

Policy RA6: Royal Haslar Hospital

Introduction

- 3.322 Royal Haslar Hospital was the first purpose-built naval hospital in England. The hospital 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 and Gardens of Special Historic Interest¹⁹³. The hospital site includes a number of listed buildings and other important historic buildings. 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 Appraisal¹⁹⁴.
- 3.323 The Royal Haslar Hospital closed as a military hospital in 2007 and the NHS ceased operating from the site in July 2009. A planning application for a comprehensive redevelopment of the site was approved in 2014. This outline consent (ref: 12/00591/OUT) comprised:
- 286 residential units (Class C3 use);
 - Continuing Care Retirement Community of 60-bed Care Home, communal facilities and 244 self-contained retirement units (Class C2 use);
 - Offices and Business Units (Class B1 use);
 - Health Centre (Class D1 use);
 - Hotel of up to 78 beds and health club/spa (Class C1 use);
 - Tearooms/Restaurant/Bar (Class A3/A4 use);
 - Convenience Store (Class A1 use); and
 - Church, Public Hall and Heritage Centre (Class D1 use).
- 3.324 Subsequently, reserved matters planning permission has been granted for parts of the site, enabling the implementation of the outline consent. This includes:
- Phase 1 – 136 C2 self-contained units within the main hospital building (ref: 14/00491/DETS);
 - Phase 2 – 93 C2 self-contained units (25 C2 units in Building 102, 32 C2 units in Building 103, and 36 C2 units in Canada Block (which is complete)) and 8 C3 units in G Block (which is complete), and a 60 bed care home in Building 104 (ref: 15/00117/DETS);
 - Phase 3 – 120 C3 units within Zymotic Wards and the erection of 5 new buildings (ref: 15/00683/DETS).
 - Phase 4 – 140 C3 units in existing Building 27 and newbuild Buildings 110 and 111, a 71-bed hotel, 4,421 sqm of Class E

¹⁹³ <https://historicengland.org.uk/listing/the-list/list-entry/1001558>

¹⁹⁴ www.gosport.gov.uk/conservation-area-appraisals

employment, and 1,187 sqm of Class F community uses (ref: 24/00313/DETS).

- Additional application – change of use of part of main hospital building to 74 C3 units (with the loss of 16 C2 units), an extension to the underground carpark and a 446 sqm Class E community medical centre (ref: 22/00232/FULL).

3.325 When accounting for the development permitted by the outline consent, the subsequent reserved matters, and the additional application, there remains 15 C2 units from the outline consent which have no reserved matters consent.

3.326 Given the length of time the development has taken to complete its initial phases, and with different elements being subject to change through subsequent proposals, it is important to retain a policy framework for the site and where necessary review certain criteria. Given the site's history and the developer's original vision as consented at the outline stage, it will be important to retain medical and care uses on-site going forward.

POLICY RA6: ROYAL HASLAR HOSPITAL

1. Land at Royal Haslar Hospital, as shown on the Policies Map, is allocated for the following mixed-use development:

- a) Up to 300 residential dwellings (Class C3 use);**
- b) Up to 320 retirement/care units (Class C2 use);**
- c) Provision of a community medical centre of at least 450 sqm and associated health and care uses;**
- d) Provision of a community leisure centre of at least 1,200 sqm;**
- e) Employment uses of up to 4,000 sqm (Class E use) including the reuse of buildings for offices and workshops, and tourism;**
- f) Small-scale retail facilities and services to serve the site and the local community;**
- g) An 80-bed hotel (Class C1); and**
- h) A local heritage centre of at least 500 sqm.**

2. Development proposals should address the following design, heritage and environmental objectives:

- a) The listed buildings and the Registered Park and Garden are conserved and where appropriate enhanced;**
- b) Sustainable modes of travel are prioritised;**
- c) Public access to the Registered Park and Garden and the Solent promenade is secured and enhanced and incorporated within the Gosport Waterfront Trail;**
- d) Development proposals must avoid or mitigate any adverse**

impacts on internationally important habitats in accordance with Policy D5; and

e) The Haslar Hospital Site of Importance for Nature Conservation (SINC) is protected and opportunities are taken to enhance it.

3. Current and future flood risk from all sources of flooding must be fully taken into account in accordance with Policy D7.

4. Proposals for the site will need to accord with other policies within the Local Plan.

EXPLANATION OF POLICY RA6

Mixed-use regeneration (Point 1 of Policy RA6)

- 3.327 Reflecting the outline consent and subsequent proposals, it is envisaged that the site will be used for medical, leisure, health and care, and residential purposes. Due to the large amount of floorspace at Royal Haslar Hospital there are a range of uses that could be accommodated on the site which are compatible with these health-related and residential uses. It will be important to create as many jobs as possible to replace the ones that were previously located on the site, and help address the current residential/employment imbalance within the Borough.
- 3.328 Residential may represent the best use of most of the new and existing buildings. It is considered that up to 300 dwellings (Class C3) and upto 320 retirement/care (Class C2) units could be accommodated on the site in addition to an 80-bed (Class C1) hotel.
- 3.329 The site is also suitable for a range of medical and health uses including public and private medical and health facilities and specialist practices. The site has the potential to play an important role in meeting the demands of an increasingly ageing population. A medical centre of at least 450 sqm should be accommodated within a suitably located building to support the health needs of existing and future residents. Care facilities including a veteran's village, and/or a Continuing Care Retirement Community (CCRC) and extra-care facilities, would also be supported. Recent proposals have included a 1,300 sqm basement health club featuring a gym and exercise studio, swimming pool and spa, treatment rooms and a lounge/bar, which are supported.
- 3.330 There are opportunities for up to 4,000 sqm of employment floorspace including office and workshop type uses (particularly in the north-east and north-west 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.

- 3.331 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 Council's latest evidence. Small-scale in this instance is considered to be approximately 300 sqm (net) of convenience floorspace and should be located close to the existing entrance.
- 3.332 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. Any retail proposals will need to accord with the policy tests set out in the NPPF and Local Plan retail policies.
- 3.333 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. A 78-bed hotel with accompanying facilities was granted at outline stage and approved in application 24/00313/DETS. 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.
- 3.334 The outline consent included the provision of a local heritage centre, telling the compelling story of the site, its history and redevelopment. It is important that this heritage centre is delivered and public access provided, so as to add to the range of tourism attractions which play an increasingly important role in the Borough's economy.

Design, heritage and environmental objectives (Point 2 of Policy RA6)

- 3.335 Proposals will need to consider national and Local Plan policies regarding the preservation and enhancement of designated and non-designated heritage assets.
- 3.336 As Royal Haslar Hospital is a Registered Park and Garden, particular regard will be given to protecting the unique historic landscape in development proposals. Where proposals are made for the 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 and where appropriate opportunities are taken to enhance the assets.
- 3.337 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 supporting material demonstrating how the proposal respects the historic features and setting of the hospital site. 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.

- 3.338 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. The site also includes significant burial areas which need to be protected.
- 3.339 Another important objective for the redevelopment of the site is to ensure public access to the historic grounds, which has been secured through a Section 106 agreement. The Council will also require that public access to the Solent frontage is secured and retained with links to the historic park. The site should be included within the Council's Gosport Waterfront Trail with appropriate wayfinding and interpretation. The Waterfront Trail may also lend itself to a public art intervention. Given the scale of residential development onsite, it is considered appropriate that a children's playground be provided in a suitable location.
- 3.340 Due to its location on a peninsula that is accessed to the east by a single-lane bridge, the capacity for vehicular access to the site is limited. In line with Policy D12, sustainable transport modes should be prioritised and quality links made to the nearby walking and cycling network including the England Coast Path.
- 3.341 The site is adjacent to internationally important habitats, namely the Solent and Dorset Coast SPA and a Solent Wader and Brent Geese site, and therefore appropriate nature conservation measures should be taken, in line with Policy D5.
- 3.342 Pre-development, when the Royal Haslar Hospital was fully active, the Haslar Hospital Site of Importance for Nature Conservation (SINC) functioned as part of the open green space within the site, fitting within the historic parkland that covers much of the centre of the site. As such, it was subject to a management regime that favoured the establishment and proliferation of the floral species for which it is designated, especially the Autumn Ladies-tresses' Orchids. Further additional development proposals will therefore need to demonstrate that the SINC is protected during both the construction and occupation periods in line with Policy LE5.

Flood Risk (Point 3 of Policy RA6)

- 3.343 Flood risk is a key consideration for development proposals at Royal Haslar Hospital. A Flood Risk Assessment (FRA) will be required demonstrating that the development is safe from all sources of flooding without increasing flood risk elsewhere and where possible will reduce flood risk overall. Any

site-specific FRA will need to accord with the flood risk matters identified in Policies D7. In the case of development proposals at Royal Haslar Hospital, a site-specific FRA(s) should also address the following matters:

- Safe access and escape from the site should a severe flooding event occur;
- All development proposals should address the condition of the existing Haslar Sea Wall defences and the risks of defence failure and potential overtopping of sea defences; and
- Ensure appropriate flood risk management measures are in place including defence infrastructure at Haslar Sea Wall. The consideration and design of such measure must take into account the long-term effects of climate change including sea level rise and surface water flooding.

3.344 PfSH has prepared a Strategic Flood Risk Assessment (SFRA) for the sub region¹⁹⁵. This document provides further detail relating to particular flood risk issues from all sources of flooding for this site and also sets out the Council's approach for how flood risk should be managed, as part of an agreed approach to flood risk management and mitigation in this location. The SFRA should be taken into consideration as a starting point in preparing any site-specific FRA(s) and further discussions with the Council regarding flood risk management and mitigation measures.

3.345 It is recognised that understanding the condition and longevity of the Haslar Sea Wall and its current and long-term maintenance is a key consideration. Detailed discussions with the Council (including the Coastal Partners) and the Environment Agency will be required.

3.346 The long-term maintenance of any identified flood risk management measures over the lifetime of the proposed development will be secured through a Section 106 planning obligation (or equivalent).

Links with other policies (Point 4 of Policy RA6)

3.347 It is essential that proposals for the former hospital site link well with adjacent sites, particularly Blockhouse. Proposals should also address all other Local Plan Policies, this includes in relation to:

- flood defences and other flood mitigation measures;
- public transport and active travel schemes;
- provision of sufficient sewerage infrastructure; and
- ensuring physical access between the sites for pedestrians and cyclists is provided including along the Promenade and through the front façade of the Haslar site to Blockhouse and the proposed neighbourhood centre.

¹⁹⁵ www.gosport.gov.uk/GBLP2042

- 3.348 Historically the local service provider 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. This issue was addressed through suitable conditions attached to the outline consent on the site. Further additional development proposals will also need to demonstrate that the site has sufficient sewerage capacity in line with Policy LE13. 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.
- 3.349 Proposals, like all policies in the Local Plan, need to be read in conjunction with each other in relation to other aspects for the site including environmental matters.

Policy RA7: Haslar Marine Technology Park

POLICY RA7: HASLAR MARINE TECHNOLOGY PARK

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

EXPLANATION OF POLICY RA7

Employment uses (Point 1 of Policy RA7)

- 3.350 This site includes a cluster of high-technology, research and development and specialist engineering marine businesses. The 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 Haslar Hospital sites. The site has been allocated on the Policies Map as an 'Existing Employment site' and will be protected as such.
- 3.351 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 No.2 Cavitation Tunnel and two ship testing tanks which are Grade II Listed. The site is adjacent to internationally important habitats and as such proposals should suitably address this issue too. If they arise, opportunities should be taken to improve public access along the waterfront subject to operational and environmental considerations and policies of this Local Plan.