

Obligations and Developer Contributions Strategy (GBC 2014);

Open Space Monitoring Report (GBC 2014).

Other key documents include:

PUSH Green Infrastructure Strategy (UEA 2010); and

www.push.gov.uk/push_gi_strategy_adopted_june_10-3.pdf

Solent Countryside Rights of Way Improvement Plan 2008-2013 (HCC 2008).

www.hants.gov.uk/rh/countryside/access/solent.pdf

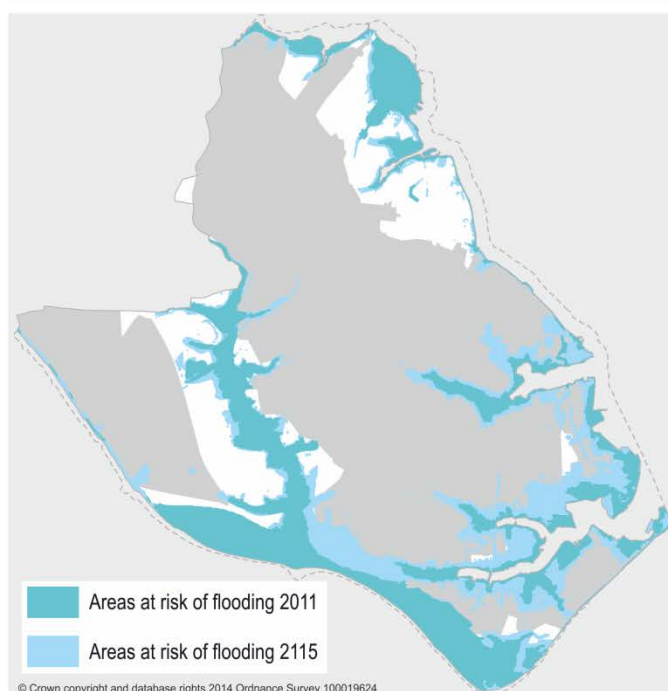
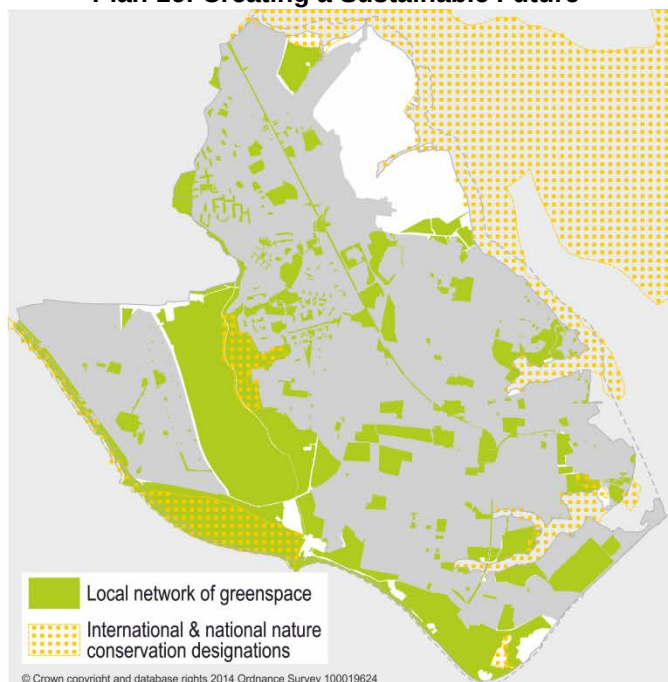
12 CREATING A SUSTAINABLE ENVIRONMENT

Vision: Creating a sustainable environment

The Borough has one of the smallest carbon footprints in the country and will continue to reduce it. The Borough will be more energy and water efficient with greater use of recycled materials. Measures will have been taken to avoid adverse impacts of the risks of flooding and climate change on the community and the local environment.

Gosport's environment will be well maintained and attractive. Nature conservation sites will be protected and biodiversity enhanced, in particular along the coastline and within the harbour.

Plan 16: Creating a Sustainable Future



INTRODUCTION

- 12.1 The National Planning Policy Framework states that local authorities should adopt proactive strategies to mitigate and adapt to climate change taking full account of flood risk, coastal change, and water supply and demand considerations²¹⁴.
- 12.2 Future predictions affecting the UK include higher average temperatures, more extreme weather events, including stormier conditions, and the continued rise in sea level²¹⁵. This will therefore have implications for the way in which buildings and public and private spaces are designed, the provision of available drainage capacity, water and energy resources, and the functioning of ecosystems.
- 12.3 The South Hampshire Strategy (October 2012) recognises that environmental sustainability issues such as climate change, rising energy prices, the fragility of food supplies and the need to reduce carbon emission are global issues. However in addition it acknowledges that the sub region has a combination of specific environmental constraints and challenges including: having some of the most vulnerable communities in terms of flood risk particularly coastal flooding; being an 'area of serious water stress'; and having limited capacity to deal with waste water due to environmental constraints such as internationally important habitats.
- 12.4 Gosport is part of a sub-region where significant growth is planned over the next 20 years and this growth needs to take into account the sensitive environment adjacent the Solent and its Harbours and the New Forest and South Downs National Parks.
- 12.5 The policies throughout the Local Plan seek to create a sustainable community. It is important that the key issues affecting climate change are addressed and the quality of the environment is protected. This will need to be done through both adapting to climate change and environmental changes as well as mitigating its effects. These issues are addressed by a number of policies set out below which highlight the need to work collaboratively with other organisations.
- Energy Resources (LP38);
 - Water Resources (LP39);
 - Waste and Material resources (LP40);
 - Green infrastructure (LP41);
 - Biodiversity and geological conservation (LP42-LP44);
 - Flood risk and coastal erosion (LP45); and
 - Environmental Quality (LP46-LP48).

²¹⁴ In line with the objectives and provisions of the Climate Change Act 2008.

²¹⁵ UK Climate Change Risk Assessment (Defra 2012) <http://www.defra.gov.uk/environment/climate/government/risk-assessment/>

RESOURCES

- 12.6 Key issues regarding the use of resources associated with new development are set out below.

Box 12.1: Summary of key issues relating to the use of resources

- Whilst Gosport has one of the lowest CO₂ emissions per person in the country there is significant scope to reduce this through a range of measures including greater energy efficiency, use of renewable energy and less use of private cars;
- There is a need to reduce water consumption in South Hampshire to safeguard water levels in local rivers which are important habitats;
- There is a need to improve water treatment capacity in the sub-region to safeguard river and coastal water quality;
- There is a need to reduce the amount of waste including the amount that goes to landfill;
- Sustainable construction techniques need to incorporate measures which improve energy efficiency and deal with the consequences of climate change;
- The quality of the environment needs to be protected by reducing various forms of pollution.

POLICY LP38: ENERGY RESOURCES

- 1. The Borough Council will work with partners to improve the energy efficiency of existing buildings.**
- 2. New development will be required to meet at least the relevant national standards for energy use and CO₂ reduction. This includes measures set out in the zero carbon hierarchy as follows:**
 - a) be designed to maximise energy efficiency and design out the need for energy use by means of the scheme layout and the orientation and design of individual buildings;
 - b) connect to existing combined heat and power (CHP) and District Heating/Cooling networks or contribute to their future development;
 - c) use renewable energy technologies to produce required energy on-site; and
 - d) make use of 'Allowable Solutions' to deal with any remaining CO₂ emissions.
- 3. Planning permission will be granted for proposals for renewable energy, low carbon and combined heat and power installations provided that:**
 - a) There will be no adverse impact to local amenities; and
 - b) There will be no adverse impact on heritage assets, landscape or biodiversity interests.

EXPLANATION OF POLICY LP38

Improving energy efficiency of existing stock (Point 1 of policy LP38)

- 12.7 New development built each year contributes a very small percentage of the total urban area, for example it has been estimated that new dwellings built

each year represent just 1-2% of the total housing stock²¹⁶. Consequently if the Borough Council is to make significant strides to reduce carbon emissions in the Borough, improving the efficiency of existing stock needs to be taken into account. The Borough Council currently works with a number of partners to improve energy efficiency of existing properties and will continue to explore ways to enhance this role.

- 12.8 The Borough Council will explore ways through the 'allowable solutions' method to retro-fit existing homes to improve energy efficiency. This is a particular issue in Gosport where 11.7% of households are classified as experiencing fuel poverty where more than 10% of household income is used to maintain an adequate level of warmth²¹⁷.
- 12.9 In most instances the incorporation of energy efficiency measures will not require planning permission. However in relation to Listed Buildings or the small number of properties covered by an article (4) consent will be required.

Energy associated with new developments (Point 2 of policy LP38)

- 12.10 The use of renewable energy to serve existing and new development will be critical to reduce the Borough's dependency on fossil fuels such as oil, gas and coal and thereby reduce the production of CO₂ emissions which is contributing to climate change.
- 12.11 Developers will be required to demonstrate how their development contributes towards achieving carbon neutrality within the Borough. This will largely be assessed through the Building Regulations process including the requirement for zero carbon homes from 2016 which incorporates the 'Allowable Solutions' component.
- 12.12 There are a number of measures that can be taken to improve the energy efficiency of new development including designs which incorporate passive solar heat gain, natural daylight, natural ventilation and high standards of insulation.
- 12.13 On larger sites it may be appropriate for development to link to existing renewable supplies or produce its own. PUSH defines major areas of development as 250 dwellings or more, or at least 5,000 sq.m of non-residential development. Smaller development should consider what viable opportunities are available.

New renewable energy resources, low carbon and CHP (Point 3 of policy LP38)

- 12.14 The South Hampshire Strategy (Policy 18) states that PUSH and its partners should seek 20% of all electricity to be generated to be derived from renewable sources by 2020 across South Hampshire as a whole by encouraging renewable energy installations and projects.
- 12.15 Proposals for renewable energy will need to be considered in the light of other policies in the Local Plan including the impact on residential amenity, areas of historic character and important habitats. Evidence suggests that there is little scope for major renewable energy schemes in the Borough²¹⁸ given its built-

²¹⁶ Energy Policy 36 (HMSO 2008).

²¹⁷ Annual Fuel Poverty Statistics, 2011.

²¹⁸ See Sustainability and Climate Change Background Paper which summaries the findings of the PUSH Study Feasibility of an Energy and Climate Change Strategy.

up character, nature conservation designations and aviation and defence constraints as well as the presence of more viable opportunities located elsewhere in the sub-region and beyond. However scope does exist for micro-generation schemes in the Borough including small scale wind turbines, photovoltaic solar systems and ground source heat pumps.

- 12.16 Schemes associated with individual domestic dwellings would in most cases be deemed as permitted development by the Town and Country Planning (General Permitted Development) Order 1995, as amended (GPDO), and not require planning permission²¹⁹ subject to specific criteria relevant to each type of technology. Proposals associated with Listed Buildings and Scheduled Monuments are not afforded permitted development rights and in Conservation Areas such rights will be more limited than other areas. Such proposals would also not be classed as permitted development if they would affect the integrity of internationally important habitats.
- 12.17 In relation to proposals connected to non-residential properties and larger community schemes, they may or may not require planning permission depending on the type and nature of the micro-generation scheme proposed (as set out in the GPDO). Those proposals which require planning permission together with proposals affecting relevant designations will be assessed with the criteria in LP38 and other relevant policies.
- 12.18 The Borough Council considers that there are opportunities in the Borough for the use of combined heat and power (CHP). This includes district heating in large scale developments and mini and micro CHP in all developments. CHP is most effective where the generation plant is relatively close to the users of the heat, where this includes a mix of uses to even out the pattern of demand for electricity and heat through the day and where the density and layout of development reduces cost of installation. CHP is particular appropriate for Gosport Borough given its built-up nature and the characteristics of the proposed regeneration sites with opportunities for a mix of uses. Schemes will be assessed against the above criteria.

POLICY LP39: WATER RESOURCES

The Borough Council together with its partners will seek to manage the use of water resources through the following measures.

- 1. Development proposals which would have an adverse effect on the quality of surface, ground or coastal water will not be permitted in accordance with the Water Framework Directive. New development should take opportunities to enhance these resources.**
- 2. Development proposals will be permitted provided that the necessary water resources are already available. New residential development proposals should include measures that will reduce the consumption of water equivalent to 110 litres per person per day (including external water use).**
- 3. Development proposals will be permitted provided that they**

²¹⁹ Full details in the Town and Country Planning (General Permitted Development) Order 1995, as amended and additional proposed permitted development rights are contained in 'permitted development rights for small scale and low carbon energy technologies and electric vehicle charging infrastructure consultation': Government Response (DCLG March 2012).

facilitate the efficient use of new and existing sewerage infrastructure. In cases where these are deficient, development proposals and their occupation should be phased to coincide with provision of necessary wastewater infrastructure so as to safeguard the environmental qualities of the area. It will be necessary to:

- a) ensure that existing underground sewers are not built over and future access to the existing sewerage infrastructure must be secured for operational, maintenance and upsizing purposes;
 - b) ensure that surface water is separated from existing foul or combined sewers; and
 - c) where required, construct on-site and off-site sewers to adoptable standards to ensure they function effectively and that adequate capacity is provided to serve the development.
4. Development proposals which incorporate, where practical, the use of sustainable drainage systems will be permitted provided that:
- a) sewerage, sewage disposal facilities and surface water drainage of adequate capacity and design are available;
 - b) the required capacity will be provided prior to the occupation of the development; and
 - c) appropriate long term management arrangements are made for their maintenance.

EXPLANATION OF POLICY LP39

Water quality (Point 1 of policy LP39)

- 12.19 It is necessary to protect water resources from all sources of pollution in line with the Water Framework Directive (see Box 12.3). This includes protection from existing contaminated or potentially contaminated land which has the potential to be mobilised through the construction of new development. It will also be necessary to ensure that the operation of new development through its use or the infrastructure required to serve it does not cause pollution or worsen existing problems.

Box 12.3: Water Framework Directive

The European Water Framework Directive came into force in December 2000 and became part of UK law in December 2003.

The Directive aims to ensure that there is no deterioration of water quality and improvements are made where possible to achieve a 'good status' for all ground and surface waters (rivers, lakes, transitional waters and coastal waters).

Ecological and chemical attributes are assessed when determining its quality.

- 12.20 The Borough Council will seek guidance from the Environment Agency when this issue is likely to be a material consideration in assessing planning applications. It will be necessary to ensure:
- that foul water and surface water drainage are separated for new developments;
 - water efficiency standards are adhered to; and

- sustainable surface water drainage systems are used wherever possible to help protect and enhance the water environment.

12.21 There are two watercourses within the Borough that are currently failing under the Water Framework Directive as a result of poor water quality and habitat modification. The identified watercourses are the River Alver and the Hoeford Stream and consequently it will be important that opportunities are taken to improve them and that new development does not exacerbate the problem.

Water supply (Point 2 of policy LP39)

12.22 Population, household size and affluence all affect how much water is consumed. Climate change is also likely to affect demand placing greater pressure on future water supply. To meet current and future need it is essential that the demand for water is managed sustainably. Whilst new homes account for a relatively small proportion of total water consumption, the additional demand they represent can be significant.

12.23 Water efficiency provides other benefits as well. It increases the amount of water available for other purposes, such as agriculture, and can reduce the amount of water that has to be abstracted from water sources including those that contribute to the integrity of habitats of international importance. Reducing water consumption can also have a positive impact on water quality and reduce the amount of energy and chemicals used in providing, distributing and treating it.

12.24 The Borough Council will require new development to meet the water efficiency standard of 110 litres per person per day (including external water use) in accordance with the provisions set out in the Government's National Planning Policy Guidance²²⁰. The Environment Agency has identified the need for water efficiency measures in South Hampshire which can also maintain and enhance water quality within the Borough as well as reduce pressure on the Peel Common wastewater treatment works (operated by Southern Water). Similarly this approach accords with Portsmouth Water's overall objectives to increase water efficiency as set out in its latest Water Resources Management Plan. Where possible developers are encouraged to adopt tighter restrictions on water consumption.

Waste Water (Point 3 of policy LP39)

12.25 Southern Water provide the sewage and waste water infrastructure for the Borough and have identified that there are capacity issues within South Hampshire which are required to be dealt with on phased basis. The separation of surface water from foul sewers will release capacity in the foul sewer thus making more efficient use of it and minimising the risk of flooding.

12.26 When assessing proposals for new developments it will be necessary to consider the latest evidence to ensure that the environmental permits at the Peel Common Wastewater Treatment Works (WWTW) are not exceeded. This has particular implications on water quality and the protection of habitats including those of international importance. The Borough Council will seek advice from the Environment Agency and Natural England.

²²⁰ The justification for the local standard of 110 litres per person per day is set out in the Sustainable Development and Climate Change Background paper

- 12.27 Southern Water advise that there are no issues regarding nitrogen levels at the Peel Common WWTW based on the latest evidence from certified flow measurement data since 2008 which has meant it has been able to reassess the capacity in the environmental permit. There is also now evidence that demonstrates that nitrogen levels can be achieved to lower concentrations than previously estimated.
- 12.28 It will be necessary to ensure that future access to sewers for the purposes of maintenance and upsizing is secured. This requires that sewers are not built over and easements of 6 to 10 metres wide are required dependent on the size and depth of the infrastructure. Any pumping station on site will require 15 metres clearance to the nearest habitable room. The layout of development should take these sewerage infrastructure requirements into account or make allowance for diversions at the developers' expense.

Use of Sustainable Drainage Systems (SuDS) (Point 4 of policy LP39)

- 12.29 The use of Sustainable Drainage Systems (SuDS)²²¹ within new developments can have a number of benefits including improving water quality, reducing flood risk (see Policy LP45), contributing to local green infrastructure (see Policy LP41) and enhancing biodiversity (see Policy LP42-LP44) all of which can make areas more desirable to live in. Importantly SuDS can reduce the speed and amount of storm water and thereby reduce pressure on sewers and surface water flooding and prevent pollution of the local environment.
- 12.30 By incorporating natural processes SuDS can assist with managing water resources sustainably and protecting local water quality and thereby helping to achieve the requirements of the European Water Framework Directive. SuDS can include a number of different elements including green roofs, permeable pavements, rainwater harvesting, infiltration trenches, swales and retention ponds.
- 12.31 It is important that the incorporation of SuDS into the design of developments should be informed by relevant contamination investigations; otherwise there is a risk of re-mobilisation of any contaminants in the soils and therefore the pollution of controlled waters. The approval of SuDS in new development will be subject to appropriate location, standards of design, maintenance and legal responsibility. Further guidance is supplied by the Environment Agency.

²²¹ <http://www3.hants.gov.uk/flooding/hampshireflooding/drainagesystems.htm>

POLICY LP40: WASTE AND MATERIAL RESOURCES

- 1. The Borough Council will have regard to the latest Hampshire Minerals and Waste Plan and associated material resource strategies when considering new development.**
- 2. Planning permission will be granted for the provision of waste facilities to serve the Borough's needs in accordance with the Hampshire Minerals and Waste Plan provided that there are no adverse impacts on:**
 - a) residential amenity;**
 - b) the highway network;**
 - c) heritage; and**
 - d) biodiversity interests.**
- 3. New development should use recycled materials and local secondary aggregate in construction where possible.**
- 4. The layout and design of new development should provide adequate space to facilitate the storage, re-use and recycling of materials as well as composting facilities where appropriate.**
- 5. Development proposals involving reclamation and/or dredging will not be permitted except for essential maintenance dredging or coastal protection works subject to the following considerations. The proposed development will not:**
 - a) have an individual or cumulative adverse impact on internationally important habitats;**
 - b) have a detrimental impact on other important biodiversity interests as outlined in the relevant policies of the Local Plan;**
 - c) harm marine archaeological sites;**
 - d) have an adverse impact on the hydrology of the area; and**
 - e) have an adverse impact on the visual amenity of the area.**

EXPLANATION OF POLICY LP40

Overall approach (Point 1 of policy LP40)

- 12.32 The Hampshire Minerals and Waste Local Plan (HMWP)²²² was adopted in 2013 by Hampshire County Council²²³ which is the minerals and waste authority for the Gosport Borough area and consequently forms part of the development plan.
- 12.33 The HMWP aims to safeguard mineral resources within the Plan area as well as infrastructure sites associated with minerals and waste. These are set out in 'Appendix B – List of Safeguarded Minerals and Waste Sites' of the HWMP. The safeguarded list will be updated through monitoring of the Plan. Sites in Gosport include:
- The Material Recovery Facility at the Cranborne Industrial Estate;

²²² <http://www3.hants.gov.uk/mineralsandwaste/planning-policy-home.htm>

²²³ It has also been adopted by the other mineral and waste authorities of Portsmouth City Council, Southampton City Council, the New Forest National Park Authority and the South Downs National Park Authority.

- The Metal Recycling Site at the Quay Lane Industrial Estate;
- The Household Waste Recycling Centre off Grange Road; and
- The Concrete Batching Plant off Fareham Road

12.34 Proposals for these, and any additional sites would need to accord with the relevant policies of the HWRP.

12.35 Whilst Hampshire County Council is the waste authority for the Gosport area, the Borough Council has responsibilities to collect domestic waste. Waste has become a major issue for the South Hampshire sub-region due to the lack of landfill sites and this has informed the HWMP and consequently it aims to increase the efficiency of the use of materials in the Borough. Key considerations include:

- Reducing and re-using waste ensuring that development minimises primary aggregate use and encourages the use of high quality building materials made from recycled and secondary resources;
- Increasing recycling and composting ensuring the design of development provides adequate facilities to enable storage, recycling and composting; and
- Ensuring specialist facilities are provided including energy recovery from waste biomass.

Location of waste facilities (Point 2 of policy LP40)

12.36 In relation to the last point above the Borough Council will be supportive of small enclosed facilities on existing employment sites rather than large open facilities which are unlikely to be appropriate to a densely urban area. Such schemes will need to be appropriate to the character of the area and consideration given to amenity and access issues as well heritage and nature conservation interests.

Waste and material associated with the construction of new development (Point 3 of policy LP40)

12.37 Developers for most forms of developments are required to prepare Site Waste Management Plans to ensure construction waste is reduced.

Waste and recycling storage (Point 4 of policy LP40)

12.38 The Borough Council places a high degree of importance in ensuring that suitable provision is made for waste and recycling storage in new homes. This can help facilitate less waste to landfill and increase rates of recycling and composting. Appropriate storage can also improve the appearance and character of a neighbourhood. Further guidance is contained in the Council's Design SPD.

Reclamation and dredging (Point 5 of policy LP40)

12.39 Historically reclamation of land from Portsmouth Harbour has taken place at a number of locations within the Local Plan area including Coldharbour, Haslar, Forton, Frater and Fareham Lakes. Policy LP40 includes a presumption against further reclamation, particularly where proposals would have detrimental impact on internationally important habitats within the area (see Policy LP42) as well as other important nature conservation interests (see Policies LP43-44).

- 12.40 Dredging and reclamation can also have an adverse impact on the visual amenity of area and could have adverse effects on the hydrology of the Harbour and the Solent. Proposals will also need to take account of marine archaeological sites (see Policy LP10-13).
- 12.41 However the Policy recognises that there are particular types of proposals which may be necessary including: maintenance dredging to enable the continuing use of navigation channels for marine craft; and measures associated with necessary coastal protection works. Such proposals would be subject to the key considerations set out in the Policy.
- 12.42 A marine licence may be needed for activities involving a deposit or removal of a substance or object below the mean high water springs mark. The Marine Management Organisation (MMO) is responsible for issuing marine licences under the Marine and Coastal Access Act 2009. Any works may also require consideration under The Marine Works (Environmental Impact Assessment) Regulations 2007 (as amended). Early consultation with the MMO is advised.

Further information:

PUSH Study Feasibility of an Energy and Climate Change Strategy; and
<http://www.push.gov.uk/work/sustainability-and-social-infrastructure/climate-change-strategy.htm>

Sustainable Development and Climate Change Background Paper.
www.gosport.gov.uk/localplan2029

GREEN INFRASTRUCTURE

Introduction

Box 12.4: What is green infrastructure?

Green infrastructure (GI) is a strategically planned and delivered network of high quality green spaces and other environmental features. It should be designed and managed as a multifunctional resource capable of delivering a wide range of environmental and quality of life benefits for local communities.²²⁴ This includes a variety of social, economic and environmental benefits including:

- Places for outdoor relaxation and play;
- Space and habitat for wildlife with access to nature for people;
- Climate change adaptation - for example flood alleviation and cooling urban heat islands;
- Environmental education;
- Local food production - in allotments and gardens;
- Improved health and well-being – lowering stress levels and providing opportunities for exercise;
- Providing an attractive environment which can attract economic investment.

GI can include parks & gardens, natural and semi-natural greenspaces, green corridors, outdoor sports facilities, amenity greenspace, provision for children and teenagers, cemeteries and churchyards, accessible countryside in urban fringe areas, river corridors, allotments, domestic gardens and green roofs.

- 12.43 Green infrastructure should be provided as an integral part of all new development, alongside other infrastructure such as utilities and transport networks. It should be strategically planned and be designed and managed as a multifunctional resource. It should also respect and enhance the character and distinctiveness of an area with regard to habitats and landscape types.
- 12.44 Green Infrastructure includes established green spaces and new sites which should thread through and surround the built environment and connect the urban area to its wider rural hinterland. Consequently it needs to be delivered at all spatial scales from sub regional to local neighbourhood levels, accommodating both accessible natural green spaces within local communities and often much larger sites in the urban fringe and the wider countryside.
- 12.45 As well as providing a network of open space, green infrastructure includes provision of natural features within the fabric of urban design, such as green roofs and street planting. It also embraces the management of environmental processes such as sustainable drainage systems.
- 12.46 Green infrastructure also has important role in conserving and enhancing the historic environment, for example through the preservation of below ground archaeological sites in green open space, the provision of interpretation panels for historic features, and the influence the historic environment may have on public art or landscape.

²²⁴ Natural England see:
www.naturalengland.org.uk/ourwork/planningtransportlocalgov/greeninfrastructure/default.aspx

Local Context

- 12.47 The PUSH authorities recognise the importance of green infrastructure and that local authorities and partners should work together to plan, provide and manage connected and substantial networks of accessible multi-functional green space. The PUSH authorities have produced a Green Infrastructure Strategy²²⁵ which sets a policy framework for green infrastructure at a sub regional level and has informed the Gosport Borough Local Plan. The PUSH authorities are now starting to implement the Strategy. The Strategy proposes five sub-regional initiatives (see box below).

Box 12.5: PUSH Green Infrastructure Strategy Initiatives

- 'The Green Grid initiative' seeks to establish a network of linear features and provide connectivity between assets that perform a variety of functions. It includes rivers, roads, recreational routes, hedges and other corridors;
- 'The Coast for People, Wildlife and Improved Water initiative' relates to recreational and nature conservation issues along the coast and the need to plan for sea-level rise;
- 'The Forest of Bere Land Management initiative' aims to take a comprehensive and integrated approach to the creation and management of a number of GI assets in this landscape area;
- 'The Country Parks and Woodlands initiative' seeks to identify a network of country parks and woodland sites; and
- 'The Greener Urban Design initiative' aims to enhance local assets which can improve the built environment and support local communities. It is likely to manifest itself as a series of smaller scale projects that seek to address identified deficits, opportunities and need.

- 12.48 The Strategy identifies a number of strategic projects across the sub-region including within Gosport that relate to one or more of the above strategic initiatives (Box 12.5). These are outlined below.

Box 12.6: Specific proposals for Gosport identified in the PUSH Green Infrastructure Strategy

- Alver Valley Country Park- the Strategy recognises the work the Borough Council has undertaken so far to create a range of formal and informal recreational facilities (see LP8). It is also acknowledged that the site can be linked with adjoining areas.
- Gosport Ranges- the MoD sites at Frater and Bedenham have significant ecological value and that opportunities exist to manage these areas for wildlife.
- Forts recreational route- the Strategy recognises that any future opening of the HMS Sultan site for civilian uses could create opportunities for a new north-south pedestrian/cycle route which will link into existing routes and can form an element of a new recreational route which could link all (or most) of Gosport's forts.
- Gosport Waterfront (Haslar to Priddy's Hard)- there are a number of projects close to Portsmouth Harbour which link closely to the development of key sites in the Borough. These have the potential to improve recreational opportunities for local residents, improve the management of sensitive habitats, protect historical features and

²²⁵ Green Infrastructure Strategy for the Partnership for Urban South Hampshire (UE Associates June 2010).

- improve the Borough's distinctive maritime heritage. Projects include:
- Royal Hospital Haslar - including reinstating the coastal walk along the Solent frontage as well as public access to the nationally important historic park and garden with measures to enhance biodiversity (see LP6);
 - Extension of the Millennium Promenade along the Gosport Waterfront (see LP4);
 - The creation of the Priddy's Hard Ramparts Park (see LP9A); and
 - Improve the appearance and quality of access around the creeks (Haslar, Workhouse and Stoke lakes) with improved interpretation of natural features with the involvement of local communities.

- 12.49 In addition Hampshire County Council's Solent Countryside Access Plan²²⁶ sets a series of actions to improve access to the countryside.
- 12.50 The provision of a country park in the Alver Valley is considered a critical element of the Borough's green infrastructure and is one of the key strategic priorities for the Council. It will include a range of informal recreational opportunities. It includes sensitive habitats such as the Wildgrounds which will continue to be appropriately managed, as well as less sensitive areas where visitors will be able to enjoy their natural surroundings. It is likely to attract local visitors and reduce the need to travel to such facilities outside the Peninsula and potentially divert visitors away from internationally and nationally important habitats and other sensitive locations. Large parts of the site are covered by Natural England's Higher Level Stewardship Grant, whereby funds are provided to manage wildlife in order to reach specific targets.
- 12.51 In addition to the Alver Valley there are a number of other local proposals that will contribute to the Borough's green infrastructure, including those identified by the PUSH Green Infrastructure Strategy as well other neighbourhood proposals. This includes sites identified in Policy LP9A such as the Priddy's Hard Ramparts Park and the open space allocation at Stokesmead (LP9E).
- 12.52 The Borough Council will work with statutory and voluntary agencies as well as developers and the general public to protect and enhance a well-connected network of green infrastructure with improved connections along the coast and to adjacent countryside areas. This includes biodiversity opportunity areas and those that support habitats in the Hampshire Biodiversity Plan. Habitat networks and buffer zones can help the movement of species in their search for more favourable territory, so previously fragmented habitats should be reinstated wherever possible. A number of biodiversity opportunity areas (BOAs) have been identified by the Hampshire Biodiversity Information Centre. Two broad BOAs in the Borough have been identified, Portsmouth Harbour and the Solent, which are considered as areas where opportunities should be sought to enhance biodiversity (see Plan 17). Consequently the Borough will take opportunities to enhance habitats in these areas having regard to the Hampshire Biodiversity Action Plan. The Alver Valley represents one of the key opportunities to protect and enhance biodiversity within the Borough (see Policy LP8).

²²⁶ www.hants.gov.uk/rh/countryside/access/solent.pdf

Plan 17: Biodiversity Opportunity Areas



- 12.53 At a neighbourhood scale important features include street trees, green roofs, communal gardens and allotments as well as incorporating habitats within existing facilities such as formal open spaces. The Borough Council will continue to safeguard and enhance important nature conservation interests and existing open spaces (see also policies LP35 and LP42-LP44).
- 12.54 In addition to the initiatives identified above the Borough Council considers that most proposals for new development should take the opportunities to maintain and enhance green infrastructure as set out in Policy LP41 below.

POLICY LP41: GREEN INFRASTRUCTURE

1. Planning permission will be granted for development proposals provided that where appropriate they:
 - a) maintain and enhance the Borough's green infrastructure network including the provision of sufficient on-site green infrastructure and where necessary secure off-site green infrastructure;
 - b) secure a net gain of on-site biodiversity;
 - c) use sustainable drainage systems (SuDS); and
 - d) accord with the latest South Hampshire Green Infrastructure Strategy, Borough Council's strategies and evidence relating to green infrastructure issues.
2. Proposals will not be permitted that compromise the integrity of the overall green infrastructure network including internationally important sites and other habitats supporting important species (see policies LP42-LP44 for further details).

EXPLANATION OF POLICY LP41

Maintaining and enhancing the Borough's Green Infrastructure Network (Point 1 of policy LP41)

- 12.55 Development proposals will be required to incorporate measures which maintain and enhance the Borough's green infrastructure network including the provision of on-site infrastructure and where appropriate contributions towards off-site provision.
- 12.56 **On-site provision:** It will be necessary for schemes to indicate how the proposed development intends to protect and enhance the Borough's green infrastructure. On-site measures include:
- the use of sustainable drainage systems where appropriate (see also Policy LP39);
 - retaining natural features on-site;
 - creation of areas managed for wildlife within development;
 - planting of street trees and hedges of indigenous species;
 - use of green roofs and walls; and
 - taking opportunities to link new development to existing green infrastructure.
- 12.57 Such measures will need to be appropriately managed and maintained for a period of 25 years to be secured by a Section 106 Agreement. In the case of the sustainable drainage systems a longer term management scheme will be required as advised by the Environment Agency. It will be appropriate for some of these measures to be incorporated as part of the public open space standards outlined in Policy LP34 where it can be shown that the measures have recreational value to the residents of the development.
- 12.58 Green infrastructure measures should contribute to a net gain in biodiversity on the site and this should be demonstrated by the developer as part of any planning submission. The National Planning Practice Guidance recognises that there is a statutory basis for planning to seek to minimise impacts on biodiversity and provide net gains in biodiversity where possible (as part of Section 40 of the Natural Environment and Rural Communities Act 2006) and the NPPG is clear that pursuing sustainable development includes delivering a net gain for nature. The Borough Council considers that there is an opportunity to enhance biodiversity in most development. Any potential impact on nature conservation interests will be assessed in accordance with policies LP42-LP44 and the relevant national regulations where appropriate. There are a range of appropriate measures that should be incorporated into most forms of development in order to enhance local biodiversity.
- 12.59 Developers are advised to consider the NPPG as well as: Natural England's *Green Infrastructure Guidance*²²⁷; *Planning for a Healthy Environment* (TCPA 2012); and *Biodiversity by Design* (TCPA 2004). These include useful guidance to developers to achieve a net gain in biodiversity on development sites. This includes advice on on-site parks, green links, the street tree canopy, green roofs, private spaces and integrating nesting sites within buildings.

²²⁷ <http://publications.naturalengland.org.uk/publication/35033>

12.60 Off-site provision: In some cases, particularly larger developments it may be necessary to contribute to the provision of off-site green infrastructure. The need for off-site provision will be informed by the latest evidence studies and/or advice from Natural England and the Environment Agency as part of the consultation of the planning proposal. Such provision may be necessary to mitigate the impact of the development. This includes:

- flood alleviation measures (for example, land associated with a balancing pond);
- avoidance and mitigation measures in relation to an identified effect on internationally/nationally important habitats;
- ameliorating the impacts of climate change.

12.61 Maintenance: As part of new developments it will be important that green infrastructure is appropriately managed and maintained. Such provision will need to be accompanied with a management plan where appropriate and arrangements secured by legal agreement. In most cases the funding will need to be secured by a Section 106 rather than the Community Infrastructure Levy.

12.62 Evidence studies and strategies: The enhancement, restoration and creation of new green infrastructure and its management will need to be informed by the latest evidence and strategies including:

Solent Waders and Brent Goose Strategy (Hampshire and IoW Wildlife Trust et al 2010)	Hampshire Countryside Access Plan-County Overview & Solent Countryside and Access Plan (HCC 2008)
Gosport Borough Open Space Monitoring Report (GBC 2014) and supporting evidence	Hampshire Biodiversity Action Plan (HCC 2000-12) and any future local BAP
South Hampshire Green Infrastructure Strategy (PUSH June 2010)	Hampshire Biodiversity Opportunity Areas (HBIC)
Solent Disturbance and Mitigation Project evidence studies (2013)	

Protecting the integrity of the GI network (Point 2 of policy LP41)

12.63 It is important that the integrity of the green infrastructure network is retained. Development which harms the integrity of the network will not be permitted. Detailed development management policies relating to protecting important habitats and species are outlined in policies LP42 - LP44.

12.64 A planning application which may affect a green infrastructure asset must be accompanied with an assessment of the importance of the relevant feature in terms of the various benefits green infrastructure can provide and what appropriate mitigation measures are being proposed. Consideration will therefore need to be given to the relevant green infrastructure in terms of the site itself and its contribution to a wider network. This includes assessing the following potential functions:

- Recreation and leisure;
- Access and movement (eg cycleway/pedestrian links/wildlife corridor);
- Landscape/townscape setting;
- Flood attenuation and water resource management;
- Climatic benefits (shade and shelter);
- Food and energy production; and
- Habitat provision and access to nature.

Further information:

Background Papers particularly Green Infrastructure including Open Space, and Biodiversity and Geological Conservation; www.gosport.gov.uk/localplan2029

Green infrastructure (Natural England 2009);
www.naturalengland.org.uk/ourwork/planningtransportlocalgov/greeninfrastructure/default.aspx

Hampshire Biodiversity Action Plan (HCC 2000-12);
<http://www.hampshirebiodiversity.org.uk/action.html>

Open Space Monitoring Report (GBC 2014); www.gosport.gov.uk/localplan2029

PUSH Green Infrastructure Strategy (UE Associates 2010);
www.push.gov.uk/push_gi_strategy_adopted_june_10-3.pdf

Hampshire Countryside Access Plan- County Overview (HCC 2008);
<http://www3.hants.gov.uk/countryside/access-plans.htm>

Solent Countryside and Access Plan (HCC 2008);
www.hants.gov.uk/rh/countryside/access/solent.pdf

Solent Waders and Brent Goose Strategy (Hampshire & IoW Wildlife Trust et al 2010);

South Hampshire Strategy: A framework to guide sustainable development and change to 2026 (PUSH October 2012); and
http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm

Solent Disturbance and Mitigation Project (2013).
[http://www.solentforum.org/forum/sub_groups/Natural_Environment_Group/Disturbance_and_Mitigation_P
roject/](http://www.solentforum.org/forum/sub_groups/Natural_Environment_Group/Disturbance_and_Mitigation_Project/)

BIODIVERSITY AND GEOLOGICAL CONSERVATION

Introduction

- 12.65 This section relates to the preservation and enhancement of the Borough's biodiversity and geological features. The green infrastructure policy outlined above (Policy LP41) sets out the Borough Council's overall approach for securing green infrastructure both at a landscape and neighbourhood-scale including achieving a net gain of biodiversity on development sites. The following policies relate more specifically to protected habitats and species as well other important nature conservation features.

Box 12.7: What is biodiversity and its benefits?

Biodiversity is the variety of life, including all plants, animals and their habitats. The protection and enhancement of biodiversity is a key factor in the achievement of sustainable development by safeguarding the natural systems that underpin human life.

Natural processes that support biodiversity can assist with flood control, help to filter waste water, clean pollutants from the air and mitigate noise and the visual intrusion of development. Biodiversity helps to mitigate the effects of climate change through locking-up carbon, increasing water storage capacity and providing shade within urban areas. It also contributes to our physical and mental health by providing relaxation, enjoyment and recreation opportunities. Nature conservation measures to protect biodiversity can be an important education resource which encourages respect for the environment. Biodiversity is a critical element of the Borough's green infrastructure.

Local Context

- 12.66 Gosport has a number of important areas for biodiversity of international, national and local importance. In addition to recognised protected sites there is a network of open spaces that offer opportunities for nature to thrive including playing fields, allotments, cemeteries, back gardens, hedges, landscaped areas, informal open space and former railway lines. Gosport's natural assets contribute significantly to the quality of the environment and to its distinctive character. Key issues are summarised in the box below.

Box12.8: Key issues relating to biodiversity²²⁸

Key issues primarily relate to the increased pressure on habitats and the species they support (particularly those of international and national importance) as outlined below.

- Development growth in Gosport in combination with the proposed growth in South Hampshire and beyond with particular concerns relating to:
 - loss of habitat as a direct result of development (building on sites that are protected or important to the integrity of a particular habitat);
 - increased water consumption which has a potential impact on water levels on protected rivers in the sub-region;
 - capacity for dealing with additional waste water and the potential consequences on water quality;
 - increased air pollution particularly relating to increased traffic on sensitive

²²⁸ See Biodiversity and Geological Conservation Background Paper and evidence studies identified therein for further details.

- species;
- increased demands on recreational resources in the area which can potentially disturb sensitive species or even destroy habitats.
- Climate change with a number of consequences including sea-level rise which could result in the loss of important coastal habitats such as salt marshes and mudflats through the process of coastal squeeze.
- Other related issues include balancing increasing access to the natural environment without harming it and improving the quality of life of residents by taking opportunities to enhance biodiversity across the Borough.

12.67 The Borough Council's role as the local planning authority is critical in safeguarding internationally, nationally and locally important sites as well as protected species and other features of nature conservation importance. The following policies relate to how development proposals will be considered in relation to these features.

POLICY LP42: INTERNATIONALLY AND NATIONALLY IMPORTANT HABITATS

- 1. Planning permission will not be granted for development which will affect the integrity of internationally important sites. Such sites will be subject to the highest level of protection as set out in the relevant international and national regulations.**
- 2. All new residential development will be required to avoid or mitigate likely significant 'alone' and 'in-combination' effects on internationally important habitats caused by recreational disturbance.**
- 3. Planning permission will not normally be granted for development if it directly or indirectly harms a Site of Special Scientific Interest (SSSI). Development that affects a SSSI will only be permitted where it has been demonstrated that:**
 - a) the objectives of the designated area and overall integrity would not be compromised; or**
 - b) any significant adverse effects on the qualities for which the area has been designated are clearly outweighed by social and economic benefits of national importance.**
- 4. In the exceptional circumstances where development that affects a SSSI is permitted the Borough Council will use conditions or planning obligations to ensure the protection of the site's nature conservation interest and that any adverse impacts are appropriately mitigated for, with compensatory measures only used as a last resort.**

EXPLANATION OF POLICY LP42

Internationally Important Habitats (point 1 of policy LP42)

12.68 A short definition for each of the three relevant designations in the Borough is outlined in box 12.9.

Box 12.9: Summary of International designations

The legal requirements for all three designations are set out in the Conservation of Habitats and Species Regulations 2010

Special Protection Area (SPA) - SPAs are designated under the European Union Birds Directives and Member States are required to take special measures to protect migratory, rare and vulnerable species of birds. SPAs are particularly important for birds which depend on specialised or restricted habitats for breeding, feeding, wintering or migration.

Special Area of Conservation (SAC) - designated under the European Union Habitats Directive. This requires Member States to protect important wildlife habitats and the rare or threatened plants and animals that they support.

Ramsar Sites- These sites are designated as wetlands of international importance under the 1971 Ramsar Convention. As a matter of policy, Ramsar sites in England are protected as European sites. Where the sites are identified for waterfowl interest, the criteria are similar to those for SPAs.

12.69 The Borough has four internationally important designations which are outlined below and identified on the Policies Map:

- *Portsmouth Harbour Special Protection Area (SPA)*: This includes a significant part of Portsmouth Harbour within the Borough including a number of creeks such as Frater, Forton, Haslar, Workhouse and Stoke Lakes. Other parts of the SPA are within Fareham Borough and Portsmouth City.
- *Portsmouth Harbour Ramsar site*: This covers the same areas as the Portsmouth SPA but has additional features of interest.
- *Solent and Isle of Wight Special Area of Conservation (SAC)*: This includes Gilkicker Lagoon within Gosport Borough. This is part of a larger designation which includes a series of saline lagoons around the Solent.
- *Solent and Southampton Water Ramsar Site*: It also includes the Gilkicker Lagoon. This is part of a much larger designation which includes a variety of habitats including saline lagoons stretching from Hurst Spit in the New Forest to Gilkicker.

12.70 In addition to these sites which are cross-boundary designations, the Borough Council is minded that development in Gosport Borough in-combination with other developments in the sub-region may in certain circumstances have an effect on other international designations, for example the Solent and Southampton Water SPA which is adjacent the Borough boundary at Hill Head within Fareham Borough. It will also be necessary to protect the integrity of these designations including the consideration of the effects of development on important sites outside the SPA and Ramsar site which support important populations of bird species such as Brent geese which may use a site for feeding and roosting.

12.71 In relation to internationally important sites the Government's Conservation of Habitats and Species Regulations 2010²²⁹, which transpose the European Union Habitats Directive into national law, are relevant. These are often

²²⁹ From 1st April 2010, this legislation updates and consolidates all the amendments to the Regulations since they were first made in 1994 which transposed the European Union Habitats Directive into national law.

referred to as the Habitats Regulations. It is now a requirement for each local planning authority to conduct a Habitats Regulation Assessment (HRA) of relevant DPDs. Policies and proposals in the Gosport Borough Local Plan in combination with other plans and programmes within the Borough and the sub-region (and beyond) will not be acceptable where there is the potential for an adverse impact on the features of an internationally important site. An HRA Report²³⁰ accompanies the Local Plan and its recommendations have been taken into account throughout the Plan including issues relating to recreational disturbance, traffic-related air pollution and coastal defences.

- 12.72 Developers should refer to the Habitats Regulations in instances where a proposal may impact upon the integrity of such sites. Policy LP42 reinforces the significance of this issue and consequently developers will need to consider these matters at the earliest possible stage when preparing their proposals and provide sufficient information for the Local Planning Authority to undertake the appropriate assessment.
- 12.73 Any proposal which may have a significant effect upon a European site or a species protected by European legislation, either alone or in combination with other current proposals and projects, will need to be subject to an 'appropriate assessment' and is likely to require an Environmental Impact Assessment. The information provided by the developer will enable the Local Planning Authority, with guidance from Natural England, to ascertain whether the proposal will have an adverse impact on the nature conservation value of a site.

Recreational Disturbance (point 2 of policy LP42)

- 12.74 In order to understand the issue of recreational disturbance and its potential impact on internationally important habitats detailed research has been undertaken as part of the Solent Disturbance and Mitigation Project (SDMP). This work has been coordinated by the Solent Forum and has involved a number of organisations including Natural England, Environment Agency, all the local authorities around the Solent, relevant harbour groups and the RSPB. The work has concluded that existing and new residential development is likely to have an adverse impact on protected bird species that use the European sites as a result of recreational disturbance generated by local residents.
- 12.75 Natural England²³¹ have made it clear that the SDMP work represents the best available evidence and therefore avoidance and mitigation measures are required in order to ensure a significant effect, arising from new housing development around the Solent, is avoided. It acknowledges that partnership work is underway and expects that all residential development contributes towards the avoidance and mitigation measures. The nature and level of the mitigation will depend on the scale and location of the residential development and whether there are any specific impacts related to the development or whether the impacts are primarily as a result of being in-combination with other development around the Solent.
- 12.76 Consequently it will be a requirement of new residential development to contribute towards the measures identified by the Project as well as other

²³⁰ www.gosport.gov.uk/localplan2029-evidencestudies

²³¹ NE's letter dated 31 May 2013 Planning application affecting Solent Special Protection Areas [http://www.solentforum.org/forum/sub_groups/Natural Environment Group/Disturbance and Mitigation Project/Advice to PUSH and Solent Forum%2010513.pdf](http://www.solentforum.org/forum/sub_groups/Natural%20Environment%20Group/Disturbance%20and%20Mitigation%20Project/Advice%20to%20PUSH%20and%20Solent%20Forum%2010513.pdf)

measures that may be considered appropriate. A broad level study 'Towards an Avoidance and Mitigation Strategy' has been produced as part of the SDMP. This could include the implementation of on-site measures as part of the development proposal and/or financial contributions to local and/or sub-regional projects. It has been recognised by the SDMP that an important component of the mitigation measures will be the creation of the Alver Valley Country Park as a suitable alternative natural greenspace (SANG) to deflect pressure from sensitive parts of the coast. The package of measures could also include, coastal rangers, education initiatives particularly focussed at dog walkers, as well as various potential access management projects. The work is on-going and the latest information can be found on the relevant website.²³² The Solent Recreation Mitigation Partnership (SRMP), which includes Gosport Borough Council, has been formed to implement a package of mitigation measures. The Borough Council has prepared a protocol²³³ describing how 'in combination' effects can be mitigated by a financial contribution. Certain developments, due to the proximity to the SPA or their size may lead to significant effects alone, in which case additional avoidance and mitigation measures will be required.

Nationally Important Habitats- Sites of Special Scientific Interest (points 3 and 4 of policy LP42)

12.77 The Borough's Sites of Special Scientific Interest (SSSI's) are designated and protected under the Wildlife and Countryside Act 1981, as amended by the Countryside and Rights of Way Act 2000. The Borough contains all or part of five SSSIs which are outlined below:

- *Portsmouth Harbour* (also a Ramsar and SPA site) contains a number of important habitats including inter-tidal mudflats and marshes which support internationally important wetland bird species;
- *Gilkicker Lagoon* (also a Ramsar and SAC site) is a saline lagoon, which is a rare habitat and supports specialised species including several national rarities;
- *Browdown Ranges* is an extensive shingle beach with extensive areas of rare grass heath habitat supporting specialised plants and invertebrates;
- *The Wildgrounds* is largely an acid oakwood, a type of habitat which was formerly widespread on coastal commons in Hampshire (the site is also a Local Nature Reserve);
- *Lee-on-the-Solent to Itchen Estuary* includes the coastline at Lee-on-the-Solent which is important for geological reasons, particularly for bird fossils.

12.78 The Borough Council recognises the significant ecological and geological importance of SSSIs and will consult Natural England (or where appropriate use its relevant standing advice) when considering planning applications affecting these sites. The Borough Council will aim to protect these sites from the direct and indirect impacts of development. In exceptional cases, there may be occasions when the importance of the development will justify damage to an SSSI. Such occasions may occur when there is an overriding need for the development and the reasons for the development clearly outweigh the value of the site itself. In such instances developers must prove that the need for a development clearly overrides the Government's policy to

²³² http://www.solentforum.org/forum/sub_groups/Natural_Environment_Group/Disturbance_and_Mitigation_Project/
²³³ <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/>

safeguard the intrinsic nature conservation value of SSSIs. Where development is permitted the Local Planning Authority will use conditions or planning obligations to ensure appropriate measures are taken to mitigate for any adverse impacts that are likely to occur with compensatory measures only used as a last resort.

POLICY LP43: LOCALLY DESIGNATED NATURE CONSERVATION SITES

- 1. Locally designated sites such as Sites of Importance for Nature Conservation (SINCs) and Local Nature Reserves will be appropriately protected and opportunities will be taken to enhance them.**
- 2. Planning permission will not be granted on locally designated sites unless it can be clearly demonstrated that the benefits of the proposal outweigh the need to protect the nature conservation value of the site.**
- 3. In exceptional circumstances where development is permitted the Local Planning Authority will ensure that any adverse impacts are appropriately mitigated for, with compensatory measures only used as a last resort.**

EXPLANATION OF POLICY LP43

- 12.79 The Sites of Importance for Nature Conservation (SINCS) are identified by the Hampshire Biodiversity Information Centre following an ecological assessment and are considered by the Local Sites Panel. The panel comprises representatives from Natural England, Hampshire County Council and the Hampshire and Isle of Wight Wildlife Trust for ratification, in accordance with local sites guidance²³⁴ issued by DEFRA in 2006. These sites are shown on the Policies Map. It is acknowledged that following the adoption of the Local Plan further sites may be identified as SINCS. These additional sites will also be covered by Policy LP43. A list of all the sites including those added after the Local Plan is adopted can be found on the Council's website together with the list of qualifying criteria²³⁵.
- 12.80 The Borough has two Local Nature Reserves (LNRs): the Wildgrounds (also a SSSI) and the West of the River Reserves. Both sites are located in the Alver Valley and are owned and managed by the Borough Council. LNRs are a statutory designation made by local authorities under section 21 of the National Parks and Countryside Act 1949 (as amended by the Local Government Act 1972).
- 12.81 All these designated sites form an important network of habitats which support a range of species. The Borough Council will continue to protect them and encourage and support opportunities to enhance them, including the establishment of buffer areas around them. The Borough Council will resist any development proposals which would adversely affect these locally designated sites unless the benefits of the proposal outweigh the significance of the site. Where there is a risk of damage to a designated site, the Local

²³⁴ <http://www3.hants.gov.uk/biodiversity/hampshire/sincs/important-sites-sinc-criteria.htm>

²³⁵ <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/nature-conservation/local-sites/>

Planning Authority will impose planning conditions or require a Section 106 Agreement in order to secure measures that overcome any potential impacts. Such measures could include the long term management of the site, restriction of operations or the provision of nature conservation features to compensate for any such features lost when development takes place to ensure that there is no net loss in overall biodiversity.

POLICY LP44: PROTECTING SPECIES AND OTHER FEATURES OF NATURE CONSERVATION IMPORTANCE

- 1. Planning permission will not be granted on a site that would have an adverse impact on a protected species or its habitat unless it can be clearly demonstrated that there is an overriding need for the development that outweighs the significance of the nature conservation feature. In such instances, the planning authority will impose conditions on the planning permission or require a planning obligation to:**
 - a) facilitate the survival of individual members of the species;**
 - b) reduce disturbance to a minimum;**
 - c) provide alternative habitats to sustain at least the current levels of population of the species; and**
 - d) take opportunities to enhance their habitat.**
- 2. Development proposals should ensure that habitats and species on the UK List of Priority Habitats and Species and included within Hampshire Biodiversity Action Plans are protected and populations strengthened.**
- 3 Planning permission will not be granted for development which would adversely affect, directly or indirectly, features of nature conservation importance unless it can be demonstrated that the justification for the development outweighs their importance for nature conservation or amenity value.**
- 4 Appropriate management of these features will be secured by the imposition of planning conditions and by entering management agreements with landowners where appropriate. Where such features are lost as part of a development proposal, the Borough Council will use conditions and/or planning obligations to ensure no net loss of biodiversity.**

EXPLANATION OF POLICY LP44

Protected Species and their habitats (Point 1 of policy LP44)

- 12.82 Development proposals should be aiming to achieve a net gain in biodiversity as set out in Policy LP41. There are numerous sites which are likely to contain animal and plant species which are protected by law. These species are principally identified under the Habitats Regulations 2010, the Wildlife and Countryside Act 1981 and other Acts which protect particular species, such as the Protection of Badgers Act 1992. All local authorities have a statutory obligation to conserve biodiversity under the Natural Environment and Rural Communities (NERC) Act 2006. The duty encourages local authorities to maximise opportunities for conserving and enhancing the natural environment.

- 12.83 The presence of a protected species is a material consideration when determining a planning proposal, particularly if it is likely to result in harm to the species. Planning applications will therefore need to be supported by the relevant ecological surveys and studies if applicable. Where relevant the Borough Council will attach appropriate planning conditions or require planning obligations in order to secure the protection of the particular species and take opportunities to enhance their habitat.
- 12.84 The Borough Council will also consider relevant strategies and evidence studies when determining planning applications. This includes the following:
- The Solent Waders and Brent Goose Strategy (2010)²³⁶ which identifies the most important sites for a variety of species and outlines a number of policies and proposals to minimise human impacts on such sites.
 - Solent Recreation and Disturbance Project includes detailed evidence on whether proposed development around the Solent in-combination will have a detrimental impact on important habitats. It includes a mitigation strategy which will be used when determining relevant proposals.

Priority Habitats and Species (Point 2 of policy LP44)

- 12.85 Section 40 and 41 of the Natural Environment and rural Communities Act 2006 requires the Government to produce a list identifying habitats and species which are considered of principal importance for the conservation of biological diversity in England. This list forms the 'UK List of Priority Habitats and Species (BAP)²³⁷. The Hampshire Biodiversity Action Plan has been prepared by the Hampshire Biodiversity Partnership and highlights the habitats and species that are particularly important in Hampshire²³⁸.
- 12.86 When determining planning applications the Borough Council will have regard to the 'UK List of Priority Habitats and Species' and Hampshire Biodiversity Action Plans. Appropriate measures will be secured through the use of conditions and planning applications where applicable.

Features of nature conservation importance (Point 3 and point 4 of policy LP44)

- 12.87 There are a number of habitats and features outside of designated sites that make a significant contribution to local biodiversity which may or may not contain protected species. Many of the action plans for individual species which make up the Hampshire BAP include provisions to protect important natural features that are critical for the target species as well as other species. Such features include trees and woodland, hedgerows, wetlands and ponds, river corridors and other important local habitats. Important trees and woodlands may be given specific protection through the designation of Tree Preservation Orders.
- 12.88 Planning applications affecting features of importance for nature conservation will not be determined until the impact of development is properly evaluated. The Council's requirements for supporting information are set out in its local list.²³⁹

²³⁶ Produced by the Hampshire and Isle of Wight Wildlife Trust in partnership with a number of other organisations
<http://www.solentforum.org/publications/>

²³⁷ www.naturalengland.org.uk/ourwork/conservation/biodiversity/protectandmanage/prioritylist.aspx

²³⁸ <http://www.hampshirebiodiversity.org.uk/action.html>

²³⁹ <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/list-of-documents-required-by-gbc-lpa/>

- 12.89 Where the Borough Council considers that development proposals are acceptable but may result in damage to identified features, it will ensure that this is minimised by use of a planning condition and/or planning obligation to protect and enhance remaining features. Provision may be required to re-establish elements of the area affected either on-site or within the locality. The level of provision should ensure no net loss of biodiversity, and should take account of time lags between the loss and replacement of important nature conservation features as well as the risks associated with delivering the appropriate quality of such features. This often requires a replacement ratio of greater than 1:1 to take account of these risks.

Further information:

Biodiversity and Geological Conservation Background Paper (GBC 2014);
<http://www.gosport.gov.uk/localplan2029-evidencestudies>

Conservation of Habitats and Species Regulations (2010);
<http://www.legislation.gov.uk/ukxi/2010/490/contents/made>

Habitats Regulation Assessment (Urban Edge 2014);
<http://www.gosport.gov.uk/localplan2029-evidencestudies>

Hampshire Biodiversity Action Plan (HCC 2000-14);
<http://www.hampshirebiodiversity.org.uk/action.html>

Sites of Importance for Nature Conservation (living list and qualifying criteria);
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/nature-conservation/local-sites/>

Solent Forum information on the Solent Disturbance and Mitigation Project; and
http://www.solentforum.org/forum/sub_groups/Natural_Environment_Group/Disturbance_and_Mitigation_Project/

Solent Waders and Brent Goose Strategy (Hampshire and IoW Wildlife Trust et al 2010. <http://www.solentforum.org/publications/>

FLOOD RISK AND COASTAL EROSION

Introduction

- 12.90 Flood events are becoming more frequent in the UK and therefore managing flood risk is an increasingly important issue in planning for development and assessing planning applications. In addition local planning authorities need to take into account the effects of climate change over the longer term. Effective management of this risk can be achieved through locational choices, and where necessary appropriate mitigation measures put in place to protect the development.

Box 12.10: What are Flood Zones?

There are three Flood Zones (1, 2 and 3) which are defined by the Environment Agency.

Flood Zones refer to the probability of flooding from rivers and the sea and ignore the presence of existing defences because these can be breached, overtopped and may not be in existence for the lifetime of the development.

Flood Zone 1 is the lowest probability of flooding comprising of land that has less than 1 in 1000 annual probability of river or sea flooding (<0.1%).

Flood Zone 2 is land assessed as having between a 1 in 100 and a 1 in 1000 probability of river flooding (1%-0.1%) or between a 1 in 200 and a 1 in 1000 annual probability of sea flooding (0.5% -0.1%) in any one year.

Flood Zone 3 is the highest risk area and is land assessed as having 1 in 100 years or greater annual probability of river flooding (>1%) or a 1 in 200 or greater annual probability of flooding from the sea in any year (>0.5%).²⁴⁰

Local Context

- 12.91 Flood Risk is a very important issue for the Borough given its coastal location. A total of 380 hectares of land is located within Flood Zones 2 and 3 representing 14.0% of the Borough's land area²⁴¹. It is important that the risk to development from flooding is minimised through the protection of the natural floodplain and the tidal regions.

POLICY LP45: FLOOD RISK AND COASTAL EROSION

1. The Borough Council will expect development proposals in areas at risk of flooding to demonstrate that they are necessary and can be made safe without increasing the risk of flooding elsewhere in the Borough in accordance with policies in the NPPF. For development proposals on sites not allocated in the Local Plan, it must be clearly demonstrated that the sequential approach for site selection has been followed and the Sequential Test has been met. Where it is necessary to apply the Exception Test, all the associated criteria in the NPPF (or national policy equivalent) must be met to the satisfaction of the Council.
2. Within areas of coastal change, proposals will only be permitted if in accordance with the latest Government guidance²⁴².

²⁴⁰ National Planning Policy Framework.

²⁴¹ 53 hectares in Flood Zone 2 only and 327 hectares in Flood Zone 3.

²⁴² This is currently set out in the National Planning Practice Guidance.

- 3. A site specific Flood Risk Assessment (FRA) will be required for development proposals on those sites which are 1 hectare or more in Flood Zone 1 and for all development on land within Flood Zones 2 and 3. The FRA must also clearly demonstrate that any residual risks can be safely managed. The development proposal must demonstrate safe access and egress to and from the site. In exceptional circumstances should this not be possible to achieve then clear and detailed justification as to why this is the case will be required. In such cases, the developer will be required to provide an appropriate standard of safe refuge(s) and associated facilities within the development. In these circumstances a robust flood warning and evacuation plan would need to be submitted with the development proposal.**
- 4. All new development must ensure there will be no net increase in surface water run-off.**
- 5. Where appropriate, new development should incorporate Sustainable Drainage Systems (SuDS) in accordance with policy LP39. Where SuDS are included in the scheme, arrangements must be put in place for their ownership and whole life maintenance and management.**
- 6. Buildings and sewerage infrastructure should be designed to incorporate flood resilience and flood resistance measures.**
- 7. Developer contributions may be required for the redesign and/or replacement of existing flood defences and the provision of new flood risk management measures as appropriate. Where required, land will be safeguarded from development in order to provide for current or future flood risk management.**
- 8. Planning permission will be granted for flood risk management measures provided the scheme does not individually or cumulatively have a detrimental impact on internationally important habitats and that any necessary avoidance and mitigation measures have been secured.**

EXPLANATION OF POLICY LP45

- 12.92 Managing development and flood risk is an important part of delivering the Council's spatial planning strategy. A fundamental part of managing flood risk is through the avoidance of inappropriate development in areas exposed to a higher risk of flooding or in areas at risk from coastal erosion. The key policy message is to guide the most vulnerable development to those areas of lowest risk and within the site itself, to ensure that the most vulnerable uses should be located to that part of the site where the probability of risk is lowest unless there are overriding reasons why this cannot be the case. To achieve

this at a local level, the Local Plan adopts the flood risk management hierarchy approach of Assess-Avoid-Manage and Mitigate in order to deliver its long term planning strategy. There is clearly an important role for new development to play through regeneration of key sites such as the Gosport Waterfront which can help deliver improved flood risk management measures that will benefit not only specific development sites but also the wider community by helping to improve the standard of protection available. To support the approach outlined above, the Borough Council in partnership with the Environment Agency prepared 'Guidance for New Development in Flood Risk Areas (More Vulnerable)'²⁴³. This document sets out the specific guidance on the approach for managing flood risk and is relevant for the preparation of site specific Flood Risk Assessments.

- 12.93 The emerging River Hamble to Portchester Coastal Flood and Erosion Risk Management Strategy is being prepared by the Eastern Solent Coastal Partnership will play a key role in the successful management of flood risk within the Borough.

Sequential Test and Exception Test (Point 1 of policy LP45)

- 12.94 The Strategic Flood Risk Assessment (SFRA) has been used to inform the allocation process and sites allocated in this Local Plan have undergone the Sequential Test. Apart from the exception sites allocated in this Local Plan (policies LP4, LP6 and LP9A), there may be some instances where development may be allowed in Flood Zones 2 and 3. In these cases the requirements of the Sequential Test and where necessary the Exception Test will need to be met. These development proposals must comply with the requirements of the NPPF (or equivalent) and meet all of the policy points of policy LP45. Developers must demonstrate clearly through a site specific FRA that the development is safe and will not increase flood risk elsewhere in the Borough.

Development and coastal change (Point 2 of policy LP45)

- 12.95 National policy²⁴⁴ stipulates that local planning authorities should reduce the risks from coastal change by avoiding inappropriate development in areas likely to be affected by physical changes to the coastline and identifying these as Coastal Change Management Areas (CCMA). A CCMA will only be defined where rates of shoreline change are significant over the next 100 years, taking account of climate change. They will not need to be defined where the accepted shoreline management plan is to hold or advance the line (maintain existing defences or build new defences) for the whole period of the Plan. The North Solent Shoreline Management Plan (SMP) (adopted in 2010), policy for the Borough is 'Hold the Line' and therefore there is no evidence to suggest that a CCMA needs to be identified in the Borough for the plan period 2011-2029. If there is a need to define such an area of the Plan period proposals will be determined in accordance with the latest national guidance.

Flood Risk Assessments (Point 3 of policy LP45)

- 12.96 One of the Council's key objectives is to ensure that development can be delivered in a safe and sustainable way and to minimise flood risk to and from development. For all development proposals greater than 1 hectare in Flood Zone 1 and for all new development proposed in Flood Zones 2 and 3 irrespective of size; a site specific Flood Risk Assessment (FRA) will be

²⁴³ <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/>

²⁴⁴ NPPF and NPPG-for further guidance see <http://planningguidance.planningportal.gov.uk/blog/guidance/flood-risk-and-coastal-change/coastal-change-management-areas/>

required. The Council will expect a site specific FRA to address a number of key factors including the management of surface-water run-off, how the residual risk will be managed over the lifetime of the development as well as the funding and maintenance of the appropriate level of infrastructure. The FRA will be appropriate to the scale and nature of development proposed and need to take account of climate change. A FRA will also be required for new development (including changes of use to a more vulnerable category) where sources of flooding other than tidal and/or fluvial are identified through the Strategic Flood Risk Assessment (SFRA).

12.97 General advice on the preparation of FRAs can be found in the publication 'Guidance for New Development in Flood Risk Areas (More Vulnerable Development)²⁴⁵ which was prepared by the Borough Council in partnership with the Environment Agency. This document provides advice for developers on specific flood risk issues and what measures should be considered in order to address them in site specific FRAs. The SFRA²⁴⁶ can be used to guide developers in preparing site specific FRAs and further guidance can also be sought from the Environment Agency's Flood Risk Standing Advice on preparing FRAs. This information is available on the Environment Agency's website. To summarise, when preparing site specific FRAs, the Borough Council wishes to see evidence of how development proposals will address the following issues:

- Follow the flood risk management hierarchy, avoiding areas at highest risk and locating higher vulnerability uses in areas of lowest risk;
- Locate habitable rooms above the design flood level;
- Provide a safe access and egress route wherever feasible;
- Not increase flood risk elsewhere;
- Incorporate flood resilience and resistance measures;
- Remain structurally sound during the design flood event; and
- Demonstrate that residual risk will be managed to a safe level.

Residual Risk and safe development (Point 3 of policy LP45)

12.98 Residual risks are those risks that remain after applying the sequential approach and taking all the mitigation measures necessary. Residual risk should be addressed in a site specific FRA which should be proportionate to the scale of the development proposed and the risks involved. The SFRA can be used as a starting point for undertaking this assessment. This matter needs to be assessed early on in the development process so that appropriate measures to manage the residual risk can be identified and accommodated into the site layout. In accordance with the latest advice in national planning practice guidance, developers must provide evidence to show the proposed development would be safe and residual risk can be overcome. Therefore it is recommended the developer prepares a comprehensive flood risk management strategy for the site which will manage risk for the development across the plan period whilst all phases of development are being delivered. It would generally be expected to deliver a standard of safety to keep people safe from the 0.5% probability tidal flood event in 2115 (to take account of climate change over the lifetime of the

²⁴⁵ <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/>

²⁴⁶ The Council's SFRA can be found on www.gosport.gov.uk/sfra.

development) during which the tide level is predicted to reach 4.3m AOD. National Planning Practice Guidance can provide further information about what matters a comprehensive flood risk management strategy should cover.

12.99 In addition to the above, proposals for development must show safe access and egress to and from the site during the occurrence of a flood event. This must be shown in a site specific FRA which will accompany a planning application. There may be some exceptional circumstances where it may not be possible to provide a safe access route. The Borough Council consider such occasions where this is the case to be very rare. However, where it is clearly and robustly demonstrated by the developer through a site-specific FRA that it would not be possible to deliver a safe access to and from the site then alternative measures will be considered. This could include the provision of an appropriate safe refuge(s) and associated facilities within the development for those people who are unable to leave if a flooding emergency were to occur. In such instances it will be necessary for the developer to prepare a robust flood warning and evacuation plan. It is recommended that advice relating to the arrangements for these matters is sought at the pre-application stage.

12.100 The Borough Council will expect developers to address matters relating to flood warnings and evacuation plans as part of their assessment and the management of residual risk of flooding through site specific FRAs. The NPPF and accompanying guidance, provides some guidance on this issue. The SFRA will provide the basis for assessing the level of any hazard posed should a breach in existing defences occur.

Surface water run-off (Point 4 of policy LP45)

12.101 Surface water management is an important consideration in determining planning applications. Flood Risk Assessments should take account of all types of flooding including surface water flooding. Consideration of surface water flooding should also be addressed for development proposals in all flood risk areas including Flood Zone 1. This should address both the flood risk to the proposed development itself through surface water run-off and the potential impacts on areas adjacent to and downstream of the development. When considering major developments, (10 or more houses, or sites larger than 1ha), the Borough Council will consult Hampshire County Council, as Lead Local Flood Authority, on the management of surface water drainage.

Sustainable Drainage Systems (Point 5 of policy LP45)

12.102 One way of addressing surface water run-off is through the use of Sustainable Drainage Systems (SuDS). Site-specific FRAs should investigate the use of SuDS options to manage surface water where this is practicable. It will be necessary to address issues of adoption, maintenance and long-term management associated with any SuDS proposals. Although in some circumstances the use of SuDS can require substantial land-take, there are however, a variety of SuDS techniques that can be effectively used in urban areas which can significantly contribute towards controlling surface water run-off without the need for large areas of land. These may include use of green roof systems which can be used in buildings with flat roofs, such as schools and industrial units. Permeable pavements (e.g. in driveways and car parks) limit runoff and maximise potential infiltration opportunities. The latest National Planning Practice Guidance and the Construction Industry Research

and Information Association²⁴⁷ can provide further advice to developers on this matter.

- 12.103 Ownership and responsibility for the long-term maintenance and management of all the components of SuDS should be identified at the earliest opportunity in the planning process and secured through an appropriate planning condition.

Flood resilience and flood resistance in buildings (Point 6 of policy LP45)

- 12.104 Flood risk management measures can only manage the risk of flooding they cannot remove it. Where development in higher areas of flood risk is unavoidable, careful consideration needs to be given to the design and layout of the site and other key infrastructure provision located behind flood defences. Flood resilience and resistance techniques should not be regarded as the sole mitigation measure required in terms of managing flood risk. The Council envisage flood resilience and resistance measures being part of a package of appropriate mitigation and reduction in flood risk informed by the latest SFRA and current best practice guidance. The Council welcomes early engagement from developers in the pre-application process to discuss design issues and explore innovative measures to arrive at solutions.

New and/or improved flood risk management measures (Point 7 of policy LP45)

- 12.105 New developments will be expected to play a key role in contributing towards the effective delivery of the Borough Council's sustainable development objectives providing a robust 'front line' defence as an integral part of the development where appropriate.
- 12.106 In some instances it may be necessary to secure a financial contribution for the redesign and/or replacement of existing flood defences and the provision of new flood risk management measures. These will usually be provided as part of the proposals and secured by a planning obligation.
- 12.107 In other circumstances it may be appropriate for the Council to collect developer contributions through the Community Infrastructure Levy to assist in funding improvements to existing and/or the provision of new flood risk management infrastructure. This approach is explained in more detail in policy LP2: Infrastructure which is supported by the Council's Infrastructure Assessment Report and Infrastructure Delivery Plan²⁴⁸.
- 12.108 It is important to ensure that flood risk can be managed for the lifetime of the development. This includes, where necessary, the maintenance and enhancement of flood management measures including defences which may need to be provided at a future point in the life of the development. It is important to ensure that should future flood defences be required, sufficient land will be available to allow this to take place. Therefore it will be necessary to plan for this at the design stage of the scheme.

²⁴⁷ Further advice can be found on the Construction Industry Research and Information Association's website at www.ciria.org

²⁴⁸ The Infrastructure Assessment Report and IDP can be found at www.gosport.gov.uk/localplan2029

Impacts of new and/or improved flood risk management measures (Point 8 of policy LP45)

- 12.109 It will be necessary to ensure that new or improved flood risk management measures do not have a detrimental impact on internationally important habitats. The broad principle for such measures has been established in the North Solent Shoreline Management Plan (SMP). The accompanying Habitats Regulations Assessment to the SMP indicated the extent of habitat losses anticipated as a result of implementing SMP policy and that these losses will be compensated by the Region Habitat Creation Programme (RHCP)²⁴⁹. There are large areas of the Borough which contain significant habitats (including sites of national and international importance) supporting a wide range of protected species, it is important these areas of nature conservation interest are protected and therefore, applications for flood risk management infrastructure will need to be considered against national policies and the local nature conservation policies in this plan (LP42-LP44).
- 12.110 Some improvements to identified flood risk management measures may increase the standard of protection to a level over and above that identified through initially the North Solent SMP and the emerging River Hamble to Portchester Coastal Flood and Erosion Risk Management Strategy. Where such improvements are likely to increase the amount of internationally important intertidal habitat lost to coastal squeeze predicted by the SMP, a project-level HRA will be required. The HRA must demonstrate that it is possible to avoid an adverse effect on the internationally important habitat (including areas outside of the designated sites known to be of importance for the relevant important species). This could be achieved for example by avoiding an increased flood defence footprint.

Further information:

Flood Risk and Coastal Change Background Paper ; www.gosport.gov.uk/localplan2029-evidencestudies

PUSH Strategic Flood Risk Assessment (PUSH/Atkins June 2007); and <http://www.gosport.gov.uk/sfra/>

Strategic Flood Risk Assessment (GBC 2014). www.gosport.gov.uk/localplan2029-evidencestudies

ENVIRONMENTAL QUALITY

INTRODUCTION

- 12.111 This section contains policies on pollution control, contaminated land and unstable land and hazardous substances. Pollution may be caused by the release of substances in the air, ground or water or by excessive noise, dust, vibration, light or heat. Land uses with the potential to cause pollution should be properly controlled and similarly those land uses which may be affected by pollution should be either kept away from its sources or protected by other means. The following policies together with policies LP10, LP39 and LP40 seek to address this land use issue. It should be recognised that these issues are also controlled by other environmental protection legislation and potential developers should be aware of these matters.

POLICY LP46: POLLUTION CONTROL

Planning permission will not be granted for development proposals where it is likely to cause significant adverse environmental impacts through air, noise and light pollution as set out below.

Air pollution

- 1. Development proposals will not be permitted when they are likely to:**
 - a) lead to current national standards or objectives being exceeded individually or in combination with other land uses; or**
 - b) be adversely affected by existing poor air quality.**

Noise pollution

- 2. Development proposals which are noise-sensitive will not be permitted if the users would be adversely affected by noise from existing or proposed noise-generating uses.**
- 3. Development proposals which are noise-generating will not be permitted if the noise has a significant adverse impact on the users of existing or proposed neighbouring noise-sensitive development.**

Light pollution

- 4. Development proposals which include external lighting will be permitted in the urban area provided that there is no significant adverse impact from increased levels of light pollution on the environment or on residential amenity.**

EXPLANATION OF POLICY LP46

Air pollution (Point 1 of policy LP46)

- 12.112 The Borough Council seeks to protect air quality standards within the Borough. The Borough Council regularly monitors air quality and produces up to date reports on its website through the Annual Air Quality Reports. There are currently no major industries in the area that are considered likely to be a significant source of air pollution. The key source of air pollution is from road

traffic with some contribution from shipping. There are currently no Air Quality Management Areas (AQMAs) in the Borough.

12.113 Development that would contribute to a reduction in air quality, such as generators of significant levels of new traffic, will be refused where air quality standards are likely to be breached and the effects cannot be mitigated. It will be necessary to ensure that the health and well-being of users of a particular proposed development will not be harmed by existing levels of air pollution, even if these currently meet national standards. It will be necessary to demonstrate that major schemes in combination with other development will not have a detrimental impact on internationally important habitats within the area.

12.114 All major planning applications should be supported by sufficient information as necessary, to allow a full consideration of the impact on the air quality of the area of the proposal.

12.115 The NPPG provides a number of examples of possible mitigation options. Where mitigation is appropriate the type of measure will depend on locationally specific factors, the type of development and whether the mitigation measure is proportionate to the likely impact. Measures could include:

- Ensuring the design and layout of the development allows sufficient separation distances from sources of air pollution;
- Using green infrastructure, in particular trees, to absorb dust and other pollutants;
- Incorporating means of ventilation;
- Promoting infrastructure to promote modes of transport with low impact on air quality; and
- Contributing funding to measures designed to offset the impact on air quality from new development.

Noise (Points 2 and 3 of policy LP46)

12.116 Noise can cause unacceptable impacts on the health and quality of life of local residents as a result of new development. The NPPF emphasises the need to mitigate and reduce adverse impacts on health and quality of life from unacceptable levels of noise from new development including, where appropriate through the use of planning conditions.

12.117 It is inevitable that development will create some noise. However, wherever practicable, noise sensitive developments such as housing should be separated from major sources of noise. Appropriate measures such as improved insulation standards will be applicable where such separation cannot be avoided.

12.118 Where noise is likely to be a material consideration, a noise impact assessment will be submitted alongside the planning application. The Council will expect any proposals likely to generate noise (including construction noise) to take account of the impact of this on any noise sensitive population. Similarly, in assessing proposals for noise sensitive development, the Council will expect the developer to take into account existing noise levels and foreseeable changes to these. Where necessary, the Council will require a noise assessment which will be expected to:

- Identify all significant sources of noise;
- Determine the relevant noise exposure category;
- Assess the likely short and long term impacts of noise generated or exposure to noise;
- Propose noise protection measures; and
- Demonstrate that there is no significant effect on the integrity of European sites within the vicinity and other important nature conservation interests.

12.119 Wherever possible developers should aim to achieve higher sound insulation standards than the Building Regulations²⁵⁰ for flats and attached houses for the purposes of residential amenities.

Light Pollution (Point 4 of policy LP46)

12.120 Lighting can be used to help reduce crime, fear of crime and enhance the use of sports facilities and other functions. Good standards of design can help to minimise the effects of light pollution. Poor lighting schemes can have a number of negative impacts. When assessing proposals which include outside lighting it will be necessary to ensure proposals minimise light pollution and consider the following:

- the potential impact on the amenities of local residents and those particularly sensitive to light intrusion;
- highway safety issues;
- the need to reduce wasted light to limit light pollution and reduce energy consumption;
- the need to maintain dark skies for nature conservation where this is appropriate;
- ensure that there is no significant effect on the integrity of European sites within the vicinity; and
- the need to ensure a safe environment for users at night.

12.121 All lighting should be the minimum necessary to be effective and be designed to limit spillage above the horizontal plane. Planning conditions regarding the use of lighting may be appropriate in some instances. Further advice relating to the consideration of light pollution is set out in the latest Government guidance.²⁵¹

12.122 All major applications are required to submit a lighting assessment. In certain other cases it may also be appropriate to prepare a lighting scheme where the proposal may have a particular impact as outlined above.

12.123 Proposals for the lighting of buildings within Conservation Areas will be assessed against the relevant policies in the Local Plan in particular LP10: Design and the current best practice.

12.124 Proposals for outdoor lighting outside of the urban area boundary will not normally be acceptable however there may be certain instances where schemes are necessary for particular functions (see LP3) and consequently it will be necessary to minimise the impact of any lighting.

²⁵⁰ Performance standards set out in the Building Regulations provided for England and Wales Approved Document E (2003 edition with amendments 2004).

²⁵¹ See NPPG for further details <http://planningguidance.planningportal.gov.uk/blog/guidance/light-pollution/>

POLICY LP47: CONTAMINATED LAND AND UNSTABLE LAND

- 1. Where development proposals are submitted on or near a site that is known to be, or may be, contaminated an applicant should carry out a site assessment and submit a report of the findings in order to establish the nature and extent of the contamination.**
- 2. Development proposals will not be permitted unless practicable and effective measures are proposed to treat, contain or control any contaminants so as not to:**
 - a) expose the future occupiers of the development and neighbouring land uses, including in the case of housing the users of gardens, to unacceptable risk;**
 - b) cause the contamination of adjoining land or allow such contamination to continue; and**
 - c) cause pollution of the water environment including groundwater, Portsmouth Harbour and the Solent.**
- 3. Where development proposals are submitted on land which is either unstable or has the potential to become unstable, the Borough Council must be satisfied that any such instability can be reasonably overcome. In circumstances where unstable land may be present, the developer will be required to submit a stability report at the planning application stage.**

EXPLANATION OF POLICY LP47

Land Contamination (Points 1 and 2 of policy LP47)

- 12.125 Development can provide important opportunities to restore land which may be contaminated to productive use. Contamination can give rise to hazards which put at risk people working on the site and the occupiers and users of the proposed development.
- 12.126 Therefore every measure should be used through the development process to facilitate and enhance the remediation of land affected by contamination. As a minimum standard, land should be made useable for development in accordance with the provisions of national pollution control regimes including those identified in the National Planning Policy Framework (or equivalent). Where a site is affected by contamination issues, responsibility for securing safe development rests with the developer and/or landowner.
- 12.127 Where land contamination may be an issue, early pre application meetings with the Borough Council and the Environment Agency are advised. The standard of investigations, assessments, including risk assessments, remedial schemes, verification reporting should follow current UK good practices²⁵². As a minimum, a contamination assessment will be required on all sites within 250m of a landfill site and on all sites where previous uses may have resulted in land contamination and on all sites where contamination is

²⁵² See Environmental protection Act 1990:Part 2 - Contaminated Land Statutory Guidance.
See NPPG – Land affected by contamination <http://planningguidance.planningportal.gov.uk/blog/guidance/land-affected-by-contamination/land-affected-by-contamination-guidance/>

known. The minimum information required in these instances should be a desk study, initial conceptual model and risk assessment.

- 12.128 A developer will need to satisfy the Council that unacceptable risk from contamination will be successfully addressed through remediation measures and not cause undue environmental impact either during the construction phase or after the completion of the development has taken place. As a minimum land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.
- 12.129 Other policies relating to specific development sites (LP4-LP9) as well as the policies relating to water resources and waste are also applicable in relation to the issue of contamination.

Unstable Land (Point 3 of policy LP47)

- 12.130 Making the best use of land is a key Government objective. In doing so it is necessary to ensure that the site is suitable for its new use. Development of land which is either unstable or is potentially unstable can be successfully developed provided that all the remedial, preventative or precautionary measures are identified and put in place at the earliest stages of the development process. As is the case with sites that are contaminated, where a site is affected by land instability responsibility for securing the safe development of such land rests with the developer and/or land owner.
- 12.131 Where land is known to be unstable or has the potential to become so, an applicant should carry out a site assessment and submit a report of the findings in order to establish the nature and extent of the instability and details of the mitigation measures proposed. Through the remediation process, it will be necessary for developers to ensure that proposed mitigation measures do not adversely impact on the natural environment.

POLICY LP48: HAZARDOUS SUBSTANCES

Where development is proposed in locations where hazardous substances may be a consideration the following applies.

- 1. Planning permission for development involving the use, movement or storage of hazardous substances will not be granted if there is an unacceptable risk to public health and safety, neighbouring land or the environment.**
- 2. Development within the vicinity of a site known to be used for the storage, use or transport of hazardous substances will not be granted planning permission if there would be an unacceptable risk to public health and safety.**

EXPLANATION OF POLICY LP48

Hazardous substances (Points 1 and 2 of policy LP48)

- 12.132 Hazardous substances include certain gases, liquids and explosive chemicals. In addition to requiring planning permission, a Hazardous Substances Consent may also be required. The Health and Safety Executive has responsibilities on advising local authorities on the potential hazards of any proposed development. The Borough Council will take into account any

advice received from the Health and Safety Executive and other statutory agencies in determining such applications.

Further information:

Local reports on air quality <http://www.gosport.gov.uk/sections/environment/environmental-health/housing-pollution/environmental-monitoring/air-quality/>

Guidance Notes for the Reduction of Obstructive Light (2005).
www.theilp.org.uk/resources/free-resources/

13.0 IMPLEMENTATION AND MONITORING

INTRODUCTION

13.1 The proposals and policies of the Local Plan will be implemented through a number of mechanisms, which are outlined in this section and include:

- The use of a number of planning delivery mechanisms by the local planning authority including supplementary planning documents, local development orders and determining planning applications; and.
- Monitoring by the local planning authority to ensure that the proposals and policies outlined in the Plan are being implemented and if not, to understand the reasons for this and act accordingly.

DELIVERY

13.2 The proposals and policies of the Local Plan can be delivered by a number of mechanisms, which are set out below:

Partnership Working

13.3 The Council will undertake its many roles including service provider, local policy maker and landowner to work with a wide range of organisations at a national, sub-regional and local level to implement the Local Plan policies. In fulfilling its duty to cooperate the Council will work with all the organisations listed below but will particularly work closely with the Solent Local Enterprise Partnership and the Partnership for South Hampshire (PUSH).

• Solent Local Enterprise Partnership • Partnership for Urban South Hampshire (PUSH) • Local businesses • Landowners and developers • Environmental charities • Hampshire County Council (including as highway authority, education authority, county ecology and archaeology) • Neighbouring local authorities • Highways England	• Statutory Infrastructure Providers (e.g. water (provision and wastewater treatment), electricity, gas) • Education and Training providers • Health providers • Government agencies (e.g. Natural England, Historic England and the Environment Agency) • Tourism organisations (Tourism South East) • Public transport providers • Affordable housing providers • Leisure providers • Other relevant organisations
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Supplementary Planning Documents (SPDs)

13.4 The Borough Council intends to produce a number of SPDs during the Plan Period. A number of SPDs will be related to specific sites and will involve working with landowners, developers, key stakeholders and the general public. In addition there will be thematic SPDs relating to particular issues. Details of adopted and proposed SPDs are included on the Council's website.

Local Development Orders

13.5 Local Development Orders (LDOs) were introduced in the Planning and Compulsory Purchase Act 2004 to simplify the planning process by removing the need for planning permission, where this is considered appropriate and proportionate. LDOs can apply to a specific type of development or permit

any development in a designated area, and may grant planning permission outright or with conditions. If a local authority wishes to make an LDO it must undertake public consultation on it and submit it with any modifications to the Secretary of State who can decide if he wants to intervene. Once the Secretary of State is satisfied with the Order it can be adopted by the local authority.

Development Management

- 13.6 All the relevant Local Plan policies will be used in the process of determining planning applications. Advice on submitting a planning application can be found on the Council's website.²⁵³ Where there is unauthorised development the Council will, where appropriate, undertake enforcement action in line with its corporate enforcement policy.

Neighbourhood Planning

- 13.7 The Localism Act 2011 introduces a new right for communities to produce a Neighbourhood Plan. This is intended to allow communities including residents, employees and businesses to work together through a neighbourhood forum and provide further detail in relation to the provision of new homes, businesses and shops. These plans can be used as the basis for determining planning applications. Neighbourhood Plans²⁵⁴ are required to be in accordance with national planning policy and the strategic provisions of the Borough Council's Local Plan as well as other legal requirements. Once written the plan will be independently examined and put to a referendum of local people for approval. If the plan is approved by a majority of those who vote the Borough Council will bring it into force.
- 13.8 In addition or alternatively these communities can make a Neighbourhood Development Order²⁵⁵ which will grant planning permission for certain types of development that they want to see. Neighbourhood Development Orders will need to be independently examined and put to a referendum of local people for approval.
- 13.9 Similarly a Community Right to Build Order²⁵⁶ can be made. This right enables local people to bring forward small scale, site specific, community-led developments. Development proposals will need to meet minimum criteria and have the agreement of more than 50 per cent of local people that vote through a community referendum.
- 13.10 Neighbourhood Plans and the Development Orders should not be used to promote less growth than identified in the Local Plan.

MONITORING

- 13.11 It is important that the Local Plan has clear arrangements for monitoring the implementation of the policies and proposals set out in the plan. Monitoring is essential for an effective strategy and will provide the basis on which alternative approaches would be triggered. It is important that measurable outcomes are set out to assist this process.

²⁵³ <http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/pre-application-advice/>

²⁵⁴ <http://planningguidance.communities.gov.uk/blog/policy/achieving-sustainable-development/>

²⁵⁵ http://www.legislation.gov.uk/ukxi/2012/637/pdfs/ukxi_20120637_en.pdf

²⁵⁶ <http://www.communities.gov.uk/communities/communityrights/righttobuild/>

13.12 The Authorities Monitoring Report (AMR) will be the main tool for monitoring progress. The Council has produced an AMR since 2005 to monitor the Local Plan Review (2006) and this will be revised in order to successfully monitor the policies and proposals of this Local Plan. The Borough Council also produces a more detailed set of contextual indicators set out in the Gosport Sustainability Profile²⁵⁷ which is updated on a regular basis.

13.13 Table 13.1 includes a number of suggested output indicators in order to monitor the Local Plan. It may be necessary to monitor additional outputs as the Plan is implemented.

Table 13.1: Local Plan Output Indicators

Policy	Indicator
LP2: Infrastructure	Assessment of progress for each element of infrastructure identified in the latest Infrastructure Delivery Plan or equivalent.
LP3: Spatial Strategy	- The number of net additional dwellings as set out in Policy LP3 (target 3,060 dwellings); - Housing Supply and Trajectory; - The amount and type of net additional employment floorspace in relation to the target identified as set out in Policy LP3 (target 84,000sq.m); - The amount of retail development in relation to target set out in Policy LP3 (target 10,500sq.m); - Assessment of progress in each of the Regeneration Areas and other allocations included in the Local Plan.
LP4: Gosport Waterfront and Town Centre	
LP5: Daedalus	
LP6: Haslar Peninsula	
LP7: Rowner	
LP8: Alver Valley	
LP9: Allocations outside the Regenerations Area	
LP11: Designated Assets	Number and percentage of Listed Buildings on the Buildings at Risk Register and number removed.
LP16: Employment Land	- Amount and type of employment floorspace completed (target 84,000sq m); - Loss of employment floorspace throughout the Borough and on sites allocated for employment;
LP17: Skills	- Planning permissions for new training facilities; - Skill related obligations secured as part of planning permissions.
LP18: Tourism	Applications approved for new or improved visitor and tourist facilities.
LP21: Improving Transport Infrastructure	- New transport improvements provided through developer contributions. - New length of cycleway.
LP24: Housing	- Affordable housing completions (target 40%); - Density of housing completions; - Number of completions by dwelling size; - Net additional pitches for gypsies, travellers and travelling show people.
LP27: Town, District and Neighbourhood	Types of uses in each of the Borough's centres;

²⁵⁷ www.gosport.gov.uk/sustainability-profile.

Policy	Indicator
Centres LP28: Uses in Centres	• % of retail uses in each centre (Thresholds set in policy); • Vacancy rates.
LP29: Out of Centre proposals	• New retail floorspace permitted outside of centres. • New retail floorspace completed outside of centres including those with planning permission and those completed under permitted development.
LP32: Community Facilities	• Total amount of completed community facilities; • Total amount of losses of community facilities.
LP 34: Provision of New Open Space and Improvement to Existing Open Space LP35: Protection of Existing open Space LP36: Allotments LP37: Access to Coast and Countryside	• Proportion of Borough within 400 metres of a natural green space of 2 ha or more; • New green infrastructure and improvements to existing open space provided through developer contributions; • Changes in areas designated for their intrinsic environmental value; • Quality and Value of Open Spaces; • Number of Green Flag sites; • The number and proportion of vacant allotments; • Losses and gains to pedestrian access along the coastline.
LP38 Energy Resources	• New renewable energy production in the Borough by installed capacity and type which required planning permission.
LP41: Green Infrastructure LP42: Internationally and Nationally Important Habitats LP43: Locally Designated Nature Conservation Sites LP44: Protected and Target Species and their Habitats, and Other Features of Nature Conservation Importance	• Changes in priority habitats and species of biodiversity importance.
LP45: Flood Risk and Coastal Erosion	• Number of planning permissions granted contrary to the advice of the Environment Agency on flood defence grounds; • Number of dwellings built in Flood Zones 2 and 3; • Permissions granted for coast protection/flood defence works.

REVIEW

- 13.14 The Local Plan has been prepared through the Duty to Cooperate having regard to the PUSH South Hampshire Strategy 2012. The PUSH authorities are now committed to a review of the South Hampshire Strategy and it is programmed for completion in 2016. The evidence gathering for this new strategy has already started with the publication of a Strategic Housing Market Assessment (SHMA). This SHMA identifies an objectively assessed housing need for the PUSH area and this will be the starting point for identifying housing requirements. The SHMA identifies that Gosport fits within the wider Portsmouth Housing Market Area. Gosport is not a separate housing market in itself so arguably does not have an entirely distinct district housing need. However, to the extent that there can be an objectively assessed housing need specifically for Gosport, if environmental/infrastructure considerations indicate that this cannot be fully met within Gosport, the intention is that the SHS will in effect relocate this to other districts. This will be as a result of the Strategy's district level housing targets being based on what can be delivered in terms of environmental/infrastructure capacity, with the district level targets collectively summing to the total Portsmouth HMA/South Hampshire objectively assessed need. The South Hampshire Strategy Review will allocate a housing figure for Gosport for the period 2016-2036.
- 13.15 Accordingly, the publication of the South Hampshire Strategy Review will necessitate a full or partial review of the Local Plan. The Council have recognised the need for an early review and have published a revised Local Development Scheme setting out a timetable for a review of this Local Plan. This review will also take into account any revisions to the National Planning Policy Framework.

Further Information:

Annual Monitoring reports (GBC on-going) www.gosport.gov.uk/amr

Gosport Infrastructure Assessment Report (GBC 2014) www.gosport.gov.uk/localplan2029

Gosport Infrastructure Delivery Plan (GBC 2014) www.gosport.gov.uk/localplan2029

Gosport Sustainability Profile (GBC on-going) www.gosport.gov.uk/sustainability-profile

Gosport Borough Local Plan
(2011-2029)
Adopted Plan

APPENDICES AND GLOSSARY

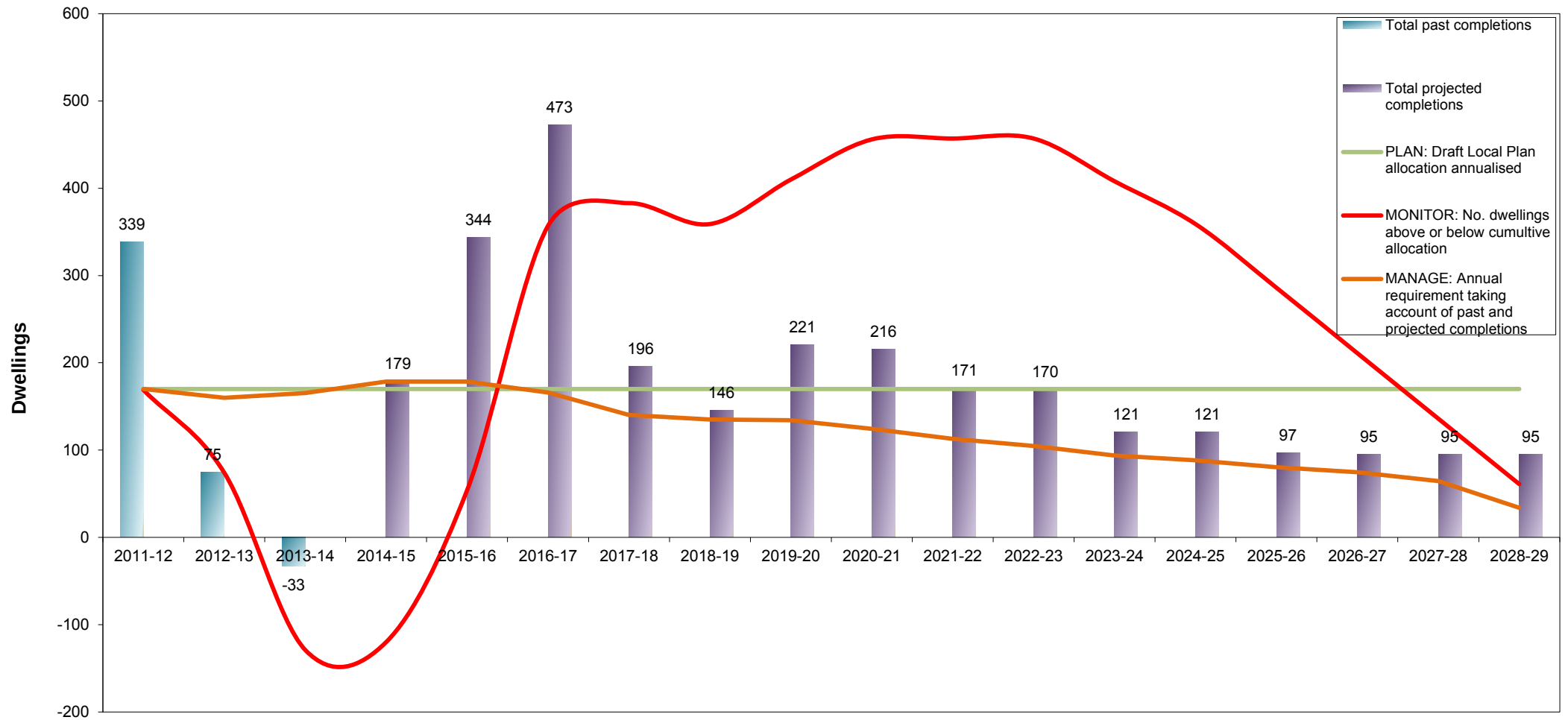
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APPENDIX 1: HOUSING TRAJECTORY

The housing trajectory identifies how Gosport's housing provision set out in policy LP3 will be met over the plan period. It annualises the housing target of 3060 from 2011 to 2029 to represent 170 dwellings per year. This annualised figure is then compared to the projected housing completions. The 'Monitor' line shows how Gosport is performing in comparison to the required rate. It can be seen from the trajectory that Gosport is making provision for more than its annual requirement. It shows that by identifying additional supply of dwellings there is sufficient flexibility to ensure that the target is met. The 'Manage' line shows the additional housing requirement needed should the housing supply be inadequate to meet the annual requirement. It can be seen in Gosport's case there is no need to identify additional housing provision as the 'Manage' line is consistently below the rate of projected completions.

Gosport Borough Local Plan (2011-2029) - Housing Trajectory as at 2014



APPENDIX 2: LOCAL LIST OF HERITAGE ASSETS CRITERIA

The Borough Council's Local List of Heritage Assets is primarily linked to Policy LP13 of the Local Plan. The criteria relates to two types of locally important heritage assets:

- Locally Listed Buildings; and
- Parks and Gardens of Local Historic Interest.

The criteria outlined below have been used to assess the Borough Council's current Local List of Heritage Assets which can be found on the Council's website. This list will be updated where new evidence is available for buildings and parks that demonstrate that they meet the various criteria for designation as a historic asset. Other types of locally important historical assets could be included on the list during the Plan period. Such designations will be based on advice contained in the latest Historic England guidance for local heritage listing²⁵⁸. All additional assets will be formally added to the list once approved by the relevant Council Board.

Locally important archaeological sites which form the other main type of locally important heritage asset are not included on the Borough Council's list instead details are found on Hampshire County Council's Archaeology and Historic Building Record (AHBR)²⁵⁹

Locally Listed Buildings Criteria

The Local List is a non-statutory list of buildings considered to be of historic architectural or townscape value located outside Conservation Areas which contribute to the character of the Borough. One primary criterion and a number of subsidiary criteria are used to determine inclusion on the List.

Primary Criterion

- **The Age and Condition of the Building.**

Age of Building	Condition
Post 1950	Complete and unaltered and of significant landmark value
1914–1950	Substantially complete and unaltered
1840–1914	Only affected by reversible minor alterations
1700–1840	All buildings where the style and form is clearly identifiable and there is the potential to restore the building and for it to make a positive contribution to its setting.

²⁵⁸ <https://www.historicengland.org.uk/images-books/publications/good-practice-local-heritage-listing/>

²⁵⁹ <http://www3.hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm>

Pre-1700	All buildings retaining more than 25% evidence of structural remains.
Pre-1600	All surviving structures

Subsidiary Criteria

In addition to the primary criterion at least one of the following criteria would also need to be met to ensure inclusion on the List. Two criteria would need to be met for buildings post-dating 1914.

- **Historical Association**

A building's significance may relate to its association with a famous person or event, (i.e. nationally known personalities who had direct association with a building, association with a nationally important event, or lived there for any length of time), or very well known local personalities with a long association. Buildings may also have been constructed as part of a notable historic event. For example, specialist military buildings associated with a nationally important period.

- **Part of the Historic Socio-Economic Development of an Area**

Buildings which form an important part of the historic development of an area and which are of group or individual landscape value. This could also include buildings that reflect important aspects of the former social, economic or civic activity of an area (For example, town halls, chapels, workhouses, pubs and industrial buildings relating to important historic local industries).

- **Architectural Importance**

Good examples of the local vernacular; built by a noted local/national architect/engineer/builder; examples of local town planning; rare example or pioneering example of a building type.

- **Townscape significance**

Individual and/or group value. Well known local landmarks.

- **Buildings in the noted publications on historic building in Hampshire**

Such as Pevsner and Lloyd, or Hampshire Treasures

Parks and Gardens of Local Historic Interest

A list of parks and gardens of historic interest is contained on the Hampshire Register of Historic Parks and Gardens based on research carried out by Hampshire County Council and the Hampshire Gardens Trust. The parks and gardens of most significance in the Borough are drawn from this source.

Dating from the medieval period to the present day, Hampshire's historic parks, gardens and other designed landscapes include:

- Ancient remains of medieval deer parks

- Earthworks as evidence of former parks and gardens
- The landscapes of country houses, including parks, pleasure grounds, Kitchen gardens and ornamental woodland
- The designed gardens and grounds of houses
- Plant collections
- Public parks and open spaces
- Cemeteries and churchyards
- Designed landscapes forming the grounds of institutional or business Premises.

Parks and gardens are of historic interest when they:

- illustrate an aspect of the history of parks, gardens and landscape design, for instance they represent the work of a particular designer or were created in a particular period or style
- contain historic features that are of archaeological, architectural, artistic, horticultural, cultural or social interest
- have significant historic associations, for example with a particular person or event
- are part of a group of buildings or land of historic interest or significance and provide the setting for important buildings
- retain features that represent a rich tapestry of historical changes and landscape development.

The list will from time to time be reviewed to assess whether further parks or gardens within the Borough merit inclusion.

APPENDIX 3: THRESHOLDS FOR TRANSPORT ASSESSMENTS AND TRAVEL PLANS

These thresholds are for guidance purposes and should not be read as absolutes. There are several qualitative factors that need to be taken into account and that are not captured by this document. There will also be site-specific issues that assessments will need to cover for instance the existing intensity of transport use and the availability of public transport, proximity of environmental designations, impact on other priorities (such as promoting walking/cycling) or cumulative impacts of multiple developments. In some circumstances, a Transport assessment may be appropriate for a smaller development than suggested by the thresholds. In others, a Transport Assessment may be appropriate for a larger development than suggested by the thresholds. Early pre-application discussions between a developer and the relevant authorities are strongly recommended. In these, it is important for highway authorities to combine the appropriate quantitative and qualitative thresholds in deciding the level of assessment that may be required.

The following table is extracted from the Government's guidance. Further details can be found at <http://www.dft.gov.uk/publications/guidance-on-transport-assessment/>

Thresholds based on size or scale of land use

Land use	Use/description of development	Size	No assessment	Transport Statement	Transport Assessment/ Travel Plan
Food retail (A1)	Retail sale of food goods to the public – food superstores, supermarkets, convenience food stores	Gross Floor Area	<250 sq. m	>250 <800 sq. m	>800 sq. m
Non-food retail (A1)	Retail sale of non-food goods to the public; but includes sandwich bars – sandwiches or other cold food purchased and consumed off the premises, internet cafés.	Gross Floor Area	<800 sq. m	>800 <1500 sq. m	>1500 sq. m
A2 Financial and professional services	Financial services – banks, building societies and bureaux de change, professional services (other than health or medical services) – estate agents and employment agencies, other services – betting shops, principally where services are provided to visiting members of the public	Gross Floor Area	<1000 sq. m	>1000 <2500 sq. m	>2500 sq. m
A3 Restaurants and cafés	Restaurants and cafés – use for the sale of food for consumption on the premises, excludes internet cafés (now A1).	Gross Floor Area	<300 sq. m	>300 <2500 sq. m	>2500 sq. m
A4 Drinking establishments	Use as a public house, wine-bar or other drinking establishment	Gross Floor Area	<300 sq. m	>300 <600 sq. m	>600 sq. m
A5 Hot food takeaway	Use for the sale of hot food for consumption on or off the premises	Gross Floor Area	<250 sq. m	>250 <500 sq.m	>500 sq. m
B1 Business	(a) Offices other than in use within Class A2 (financial and professional services) (b) research and development – laboratories, studios (c) light industry	Gross Floor Area	<1500 sq. m	>1500 <2500sq.m	>2500 sq. m
B2 General industrial	General industry (other than classified as in B1),The former 'special industrial' use	Gross Floor Area	<2500 sq. m	>2500 <4000 sq. m	>4000 sq. m

Land use	Use/description of development	Size	No assessment	Transport Statement	Transport Assessment/ Travel Plan
	classes, B3 – B7, are now all encompassed in the B2 use class				
B8 Storage or distribution	Storage or distribution centres – wholesale warehouses, distribution centres and repositories	Gross Floor Area	<3000 sq. m	>3000 <5000 sq. m	>5000 sq. m
C1 Hotels	Hotels, boarding houses and guest houses, development falls within this class if 'no significant element of care is provided'.	Bedrooms	<75 bedrooms	>75 <100 bedrooms	>100 bedrooms
C2 Residential institutions - hospitals, nursing homes	Used for the provision of residential accommodation and care to people in need of care.	Beds	<30 beds	>30 <50 beds	>50 beds
C2 Residential institutions – residential education	Boarding schools and training centres.	Student	<50 students	>50 <150 students	>150 students
C2 Residential institutions – institutional hostels	Homeless shelters, accommodation for people with learning difficulties and people on probation.	Resident	<250 residents	>250 <400 residents	>400 residents
C3 Dwelling houses	Dwellings for individuals, families or not more than six people living together as a single household. Not more than six people living together includes – students or young people sharing a dwelling and small group homes for disabled or handicapped people living together in the community.	Dwelling unit	<50 units	>50 <80 units	>80 units
D1 Nonresidential	Medical and health services – clinics and health centres, crèches, day nurseries, day	Gross Floor Area	<500 sq. m	>500 <1000 sq. m	>1000 sq. m

Land use	Use/description of development	Size	No assessment	Transport Statement	Transport Assessment/ Travel Plan
Institutions	centres and consulting rooms (not attached to the consultant's or doctor's house), museums, public libraries, art galleries, exhibition halls, nonresidential education and training centres, places of worship, religious instruction and church halls.				
D2 Assembly and leisure	Cinemas, dance and concert halls, sports halls, swimming baths, skating rinks, gymnasiums, bingo halls and casinos. other indoor and outdoor sports and leisure uses not involving motorised vehicles or firearms.	Gross Floor Area	<500 sq. m	>500 <1000 sq. m	>1500 sq. m
Others	For example: stadium, retail warehouse clubs, amusement arcades, launderettes, petrol filling stations, taxi businesses, car/vehicle hire businesses and the selling and displaying of motor vehicles, nightclubs, theatres, hostels, builders' yards, garden centres, POs, travel and ticket agencies, hairdressers, funeral directors, hire shops, dry cleaners.	To be determined	Discuss with appropriate highway authority	Discuss with appropriate highway authority	Discuss with appropriate highway authority

Thresholds based on other considerations

Other considerations	Transport Statement	Transport Assessment	Transport Assessment/ Travel Plan
1 Any development that is not in conformity with the adopted development plan.			Y
2 Any development generating 30 or more two-way vehicle movements in any hour.		Y	
3 Any development generating 100 or more two-way vehicle movements per day.		Y	
4 Any development proposing 100 or more parking spaces.		Y	
5 Any development that is likely to increase accidents or conflicts among motorised users and non-motorised users, particularly vulnerable road users such as children, disabled and elderly people.			Y
6 Any development generating significant freight or HGV movements per day, or significant abnormal loads per year.		Y	
7 Any development proposed in a location where the local transport infrastructure is inadequate- for example, substandard roads, poor pedestrian/cyclist facilities and inadequate public transport provisions.		Y	
8 Any development proposed in a location within or adjacent to an Air Quality Management Area (AQMA).		Y	

APPENDIX 4: CENTRES AND COMMERCIAL FRONTAGES

The following is a list of the defined centres in the Borough together with plans showing the detailed boundaries of the centres including where applicable primary and secondary frontages (see Policies LP27 and LP28). In addition there are three commercial frontages outside of centres which are shown (see Policy LP31)

Principal Centre

Gosport Town Centre (with primary frontage)

District Centres

Stoke Road (with primary and secondary frontages)

Lee-on-the-Solent Town Centre (with primary frontage)

Neighbourhood Centres

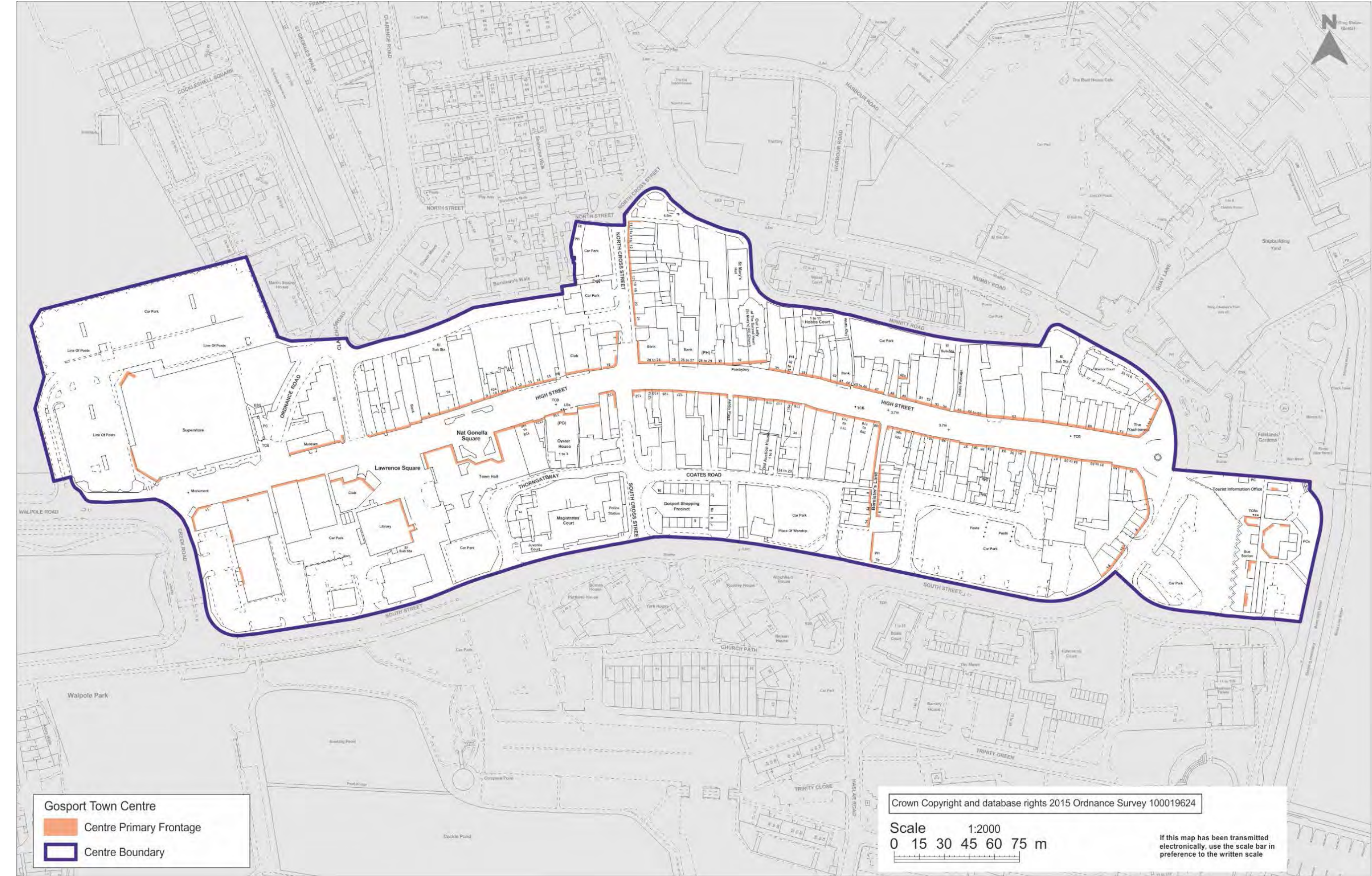
Alver Village
Alverstoke Village
Antice Court, Twyford Drive, Lee
Beauchamp Avenue
Brewers Lane
Brockhurst Road
Bury Cross
Carisbrooke Road
Dartmouth Court, Priddy's Hard
Elson Road
Forton Road/Bedford Street
Forton Road/Parham Road
Forton Road/The Crossways
Gregson Avenue
Nobes Avenue
Palmyra Road
Portsmouth Road, Lee
Queens Parade
Rowner Lane
Rowner Road
St. Nicholas Avenue
Tukes Avenue

Other Commercial frontages

Marine Parade, Lee-on-the-Solent
Martin Snape House, St George Barracks South
Royal Clarence Yard

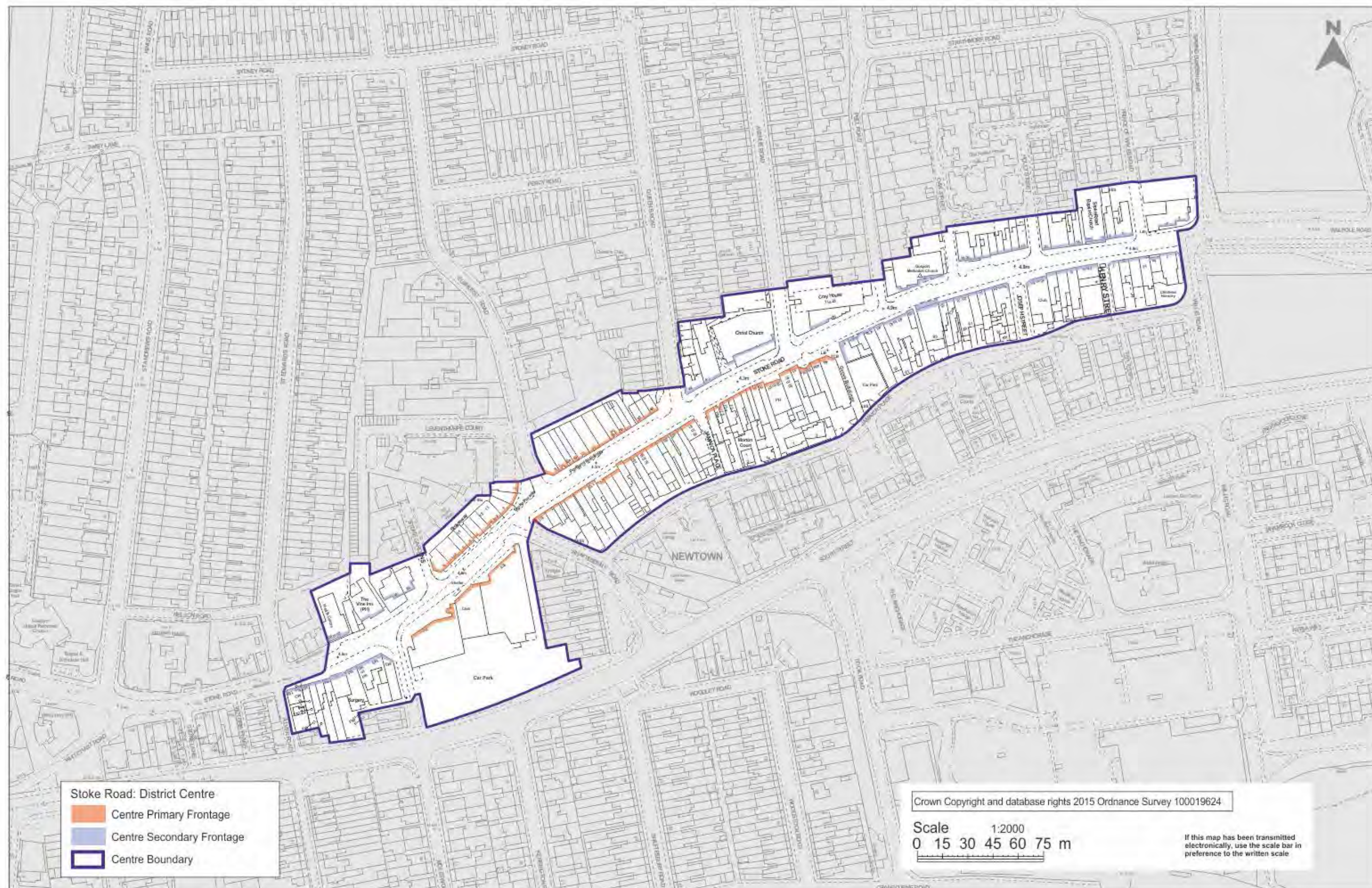
PRINCIPAL CENTRE

Gosport Town Centre: Principal Centre

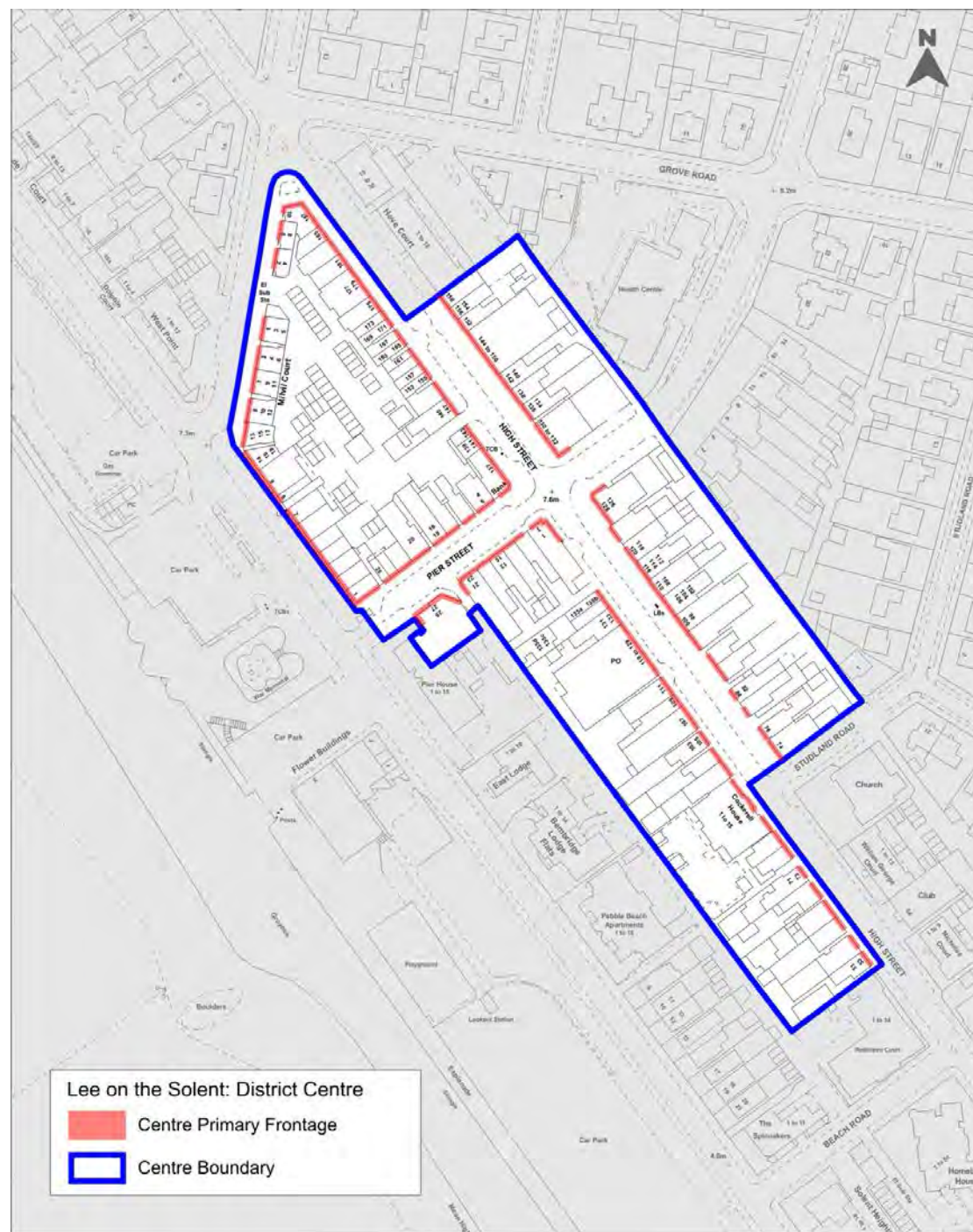


DISTRICT CENTRES

Stoke Road: District Centre



Lee-on-the-Solent: District Centre



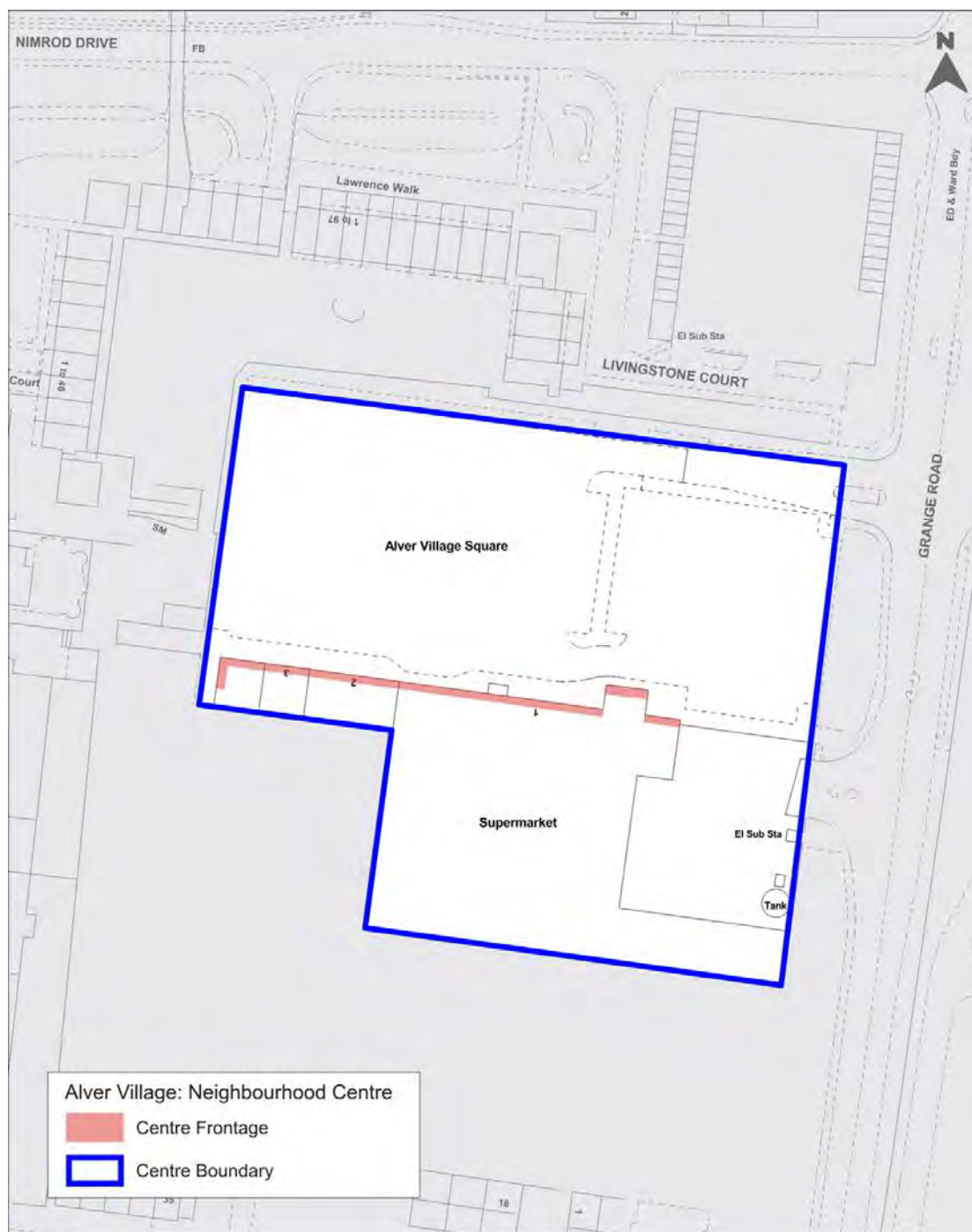
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NEIGHBOURHOOD CENTRES

Alver Village: Neighbourhood Centre



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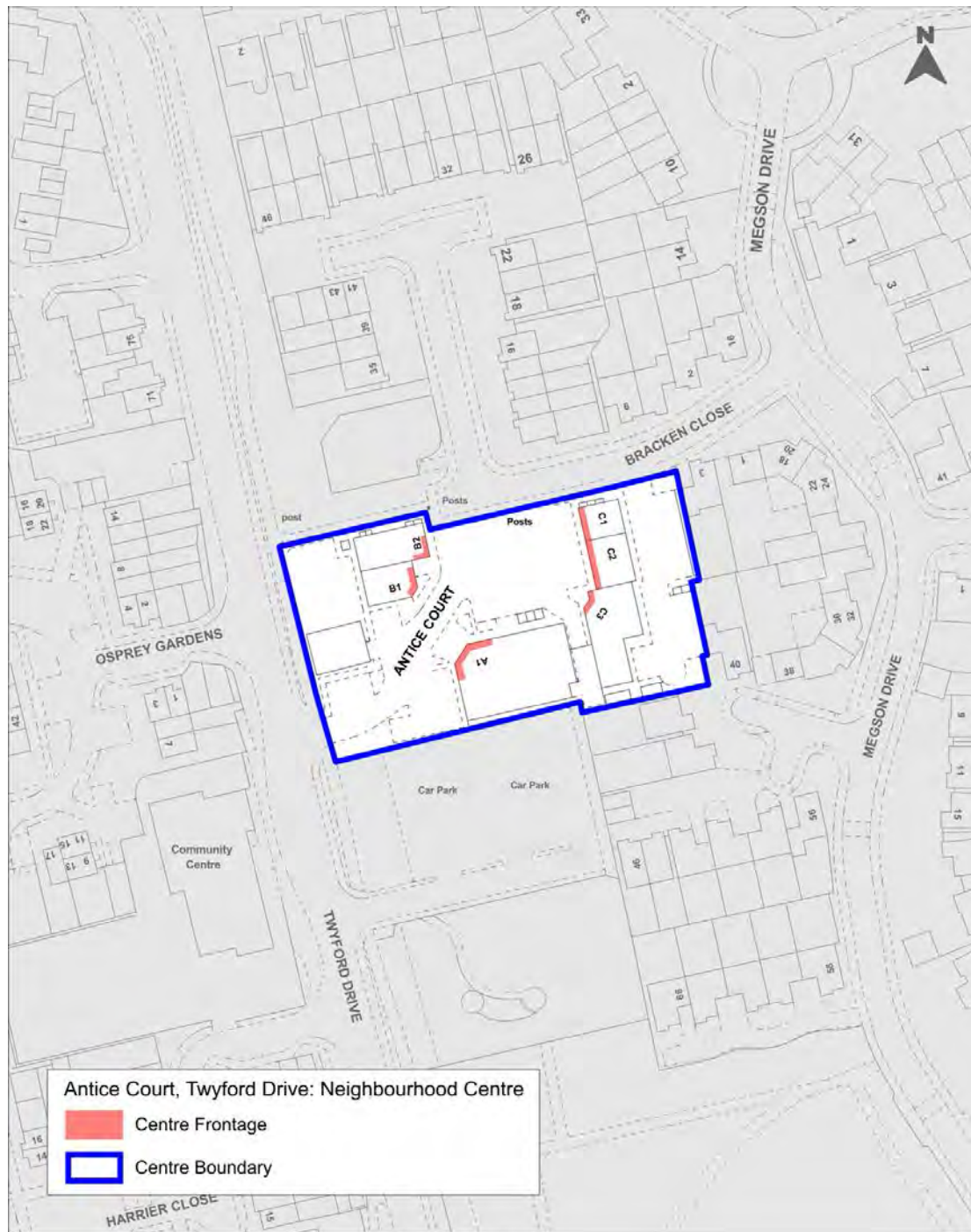
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Alverstoke Village: Neighbourhood Centre



Antice Court, Twyford Drive: Neighbourhood Centre



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Beauchamp Avenue: Neighbourhood Centre

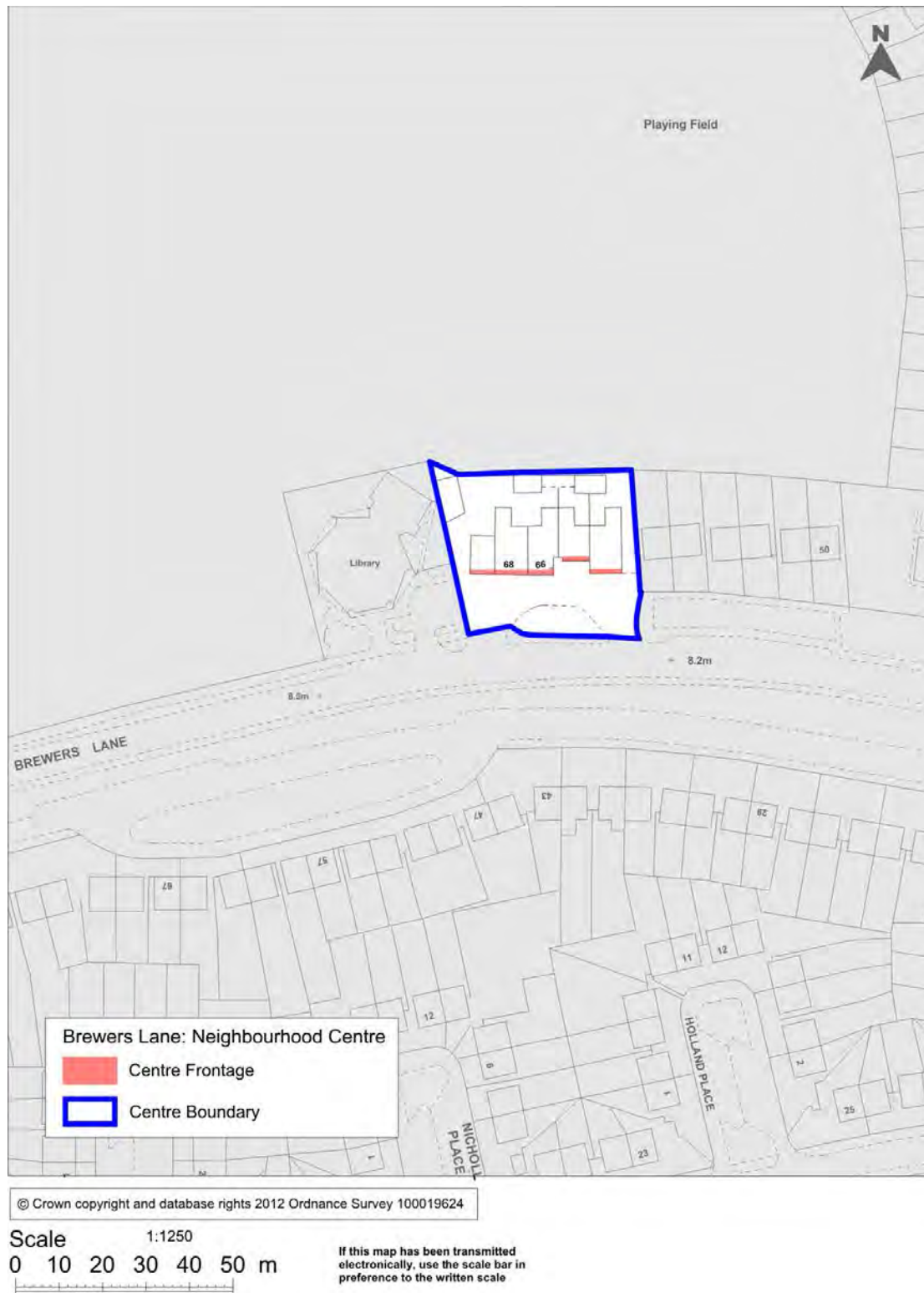


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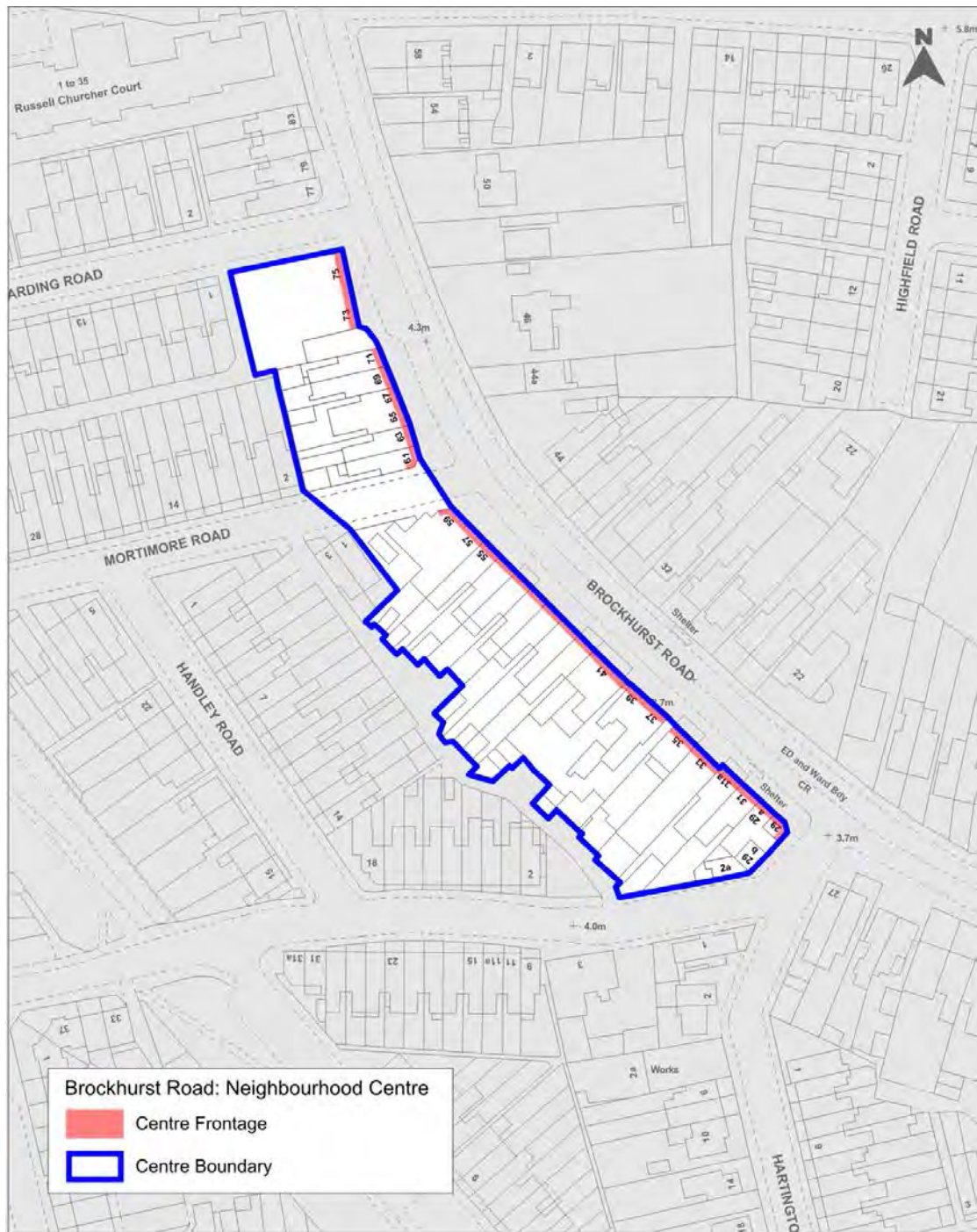
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Brewers Lane: Neighbourhood Centre



Brockhurst Road: Neighbourhood Centre

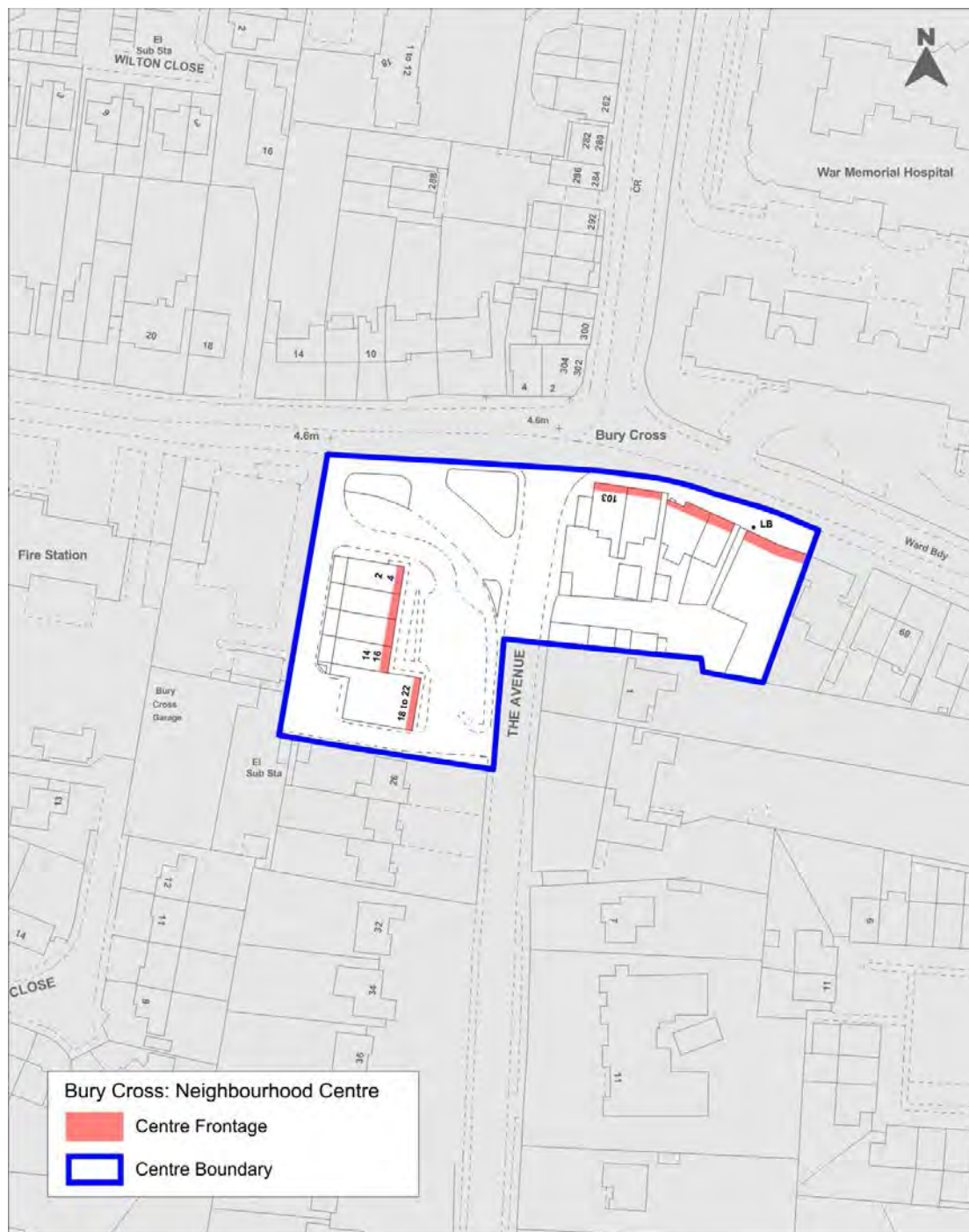


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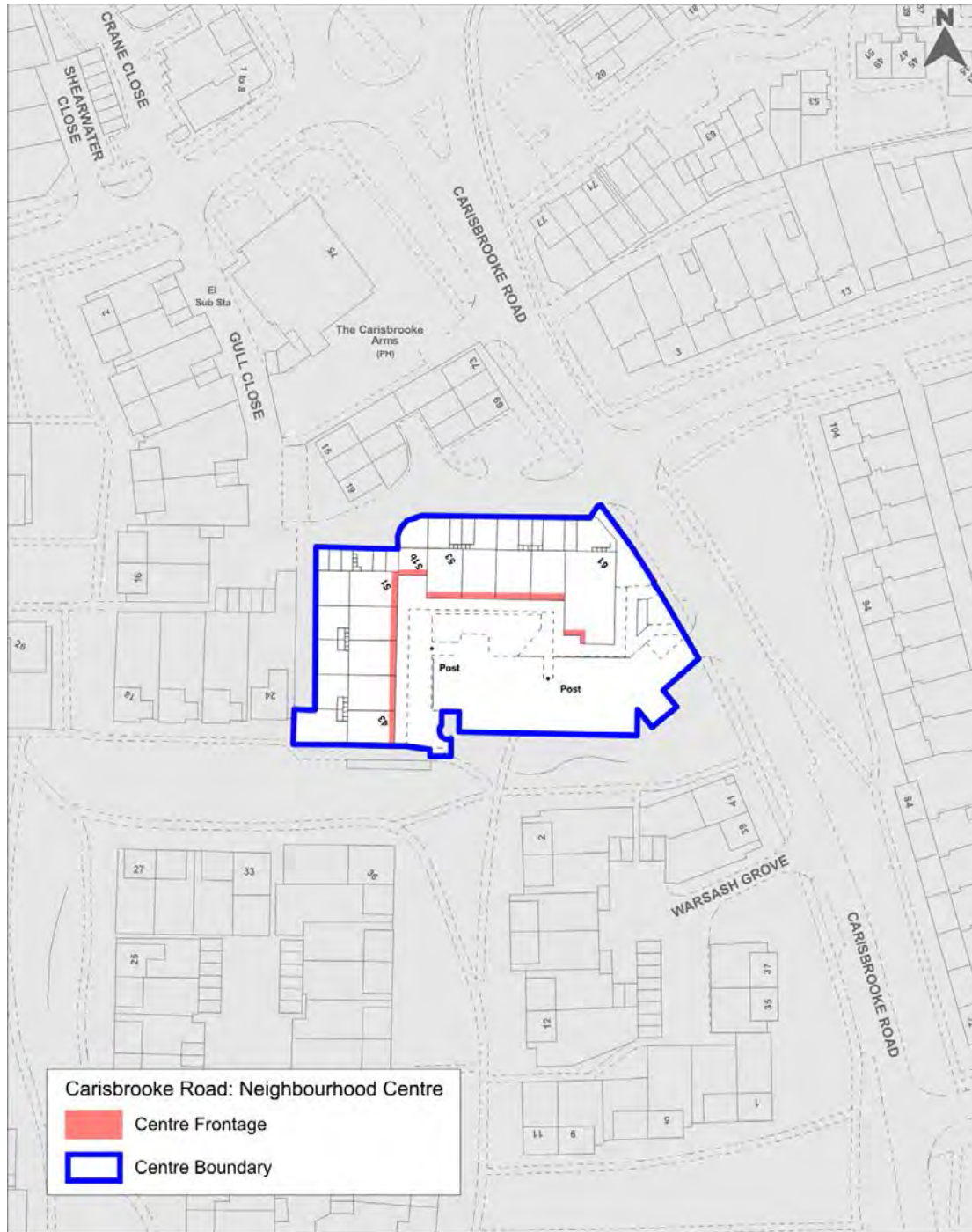
Bury Cross: Neighbourhood Centre



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Carisbrooke Road: Neighbourhood Centre

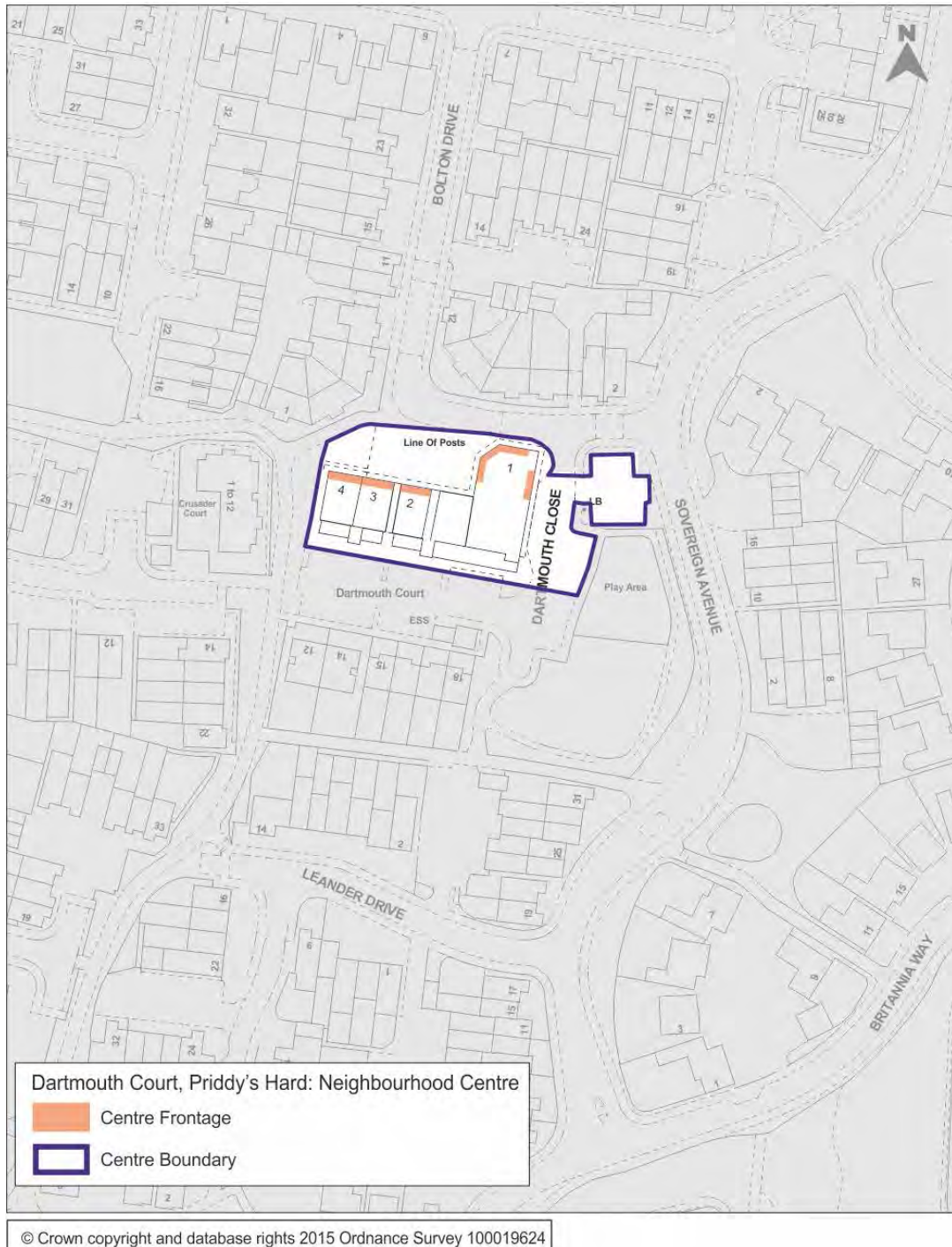


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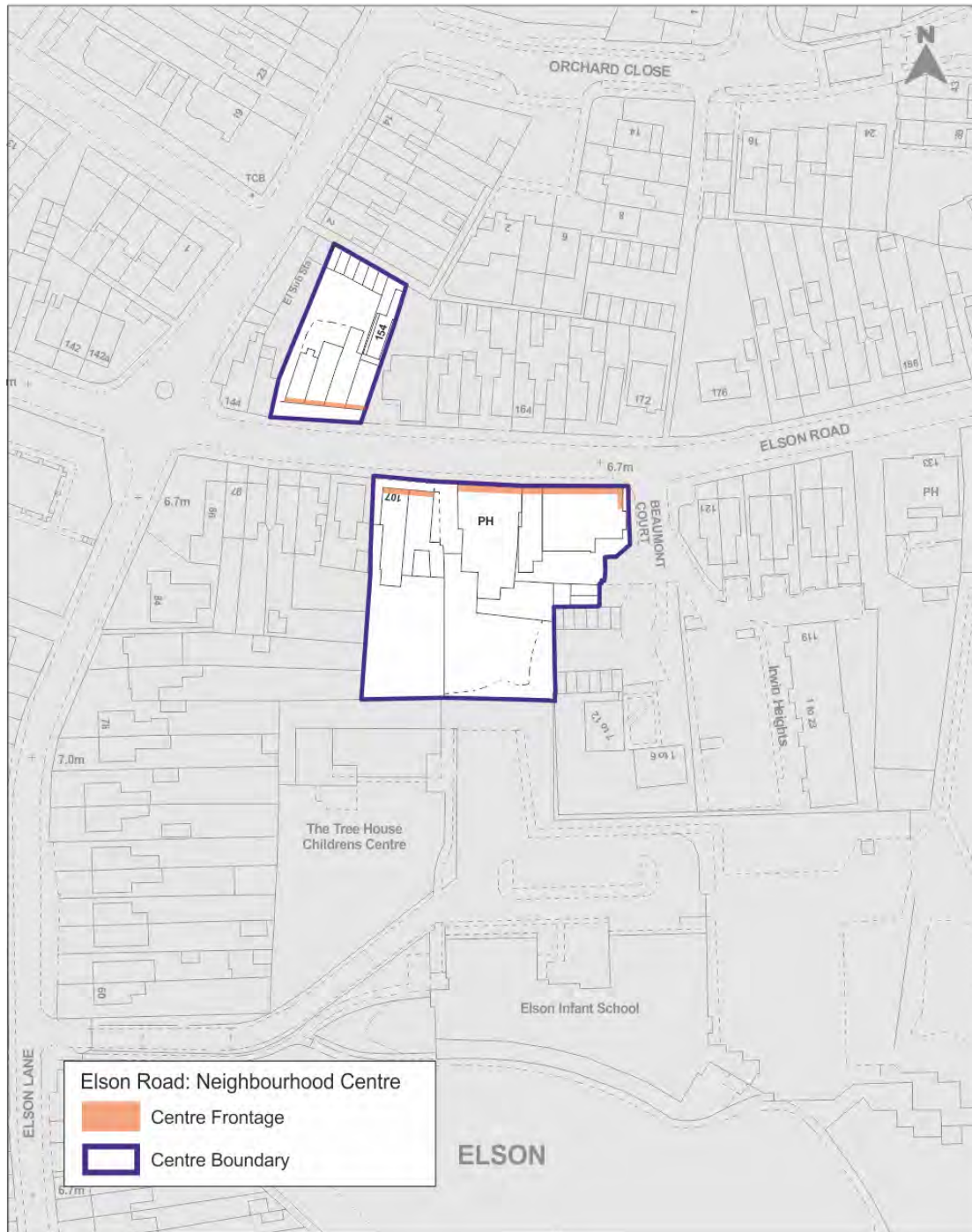
Dartmouth Court, Priddy's Hard: Neighbourhood Centre



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If this map has been transmitted electronically, use the scale bar in preference to the written scale

Elson Road: Neighbourhood Centre



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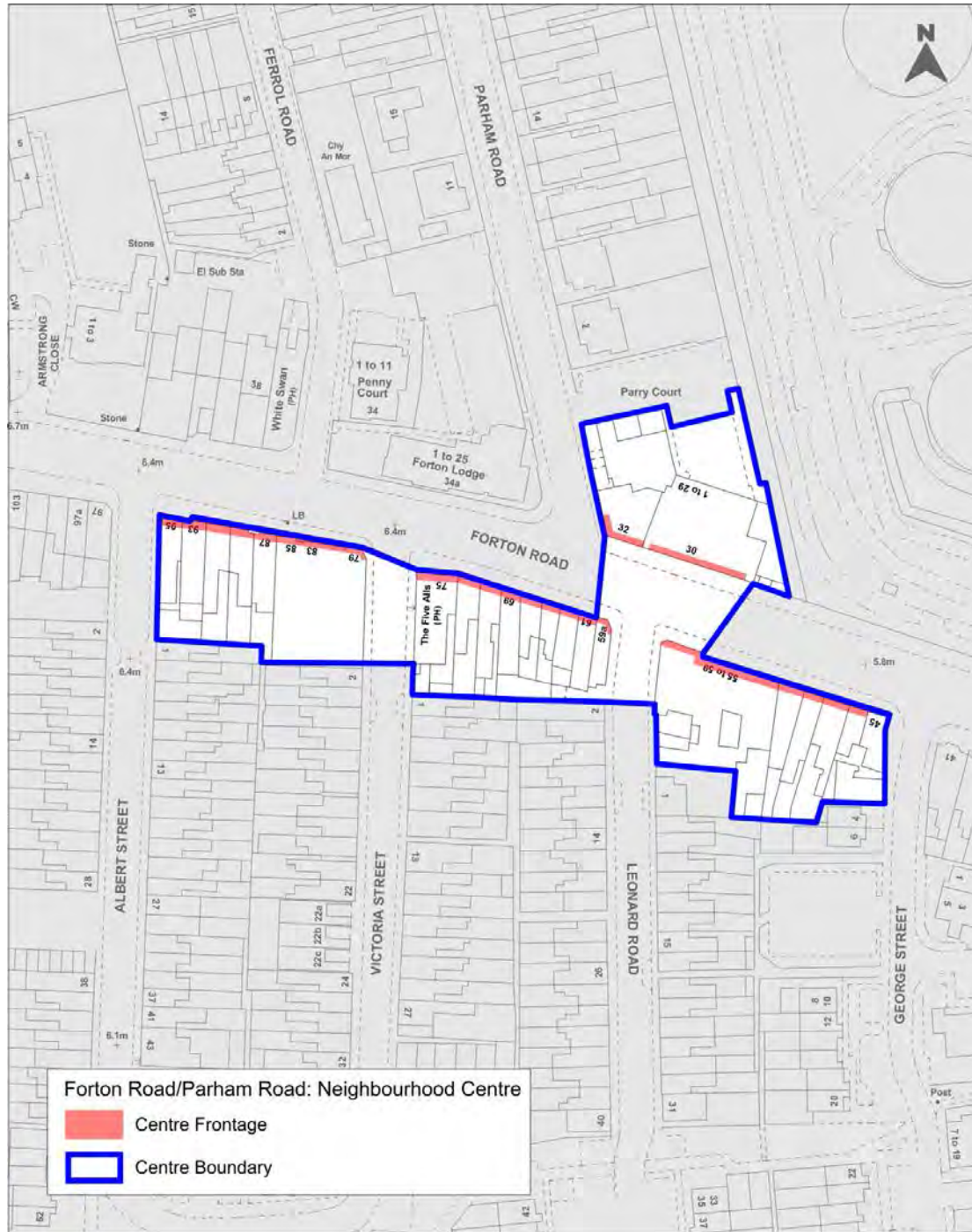
Forton Road/Bedford Street: Neighbourhood Centre



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If this map has been transmitted electronically, use the scale bar in preference to the written scale

Forton Road/Parham Road: Neighbourhood Centre

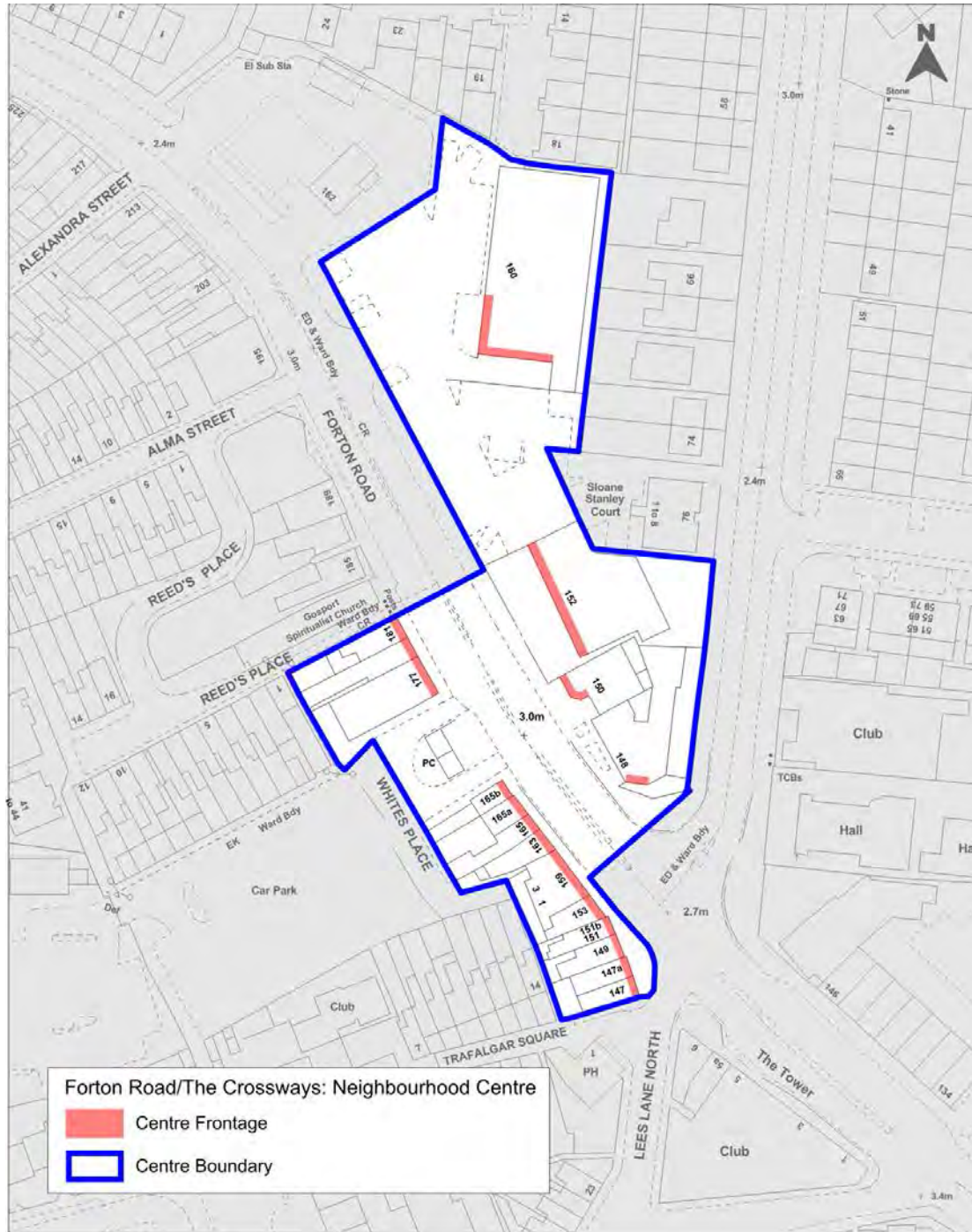


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Forton Road/The Crossways: Neighbourhood Centre



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Gregson Avenue: Neighbourhood Centre



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Scale 1:1250
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Nobes Avenue: Neighbourhood Centre



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Palmyra Road: Neighbourhood Centre



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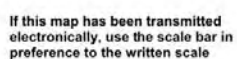
Portsmouth Road: Neighbourhood Centre



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Rowner Lane: Neighbourhood Centre



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Rowner Road: Neighbourhood Centre



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St. Nicholas Avenue: Neighbourhood Centre



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Tukes Avenue: Neighbourhood Centre



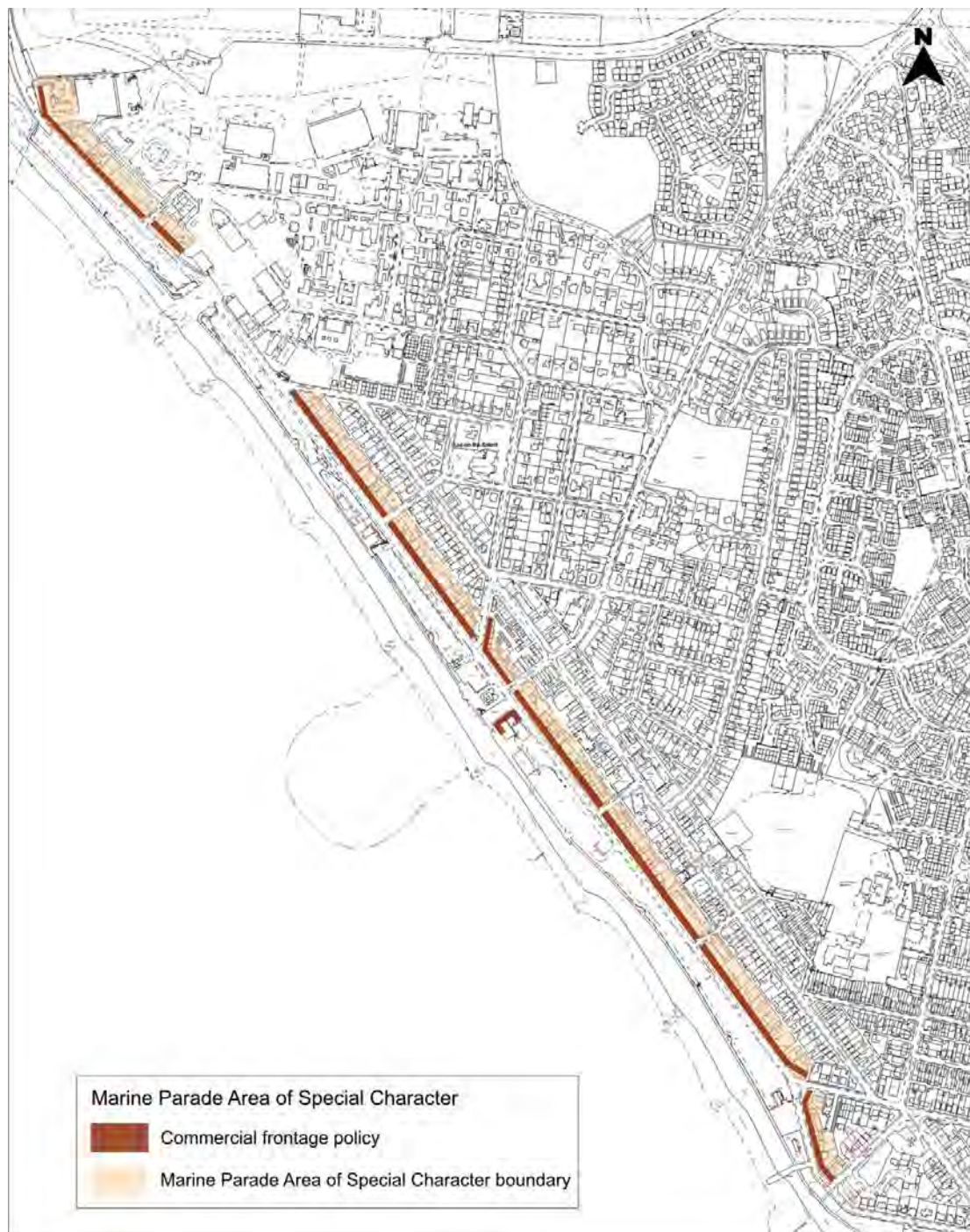
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OTHER COMMERCIAL FRONTAGES

Marine Parade Area of Special Character



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Scale

0 80 160 240 320 400 m

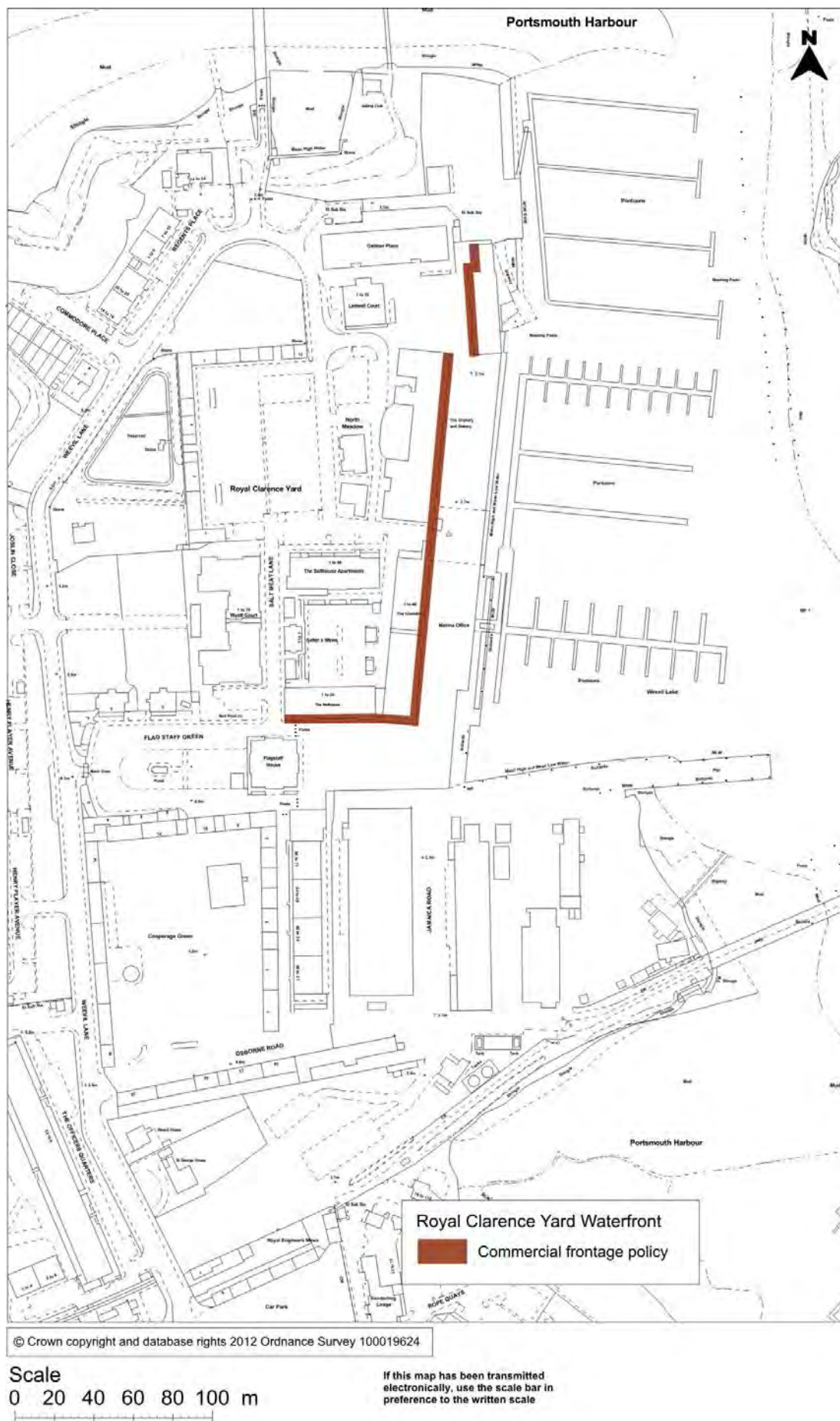


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Martin Snape House, St George Barracks South



Royal Clarence Yard Waterfront



GLOSSARY

***Note:** The Glossary is neither a statement of law nor an interpretation of the law, and its status is only an introductory guide to planning terms and should not be used as a source for statutory definitions.*

Affordable Rent

Affordable rented housing is let by Local Authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges where applicable).

Air Quality Management Areas

Local Authorities have statutory duties for local air quality management under the Environment Act 1995. They are required to carry out regular reviews and assessments of air quality in their area against standards and objectives in the national Air Quality Strategy. Where it is found these are unlikely to be met, authorities must designate air quality management areas (AQMA) and prepare and implement remedial action plans to tackle the problem.

<http://aqma.defra.gov.uk/>

Amenity

This is the positive aspects of a location which contribute to its overall character and enjoyment by residents or visitors.

Biodiversity

This can be defined as the variety of all forms of life, from genes to species, through to the broad scale of ecosystems.

<http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/importance/default.aspx>

Brownfield

See Previously Developed Land.

Buildings at Risk Register

The Register, published annually, brings together information on all Grade I and II* listed buildings, and Scheduled Ancient Monuments (structures rather than earthworks), known to Historic England to be 'at risk' through neglect and decay, or vulnerable to becoming so.

<http://www.historicengland.org.uk/advice/heritage-at-risk>

Clawback

The ability of a retail store to retain trade from customers who may otherwise travel further afield.

Coastal Squeeze

The term 'coastal squeeze' is applied to the situation where the coastal margin (such as a salt marsh) is squeezed between the fixed landward boundary (such as a sea wall) and the rising sea level. In such cases the coastal habitat is unable to move landward due to the presence of built development and consequently over time the area of habitat is reduced as sea level rises.

Combined Heat and Power (CHP)

Combined heat and power (CHP) refers to generating electricity at or near the place where it is used. The waste heat from the electricity generation can be used for space heating, water heating, process steam for industrial steam loads, humidity control, air conditioning, water cooling, product drying, or for nearly any other thermal energy need. The end result is significantly more efficient than generating each of these separately.

Comparison Goods

Retail items such as electrical goods, clothing, furniture and household equipment which are not purchased on a regular basis.

Conservation Area

An area which is of special historic or architectural character and is worthy of preservation designated by the Local Planning Authority under the Planning (Listed Buildings and Conservation Areas) Act 1990.

<http://www.english-heritage.org.uk/caring/listing/local/conservation-areas/>
<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/conservation-areas/area-designation/>

Continuing Care Retirement Communities (CRCC)

CCRCs are large-scale extra care accommodation comprising 'an all-embracing comprehensive alternative to both sheltered housing and residential care providing for a whole range of needs and individual circumstances' (DoE 2004).

<http://www.jrf.org.uk/publications/planning-continuing-care-retirement-communities-issues-and-good-practice>

Convenience Goods

Goods purchased on a regular basis such as food, toiletries and other grocery items.

Department for Communities and Local Government (DCLG)

This is a Government Department that has a responsibility for building the capacity of communities to shape and protect their own future. One of their responsibilities is to set national planning guidance.

<http://www.communities.gov.uk/corporate/>

Design Codes

A design code is a set of illustrated design rules and requirements which instruct and may advise on the physical development of a site or area. The graphic and written components of the code are detailed and precise, and build upon a design vision such as a masterplan and development framework for a site or area

http://planningguidance.planningportal.gov.uk/blog/guidance/design/which-planning-processes-and-tools-can-we-use-to-help-achieve-good-design/#paragraph_036

Development Plan Documents (DPDs)

These spatial planning documents are a key element of the Local Development Framework, which will eventually replace the Local Plan Review. DPDs are subject to independent examination and will form the development plan for a local authority area.

Employment Land Review (ELR)

The primary purpose of the Employment Land Review is to assess the demand for and supply of land for employment in the local authority area. It includes an assessment of available and/or potential sites. Gosport Borough Council's ELR can be viewed at:

<http://www.gosport.gov.uk/localplan2029-evidencestudies>

Historic England

A Government funded organisation which promotes conservation of the historic environment. It advises the Government on the selection of Listed Buildings and monuments for protection.

<http://www.historicengland.org.uk/>

Environment Agency

A statutory body whose duties are to protect and enhance the environment across England and Wales. Its principal functions are to prevent and control pollution, water, resources, flood defence, fisheries, conservation, navigation and recreation.

<http://www.environment-agency.gov.uk/>

General Permitted Development Order (GDPO)

A set of regulations made by the Government which grants planning permission for certain types of minor developments (such development is then referred to as permitted development).

Greenfield

Land upon which no previous development has taken place.

Habitats Regulation Assessment (HRA)

The Habitats Directive of Natural Habitats and of Wild Fauna and Flora requires an Appropriate Assessment to be undertaken to assess the impacts of the land-use plan against the conservation objectives of a European site and to ascertain whether it would adversely affect the integrity of that site. Where significant negative effects are identified, alternative options should be examined to avoid any potential damaging effects. Appropriate Assessment applies to the Development Plan Documents.

[http://www.gosport.gov.uk/localplan 2029-evidencestudies/](http://www.gosport.gov.uk/localplan%202029-evidencestudies/)

Hampshire Biodiversity Action Plan

This sets out a detailed 10 year programme of action for protecting and enriching nature in Hampshire.
<http://www.hampshirebiodiversity.org.uk/action.html>

Hampshire Local Transport Plan 2011-2031

The Local Transport Plan sets out the County Council's transport strategy up to 2031. It explains how the strategy has been designed to achieve wider policy objectives, such as improving the quality of life, protecting the environment and securing economic prosperity.

<http://www3.hants.gov.uk/hampshire-transport/local-transport-plan.htm>

Housing Trajectory

The housing trajectory anticipates the rate at which future housing supply will be delivered.

Indices of Deprivation

A ward-level index made up of six indicators (income; employment; health deprivation and disability; education; skills and training; housing; and geographical access to services). IMD can help to identify areas for regeneration.

Intermediate Housing (Shared Ownership)

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

Lifetime Homes

Lifetime homes are designed to meet the needs of their occupants throughout their lifetime. They provide accessible and adaptable accommodation for everyone, from young families to older people and individuals with a temporary or permanent physical impairment. (see www.lifetimehomes.org.uk for further information).

Listed Building

A building listed by the Secretary of State for the Department of Culture, Media and Sport as being of special architectural or historic interest.

<https://historicengland.org.uk/listing/what-is-designation/listed-buildings/>

<http://www.gosport.gov.uk/listed-buildings/>

Local Development Framework (LDF)

This is the name for the portfolio of Local Development Documents introduced by the Planning and Compulsory Purchase Act 2004. It consists of Development Plan Documents, Supplementary Planning Documents, a Statement of Community Involvement, the Local Development Scheme and Authority Monitoring Reports.

<http://www.gosport.gov.uk/ldf>

Local Education Authority (LEA)

This is part of a Council that is responsible for education within that council's jurisdiction. In this case, Hampshire County council is the LEA.

<http://www3.hants.gov.uk/learning>

Local Enterprise Partnership (LEP)

A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area. The LEP covering the Gosport area is the Solent LEP.

<http://www.solentlep.org.uk/>

Local List (of requirements to support a planning application)

A list of supporting material to be provided by an applicant to support a planning application

<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/applying-for-planning-permission/>

Local Listed Buildings

A list of buildings and structures which are of local interest due to their character or contribution to the street scene, but which are not of sufficient quality to warrant listing by the Department of Culture, Media and Sport.

<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/>

Local Nature Reserve

Non-statutory habitats of local significance designated by local authorities where protection and public understanding of nature conservation is encouraged.

Local Strategic Partnership

An partnership that brings together organisations from the public, private, community and voluntary sector within a local authority area, with the objective of improving people's quality of life.

National Planning Policy Framework (NPPF)

The NPPF sets out the Government planning policies for England and how these are expected to be applied.

<http://www.communities.gov.uk/publications/planningandbuilding/nppf>

National Planning Practice Guidance (NPPG)

National guidance to support the NPPF.

<http://planningguidance.planningportal.gov.uk/>

Natural England

Its role is to work for people, places and nature, to enhance biodiversity, landscapes and wildlife in rural, urban, coastal and marine areas; promoting access, recreation and public well-being, and contributing to the way natural resources are managed so that they can be enjoyed now and in the future.

<http://www.naturalengland.org.uk/>

Partnership for Urban South Hampshire (PUSH)

A partnership of twelve Local Authorities (East Hampshire District Council, Eastleigh Borough Council, Fareham Borough Council, Gosport Borough Council, Hampshire County Council, Havant Borough Council, Isle of Wight Council, New Forest District Council, Portsmouth City Council, Southampton City Council, Test Valley Borough Council and Winchester City Council) whose aims are to ensure that the necessary economic growth in south Hampshire to allow quality jobs and a good standard of living is matched by the need to secure significant investment in infrastructure for government and developers to bring about a bright present and an even brighter future for all its residents - existing or to come.

<http://www.push.gov.uk/>

Previously Developed Land (Brownfield)

This is defined in the National Planning Policy Framework as "land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time."

Public realm

Those parts of a village, town or city (whether publicly or privately owned) available for everyone to use. This includes streets, squares and parks.

Primary Shopping Frontages

Primary frontages are those that are in the main shopping area and are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods.

Ramsar Site

A wetland of international importance designated by Government under the terms of the Ramsar Convention.

<http://www.jncc.gov.uk/page-161>

<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/nature-conservation/international-sites/>

Safeguarding area/zone

An area defined in Circular 01/03: Safeguarding aerodromes, technical sites and military explosives storage areas, to safeguard such sites.

Scheduled Ancient Monument (SAM)

Nationally important archaeological sites included in the Schedule of Ancient Monuments maintained by the Secretary of State under Ancient Monument and Archaeological Areas Act 1979.

<https://www.historicengland.org.uk/listing/the-list>

http://www.culture.gov.uk/what_we_do/historic_environment/4171.aspx/

<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/conservation/conservation-guide/scheduled-ancient-monuments/>

Schools Organisation Plan (SOP)

This is a document which all Local Education Authorities should produce. In Gosport's case, this is Hampshire County Council. SOPs provide a position statement on policies guiding the provision of school places and are a valuable planning tool to respond to new developments and the need to review surplus places.

<http://www3.hants.gov.uk/education/schools/school-places.htm>

Secondary Shopping Frontages

A retailing area, secondary to the primary shopping frontage, that provides greater opportunities for a diversity of uses.

Section 106 Agreement

A legal agreement under section 106 of the 1990 Town & Country Planning Act. Section 106 agreements are legal agreements between a planning authority and a developer, or undertakings offered unilaterally by a developer, that ensure that certain extra works related to a development are undertaken.

Settlement Gap

Settlement Gaps define the identity of individual settlements, preventing them from merging into one continuous urban area.

Shared Ownership

New or existing dwelling that is sold on a part-rent/part-sale basis.

Site of Importance for Nature Conservation (SINC)

Sites within Hampshire that are of particular importance for nature conservation, containing habitats or features which are effectively irreplaceable (excluding statutory designated sites). Designated by Hampshire County Council in liaison with the Hampshire and Isle of Wight Wildlife Trust.

<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/nature-conservation/local-sites/>

Site of Special Scientific Interest (SSSI)

Site of Special Scientific Interest as designated by English Nature under the Wildlife and Countryside Act 1981 to afford protection to flora, fauna, geological or physiological features of special interest being of national importance.

<http://www.sssi.naturalengland.org.uk/Special/sssi/index.cfm>

<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/nature-conservation/national-sites/>

Social-Rented Housing

Rented housing owned by Local Authorities and private registered providers for which guideline target rents are determined through the national rent regime.

Solent Transport Strategy

This sets out the broad strategy within which Hampshire County Council, Isle of Wight Council, Portsmouth City Council and Southampton City Council aim to manage the transportation challenges and opportunities that the South Hampshire Sub-Region will face over the next 20 years.

<http://www3.hants.gov.uk/tfsh/>

<http://www3.hants.gov.uk/transport/local-transport-plan.htm>

Special Area of Conservation (SAC)

This is a site designated under the European Community Habitats Directive, to protect internationally important natural habitats and species.

<http://www.jncc.gov.uk/page-23>

<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/nature-conservation/international-sites/>

Special Protection Area (SPA)

This is designated by the Government under the European Community Directive on Wild Birds to protect internationally important bird species.

<http://www.jncc.gov.uk/page-162>

<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/nature-conservation/international-sites/>

Strategic Housing Land Availability Assessment (SHLAA)

Strategic Housing Land Availability Assessment is a document that aims to identify the sources of residential supply, identifies the opportunities, assesses the likely housing yield on sites, estimates the likely level of windfall and analyses constraints on sites. Gosport Borough Council's SHLAA can be viewed at:

<http://www.gosport.gov.uk/shlaa>

Strategic Housing Market Assessment (SHMA)

A Strategic Housing Market Assessment (SHMA) is a framework to analyse the supply/demand dynamic at the sub-regional level. The scale of the SHMA is not prescribed, however, it is anticipated it will cover more than one local authority boundary. Gosport is included in a SHMA which covers the PUSH authorities in South Hampshire.

Supplementary Planning Documents (SPDs)

Supplementary Planning Documents may cover a range of issues, both thematic and site specific, which may expand policy or provide further detail to policies in a Development Plan Document.

<http://www.gosport.gov.uk/sections/your-council/council-services/planning-section/local-development-framework/supplementary-planning-documents/>

Supported Housing

Housing schemes for client groups who need additional support or care such as frail elderly or people with learning difficulties.

Sustainable Development

Sustainable Development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs (Bruntland Commission 1987).

<http://www2.defra.gov.uk/environment/economy/sustainable/>

<http://www.sd-commission.org.uk/>

Sustainable Drainage Systems (SUDs)

Sustainable Drainage Systems are a range of management practices and control mechanisms that drain surface water in a way that mimics natural drainage and reduces the adverse impacts on river regimes and the risk of erosion, flooding and ecological drainage.

<http://www.susdrain.org/>

Sustainability

Sustainability, as defined by the government, is 'enabling everyone in the world to satisfy their basic needs and enjoy a better quality of life without compromising the quality of life of future generations'.

That means considering three aspects:

- living within environmental limits, protecting limited natural resources and limiting climate change;

- stimulating strong, healthy communities and a just society; and
- building a strong, stable economy.

Sustainability Appraisal (SA)

The purpose of a Sustainability Appraisal (SA) is to promote sustainable development through the integration of social, economic and environmental considerations into the preparation of new or revised Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs).

Travel Plan

A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

Tree Preservation Order

A mechanism for securing the preservation of single or groups of trees of acknowledged amenity value. A tree subject to a tree preservation order may not normally be topped, lopped or felled without the consent of the local planning authority.

Urban Fringe

The urban fringe is the transitional area between urban areas and the countryside. It can provide a valuable resource for the provision of sport and recreation, particularly in situations where there is an absence of land within urban areas to meet provision.

Use Classes Order

The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class.

Windfall Site

Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

Zero carbon

The UK government's target is to make all new homes zero carbon from 2016, demanding that all emissions from the house and the activities that take place within it must be net zero over the course of a year. The precise definition is subject to change. For further explanation <http://www.zerocarbonhub.org/definition.aspx>

Gosport Borough Council is committed to equal opportunities for all.

**If you need this document in large print, on tape, CD,
in Braille or in another language, please ask.**

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