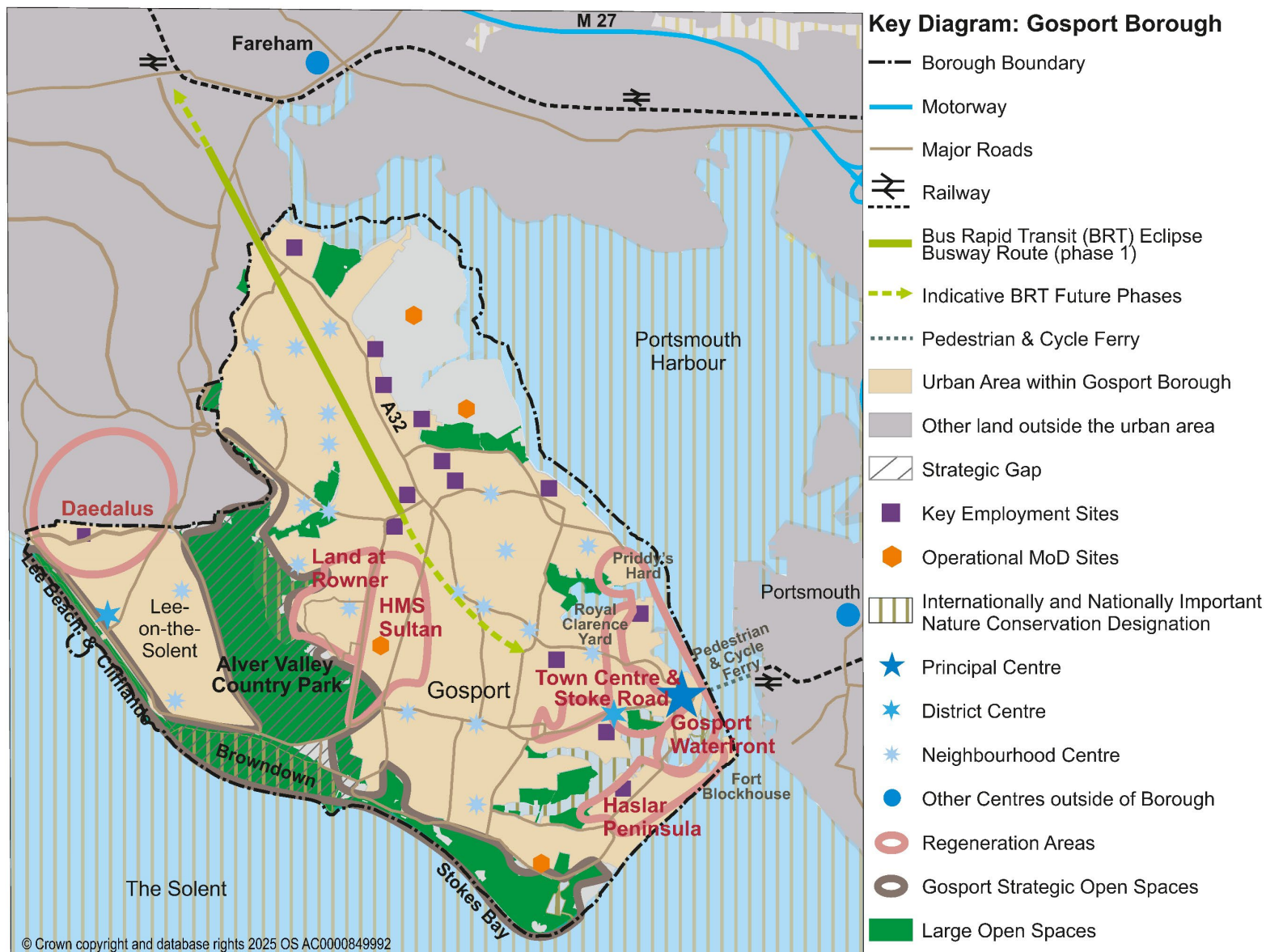


Policy D2: Development Strategy

Introduction

- 2.23 The Development Strategy aims to deliver the overarching vision and objectives of the Local Plan (see Section 1) and sets out the scale of development that is appropriate and sustainable for the Borough during the plan period to 2042. It has been prepared having regard to the core planning principles set out in the NPPF (2024).
- 2.24 The Development Strategy provides an overarching 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 five Regeneration Areas and other key locations as well as establishing the principle that certain sites should be safeguarded for existing uses. This is set out in the Key Diagram for Gosport Borough (Plan 3).
- 2.25 The ‘how much development?’ aspect of the Development Strategy is the result of significant collaborative work with the other Partnership for South Hampshire (PfSH) local authorities in the South Hampshire sub-region and the Council’s own evidence studies. The Development 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 set out in the NPPF.
- 2.26 The ‘where to locate development?’ part of the Development Strategy has been largely determined by the availability of brownfield sites in the Borough, primarily as a result of the Ministry of Defence (MoD) legacy. The Council considers that the identified Regeneration Areas should be redeveloped to stimulate the local economy and provide new homes.
- 2.27 The Development 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 normally presumes against development outside of the urban area and promotes the use of sustainable brownfield land, which are generally of lesser environmental value (shown in the Key Diagram for Gosport Borough (Plan 3)).

Plan 3: Key Diagram for Gosport Borough



POLICY D2: DEVELOPMENT STRATEGY	
1. The Local Plan will make provision for the following over the period 2025-2042:	
Housing:	2,500 net additional dwellings
Employment:	90,000 sqm net additional floorspace³²
Town Centre Uses:	• Reorganisation and development of town centre uses within existing Town Centres; and small scale development of town centre uses in Regeneration Areas to enable successful mixed-use communities. • No additional retail floorspace required out of centre.
2. Development proposals will be permitted within the urban area (as defined on the Policies Map) provided that it accords with other Policies in the Local Plan. 3. The Council will focus the majority of Gosport's planned growth during the plan period in the following designated Regeneration Areas, which should comprise either new residential or mixed-use neighbourhoods, rejuvenated established communities, new employment uses or a combination of all: a) Gosport Waterfront Regeneration Area (Policy RA1) b) Gosport Town Centre and Stoke Road Regeneration Area (Policy RA2) c) Haslar Peninsula Regeneration Area (Policies RA3-RA7a) d) Rowner and HMS Sultan Regeneration Area (Policies RA8-RA9) e) Daedalus Regeneration Area (Policy RA10). 4. Other development allocations are detailed in the following Policies and shown on the Policies Map: a) Policy A1: Housing b) Policy A2: Allocations on Exception Sites Outside of the Urban Area Boundary: Fort Gilkicker and Land south of Fort Road c) Policy A3: Employment d) Policy A4: Leisure, Community Uses and Open Spaces e) Policy A5: Leisure and Tourism Allocation Outside of the Urban Area Boundary f) Policy A6: Safeguarded Land for Transport Improvements	

³² This figure relates to floorspace within the E(g), B2 and B8 Use Classes.

g) Policy A7: Flexible Allocation: Land at Brockhurst Gate.

- 5. In order to achieve significant regeneration outcomes, the Council will:**
 - a) seek to achieve multiple benefits from redeveloping urban land including: through a mix of uses that should be sustainably developed at the most appropriate density to maximise development potential; securing net environmental gains; and ensuring the preservation and enhancement of heritage assets;**
 - b) support appropriate opportunities to remediate derelict, contaminated or unstable land;**
 - c) work with partners to deliver a regeneration programme for some existing residential estates through the plan period to 2042 and beyond to deliver new mixed tenure housing;**
 - d) support appropriate land assembly by site promoters and, where necessary, use its own compulsory purchase powers to assemble land where a comprehensive approach to development is needed; and**
 - e) work positively with others including local communities, site users, landowners, site promoters, other local authorities, service and utility providers, registered providers of affordable housing and their development partners and other relevant parties to meet regeneration objectives.**
- 6. Gosport's marine employment assets will be enhanced, intensified and made more accessible in line with Policy D3 to enable Gosport to grow and diversify its existing offer to become a recognised global hub for marine and maritime business and leisure activities.**
- 7. The Council will protect, and seek opportunities to enhance designated employment sites for continued commercial use, community facilities and open spaces.**
- 8. Development will protect and take opportunities to enhance the Local Ecological Network and 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 in line with Policy D5.**
- 9. Development proposals which affect heritage assets will need to preserve, and where possible enhance them in a manner appropriate to their significance in line with Policy D10.**
- 10. Areas outside of the urban area will be safeguarded from development unless the proposal is for appropriate recreational uses or development essential to the operational requirements of**

public and other essential services. Developers of such proposals will need to demonstrate the 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 and accord with Policy D9.

11. The character and function of the Strategic Gap (as shown on the Policies Map) between Fareham, Gosport, Lee-on-the-Solent and Stubbington will be preserved, and where possible enhanced.

12. The Alver Valley, Browndown, Lee Beach and Clifflands, and Stokes Bay area is identified as Strategic Open Space in line with Policy D6 for Green Infrastructure including the Alver Valley Country Park.

EXPLANATION OF POLICY D2

Overall strategy

- 2.28 The Development Strategy has been informed by the PfSH³³ Spatial Position Statement (SPS)(December 2023)³⁴ and its associated evidence including the principles set out in Box 1. This requires that sufficient land is made available for homes and business premises which need to be supported by the necessary transport infrastructure, services and community facilities. It has also been informed by the principles of Hampshire County Council's Local Transport Plan 4³⁵ (LTP4) which provides a framework to guide all future transport planning investment and sets out a vision for Hampshire in 2050. As set out in Policy D1, the Council will promote a sustainable pattern of development by directing growth towards locations that reduce the need to travel and maximise the ability to make trips by sustainable modes of travel.
- 2.29 Deliverable 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 subject to flood risk. However there are significant opportunities for the development of brownfield land within the Borough which can contribute to its regeneration.
- 2.30 Brownfield sites will be required to deliver sufficient housing to meet as far as possible the housing figure identified by the Government's standard method. This needs to be balanced with the need to provide sufficient land

³³ PfSH Partnership for South Hampshire: The partnership covers an area of south Hampshire including the cities of Portsmouth and Southampton, and the districts of Eastleigh, East Hampshire (part), Fareham, Gosport, Havant, New Forest (part), Test Valley (part) and Winchester (part).

³⁴ www.push.gov.uk/work/planning-and-infrastructure/push-position-statement/

³⁵ www.hants.gov.uk/transport/localtransportplan

for employment and commercial floorspace, open space and community facilities to ensure that Gosport becomes more of a sustainable Borough. It will 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.

- 2.31 There is a need to provide more jobs and training opportunities in the Borough in order to provide a balanced community and tackle deprivation, health inequalities, out-commuting and congestion issues. As such, employment land is a key element of the Borough's Development Strategy. Employment land will be required to offer a range of premises to meet a variety of business needs including existing clusters such as advanced manufacturing and marine industries as well as emerging sectors including those associated with the de-carbonisation of the economy.
- 2.32 In order to assist the delivery of the Development Strategy, five Regeneration Areas are identified, as shown on the Key Diagram, which will be integral for delivering the overall strategy. The Regeneration Areas are characterised by largely brownfield sites and they will play a major role in regenerating the Borough providing a range of uses.

Quantum of development (Point 1 of Policy D2)

Housing

- 2.33 The NPPF is clear that to support the Government's objective of significantly boosting the supply of homes, local planning authorities need to ensure that local plans allow for a sufficient amount and variety of land to come forward where it is needed. The NPPF sets out that the overall aim should be to meet an area's identified housing need, including with an appropriate mix of housing types for the local community.
- 2.34 To determine the minimum number of homes needed, the NPPF requires that strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.
- 2.35 The standard method uses a formula to identify the minimum number of homes the Government expects to be planned for. The Government's latest standard method for determining Gosport Borough's local housing requirement is set out in Box 2.
- 2.36 This results in a local housing requirement of 7,378 new homes between 2025 and 2042, equating to 434 dwellings per annum. The previous standard method required 339 homes per annum.

Box 2: Government's standard method for assessing local housing need

Step 1 - Setting the baseline - 0.8% of existing housing stock for the area
Set the baseline using the value of existing housing stock for the area of the local authority (Dwelling stock (including vacants ³⁶), Table 125: dwelling stock estimates by local authority district). The baseline is 0.8% of the existing housing stock for the area, and the most recent data published at the time should be used.
2024: 37,826 dwellings 0.8%: 302.608 dwellings
Step 2 - An adjustment to take account of affordability
The housing stock baseline figure (as calculated in step 1) is then adjusted based on the affordability of the area. The affordability data used is the median workplace-based affordability ratios ³⁷ , published by the Office for National Statistics at a local authority level. The mean average affordability over the five most recent years for which data is available should be used. No adjustment is applied where the ratio is 5 or below. For each 1% the ratio is above 5, the housing stock baseline should be increased by 0.95%.
The precise formula is: $\text{Adjustment factor} = \left(\frac{\text{five year average affordability ratio} - 5}{5} \right) \times 0.95 + 1$ The adjustment calculation uses the following figures: Ratio 2020: 6.79 Ratio 2021: 6.58 Ratio 2022: 8.27 Ratio 2023: 7.95 Ratio 2024: 6.80 Average Ratio: 7.29 The adjustment factor calculation is: $(7.29 - 5 / 5) \times 0.95 + 1 = \mathbf{1.4351}$
Local housing need for Gosport Borough
302.608 x 1.4351 = 434 Local housing need= 434 dwellings per annum 7,378 over 17 year plan period 2025-2042

- 2.37 In order to ascertain whether this level of housing is achievable in Gosport Borough the Housing Supply Background Paper (2026) sets out the key evidence work relating to this matter which includes the findings of the Strategic Housing Land Availability Assessment (SHLAA). This assessment has been formed by four specific 'Call for Sites' to landowners, agents and developers as well as ongoing dialogue with key landowners in the Borough.

³⁶ www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants

³⁷

www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian

- 2.38 As a result of this detailed research as well as considering past trends it is clear that the standard method figure of 7,378 homes is not achievable and instead a figure approaching **2,500 homes** would be deliverable within the Borough. This would represent 150 dwellings per annum (dpa) (over a 17 year period between 2025 and 2042), compared to the delivery rate of the Gosport Borough Local Plan 2011-2029 (adopted 2015) which requires 170 dpa.
- 2.39 It is clear that given the sites available, the Borough's already built-up nature and various ecological and other environmental constraints as well as the need to provide a balanced community with sufficient employment opportunities that it will not be possible to provide a sufficient amount of land to accommodate 7,378 homes in the Borough. This would currently mean that the Borough has an **unmet need of 4,878 dwellings** (assuming a supply of 2,500 dwellings is achieved).
- 2.40 In accordance with the NPPF the Council is working with its sub-regional partners through PfSH to address housing need both on a multi-lateral and bilateral basis. The details of the approach taken by PfSH in the Spatial Position Statement and ongoing dialogue with neighbouring authorities are detailed in the Housing Supply Background Paper and the Duty To Cooperate Statement³⁸.
- 2.41 The Local Plan allocation of 2,500 dwellings will provide an achievable, deliverable and realistic housing allocation (as identified in Table 1). 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 a sub-regional level and have informed previous higher-level development plans and the PfSH SPS. The 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 D2: Development Strategy.
- 2.42 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 of this provision (see Policies H1-H7). The proposed level of housing will also facilitate sites being developed for employment, commercial and community uses which will stimulate economic development in the Borough. The proposed housing supply is included in Table 1 with the latest housing phasing and trajectory included in Appendix 2.

³⁸ www.push.gov.uk/work/planning-and-infrastructure/push-position-statement/ and www.gosport.gov.uk/GBLP2042

Table 1: Housing supply at 1 April 2025 for the plan period to 2042

Source of supply: Existing planning permissions not built-out at 1 April 2025

Sites in this category already have planning permission for 5 or more dwellings, however will still be allocated in the Local Plan so that in the event they are not built-out a new planning application can be submitted and the principle of development is established.

	C3 dwelling houses				
	Regeneration Area	Policy ref.	Site ref.	Site name	Dwellings (net)
Within GBLP 2042 Regeneration Areas (also allocated in the relevant Regeneration Area Policy RA1-RA10) <i>Subtotal: 1,085</i>	Gosport Waterfront	RA1	H&TWTSPD05	Land at Gosport Marina	70
	<i>Subtotal: 76</i>		FT018	Granary and Bakery, Royal Clarence Yard	6
	Gosport Town Centre and Stoke Road <i>Subtotal: 71</i>	RA2	H&TWTSPD50	8 High Street, Gosport	18
			H&TWTSPD54	9 -11 High Street, Gosport	7
			H&TWTSPD61	127 High Street, Gosport	7
				43-44 High Street, Gosport	8
			H&TCC014	39-45a and 79-81 Jamaica Place, Stoke Road	9
				17 Stoke Road, Gosport	5
				Other small sites (4 sites) (with 4 dwellings and under)	17
	Haslar Peninsula	RA6 & RA7a	AG005	Royal Haslar Hospital	433
	<i>Subtotal: 491</i>		AG007	Land at the Piggeries	58
	Daedalus <i>Subtotal: 414</i>	RA10	LW020	Daedalus Waterfront	394
				Wykeham Hall, Frobisher Block & Keith Cottages, Former HMS Daedalus	20

	C2 units as C3 equivalent*¹				
	Haslar Peninsula	RA6	AG005	Royal Haslar Hospital (60 bed care home)	33
Outside GBLP 2042 Regeneration Areas (also allocated in Other Allocation Sites – Policy A1-A2) <i>Subtotal: 201</i>	C3 dwelling houses				
	Ward	Policy ref.	Site ref.	Site name	Dwellings (net)
	Anglesey	A2	AG006	Fort Gilkicker, Fort Road	26
		A1	AGAV002	Anglesey Lodge (42 bed care home)	23
	Bridgemary	A1	BM037	The Bridgemary Manor Hotel, Brewers Lane	5
	Forton	A1	FT001	Land at Brockhurst Road	31
	Hardway	A1	HD008	Land adjacent to Grove Road/Sealark Road	39
	Brockhurst & Privett	A1	B&P011	Land at 139-141 Brockhurst Road	7
	Rowner & Holbrook	A1	R&HBS001	Land at Rowner Road Service Station	8
	Peel Common	A1	PCBN002	Land at Stoners Close	7
	Forton	A1	FT003	Land at Wheeler Close	5
				Other small sites (34 sites) (with 4 dwellings and under)	50
<i>Subtotal</i>					1,286
Source of supply: Regeneration Areas GBLP 2042 The GBLP 2042 sets out five Regeneration Areas that provide the focus for new development in the Borough. The housing site allocations within the Regeneration Areas are set out below. Please note: Additional sites with existing planning permission (as set out above) are also allocated in the Regeneration Areas.					
C3 dwelling houses					

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Regeneration Area	Policy ref.	Site ref.	Site name	Dwellings (net)
Gosport Waterfront <i>Subtotal: 60</i>	RA1	HD005	Land at Priddy's Hard Heritage Area	60
Gosport Town Centre and Stoke Road <i>Subtotal: 82</i>	RA2³⁹	H&TWTSPD14a/b	North Cross Street No.1 & No.2 Public Car Parks	20
		H&TWTSPD29	Walpole Car Park	100
		H&TWTSPD21 & 22	Coates Road Car Park	32
		H&TWTSPD32	Church Path Car Park	6
Haslar Peninsula <i>Subtotal: 620</i>	RA3	AG026	Blockhouse	475
	RA6	AG005	Royal Haslar Hospital – additional C2 beyond existing planning permission	71
			Royal Haslar Hospital – additional C3 beyond existing planning permission	16
			Royal Haslar Hospital - additional residential beyond outline and reserved matters (Resolution to Grant permission)	58
Rowner and HMS Sultan <i>Subtotal: N/A</i>	RA8-RA9		<i>No sites currently identified up to 2042.</i>	-
Daedalus <i>Subtotal: N/A</i>	RA10	LW020	<i>See existing planning permissions.</i>	-
Subtotal				838

³⁹ Please note that the proposed car parks are indicative at this stage as the Council has not formally indicated which car parks it is intended to release but it is clear that there is a significant surplus of parking spaces and a total of approximately 160 dwellings could be achieved through a mix of these or other town centre car parks.

Source of supply: Other Allocation Sites in GBLP 2042 without planning permission (Policy A1-A2)

The GBLP 2042 sets out the following housing allocations that do not have planning permission.

C3 dwelling houses

Anglesey	Policy A2	AG008	Land south of Fort Road (former QinetiQ site)	9
	Policy A1	AG004	Land at 82-84 Clayhall Road	9
Bridgemary	Policy A1	BMBN015	Land at Prideaux-Brune Avenue	5
Brockhurst & Privett	Policy A1	B&PPV002	Land at Wilmott Lane Depot	160
Peel Common	Policy A1	PCBN003	Land at Laphorn Close	10
<i>Subtotal</i>				193

Source of supply: Windfall allowance

Windfall sites are not specifically identified in the Local Plan and could be delivered anywhere in the Borough. This is based on the number of dwellings built on small sites (4 dwellings and under) since 2001/02. An annual average is used to estimate the potential number of dwellings that could come forward in the future based on past delivery.

Small unallocated sites with 4 dwellings and under 2027/28 – 2041/42	275
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Total supply 2025 – 2042

Total supply	2,592
Dwellings per annum over 17 years (2025 to 2042)	152

Table notes:

*1 C2 units shown as C3 by adjustment using method in HDT Measurement Rule Book:
www.gov.uk/government/publications/housing-delivery-test-measurement-rule-book

Employment

- 2.43 The Council's employment floorspace figure has been informed by the Economic Development Needs Assessment and Employment Land Availability Assessment (EDNA/ELAA) (BE Group, 2026) commissioned by the Council to cover Gosport Borough and the Economic, Employment and Commercial Needs Study (Stantec/Vail Williams March 2021) commissioned by PfSH covering the South Hampshire sub-region.
- 2.44 During recent years there have been unprecedented changes and challenges facing the British economy. This is likely to result in structural changes to the overall economy and consequently it is difficult to forecast floorspace requirements over the next 15-20 years, recognising that such

forecasting can be challenging even during less volatile times. Consequently it will be important to review this work as trends become clearer. In the meantime there are a number of principles that remain applicable and form the basis for the overall planning strategy for the area. The principles for determining the quantum of employment floorspace in the Borough are set out below:

- Maximise available employment floorspace to increase job density
- Consider the aspirational but realistic assessment of employment floorspace capacity taking into account site availability and suitability
- Supplement this assessment with a reality check based on past trends and the latest economic forecasting
- Recognise that these figures will be refreshed within five years as part of the next Local Plan review, and that these will have the benefit of understanding the full implications of recent impacts to the economy.

- 2.45 Taking into account the overriding need to provide new employment opportunities in the Borough due to the low job density (one of the lowest in England and the lowest in the South East) with implications for out-commuting, congestion and air pollution, it is necessary to consider maximising employment opportunities on available and suitable sites. There is also need to consider using sites which will prove attractive for employment investment. In Gosport given its cluster of maritime businesses and significant locational advantages for this sector there are a number of opportunities to utilise coastal sites with deep water access for marine employment which is reflected in Policy D3.
- 2.46 Based on the Council's evidence it is considered that a minimum of 90,000 sqm of employment floorspace in office and light industry (Use class E(g)), general industry (B2) and/or storage and warehousing (B8) is an appropriate level of floorspace for the Borough during the plan period taking into account the capacity on sites that can deliver new employment floorspace.
- 2.47 For the purposes of this policy the figure relates to E(g), B2 and B8 floorspace⁴⁰, although the Council recognises the importance of providing other types of floorspace for employment uses (see also Policy E1). If opportunities arise for additional net employment floorspace they should be taken to maximise the economic regeneration of Gosport and the wider sub-region.
- 2.48 The Council has identified a supply of approximately 90,500 sqm of net additional employment floorspace (Table 2) from a variety of sources including existing permissions, unused land within existing employment sites and proposed allocations and is therefore confident that 90,000 sqm of

⁴⁰ B1 includes offices, research and development, and light industrial, B2 is general industrial and B8 is warehousing (in accordance with the Use Classes Order).

employment floorspace represents an appropriate level of floorspace for the plan period.

Table 2: Employment supply at 1st April 2025 for the plan period to 2042

Source of supply: Existing planning permissions not built-out at 1 April 2025			
EDNA/ELAA Site ref.	Policy ref.	Site name	Employment Floorspace (net gain) (sqm)
E/LW/1	RA10	Daedalus (Phase 2) ^{*1}	31,000
E/AG/1	RA6	Royal Haslar Hospital (B1a)	3,976
E/EL/4	A3	Land at Brockhurst Gate Phase 2 Northern Area	2,745
E/BN/2	N/A	Unit 700, Fareham Reach, Fareham Road	1,326
E/HD/2	N/A	1 Quay Lane	376
E/FT/1	N/A	Sulas Yard, Moreland Road	318
<i>Subtotal</i>			39,741
Source of supply: Outstanding allocations still considered appropriate (previously identified in GBLP 2011-2029 and allocated in the GBLP 2042)			
E/LW/1	RA10	Daedalus: residual employment land north of Daedalus Drive ^{*2}	3,000
E/CC/3	D3	Victoria Quays (Royal Clarence Yard Retained Area North)	4,807
E/CC/3	D3	Royal Clarence Yard Retained Area South	4,000
E/BS/8	A3	Land at Aerodrome Road	1,100
E/HD/1	RA2	Priddy's Hard Heritage Area	478
<i>Subtotal</i>			13,385
Source of supply: Additional employment/mixed-use allocation (quantum previously not identified and allocated in the GBLP 2042)			
E/AG/5	RA3	Blockhouse (there is potential for up to 15,000 sqm)	12,000
E/TN/1	E1	Land at former Gasworks site, Mariners Way	3,000
E/RH/1	A3	Huhtamaki Site: Rowner Road	500
E/RH/6	A3	Huhtamaki Site: Grange Road	2,500
E/EL/4	A3	Land at Brockhurst Gate Phase 2 Southern Area	1,659
<i>Subtotal</i>			19,659

Source of supply: Remaining developable within existing employment sites without current planning consent

E/BN/5	N/A	Standard Aero	3,750
E/RH/1	N/A	Huhtamaki Site: Grange Road	3,500
E/BN/3d	N/A	Wickham Laboratories, Hoeford Point	7,500
E/TN/6a	N/A	Boatyard, Haslar Marina	2,158
E/FT/1	N/A	Toronto Place, Forton Industrial Estate	315
E/BN/2	N/A	166 Fareham Reach	500
<i>Subtotal</i>			17,723
Total supply 2025 – 2042			
Total estimated supply			90,508

Table notes:

*¹ Based on planning application 23/00061/OUT which was granted planning permission on 31 October 2024. Permission granted for 30,856 sqm which has been rounded to 31,000 sqm.

*² There is potential for a total of 34,000 sqm of net additional employment floorspace at Daedalus (see Policy RA10), made up of 30,856 sqm (rounded to 31,000 sqm) permitted at Daedalus Waterfront (ref. 23/00061/OUT) (6,264 sqm in Site C and 24,582 sqm in Site D), and a further 3,000 sqm on residual employment land to the north of Daedalus Drive.

- 2.49 In additional to the supply identified in Table 2 it is important to acknowledge the role of the HMS Sultan site (Policy RA9) which is the largest existing employment site in the Borough, both in terms of the numbers employed and in overall land area. In November 2016 the Government in its document ‘A Better Defence Estate’⁴¹ announced that it intended to release the HMS Sultan site in 2026. In February 2018 the Government made a further announcement⁴² stating that this release would take place no earlier than 2029.
- 2.50 Given the uncertainty over the release of HMS Sultan and therefore the doubt over the deliverability of any re-use of the land for employment during the plan period the Council has proposed to maintain the position it held in the Gosport Borough Local Plan 2011-2029. Consequently most of the western HMS Sultan site has been identified as an employment priority site to ensure that if the site is released by the MoD it retains its role as a major employment site in the Borough. If in the meantime a firm timetable is reached on the release of the HMS Sultan site this would trigger a partial review of the Local Plan.
- 2.51 The Council will continue to lobby that the site is retained as a major training base and will continue to encourage further training and employment opportunities for military personnel and civilians at HMS Sultan including the potential for additional civilian companies to utilise the site.

⁴¹ www.gov.uk/government/publications/better-defence-estate-strategy

⁴² www.gov.uk/government/news/defence-secretary-announces-five-year-plan-for-key-military-sites

- 2.52 The loss of Sultan would have a significant impact on the Gosport economy and consequently radical action, by both national and local agencies, would be required to deal with the aftermath. This could include the designation of a new Enterprise Zone at the site to encourage significant business investment at Sultan, building upon the success of the Daedalus Enterprise Zone. Due to the importance of the HMS Sultan site for employment and the need to maintain and increase employment density it will be necessary to retain a significant proportion of the site for employment generating uses. Further detail is included in Policy RA9.
- 2.53 As part of the Borough's recent Heritage Action Zone, the Council, Historic England and the Base have collaborated on a project to facilitate the re-use of Fort Rowner within the HMS Sultan site as a hi-tech employment site. At this stage there are a number of issues to resolve and therefore it hasn't been included as part of supply figures at this stage.

Other employment sites

- 2.54 It will also be important that other existing employment sites are safeguarded and where possible refurbished and/or redeveloped to meet modern business needs (see Policy E1).

Retail and Town Centre Uses

- 2.55 The Council does not consider that any additional retail floorspace is required to meet needs in the Borough and consequently no quantum is set out in the Local Plan, except for site specific requirements in Regeneration Areas to meet local needs. Ongoing retail trends such as online shopping have been exacerbated by the pandemic and has increased the number of vacant units in Gosport Town Centre. Consequently as set out in Policy C1, the Council will seek a greater diversity of commercial and community uses at ground floor and therefore any new retail demand should be directed to these units wherever possible.
- 2.56 This approach has been confirmed by the Council's Gosport Retail, Leisure and Tourism Study 2019/20 and 2025 update produced by Lambert Smith Hampton which identifies no capacity to support new retail development in the Borough or its Centres over the forecast period to 2040 due to a number of reasons including limited population growth, limited retained expenditure, and increased efficiency of existing retail floorspace.
- 2.57 The study does recognise that the absence of capacity does not necessarily mean that there will be no market demand as operators may be driven to increase their catchment market share. The Study states where the Council is considering new retail floorspace this should be directed to the Centres first with the priority of reoccupying retail accommodation in the prime pitch

(such as Gosport High Street) or as part of facilities to support new development.

- 2.58 The Council recognises the role of retail and other town centre uses as part of the regeneration of sites and to improve the quality of place as well provide greater choice and competition and more opportunities for linked trips. Consequently new retail and other town centre uses will be directed primarily to Gosport Town Centre where new commercial floorspace could include space for restaurants and café and retail units to improve the quality of provision. There will be opportunities for new food and drink premises as part of the redevelopment of the former Gosport Bus Station site (see Policy RA1) and proposals for a new park. Commercial uses in this location can make the most of the harbour setting, increase dwell time and retain expenditure within the Borough. There may also be scope to reorganise commercial floorspace within the Town Centre such as in the South Cross Street area (see Policy RA2). Consequently new space will be part of mixed-use regeneration schemes.
- 2.59 In accordance with the principles of the NPPF and the findings of the Council's evidence studies any new retail and other town centre uses should be directed to Gosport Town Centre and where appropriate other Centres in accordance with the retail hierarchy (as defined in Policy C1). In addition there is some scope in certain Regeneration Areas in accordance with the Policies set out in the Local Plan (Policies RA1-RA10) to meet local needs or form part of a comprehensive mixed-use scheme which could include elements to support the visitor economy. The Council do not consider the need for any retail development outside of these areas.

Location of development (Point 2 of Policy D2)

- 2.60 In principle the Council will presume in favour of development within the Urban Area Boundary, as defined on the Policies Map, providing proposals accord with the other Policies set out in the Local Plan.
- 2.61 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.
- 2.62 Since 2003, 93.9% of new dwellings in Gosport Borough have been built on previously developed 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.

Regeneration Areas (Point 3 of Policy D2)

- 2.63 The Development Strategy identifies five Regeneration Areas (RAs) which will be the focus for new development on brownfield sites. The RAs are listed below along with the corresponding Local Plan Policies for each RA:

Gosport Waterfront Regeneration Area

Policy RA1: Gosport Waterfront – Mixed-Use Redevelopment

Gosport Town Centre and Stoke Road Regeneration Area

Policy RA2: Gosport Town Centre and Stoke Road

Haslar Peninsula Regeneration Area

Policy RA3: Blockhouse 1

Policy RA4: Blockhouse 2

Policy RA5: Blockhouse 3 and the Haslar Gunboat Sheds and Yard

Policy RA6: Royal Haslar Hospital

Policy RA7: Haslar Marine Technology Park

Policy RA7a: The Piggeries

Rowner and HMS Sultan Regeneration Area

Policy RA8: Land at Rowner

Policy RA9: HMS Sultan

Daedalus Regeneration Area

Policy RA10: Daedalus

- 2.64 The RAs major development site allocations have been identified on the Policies Map and are detailed in the Policies in Section 3 of this Local Plan. These sites are the main focus for development in the Borough and contribute significantly to the quantum of development identified in Point 1 of the Development Strategy.

Other allocation sites (Point 4 of Policy D2)

- 2.65 In addition to these sites, new employment, housing, community, and leisure facilities have been identified on non-strategic allocation sites located outside of the Regeneration Areas (see Policies A1-7). These smaller sites 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.

Regeneration outcomes (Point 5 of Policy D2)

- 2.66 Policy D2 sets out a range of possible measures the Council will use to be proactive when delivering regeneration. The Council will be seeking to maximise the benefits from regeneration projects. For example, in town centre sites, the emphasis should be on a vertical mix of uses, with

residential dwellings on upper storeys and commercial uses on the ground floor. New development can deliver the necessary remediation of contaminated land as well as deliver a number of other environmental gains (green infrastructure, biodiversity), while preserving and enhancing heritage assets.

- 2.67 The quality of neighbourhoods and the housing stock within them is an important factor affecting resident's quality of life. The Council will work to improve the quality of existing residential neighbourhoods through a programme of regeneration in specific housing estates outside the identified Regeneration Areas.
- 2.68 A significant proportion of the Borough's housing stock is contained within existing residential areas where the Council retains ownership. Some of these areas do not provide the quality of accommodation or environment for residents and as such the Council will continue to work on regenerating specific housing estates and/or parts of estates, blocks and individual buildings. Redevelopment could include adjacent previously developed land that is considered suitable for renewal and may comprise a mixture of uses where this would support the overall viability of proposals.
- 2.69 The Council has a successful track record of delivering regeneration schemes, including redeveloping its own Council housing stock. This includes the regeneration of Rowner (now known as Alver Village) over a 12 year period. The scheme, undertaken through a consortium (including Gosport Borough Council, Hampshire County Council, Government agencies, housing associations and a private sector housing developer) led to new community facilities, retail units and approximately 700 new dwellings (a net gain of 200 dwellings), replacing existing degraded housing stock. The Council's priorities for estate regeneration in the plan period are the remaining areas at Rowner (Policy RA8) and the Council's current Depot at Land at Wilmott Lane (Policy A1).
- 2.70 Gosport Borough Council will use compulsory purchase powers where appropriate to assemble urban land parcels to deliver new housing and other suitable development particularly on complicated sites which have land in multiple ownership.
- 2.71 The implementation and delivery of sites within the Regeneration Areas will require the Council to work closely with a range of different partners, including landowners and developers, as well as infrastructure providers and Hampshire County Council, to ensure a coordinated framework and approach to delivery. Where appropriate the Council will prepare, in consultation with landowners, developers and the community, more detailed masterplans where this aids in accelerating the delivery of sites. The Council has significant landholdings in the Borough, some of which has been allocated for redevelopment in this Local Plan. The Council is committed to bring its sites forward in a timely manner and will, if

appropriate, enter into joint ventures or other such arrangements, to facilitate this. In certain circumstances, the Council may look to utilise its funds to acquire sites, but such an approach will require robust assessment in terms of outcomes and value for money.

Marine employment (Point 6 of Policy D2)

- 2.72 Marine employment is considered a strategic planning policy matter. This is a sector where Gosport has comparative advantages over other locations and hence its successful cluster of marine businesses and concentration of water-based leisure activities. The Local Plan aims to safeguard and facilitate development of key waterfront sites for marine business and leisure whilst enabling other opportunities for medium to high density residential in other waterfront locations.
- 2.73 Gosport's harbour and Solent frontage and its various marine employment assets present an opportunity for enhancement and intensification to advance its reputation for marine and maritime business and leisure activities. Policy D3 covers this strategic matter in more detail.

Protecting and improving existing sites (Point 7 of Policy D2)

- 2.74 The Borough aims to ensure that high quality and accessible employment sites (Policy E1), community facilities which includes community, cultural, health, care, education, sports and leisure facilities (Policy C6), and open spaces (Policy LE1) 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 Map⁴³.

The Local Ecological Network and the protection of internationally important habitats (Point 8 of Policy D2)

- 2.75 The protection and enhancement of the Local Ecological Network is one of the key elements of the Development Strategy with further details set out in Policy D5 and nature conservation policies (Policies LE5-LE8).
- 2.76 The Borough has a number of internationally important habitats and the Council has given detailed consideration to the protection of these sites when formulating the Local Plan. This includes the production of a Habitats Regulations Assessment⁴⁴ which considers any potential impacts on internationally important habitats or the species using such habitats. This also includes areas outside of designated sites known to be of importance to these species. The Council recognises that additional growth in the

⁴³ 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.

⁴⁴ The Habitats Regulations Assessment can be viewed online: www.gosport.gov.uk/GBLP2042

Borough, in-combination with growth in neighbouring authorities, could, without appropriate management and mitigation, lead to adverse effects upon internationally important sites and other sites that support their integrity.

- 2.77 In order to prevent such effects, the Council will continue to work with other local authorities (including through PfSH) and relevant organisations to develop and implement a strategic approach to protecting internationally important sites from recreational pressure and other impacts of development including the need to ensure residential developments are nutrient neutral to address the damaging impact of eutrophication on sensitive habitats. Further details are set out as part of Policy D5.
- 2.78 The Council with its partners will, through ongoing monitoring⁴⁵, scrutinise the effectiveness of the sub-regional approach to avoidance and mitigation of effects on designated sites. It will adjust the rate, scale and distribution of development across the Borough to respond to the findings of new evidence where appropriate, to preserve the integrity of these sites.

Conserving and enhancing the historic environment (Point 9 of Policy D2)

- 2.79 Gosport has a very significant maritime and naval heritage and the Council will take a positive approach to promoting the Borough's unique historic character as set out in Policy D10. This includes engaging with local communities, site promoters and heritage stakeholders to ensure that all its heritage assets are conserved and where possible enhanced whilst ensuring the Borough has a vibrant economic future.
- 2.80 The Regeneration Areas set out in the Local Plan are characterised by having significant heritage features, historic buildings and Scheduled Monuments. Some are now coming forward for redevelopment via public sector land releases. The regeneration policies (RA1-RA10) set out specific heritage objectives.

Areas outside of the urban area (Points 10 and 11 of Policy D2)

- 2.81 Point 10 of the Development 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.
- 2.82 The 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. This includes specific sites set out in Policy A2. This can also include where development is for appropriate outdoor recreational uses or

⁴⁵ This includes ecological evidence from Natural England, the Council's Authority Monitoring Report, work relating to the PfSH Green infrastructure Strategy and the Solent Recreation and Disturbance Partnership, on-going air quality management and visitor surveys.

development essential to the operational requirements of public authorities and other essential services such as statutory undertakers to carry out development relating to key public services such as energy, drinking water, drainage and communications. The policy also allows for development essential to MoD operations.

- 2.83 The developers of such proposals will need to demonstrate the 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. Proposals must be in accordance with the criteria contained within the relevant policies of the Local Plan including the design criteria of Policy D9 and those policies relating to nature conservation interests.
- 2.84 A key strategic consideration is to retain a significant gap between Fareham, Gosport, Lee-on-the-Solent and Stubbington in order to protect the identity of each settlement and ensure proposals do not physically and visually diminish these open areas. The PfSH Spatial Position Statement enables local authorities to identify strategic countryside gaps of sub-regional significance in their local plans. The Fareham, Gosport, Lee-on-the-Solent and Stubbington Strategic Gap has been a long-established gap of sub-regional importance. 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 as part of the evidence studies for the current Adopted Local Plans for each authority. This includes the Gosport Settlement/Strategic Gap Study (2025)⁴⁶. Gosport Borough Council will work with partners to explore opportunities to enhance the multifunctional benefits of this area as part of the wider PfSH Green Infrastructure Strategy⁴⁷.
- 2.85 The Alver Valley represents the main area of separation between Gosport and Lee-on-the-Solent. Large parts were a former quarry and landfill site and has been identified as a part of the Borough's Strategic Open Space 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 as part of Gosport's Strategic Open Spaces, further details are contained in Policy D6 and the Council's Alver Valley Country Park Strategy (2014).

⁴⁶ www.gosport.gov.uk/GBLP2042

⁴⁷ www.push.gov.uk/work/planning-and-infrastructure/green-infrastructure-flooding-water-management

Further information

PfSH Spatial Position Statement (December 2023)

www.push.gov.uk/work/planning-and-infrastructure/push-position-statement/

The following can be found at www.gosport.gov.uk/GBLP2042

- Economic Development Needs Assessment and Employment Land Availability Assessment (2026)
- Open Space Monitoring Report (GBC, 2026)
- PfSH Strategic Flood Risk Assessment (GBC, 2024)
- Strategic Housing Land Availability Assessment (GBC, 2026)
- Gosport Retail, Leisure and Tourism Study (2019/20 and 2025)
- Gosport Settlement/Strategic Gap Study (2025)

Policy D3: Marine Employment

Introduction

- 2.86 The use of land for marine employment is a strategic issue as it is necessary to ensure that land with the appropriate characteristics is safeguarded and developed for one of the Borough's key sectors in which it has a competitive advantage over other areas. Box 3 and Plan 4 identify Gosport's key marine employment assets. Policy D3 seeks to enhance and intensify this sector by promoting important waterfront sites and safeguarding marine employment and leisure assets.

Box 3: Gosport's key marine employment assets

Gosport's key marine assets include:

- deep-water access and associated land at Royal Clarence Yard, Victoria Quay and the Oil and Pipelines Agency Retained Area;
- Royal Clarence Marina and associated land;
- deep-water access, the heavy boatlifting crane, marine and associated land to serve Gosport Marina and Endeavour Quay;
- the Gosport Boatyard site and associated infrastructure and access;
- Haslar Marina and associated land to serve the marina and marine industries;
- Blockhouse deep-water access, jetties and associated land to develop new marine related employment opportunities;
- specialist marine facilities at the Haslar Marine Technology Park; and
- the slipway at Daedalus and clear access to the Solent through the Daedalus site and associated land to develop marine related industries.